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no. 2

applicable. The Governor was in fact so informed in the Secretary of State's Confidential despatch of the 16th August 1932. While he has expressed his disappointment at this despatch, it remains the fact (as will be clearly seen from the above resume) that a great concession has been made to local sentiment as compared with anything that had been possible in the past.

As regards the "local" service, whether European or Asiatic, we are not concerned at present to deal with any proposals for changing their conditions of service. Such proposals are on foot, but are not yet ripe for consideration here; and in any case it follows from the despatch of 16th August that the Secretary of State will not intervene except so far as may be necessary to satisfy himself that what is proposed is fair and reasonable. (He cannot dissociate himself entirely from responsibility, especially in view of the inveterate propensity of the Asiatic staff to petition him on every sort of detail.)

The primary concern of the Secretary of State is with the "overseas" service, and the question at the moment is as to the conditions which should be laid down for future entrants to that service. The Governor has made certain recommendations relating to the length of tour, leave and passage privileges and the retiring age. There does not appear to be any reason why, ~~perhaps~~ <sup>eventually</sup> with slight modifications, these recommendations should not be approved (and the Governor was so informed in the despatch of 16th August). But, since recruitment has to all intents and purposes ceased for the time being, it is clearly more satisfactory not to make drastic changes until we have a standard to work to: in other words until the

the views of Colonial Governments on the unification scheme have been collated and it is possible to see what modifications that scheme may require in order that it may be established as an approved standard. In this connexion one of the principal outstanding replies is that of Kenya itself.

Since however the Governor is anxious that some positive action should be taken, it cannot be said that it is necessary to maintain the attitude that nothing can be considered until the unification scheme is - not adopted - but agreed upon as an ultimate ideal. Indeed, we have recently agreed to new leave and pension regulations for Hong Kong, and to the opening up of discussion regarding salaries and pensions in West Africa; the draft unification scheme being in each case used as a working standard. If therefore the Governor does not care to wait for the final form of the unification scheme, there is no strong objection (subject to any observations which it may be possible to make from the "recruitment" point of view) to his being informed that the Secretary of State is prepared to consider revised proposals for leave and passages which are not less generous than the "standard terms" envisaged in the draft scheme; and that the Secretary of State is willing to agree to extension of the retiring age to 55 as has been proposed, and to consider, if the Governor recommends it, alteration of the pension fraction to  $\frac{1}{500}$ ths.

We now come to the question of officers on agreement. The economy Committee proposed to terminate all agreements with the prescribed notice and to offer re-engagement on less generous (but unspecified) terms.

The

*in the case of officers which posts will be in the new local service*

The Governor and his Executive Council have modified this proposal to the extent that existing agreements should run their course; but that officers with less than six years' service should be warned that re-engagement may be on revised terms and that officers whose agreements expire before the new terms have been settled may if they wish be retained on a month to month basis until the new terms are ready for their examination.

This proposal is unexceptionable in so far as it concerns officers who are properly in the category of officers on agreement. But there is an important fact to be considered before the proposal is approved. Kenya is a serious offender against the principles laid down in the Secretary of State's circular despatch (2) of the 2nd of April 1931 in which it was laid down that officers should not be kept indefinitely on agreement in posts which are permanently required. The reluctance of the Government to ask the Legislative Council to create new pensionable offices has led to a considerable number of posts which have been added to the establishment in recent years being classed as non-pensionable, and we are aware from protests which reach us that the officers concerned suffer from a very natural sense of grievance. It is true that this probably arises mainly if not altogether in the case of officers of the "overseas" service, who are not affected by the present proposals. For example, amongst the officers serving on agreement in the Agricultural Department are three Entomologists, a Mycologist, the Senior Agricultural Chemist, several Agricultural Officers etc. Such officers, in any other Colony, would be pensionable, but in Kenya they are evidently liable to have

have their terms of service impaired because they are technically on the "temporary" staff; and it may be possible to make the present occasion an opportunity for pressing the Government of Kenya to deal with this long-standing anomaly. In other words, the Secretary of State might point out that, according to the principles which he has laid down there ought not to be any officers with anything like six years' service employed on agreement, and that he is only prepared to accept the Governor's proposals on condition that, in the first place, steps are taken to apply the principles of the circular of 2nd April 1931 by gaoetting as pensionable offices all posts (whether in the "oversea" or "local" services) which form part of the regular establishment of the Colony, unless good reason exists to the contrary in any particular case, and confirming in their appointments all officers now on agreement who are qualified for confirmation.

C. J. JEFFRIES

13.10.32.

KENYA.



GOVERNMENT HOUSE,  
NAIROBI,  
KENYA

No. 125

CONFIDENTIAL

RECEIVED  
10 OCT 1932  
COL OFFICE

30<sup>th</sup> September, 1932.

Sir,

No. 2.

I have the honour to refer to your confidential despatch of the 10th August, 1932, from which I note that, while you are prepared to accept the principle that conditions of service in Kenya must be dictated by local circumstances, and that it is proper to differentiate between the local and the overseas service, you propose, before expressing a final judgment on the recommendations forwarded to you to await the expression of my views on the Colonial Administrative Service Scheme.

Answered (19 on 30/9/32)

2. In view of the present financial position of the Colony and of the long drawn out controversy on Terms of Service in regard to which you are well aware, I cannot but express my disappointment in the terms of your despatch. It will be observed from paragraph 14 of my confidential despatch No. 10, of the 5th February, 1932, that I was only submitting definite recommendations in regard to sub-paragraphs (1), (2) and (4) of paragraph 11 of the Report regarding the Overseas Service. I had, therefore, hoped that, as those recommendations did not fundamentally conflict with the relative provisions proposed under the Colonial Administrative Service Scheme, I was justified in interpreting the long delay

No. 1

THE RIGHT HONOURABLE MAJOR  
SIR PHILIP CURLIFFE-LISTER, P.C., G.B.E., M.C., &c.,  
SECRETARY OF STATE FOR THE COLONIES,  
DOWNING STREET,  
LONDON, S.W.1.

which has ensued as being due to the fact that these proposals were being considered on their merits and that a final decision on those points would at last be reached.

3. If, however, I interpret the third paragraph of your despatch correctly, it would appear that no alterations in the Kenya terms of service, at least for overseas entrants, can be considered until replies received from all the other Governors on the Colonial Administrative Service Scheme have been collated and a standard scheme adopted for the administrative service as a whole. This may well mean indefinite postponement of any decision on Kenya terms of service.

4. I note that you are prepared to accept the principle that conditions of service in Kenya must be dictated by local circumstances and, with the greatest respect, I must submit, with all the emphasis at my command, that local circumstances in Kenya at present are such that it is in my opinion imperative to obtain a definite settlement on such of the proposals under the Terms of Service Committee Report, 1931, as can be reasonably dealt with without prejudicing the Colony's adherence to the Colonial Administrative Service Scheme.

5. In justification of this opinion I enclose for your information a copy of Interim Recommendation No. 6, dated 21st September, 1932, from the Expenditure Advisory Committee, in the third paragraph of which the Committee suggests that the present holders of all posts which had been proposed by the recent Report of the Local European Civil Service Committee for inclusion in the Local Service should be given three months notice of their present contracts and warned that on the

expiry of that period they would be offered re-engagement on such revised conditions as the Government may consider advisable.

6. I have already forwarded to you a typewritten copy of the Report of the Local European Civil Service Committee and now enclose two printed copies of the Report. The Report has been referred to heads of Departments for their comments. Their observations are now coming in and when they have all been received my observations upon it will be forwarded to you at a very early date. I wish, however, to make it quite clear that the recommendations of the Expenditure Advisory Committee only refer to the posts scheduled in that Report.

7. Interim Recommendation No. 6 of the Expenditure Advisory Committee was considered at a special meeting of Executive Council on the 28th September and I enclose for your information a copy of the Executive Council Minute recording the decision ultimately arrived at.

8. It will be observed that Executive Council were not prepared to accept in full the recommendations of the Expenditure Advisory Committee, and indeed, they reaffirmed the principle already enunciated in paragraph 11 of my confidential despatch No. 18, of the 5th February, 1932, that to take the drastic step of offering officers a transfer to new terms of service after giving them three months notice of termination of their present agreements would not be justifiable. I observe from the terms of Kenya Confidential Despatch of the 21st June, 1923, that a similar view was held by the Duke of Devonshire, who wrote (vide paragraph 7 of that despatch):

No 1

30859/23

"As regards officials at present serving on agreement, I am strongly of opinion that the existing agreements should be allowed to run their course, and that no endeavour should be made to secure an immediate economy by terminating the agreements with the prescribed notice and offering re-engagement at a reduced rate of pay. That it would be strictly legal to do so I do not deny; but I think that the Government would lay itself open to justifiable criticism if it used the power of determining agreements merely for the sake of effecting reductions of salary".

8.7.34/434  
9. The principal reasons actuating the Executive Council in arriving at its decision were that, owing to the failure to obtain any decision in Kenya on the question of terms of service and, <sup>to</sup> the undertaking given not to add to the pensionable establishment until those terms were settled, officers have been required to serve in Kenya on agreements for longer periods than in other Colonies. In this connection I would invite attention to Mr. Moore's despatch No. 366, of the 27th June, 1931, in reply to Lord Passfield's Circular Despatch No. 2 of the 7th April, 1931. For this reason it was considered that officers who had had six years or more satisfactory service on agreements should not, by reason of the fact that they happened to be serving on agreements, be put in a less favourable category than others who have possibly been confirmed in their appointments after a shorter period of service. Generally speaking, however, it was considered that a six years test was a reasonable one, and as provision has been made for any special cases of hardship to be examined on their merits by Executive Council I consider that the interests of officers will be adequately safeguarded.

10. In normal circumstances I would have preferred to delay giving the warnings now proposed until I had been able to forward my recommendations on the Report of

the Local European Civil Service Committee and obtained your approval to them. I have, however, already stated that I hope to forward my recommendations to you on this subject at a very early date and in the meantime, if economies are to become effective during 1933, it is imperative that officers should be given as long notice as possible that altered terms of service are going to be introduced.

11. It will be observed that the present proposals deal only with the section of the non-pensionable staff which it is considered might be called upon to serve on local terms of service. I have, however, also received recommendations from the Expenditure Advisory Committee to the effect that present tours of service should be increased, not only for future entrants, as proposed by Mr. Fitzgerald's Committee, but also for members of the existing service. These recommendations I hope to be in a position to forward to you at a very early date. I have delayed forwarding them at the moment in view of the terms of the last paragraph of your despatch under reply, from which it would appear desirable that any proposals for extending tours, whether for serving officers or for future entrants, should conform as closely as possible to the terms proposed for the Colonial Administrative Service Scheme.

11. I should be glad to receive by telegram your approval to the course proposed in <sup>the</sup> Executive Council minutes forwarded with this despatch.

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

*H. G. J.*

BRIGADIER-GENERAL,  
 GOVERNOR.

No.E.C.16/6.

21st September, 1932.

The Hon'ble the Colonial Secretary,  
NAIROBI.

Sir,

INTERIM RECOMMENDATION No.6.  
Application of Report of Local European  
Civil Service Committee.

I have the honour to inform you that my Committee are anxious in the interests of economy to ensure the earliest possible application of any modified conditions of service which it may be decided to introduce as the result of the recent Report of the Local European Civil Service Committee.

2. From a schedule prepared by the Acting Establishment Officer it appears that of the 662 posts which are suggested for scheduling under such modified Terms of Service, the present holders of 60 posts are serving in a temporary capacity while some 323 others are serving on agreement but have completed under ten years' continuous service.

3. My Committee suggest that it would not be unreasonable to warn officers in the above two categories forthwith that it is proposed to terminate their present contracts on three months' notice, and that on the expiry of that period they may be offered re-engagement but only on such revised conditions as Government may consider advisable.

4. My Committee trusts that this recommendation will receive early and favourable consideration so that, if possible, notice can be effective as from the 1st October next.

5. They further suggest that similar action should be considered in respect of such of the Asian staff as are engaged on agreement and have completed less than ten years' service.

6. Finally my Committee desire to invite attention to the desirability of officers who elect or are called upon to serve under any revised local service conditions being granted preferential treatment in the event of a levy upon official salaries continuing to be imposed after the 1st of January next.

I have the honour to be,

Sir,

Your obedient servant,

Sgd. J.E.S. Merriek.

SECRETARY,  
EXPENDITURE ADVISORY COMMITTEE.

Council considered the letter of the 21st September addressed by the Secretary of the Expenditure Advisory Committee to the Colonial Secretary and after discussion, advised that an urgent despatch be sent to the Secretary of State asking for his immediate approval of the following recommendation: -

That: -

- (i) of the present posts for which modified terms of service have been recommended in the Report of the Local European Civil Service Committee, those holders who are at present serving on agreements or on a month to month basis should, unless they have had six or more years continuous service, or have completed two tours, whichever shall be greater, be warned that any offer of re-engagement which may be made to them upon the expiration of their present agreements ~~shall~~ be on revised terms of service and that, in cases in which existing agreements expire before the new terms of service have been approved, they will, if they wish, be retained on a month to month basis until the new terms are ready for their examination.
- (ii) individual cases which may be recommended for special consideration should be submitted to the Governor-in-Council.

The Chief Native Commissioner, while agreeing in other respects, would have preferred the period to be three years instead of six.

HIS EXCELLENCY CONCURRED AND ORDERED ACCORDINGLY.



COLONY AND PROTECTORATE OF KENYA

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REPORT  
OF THE  
LOCAL EUROPEAN CIVIL  
SERVICE COMMITTEE

NAIROBI  
PRINTED BY THE GOVERNMENT PRINTER  
1932

# REPORT OF THE LOCAL EUROPEAN CIVIL SERVICE COMMITTEE

YOUR EXCELLENCY,

1. The Committee appointed by Your Excellency—

To examine, to report upon, to schedule posts and to draft Regulations, having regard to the principles laid down by Executive Council at its meeting of the 7th January, 1932, for the inauguration of:—

Terms of reference.

- (a) a Local European Service; and
- (b) a Local Asiatic Service

applicable to Government Servants not employed by the Kenya and Uganda Railways and Harbours Services.

has the honour to submit the following Report.

## EUROPEAN SERVICE.

2. For facility of reference extracts from the Report of the Terms of Service Committee with the relevant recommendations of the Executive Council, in which Your Excellency has expressed concurrence, are attached at Appendix I.

Prefatory remarks.

Appendix I.

3. Your Excellency, in response to subsequent inquiries, caused the Committee to be informed through its Chairman that they were not debarred from reviewing and, if considered desirable, from submitting proposals for leave and passage conditions differing from those appearing in paragraphs 15 (ii) and (iii) of the Report of the Terms of Service Committee.

4. The Committee at the outset of its deliberations decided to ask the Government Statistician to collect particulars of salaries and conditions accorded by local firms to staff in similar categories to those cited on pages 20-22 of the Report of the Terms of Service Committee. The Committee desires to express its thanks to those firms who furnished data and to the Government Statistician for his co-operation in sending out the Committee's questionnaire and in supplying analyses and summaries of the replies received. The results which were not ready till the middle of April have proved distinctly disappointing, in that many of the larger firms and institutions failed to furnish the requisite data, and that the

Evidence from commercial firms.

particulars collated show a divergence of practice in commercial circles, a state of affairs borne out by the experience of such members of the Committee as are personally conversant with conditions prevailing outside Government Service.

General considerations governing the Report.

Appendix II.

5. In reaching the conclusions, detailed below and in the accompanying draft Regulations (Appendix II), the Committee desires to emphasize the difficulty at the present juncture of laying down terms of service which can be regarded as likely to prove stable over any extended period of years. The general tendency to retrenchment, both in the public services and in private enterprises which continues as the inevitable concomitant of the prevailing world-wide depression has materially reduced market rates for labour, both skilled and unskilled. Although the increased purchasing power of money at the present time is an important factor and liable to persist as an influence in determining wages, the Committee feels that its proposals may only be applicable to a period of transition though they have followed the assumption of the parent Committee that on emergence to more settled conditions emoluments will be on a lower level than at the time many of the existing terms of service (including salary scales) were introduced. It may be necessary for the position to be reviewed as soon as conditions become stabilized so that appropriate changes or modifications can be introduced before the Local Service has developed to its full proportions.

6. The proposals put forward in regard to clerical staff are suggested as representing suitable scales of salary, so far as they can be judged at the present time, within which remuneration can be provided for the various duties involved as offering a reasonable career in the lower branches of the Kenya Civil Service for local recruits who it is hoped will form more than a considerable proportion of new appointees. The conditions suggested moreover are not considered unsuitable if (at any rate at the inception of the Service) it may prove necessary to fill vacancies in the Local Service from outside East Africa.

Major (Avendish) Bentinck, however, who was unable to attend the meeting of the Committee at which these salaries were finally decided, is of the opinion that the scales of salary now recommended for the higher clerical grades are too high for the type of routine work contemplated having in mind the change in world conditions, and wishes to lay special stress on the fact that in his opinion the changes and modifications fore-shadowed in paragraph 5 above will probably have to be introduced almost immediately.

7. In framing their recommendations the Committee were guided by the need for inaugurating a new service on reasonable lines rather than by the more short-sighted policy of attempting to attract existing personnel to transfer by the offer of more advantageous terms than circumstances warranted for the duties in question. The Committee recognizes that so long as financial stringency continues the recruitment of the Local Service may proceed but slowly and that in the meantime the interests of economy will render it impracticable for Government to place as many as possible of its existing personnel upon revised terms of service. The terms now suggested should in the opinion of the Committee be readily adaptable for this purpose in cases where this course may be desirable on general grounds.

The conclusions of the Committee as detailed are contained in the accompanying draft Regulations which follow generally the provisions of the present draft Regulations in so far as they can be considered applicable. The following observations are merely intended to explain governing principles or the reasons for departing from any of the specific recommendations of the parent Committee. They also present the Committee's views on the question of pensions and the Civil Service Board, which still require the consideration of Government and in consequence no provisions under these heads have been included in the draft Regulations.

Special recommendations

For the sake of convenience the sequence observed in the Report of the Terms of Service Committee has been adhered to —

#### (i) Pay.

Terms of Service Report, Committee's Proposals

(A) Males	Male	£ 40 to £ 54	£ 54 to £ 65	£ 65 to £ 72	£ 72 to £ 84
	Female	£ 38	£ 48	£ 58	£ 68

The Committee are in favour of two separate grades and prefer a single grade with definite increments on the understanding that the £50 to £70 portion of the scale should be open to candidates roughly between the ages of sixteen and eighteen who have passed the Junior Cambridge Examination or an equivalent standard, but that older candidates with higher educational qualifications such as the School-leaving Certificate or Matriculation Standard or such other tests as may be recognized by the Civil Service Board should be

allowed to enter at £84 in the scale. The maximum is recommended for extension to £120 to provide for certain departments which demand a longer training than the usual clerical ranks and the Committee further suggests that the Civil Service Board should be empowered to make special provision in respect of cadets in training for technical departments. A learner should not be admitted to either portion of the grade at a higher point than the initial pay suggested save in the most exceptional circumstances.

Heads of departments should have discretion to vary the number of learners employed provided that their sanctioned allocation for the learner establishment is not exceeded.

(b) Clerical Grades	Terms of Service Report	Committee Recommendations
	Per annum £150 by £10 to £200	Per annum £150 by £10 to £240
Grade C (Male or Female) (Minimum age 18 years)		
Grade B (Male)	£240 by £15 to £300 by £20 to £360 by £20 to £420	£200 by £15 to £290 by £15 to £350 by £15 to £425
Grade B (Female)	£240 by £15 to £300 by £10 to £360	£200 by £15 to £290 by £15 to £350
Grade A (Male)	£380 by £20 to £460 by £20 to £540	£360 by £20 to £460 by £20 to £600
Grade A (Female)	£380 by £10 to £420	None
Special Grade (Males)	£500 by £20 to £660	£600 by £25 to £650 by £25 to £725 (*)
Special Grade (Females)	None	£360 by £20 to £420

(\*) The extension from £650 to £725 is subject to the proviso below.

In explanation of these variations the Committee consider it necessary that to prevent stagnation in the several grades lower scales should be adopted.

The above recommendations represent the unanimous views of members of the Committee present at its last meeting.

Since that date a sub-Committee has interviewed heads of departments with regard to appropriate scales of salary for the non-clerical posts recommended for inclusion in the Local Service, and on reviewing the scales put forward for these non-clerical posts, *vide* Appendix III, a majority of the Committee are inclined to consider that the maximum for the Grade A Clerical Service should be reduced to £540 per annum in accordance with the recommendations of the parent Committee.

It is not recommended that female clerks should ordinarily progress beyond an annual salary of £350, but that exceptional cases would be more fittingly included in a special grade rising to £420 per annum than in Grade A.

The Special Grade (Males) should be strictly limited in numbers and should be confined to duties connoting special responsibility or qualifications in addition to normal confidential or supervisory duties of a clerical nature, which would be adequately remunerated by the Grade A scale. The Special Grade (Males) has been extended to £725 but it is suggested that normal requirements would be met by the bar at £650, which should only be passed for posts of exceptional status or in instances of outstanding personal merit.

The Committee wishes to lay emphasis on the desirability as far as possible of selecting candidates for vacancies, more particularly in Grade A and upwards on a general roster rather than treating departmental personnel on a water-tight basis for purposes of advancement. It is suggested that for this purpose recommendations for filling such vacancies should be submitted for review by the Civil Service Board before any substantive appointment is agreed to.

The Civil Service Board should also prescribe specific tests qualifying for admission to the learner staff and the other grades for the guidance of heads of departments.

Entry into Grades B and C should presuppose passing in the necessary qualifying subjects as at present and subject to the existence of a vacancy a clerk in Grade C would be eligible for advancement once he had passed the higher test. He would enter the new grade at the minimum, unless he was already in receipt of higher salary, in which event he would enter at the next appropriate incremental step.

The Committee desire to point out that there are at present no fewer than fifty-three different scales of salary for posts suggested for inclusion in the Local Service and they did not feel competent on their own responsibility to fix appropriate scales for such a large number of different salary rates. The result of inquiries to heads of departments elicited the fact that these posts could be graded within the scales suggested for the Clerical Service. Appendix III contains the schedule of posts recommended for inclusion in the Local Service, the scale of remuneration at present paid in respect of each post and suggested scales for the same posts in the Local Service which have been put forward after consultation

with heads of departments. These data are included in the hope that they may be of assistance and guidance when the salaries finally come to be decided, but the Committee feel that without careful study of the duties appertaining to the various posts it is not possible for them to recommend that they should be accepted as final; they follow generally the principles governing the Committee's recommendations for clerical posts and it is suggested that they should be very carefully reviewed by the Civil Service Board. The Committee desire to acknowledge the assistance received from heads of departments in response to their representations.

The Committee, in examining the schedule of posts, were impressed by the number of special designations for posts, the nature of which would appear to be appropriately covered by the usual clerical grading. They suggest that there is room for review in this respect in the interests of simplicity and the Service in general, as invidious distinctions not warranted by the functions performed are apt to lead to misunderstanding.

#### (ii) Leave.

The Committee (Captain Ward dissenting, *see* reservation on page 14) consider the recommendations of the parent Committee as adequate on the understanding that an annual holiday would be assured.

The Committee desire to emphasize the considerations put forward by the 1929 Committee on Leave and Passages for European Servants of Government as regards the importance of an annual holiday which read as follows:—

" 7. In the opinion of the Committee, only the most exceptional circumstances should be allowed to interfere with the grant to each European servant of Government of a substantial annual holiday. With a view to ensuring that annual holidays are taken, the Committee recommends that heads of department should regularly prepare early in each year tentative schedules of annual leave to be taken by members of their staff and should be required to render a return each year showing which officers have taken leave during that year and the amount of leave taken, and which officers have not taken leave during the course of the year and giving reasons in each case where an officer has not taken his "annual leave" during the year. The Committee also recommends that in all cases where annual leave has not been taken, the causes should be investigated. The reasons will probably be either that there has been insufficient staff or that the head of

the department concerned has not been able to make proper arrangements. In either case the Committee holds that the position should be rectified and that the Government should have knowledge of the facts brought to its notice in this way."

Learners would not be entitled to "vacation" leave, but would be limited to eighteen days local leave.

In the opinion of the Committee proportionate vacation leave should be granted at the rate of seven days for each completed three months service an officer further being allowed to add the final period of local leave due, to the vacation leave for which he is eligible, for the purposes of overseas leave. The period of the voyages is to be included in the leave earned.

The Committee urge that for purposes of calculating leave in respect of the Local Service it will be sufficient if stations are placed under two categories of "healthy" and "unhealthy" following the present distribution for the Service in general, five months residence in an "unhealthy" station counting as six months in a "healthy" station, i.e., twenty-eight days vacation leave would be earned by ten instead of twelve months' residential service, and seven days every two-and-a-half instead of three months. It was agreed that the Director of Education must be granted latitude to arrange the leave of his teaching and matron staff in conformity with the requirements of the various schools. Such staff it was understood would not be entitled to "local" leave in addition to the normal school holidays.

#### (iii) Passages.

In view of the considerations advanced in the Note appended to the relative section on page 13 of the parent Committee's Report, the Committee (Mr. O'Shea dissenting) strongly recommend the grant of more generous assistance on Government's part both in the interests of the individual himself and the attractiveness of the Local Service under prevailing conditions.

They suggest that a scheme on the following lines should prove both simple in operation and equitable in incidence. An officer to be considered to have earned in respect of each year of resident service 25 per cent of the cost of a return passage to the port nearest to the destination where his leave is to be spent the cost being calculated in accordance with the accommodation laid down under Category B in paragraph 11 (ii).

pages 8 and 9 of the Terms of Service Committee's Report and the maximum limit being fixed at the cost of a passage to London by the all-sea route but no financial assistance should be granted unless the officer has given an undertaking to return for further service. It was understood that if an officer wished to make special arrangements for his holiday other than a direct sea voyage he would be at liberty to submit his proposals for consideration on their merits as qualifying for the monetary grants for which he was eligible.

No allowance towards family passage would be made but an officer would be able to travel by a lower grade or class than that for which he is eligible and apply the savings towards the cost of his family passages or accumulate the money due for more than four years on the understanding that no balance beyond that needed for ocean passages or other approved journey would be paid over. No concession under his head should be granted normally for less than two years' residential service. In illustration of this it may be stated that the effect of such an arrangement would be that at the end of forty-eight months or forty months at an additional rate an officer would be eligible for the cost of a passage for himself and at the end of six years or five years at an additional rate for half the cost of an additional passage.

The Committee submit that such an arrangement would be more desirable than the contributory proposal of the parent Committee and though involving somewhat larger expenditure would be justifiable on Government's part in providing a Local Service at the present juncture.

None of the interim grade should not be counted towards service and percentage of the cost of a passage.

It is recommended from the foregoing recommendations and adheres to the recommendations of the parent Committee.

### (iv) Pensions.

The Committee desire to emphasize the imperative need, in their opinion, for some form of compulsory insurance as an integral part of any permanent Local Service, which may be inaugurated, with definite provision for State contributions to supplement an officer's premia. Regular deductions in respect of contributions would be effected from his monthly salary and credited with interest at a reasonable rate. In this connection the Committee unanimously favour the principle of contributory pensions and advocate the introduction

of a scheme or fund for this purpose at the earliest opportunity considered practicable. Through the courtesy of one of its members the Committee were enabled to study particulars of a scheme actually in operation for the employees of an existing enterprise through a well-known insurance company. They had also before them legislation governing certain of the pension funds adopted by the Government of the Union of South Africa as well as the Report of the 1929-1931 Royal Commission which outlined leading principles for a suggested contributory pension scheme in respect of the Home Civil Service. The Committee incline to the view that for Government purposes a scheme on the last-mentioned lines would probably be preferable but they appreciate that a decision is impracticable until certain data and statistics have been collated and submitted for actuarial assessment.

CMD. 3069/  
1001.

They would urge most strongly that early information be obtained as to the requirements in this connexion, so that the necessary particulars may be compiled from the outset and contributory pensions brought into force with the least possible delay for the Local Civil Service.

In the meantime the only alternative available appears to be a provident fund for which many precedents can be obtained such as that in active operation in respect of the Kenya and Uganda Railways and Harbours Services. Pending a decision as to the adoption of their recommendations the Committee have not considered it necessary to examine the details of any such scheme or to draft regulations, particularly as they only envisage it as a temporary arrangement which should be established on as simple lines as practicable with a view to ultimate absorption of the funds collected in whatever fund or scheme of contributory pensions may be accepted.

They suggest that the contribution be fixed at 15 per cent of the substantive salary and that Government and the officer should be called upon to contribute in equal proportions, i.e.  $7\frac{1}{2}$  per cent. It was considered that an officer should have no claim on the Government contributions or interest thereon until he had completed five years as a contributor unless his services were terminated on medical grounds or changes due to re-organization of staff.

The Committee examined the advisability of either allowing or compelling officers, during the interim period of the Provident Fund's continuance, to join the existing Widows' and Orphans' Schemes. On balance it was agreed that con-

pulsion provided the only alternative, but that it would be best in view of the heavy liabilities entailed by such double subscriptions to make no additional imposition on officers pending the full review of the provisions which it might prove possible to incorporate to cover similar purposes in any contributory pensions scheme or fund. In this connexion the Committee noted from Appendix V of the Report of the Royal Commission cited above that favourable terms for widows were included in the contributory superannuation scheme outlined in respect of the Home Civil Service. It remained to be seen whether similar benefits could be justified actuarially under reasonable premia for the smaller membership which would comprise the Kenya Local Civil Service.

The Committee's recommendation may be summarized as follows: As far as can be foreseen there should be no need for a provident fund to run permanently in concurrence with a contributory pension scheme or fund, but some such arrangement would be essential for some years at the inception of the Local Service pending actuarial investigation and advice on the pension system, it being postulated that there should be no undue delay in collecting the necessary data and statistics for such an inquiry.

Should financial considerations permit, the Committee further venture to suggest that it would be a welcome gesture on the part of Government if in the case of personnel now under agreement, who might be offered transfer to the Local Service, it were made clear that Government would be prepared to place to their credit in the provident fund the amount of the Government contributions, which would have accrued, with or without interest as may be decided, had the fund been in operation at the time when they joined the Service for continuous employment.

The Committee desire to make it clear that they are not in a position to assess the monetary effect of such a proposal, but they submit it as a suggestion which in their view merits serious and early consideration.

The Committee would point out in regard to this section that it would be necessary to consider procedure in respect of officers who may be transferred from the Local to the Overseas Service as regards their contributions to any scheme of compulsory insurance so long as any alternative scheme of pensions remains in force for the Overseas Service.

#### (v) Quarters.

The Committee have embodied in the accompanying Regulations the principle of consolidated salaries, without the addition of free quarters or an allowance in lieu. They consider, however, that exceptions must be made in the rare cases, where an officer is required to occupy quarters at or adjoining particular institutions in view of the continuous nature of his duties: it seems to the Committee only equitable that in such instances no rent should be charged and the quarters should be regarded as a temporary addition to the officer's non-pensionable emoluments.

In the Committee's view, acceptance of the principle that an officer will be responsible for his own housing arrangements means as a corollary that in centres, where private accommodation can be arranged, he should be free to suit his individual requirements and should not be forced to rent Government quarters, merely because such quarters happen to be unallocated or unoccupied. The question of the disposal of any surplus Government houses in the event of the adoption of these proposals is a matter which may require consideration. The Committee appreciate that an officer will be at liberty to rent Government quarters should he so desire and that such a course may be inevitable in many instances at present. Where competition with private accommodation arises rents should be fixed at ruling market prices whilst at other stations quarters should be leased to officers either on a rental basis to be assessed administratively on the value of the house or on the basis of a percentage deduction from salary not exceeding 15 per cent the smaller amount governing procedure in any individual case.

#### (vi) Medical Attendance and Examination.

The Committee recommend in accordance with the views expressed by the parent Committee free medical attention for the officer but not for his family.

It is desired to record that a majority of the present Committee support the recommendation of the minority of the parent Committee in the second paragraph on page 10 of their Report to the effect that where drugs are readily obtainable from other than Government sources, they should not be supplied from Government stores. This provision, however, has not been included in the accompanying Regulations.

The Committee support the opinion of the representative of the Medical Department and the 1925 Committee on Leave and Passage Regulations that regular medical examination

of European servants of Government should take place at such periods of time as the Director of Medical and Sanitary Services may consider desirable.

**(vii) Travelling and Motor Allowances.**

The Committee consider that travelling and motor allowances should be governed by the general regulations ruling at the time.

**(viii) Acting Allowances.**

The Committee are opposed to the grant of acting allowances in respect of posts in the Local Service.

**(ix) Engagements and Terminations.**

The Committee have assumed that the Local Service will be under the control of the Governor, advised by a Civil Service Board, on the lines recommended by the parent Committee, and recommend that, if necessary for this purpose, steps be taken to obtain the Secretary of State's sanction to waive the requirements of Colonial Regulations, paragraphs 17-22. The Governor would then be the final arbiter in all matters affecting the Local Civil Service, though an officer would retain his inherent right of appeal to the Secretary of State against any decision reached locally.

As the tour of service is not advocated for officers in the Local Service, the Committee is of opinion that engagements, whether temporary or permanent and whether in the capacity of learners or of probationary or substantive appointees, could be covered most suitably by letters of appointment, instead of agreements. These letters would vary according to the conditions governing a particular appointment, and should be countersigned in all cases by the appointee. Model forms are suggested to ensure uniformity of treatment.

It is suggested that persons engaged for specific periods or services might be engaged on agreements, subject generally to the regulations applicable to the Local Civil Service.

**(x) Disciplinary Provisions.**

Whilst agreeing that in cases requiring investigation in the interests of discipline the method of such investigation must be left to the discretion of the Governor, the Committee were divided as to the desirability of prescribing the Civil Service Board as the proper body which should investigate serious cases involving intended dismissal. A minority (five members) urge that only in the most exceptional circumstances should any other body be appointed for such a purpose.

The Chairman, Major Cavendish-Bentinck, Mr. Smith, and Mr. Webster, however, were not prepared to subscribe to this proviso. In the circumstances, the relative regulation, paragraph 88, has been drafted in general terms, without any restriction of the Governor's discretion.

**(xi) Age of Retirement.**

The appropriate age for normal retirement suggested is 55 years for males and 50 years for females, but the Committee appreciate that final decision on this point must remain for consideration with the provisions to govern whatever scheme of compulsory insurance may be adopted.

**CIVIL SERVICE BOARD.**

The Committee desire to invite special attention to the recommendations of the parent Committee in paragraph 18 of their Report, and to urge upon Government the importance of the early establishment of a Civil Service Board on the lines suggested. The Committee feel that the Civil Service Board would be the appropriate body for dealing with the question of transferring officers already employed to any new terms of service which may be introduced as contemplated in paragraph 19 of the parent Committee's Report.

The Chairman and Major Cavendish-Bentinck, whilst agreeing that a Civil Service Board should be set up with its functions limited as suggested by the parent Committee, are entirely opposed to the principle of granting such a Board disciplinary or wide administrative powers. They desire to emphasize that His Excellency the Governor, as the head of the Civil Service, should have absolute authority, though he would naturally have powers of delegation in any direction which he considered advisable.

The Committee considered it desirable to submit without further delay their recommendations as regards their first term of reference—a Local European Service. They propose to continue their inquiry in regard to a Local Asiatic Service as soon as circumstances permit, and would welcome any indication of Government's decisions on the various aspects covered in this Report, as a guide in dealing with similar problems under heading (b) of their terms of reference.

In conclusion, the Committee desire to record their appreciation of the valuable assistance rendered by their Secretary.

Conclusion.

Acknowledgment to Secretary.

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In conclusion, the Committee desire to record their appreciation of the valuable assistance rendered by their Secretary.

Conclusion.  
Acknowledgment to Secretary.

Mr. A. J. Field, Acting Establishment Officer, of the Secretariat, more particularly in connexion with the compilation of the accompanying Regulations.

We have the honour to be,

Sir,

Your Excellency's obedient servants,

J. E. S. MERRICK, Chairman.  
W. H. SMITH.  
E. E. BISS.  
F. J. CARLYLE-JOHNSTONE.  
H. J. WEBSTER.  
C. O. GILBERT.  
THOS. J. O'SHEA.  
H. F. WARD.  
F. CAVENDISH-BENTINCK.

Members.

A. J. FIELD,

Secretary.

Nairobi.

26th August, 1932.

\*I have signed this Report subject to the following reservation—

(f) Leave.—Page 7.

The recommendation by the Leave and Passages Committee of 1929 (para. 39, page 5) as to the period of service in Kenya requisite to earn six months' leave overseas was a divided one. The Official Members recommended three and a half years, and the Unofficial Members four years. The majority of this Committee now recommends six years, irrespective of previous contracts with Government or of the total period of service completed. I am sincerely of the opinion that any servant of Government who has served for an appreciable period on the current terms of service should not have the period of service in Kenya during which he can earn six months' leave overseas extended for more than a year, and that in respect of the Local Service generally that length of service calls for some scaling down of this period below six years, on the lines of but not to the exact extent as is provided for in the Terms of Service Committee's Report of 1931, *vide* page 7, paragraph 11.

H. F. WARD.

APPENDIX I.

Extracts from the Report of the Terms of Service Committee with relative recommendations of the Executive Council.

"15. After much consideration, the Committee have come to the conclusion that the following rates of pay and conditions of service for a European clerical and general Local Service would be reasonably adequate:—

(i) Pay.

*Learners* (Male or Female).—Non-incremental; pay to depend on age and qualifications.

Grade II: £60 to £84 per annum.

Grade I: £84 to £108 per annum.

Grade C (Male or Female).—£150 by £10 to £200 per annum (minimum age, 18 years).

Grade B (Females).—£240 by £15 to £300 by £10 to £360 per annum.

Grade B (Males).—£240 by £15 to £300 by £20 to £360 by £20 to £420 per annum.

Grade A (Females).—£380 by £10 to £420 per annum.

Grade A (Males).—£380 by £20 to £480 by £20 to £540 per annum.

*Special Grade* (Chief Clerks and Office Superintendants).—£500 by £20 to £660 per annum.

In the clerical service, the Committee contemplate that Grade B would be the appropriate grade for fully competent stenographers and typists, Grade A being limited to posts of a more responsible character."

*Executive Council Recommendations:*

That the general approval given to the proposed scales by Council should not debar the Local Service Committee from submitting any variations which seemed to them desirable.

**(ii) Leave.**

**Local:** 15 days annually.

**Vacation:** 28 days per annum, cumulative to six months. Officers under 18 years of age not to be eligible for vacation leave.

**Note**—The Committee recommend that in respect of service at 'unhealthy' stations, the same vacation leave allowances should be made on lines similar to those proposed in the case of the Overseas Service."

**Executive Council Recommendations**

That general approval be given to the Committee's recommendations.

**(iii) Passage.**

If an officer earning vacation leave elects to save towards the cost of a holiday out of the Colony in connexion with this leave, the Committee recommend that he should be assisted to the extent that Government should open a passage account on his behalf, into which the officer would pay 24 per cent of his salary (subject to a minimum of Sh. 10 and a maximum of Sh. 30 per mensem), into which Government would contribute an equal amount. In view of the extent of Government's contribution, it is not considered that interest should be allowed on balances.

**Note.** The foregoing recommendation in regard to contribution towards passage is based on the view that, although the kind of work which officers of this grade perform is not very exacting, it is desirable, even for the locally born, that they should periodically have a change out of the Colony, not altogether because of possible benefit to health but also because of the experience and the broadening of view which may be gained from travel abroad. The Committee feel that, unless some practical encouragement is given towards saving for passage costs, the facility for accumulating vacation leave will largely fail in its object.

**Executive Council Recommendations**

That general approval be given to the Committee's recommendations.

**(iv) Pensions.**

"Pensions should definitely be on a contributory basis, and a Pensions Scheme on such lines should be introduced as early as possible for the fully permanent members of the Local Service. For members on less permanent terms a Provident Fund Scheme should be established. There are many schemes of each kind in operation throughout the Empire, and the lines on which such schemes operate have become more or less standardized. Cases will arise of officers moving from one scheme to the other, but no difficulty should be experienced in providing for such cases. The Committee, in fact, incline to the view that all officers in the Local Service should be under a Provident Fund Scheme until the age of, say, 35 years, so that they may be in a position up to that age to leave the service without too great a sacrifice of pension rights."

**Executive Council Recommendations:**

That the introduction of a Contributory Pension and/or Provident Fund Scheme should be examined by the Local Service Committee.

**(v) Quarters.**

"The Committee recommend that the same arrangements as have been proposed for officers of the Overseas Service in regard to quarters and to the occupation on a rental basis of Government-owned houses should be applied to the Local Service."

**Executive Council Recommendations:**

That general approval be given to the Committee's recommendations.

**(vi) Age of Retirement and Medical Attendance.**

The Committee recommend that the same principles should be observed for the Local Service as for the Overseas Service, vide paragraph 11, (v) and (vi)."

**Executive Council Recommendations:**

That the recommendations of the Committee be approved as regards the age of retirement; and in principle as regards the question of medical attendance, subject to the Report of the Colonial Services Committee, but that consideration of this question should await the return from leave of the Colonial Secretary. It was realized that a question of salary consolidation would arise.

## APPENDIX II.

SUGGESTED REGULATIONS FOR THE KENYA  
LOCAL CIVIL SERVICE.

The following Regulations are based on those contained in the "Code of Regulations" Third Edition, Part I, for European officers of the Government Service, "the Governor" being substituted for "the Secretary of State" as the controlling authority.

Necessity for report or reference to the Secretary of State is not contemplated except that an officer will retain his inherent right of appeal to the Secretary of State against any local decision.

An officer engaged from overseas for the Local Civil Service will receive the same privileges on first appointment as are accorded by the general Code of Regulations to other officers as regards date of appointment, salary for the period of the voyage, etc.

These Regulations are subject to variation from time to time at the discretion of the Governor to suit the requirements of the Service and in any case of doubt as to their meaning the decision of the Governor shall be final.

## PART I.—EUROPEAN STAFF.

## CHAPTER I.

## APPOINTMENTS, TERMINATIONS AND TRANSFERS.

## 1. Appointments will be in the following categories:—

- (a) In a temporary capacity (e.g., learners).
- (b) In the Established Service (including a period of probation).

All appointments will be made by the Governor.

On first appointment an officer engaged within the Colony will be given a letter of temporary appointment as laid down in Appendix I

2. On the expiry of not less than six months' service in a temporary capacity the head of department may recommend an officer for appointment on probation, in which case the officer will be given a letter of appointment as laid down in Appendix II and his letter of temporary appointment will be cancelled.

3. On the expiry of a period of probation of not less than two years' service the head of department may recommend an officer for appointment to the Established Service or for reasons accepted by the Governor may require the officer to continue to serve in a probationary capacity.

4. On appointment to the Established Service an officer will be given a letter of appointment as laid down in Appendix III and any other letter of appointment on which he may be serving will be cancelled.

5. The Governor is not authorized to make any addition to the fixed establishment of any public department without the previous sanction of the Secretary of State, and relief should normally be provided from the fixed establishment. In exceptional circumstances requests for temporary additions to the establishment should be referred to the Colonial Secretary.

6. The Colonial Secretary should be informed of the home addresses of all officers, to which communications intended for their relatives or friends may be sent.

7. An officer of the Established Service may not resign except with the permission of the Governor which will only be granted if reasonable notice is given and an assurance obtained that satisfactory arrangements to refund outstanding liabilities have been effected.

8. Officers who resign their appointments at any time after returning to the Colony from overseas will be liable to refund such proportion of the cost of their outward passage as may be decided by the Governor.

9. An officer serving on probation may at any time determine his engagement on giving three months' notice in writing or on paying to the Government one month's salary.

10. It will be within the power of the Governor to give notice of the determination of the engagement at any time during the period of probation without assigning any reason on giving the officer leave of absence with full pay for the period of vacation leave at the rate laid down.

11. Notice of determination without assignment of a reason may also be given to an officer while on leave of absence, in which event he will be allowed to complete the leave of absence granted to him.

12. During the period of probation the Governor will further have full power to cancel the appointment at any time if the officer has been guilty of any misconduct, or if the Governor is satisfied that he is inefficient, and that his inefficiency is due to his own negligence or default; and in that event the officer will not be entitled to any privileges of leave or passages.

13. No officer will be admitted to the Established Service whose work is not thoroughly satisfactory and who does not succeed in passing such language examinations and other tests as may be prescribed.

14. Promotions will be made by selection as vacancies occur, and officers promoted to a higher post will as a general rule commence at the minimum pay of that post.

15. For the higher grade posts recommendations for filling such vacancies will be submitted for review by the Civil Service Board before any substantive appointment is made.

16. In cases where a head of department has cause to recommend that an officer should be passed over for promotion to any vacant post the fact should be noted in submitting the relative recommendation and full reasons should invariably be given in substantiation.

17. All applicants for employment should be required to fill up the prescribed form of application for Colonial Employment (P/1), (copies of which can be obtained from the Secretariat), which should contain a complete record of any employment which the applicant may have followed, whether public or private.

18. Heads of departments are required to satisfy themselves as to the record of previous service where a local firm or employer is concerned.

19. Full warning shall be given to any employer if it is desired to engage any of his employees so that he can take steps to enforce any contractual commitments and, further, it should be made clear to the applicant that he must settle any matters arising out of his contract with his previous employers before any appointment by Government can be made.

20. In cases where a local applicant for appointment has had previous employment in a Colonial Service outside Kenya it is necessary to obtain the sanction of the Secretary of State (by telegram, if necessary) before the person concerned can be engaged even on a temporary basis.

21. In cases where the applicant's previous service has been in the Union of South Africa or in other Dominions, application will be made direct by the Colonial Secretary to the country concerned for a report on the applicant's previous service.

22. In connexion with the appointment locally of an officer on other than a month to month basis it should be ascertained whether the candidate has previously submitted an application to the Colonial Office or Crown Agents for the Colonies for employment in the Colonial Service.

Heads of departments when submitting applications to the Secretariat should furnish this information.

23. No person who has previously resigned or been dismissed from Government Service may be reappointed locally without the sanction of the Colonial Secretary.

24. No candidate for employment who is in receipt of a pension from another Government should be engaged without the pensioning Government being consulted.

25. All candidates recommended for employment should undergo an examination by a medical officer approved by the Government, but such examination need not be insisted upon where the appointment is definitely only for a limited period.

26. Appointments on a temporary basis to posts for which provision exists in the Estimates may be made by heads of departments. When forwarding a recommendation for any such temporary appointment heads of departments should furnish a medical certificate of fitness (see Appendix 2, C.O.R.) and the usual vital statistics (see Appendix 3, C.O.R.) of the person to be appointed, together with information as to the proposed rate of pay, and a note as to the item in the Estimates from which the salary will be paid.

27. Regular notification should be exchanged between Government departments requiring candidates of a school-leaving age and the Education Department, who will distribute the information as to vacancies, so that it may be available on application by the parents or guardians of children about to leave local schools. It will also help to this end if lists of openings in such junior posts as may be included under the above category are published in the Official Gazette from time to time by the departments concerned.

28. A medical certificate as to the fitness of the person concerned is required in the case of an officer serving on probation who is recommended for appointment to the Established Service.

29. An officer will not be placed on probation before the receipt of satisfactory reports from his referees.

30. Women who are appointed to the Established Service must understand that they will be called upon to resign their appointments in the event of their marrying, any employment subsequent to marriage being on a temporary footing or on the terms of probationary appointment.

31. Any officer on leaving the Service should, when practicable, be asked by the head of the department concerned

before he leaves the Service of the Colony whether he wishes to be furnished with a Certificate of Service or not. A copy of the form is shown in Appendix 8, C.O.R. and no other form of testimonial or commendatory letter shall be issued to him. The main purpose of such certificates is that they may be used as references covering the officer's period of service in the Colony when the time comes for him to seek employment elsewhere. Heads of departments who complete certificates should give in them information which they, were they in the position of a prospective employer, might fairly expect to obtain from the person who had previously employed the officer. It is not desired that certificates should be so worded as to suppress information which prospective employers are entitled to expect, but there may be officers whose failure in the Colony was due to circumstances which would not necessarily obtain elsewhere, or who, though not successful in the Colony's Service have, nevertheless, qualities that fit them for other kinds of employment in England or abroad. Due weight should be given to these factors by the officer who completes the Certificate of Service and it is important that care should be taken to ensure that the certificate issued in any such case is carefully worded so as to give the officer credit for any good qualities which he may have shown; so that it does not, through a lack of precision or by the bare expression of a general adverse opinion, have the effect of prejudicing the holder's chances of obtaining subsequent employment of a kind for which he might in fact be qualified.

32. In the case of the death of an officer a report should be made by telegram or special messenger to the Colonial Secretary, stating the full name and title of the officer, together with particulars of the hour, date, place, cause of decease, and the address, if known, of the deceased's nearest relative. This report should be furnished by the head of the deceased's department, when the death occurs within his cognizance, or otherwise by the representative of the department in the locality, or, if there is no such representative, by the senior Administrative officer of the district for the time being. In either of the latter alternatives a copy of the report should be sent to the head of the deceased's department, who should submit a suitable obituary notice to the Colonial Secretary for publication in the Official Gazette.

In addition to the above report the following reports should be furnished to the Colonial Secretary as soon as practicable after the funeral has taken place:—

- (a) By the medical officer through the Director of Medical and Sanitary Services:
- (i) A report of a professional character giving full details of the cause and circumstances of death.
  - (ii) A report suitable for communication to the relatives of the deceased omitting any details of a revolting or painful nature.
  - (iii) A Death Report.
- (b) By the officer responsible for reporting the death in the first place: a report of a personal and sympathetic nature. Relatives especially value any reference to the deceased officer's good qualities or work and the esteem in which he was held. Reference to any last wishes of the deceased and the funeral arrangements can be made in this letter, or in the medical officer's report. The report should be sent to the head of the department, who can either embody the information given in a personal letter to the nearest relative, or forward the report as it stands, if he is unable to simplify the report from his own individual knowledge. Care should be taken to address the letter personally and couch it in sympathetic terms. If it is addressed direct to the relatives of the deceased a copy in triplicate should be sent to the Colonial Secretary for transmission to the Secretary of State.
- (c) By the Principal Registrar of Births and Deaths: a Death Certificate.

A copy of the obituary notice should also be forwarded for transmission to the Secretary of State.

33 The following are the scales of salary for the European clerical staff:—

- a) Learners £80 x £12 x £84 x £18 to £120.

Note—The £80 to £84 portion of the scale is open to candidates between the age of 16 to 18 years who have passed the Junior Cambridge Examination or an equivalent standard. Older candidates with higher educational qualifications such as School Leaving Certificate or Matriculation Standard or such other tests as may be recognized by the Civil Service Board, may be allowed to enter at £84 in the scale.

(b) Clerical grades:—

	Per annum.
Grade C (male or female) ... (minimum age 18 years)	£150 x £10 to £240.
Grade B (male) ...	£200 x £15 to £290 x £15 to £350 x £15 to £425.
Grade B (female) ...	£200 x £15 to £290 x £15 to £350.
Grade A (male) ...	£360 x £20 to £480 x £20 to £600.
Grade A (female) ...	None.
Special Grade (males) ...	£500 x £25 to £650 x £25 to £725*.
Special Grade (females) ...	£360 x £20 to 420.

\* The extension from £650 to £725 will be confined to cases of special merit.

## CHAPTER II.

## SALARIES AND ALLOWANCES.

43. The incidence of pay of an officer while on leave who has been transferred from one department to another should be borne by the department in which he is serving at the time he proceeds on leave and will be at the rate drawn by him immediately prior to his departure.

44. An officer who desires an advance on first appointment or return from leave must make application, if in England, to the Crown Agents for the Colonies.

Recovery will generally be effected by instalments of one-twelfth of the amount of the salary payable to an officer each month until the full amount has been recovered but in certain cases the number of instalments may be increased with the Governor's sanction.

45. The Crown Agents for the Colonies are authorized to make an additional advance of salary to an officer who applies for it and who does not receive outfit allowance on first appointment by 1/12 the amount of £20.

46. An officer on leave in the Dominions or India may obtain an advance of one month's salary before sailing on return from leave on application to the authority by whom his leave salary is paid.

47. In no circumstances will advances be made in South Africa to an officer of this Colony travelling to or from any country through the Union of South Africa unless he holds written permission for such an advance either from the Colonial Secretary, the Crown Agents or the authority referred to in the preceding Regulation.

48. An officer in the Colony who desires an advance of salary should make application to the Colonial Secretary through the head of his department stating his reasons for such request.

49. The Treasury officer at Mombasa is authorized to advance up to half a month's salary to an officer arriving in the Colony on first appointment or from leave, to be recovered from his salary payable at the end of the same month.

50. An officer will be allowed to remit through the Crown Agents for the Colonies in equal monthly instalments a portion of his salary for the support of members of his

family. The sums thus remitted will not, as a rule, exceed half his salary in any one year, but in exceptional cases, the Governor may authorize remittances in excess of half salary. Duty pay or other allowances will not be included for the purpose of calculating the maximum amount of the remittances. Life insurance premia may be remitted by drafts on the Crown Agents.

51. All local applications in respect of family remittances should be made to the Treasurer who will make the necessary arrangements with the Crown Agents. Family remittances are not payable by the Crown Agents during any period of an officer's leave in England.

52. No acting allowance will be paid to an officer acting in any post in the Local Civil Service.

53. Additional remuneration for overtime or extraneous services will only be granted with the approval of the Governor and then only in exceptional circumstances and in respect of duties in addition to and absolutely distinct from those contemplated in a particular officer's substantive appointment. This Regulation is not intended to vary the procedure in departments where the rates for overtime work accorded to certain staff have been prescribed with the concurrence of the Secretary of State.

54. Uniform allowances have been authorized for the following posts —

Government House :

Chauffeur-Mechanic.

Customs Department :

Inspector, Preventive Service.

Examining Officers.

Medical Department :

Nursing Sisters.

Matron, Mental Hospital.

Assistant Matron, Mental Hospital.

Superintendent, Infectious Diseases Hospitals.

Police Department :

Chief Inspectors.

Inspectors.

Inspector of Weights and Measures.

Assistant Inspectors.

Sergeant Instructor.

European Constables.

## Prisons Department:

Assistant Superintendents.

Chief Officers.

Technical Instructors.

Officers who, before the revision of salaries in 1936, drew the allowance plus local allowance will continue to be paid at the higher rate.

55. An outfit allowance of Sh. 600 is payable to Nursing Sisters of the Medical Department

56. Non-commissioned officers of the Police promoted to commissioned rank receive an outfit allowance of Sh. 400

57. An officer, to whom an outfit allowance has been paid, will be required to refund it, if he does not take up his appointment, or if he resigns, or leaves the Service, for any reason other than mental or physical infirmity, before completing two years' residential service.

58. An increment is an increase of salary of specified amount which, provided certain conditions are satisfied, is granted at regular intervals until a maximum is reached. The conditions may be merely (as in most cases) that the work and conduct of an officer during the past year (or other incremental period) have been satisfactory. But there may be a further condition, viz., that an officer must obtain an efficiency bar certificate or some other specified qualification, or there may be some special condition imposed after due notice has been given by the Government, such as passing of a language test or other examination.

59. When for any reason it is decided not to grant an increment on the date it is due, the following alternatives may be adopted:

- The increment may be withheld.
- The increment may be deferred.
- The increment may be stopped.

An increment withheld means that an officer not having qualified for an increment on the due date cannot receive his increment on that date and the increment must be withheld until the officer has fulfilled the necessary conditions to qualify therefor. For example an officer on the scale £500 by £25 to £650 per annum, who is due to receive his first increment on the 1st January, 1931, but does not pass some necessary test until the 1st June, 1931, would not be permitted to draw salary at the rate of £625 per annum

until the 1st June, 1931. His second increment, making his salary £650 per annum, would be due on the 1st January, 1932, and would be granted as from that date, subject to a certificate of satisfactory work and conduct and the passing of any examinations or tests laid down. The officer would thus revert to his original incremental date.

If the officer does not succeed in passing the necessary test before the 1st January, 1932, on subsequently passing he would ordinarily be granted one increment only. In an exceptional case, however, and with the approval of the Governor on qualifying he might be given a double increment or such increments as would bring his salary to that point in his scale which he would have reached had his increments not been withheld.

An increment "deferred" means that the head of department is unable to grant the increment when due, and defers consideration thereof *pro tem*. If and when the increment is granted it may be given with retrospective effect as from the date on which it was first due, or it may be treated as increment withheld. In either case, the officer would subsequently revert to his original incremental date.

An increment "stopped" means that an officer cannot be considered for the grant of an increment until another year (an incremental earning period) has been served. For example an officer on the scale £500 by £25 to £650 is due for his first increment on the 1st January, 1931, but the increment is stopped for disciplinary or other reasons. He would not qualify for an increment until the 1st January, 1932. Ordinarily on that date he would be given only one increment, but he might, in an exceptional case, and with the approval of the Governor be given a double increment, so as to receive the same salary in 1932 as he would have received had he normally been granted his increment due in 1931.

60. Increments should not be withheld by heads of departments unless an officer has already been warned in writing that such a course is justified.

61. The head of department must satisfy himself that the officer concerned has discharged his duties satisfactorily in every way before certifying that he has earned his increment. In no case may an increment be granted unless a certificate is attached to the pay sheet in which such increment is first inserted.

62. The rate of salary of an officer who is promoted or placed on a different scale of salary is governed by section 59 of the Colonial Regulations.

In case of doubt as to the interpretation of this Regulation in any particular instance reference should be made to the Treasurer.

63. In certain scales of salary there are efficiency bars on reaching which an officer cannot receive further increments until he has been promoted to the higher part of the scale with the sanction of the Colonial Secretary.

An efficiency bar is not an automatic step in an officer's advancement, but rather a limitation thereto unless the requisite standard of work, conduct and qualifications has been attained.

In submitting recommendations for the passing of an efficiency bar, heads of departments should satisfy themselves that the officer recommended is—

- (a) efficient and in possession of the requisite qualifications;
- (b) zealous in all branches of his work;
- (c) a credit to his department in all respects.

The stage at which an officer should be regarded as having passed to the higher scale is when he receives the increment next beyond an efficiency bar point.

## CHAPTER III.

### DISCIPLINE.

73. Officers are required to discharge any duties upon which the Governor may think it desirable to employ them.

74. Officers whose remuneration is fixed on the assumption that their whole time is at the disposal of the Government are prohibited from engaging in trade, or employing themselves in any commercial or agricultural undertaking.

75. The chief consideration in deciding whether or no private employment may be undertaken by officers should be :—

- (1) Are there in the Colony, or reasonably available, private individuals capable of undertaking the particular work concerned?
- (2) Is it in the general public interest that an officer should be allowed to take private employment in any particular case?
- (3) Is the grant of the privilege in a particular case likely to lead to a claim for similar treatment from other officers who are equally qualified for the employment, but to whom it might not be desirable to accord the privilege?

76. All officers, whether or not their whole time is at the disposal of the Government, are prohibited from directly or indirectly making or holding any local investment, speculating in the shares of, or being connected with any company, occupation or undertaking which might bring their private interests into real or apparent conflict with their public duties, or in any way influence them in the discharge of their duties. In all cases of doubt as to the application of this regulation an officer is required to submit the case for the Governor's decision.

77. The relaxation of the rules laid down in Regulation No. 76 above, has been authorized in particular cases, subject to the following safeguards :—

- (i) Previous permission of the Governor in Council is necessary in all cases.
- (ii) Full particulars of the transactions must be disclosed.
- (iii) The Secretary of State will be notified of the name of the applicant and the nature of the pecuniary interest, together with the Governor's decision.

This concession applies only to holdings in land and the position, area and purchase price must be stated.

Mining interests and interests of a commercial and speculative nature cannot be regarded as being within the scope of the concession.

78. Regulation 76 applies not only to officers themselves but to their wives, and officers will be held responsible\* for its observance by them. The practice of registering a mortgage, for example, in the name of the wife of an officer without the Governor's permission is a direct violation of the regulation, and disciplinary action will be taken in any case which is brought to the Governor's notice.

79. No officer on leave of absence may accept any paid employment without previously obtaining the express sanction of the Secretary of State or, if his leave is spent in the Colony, of the Governor.

80. No officer may undertake any private agency in any matter connected with the exercise of his public duties.

81. Without the express permission of the Secretary of State or of the Governor, an officer may not act as the editor of any newspaper, or take part directly or indirectly in the management thereof, nor contribute anonymously thereto; nor publish in any manner anything which may be properly regarded as of a political or administrative nature.

He may, however, publish signed articles upon subjects of a general interest.

82. No officer, whether on duty or on leave of absence, is to allow himself to be interviewed on questions of public policy or on matter affecting the defence or military resources of any British possession.

83. Officers are entitled to their own views in matters of politics, but any public expression of these views is liable to violate the spirit, if not the actual letter, of Regulations 81 and 82.

Officers should accordingly confine themselves to recording their votes at the ballot and in no case publicly to indicate their support of a particular candidate or policy, either by signing nomination papers or in any other manner, such as making speeches or joining in demonstrations in favour of any political person, party or propaganda.

84. Officers are prohibited from receiving valuable presents (other than the ordinary gifts of personal friends) whether in the shape of money, goods, free passages or other personal benefits, and from giving such presents.

This regulation applies not only to the officers themselves, but also to their families, and officers will be held responsible for its observance by their families. It is not intended to apply to cases of remuneration for special services rendered and paid for with the consent of Government. This regulation may be relaxed upon an officer's final departure from the service of the Colony, but only with the special permission of the Secretary of State previously obtained. Such relaxations are, however, intended to be exceptional.

85. Officers who subscribe or organize subscriptions towards a present to another officer without having received the previous permission of the Secretary of State are committing a breach of Regulation No. 84 and the Secretary of State will not grant such permission unless the circumstances are fully explained to him in a despatch in time for a reply to be sent by mail. It is also generally desirable that the amount of individual contributions should be limited to a fixed maximum.

Money which has been subscribed with a view to marking approbation of an officer's conduct may be devoted to some public purpose and connected with the name of the person who has merited such a proof of general esteem.

86. Presents from rulers, chiefs, or other members of the population in or neighbouring to the Colony, which cannot be refused without giving offence, will be handed over to Government.

When presents are exchanged between Governors or other officers acting on behalf of the Colonial Government in ceremonial intercourse with rulers, chiefs, or others, the presents received will be handed over to Government and any return presents will be given at Government expense.

87. Any officer who is absent from the Colony without leave will be held thereby to have vacated his office.

88. An officer of the Established Service may be dismissed by the Governor provided that in every case where the officer has not been convicted on a criminal charge the grounds of intended dismissal are definitely stated in writing and communicated to the officer in order that he may have

full opportunity of exculpating himself. If in the opinion of the Governor the officer fails to exculpate himself an investigation shall be made into the charges in such manner as the Governor may direct.

If as a result of such investigation the Governor is of opinion that the allegation is proved, he may inflict such punishment upon the officer by way of dismissal or lesser punishment as may seem to him just.

This regulation is without prejudice to the under-mentioned regulations providing for the summary punishment of officers by the Governor or the head of a department:—

The Departmental Offences Ordinance, No. 35 of 1928.

The King's African Rifles Ordinance, No. 31 of 1930.

The Prisons Ordinance, No. 37 of 1930.

The Police Ordinance, No. 64 of 1930.

89. Notwithstanding the above provisions, if the Governor considers that any such officer should be removed from the service on grounds of general inefficiency, he must call for a full report from the heads of the departments in which the officer has served; and, if satisfied after considering that report that it is necessary in the interests of the public service, he may remove the officer. In every such case the question of pension will be dealt with under the laws or regulations of the Colony.

90. If in any case the Governor considers that the interests of the public service require that an officer should cease to exercise the powers and functions of his office instantly, he may interdict the officer from the exercise of the powers and functions of his office provided that proceedings for his dismissal are being taken or are about to be taken, or that criminal proceedings are being instituted against him. An officer who has been interdicted shall, unless and until he is suspended, be allowed to receive such proportion of the salary of his office, not being less than one-half, as the Governor shall think fit. If the proceedings against any such officer do not result in the dismissal or other punishment of the officer, he will be entitled to the full amount of salary which he would have received if he had not been interdicted.

91. If an officer is convicted on a criminal charge the Governor may cause the proceedings of the criminal court on such charge to be considered in Executive Council, and if he is of opinion that the officer should be dismissed or

subjected to some lesser penalty on account of the offence for which he has been convicted the officer may thereupon be dismissed or otherwise punished.

92. An officer convicted on a criminal charge shall not receive any salary from the date of conviction, pending consideration of his case by the Governor.

93. An officer acquitted of a criminal charge shall not be dismissed on any charge upon which he has been acquitted, but nothing in this regulation shall prevent his being dismissed or otherwise punished on any other charges arising out of his conduct in the matter, provided that they do not raise substantially the same issues as those on which he has been acquitted; and the Governor if he thinks fit may take the usual proceedings for the purpose.

94. An officer who is under suspension or interdiction may not leave the Colony during the interval before he is reinstated or dismissed, without the leave of the Governor.

95. Serious pecuniary embarrassment is regarded as impairing the efficiency of an officer and rendering him less valuable than he would otherwise be.

Such embarrassment affects the respectability of the Service and the trustworthiness of the individual and may be held to be a bar to promotion or increment.

The mere fact, under whatever plea, of becoming a party to accommodation bills or promissory notes, whether for his own purpose or for another person will be regarded in the same light.

96. The Registrars of the Supreme Court and Magistrates will report to the Governor every case in which proceedings are taken against any officer in bankruptcy, and every case in which an officer becomes a judgment-debtor, and will send copies of every such report to the Colonial Secretary and to the head of the department in which the officer is employed.

97. Heads of departments will, within one month from the date of the receipt of the report referred to in the last preceding regulation, transmit their observations upon each individual case of indebtedness to the Governor and to the Colonial Secretary. Such observations should indicate also whether in the opinion of the head of the department any disciplinary action is called for against the officer concerned and if so, of what nature.

98. The removal of stamps from official documents is prohibited and any officer offending against this rule will be liable to such disciplinary action as the Governor may consider desirable.

The removal of stamps from documents with intent to defraud is a criminal offence and officers responsible for the safe custody of official documents should take the necessary precautions to see that there is no possibility of removal of any stamps from such documents.

99. In cases where an officer wishes to dispose of any of his personal property or effects by sale to the Government the sanction of the Governor must be first obtained to the transaction, and only in very special cases will sanction be accorded. Officers are not permitted to dispose of any of their personal property or effects by sale to natives in native reserves.

100. Any officer selling or distributing lottery tickets or coupons to native renders himself liable to dismissal.

101. The extent to which officers may be permitted to express their opinion of the actions of a friendly foreign Government must necessarily be governed by the extent to which such expression may be likely to embarrass the British Government in its relations with the foreign power.

Civil servants hold their offices at the pleasure of the Crown, and, whilst it is not desired to interfere with their liberty of free speech, any lack of discretion likely to embarrass Government may result in serious consequences for the individual responsible.

## CHAPTER IV.

### LEAVE

111. All leave is subject to the exigencies of the Service. An officer may not demand as a right to be granted leave.

112. Leave will be divided into two classes:—

- (a) Local leave.
- (b) Vacation leave.

Local leave shall be granted by the head of department at the rate of eighteen days in every calendar year of residential service but cannot be accumulated. On first appointment such leave should not be granted before an officer has completed six months' residential service. Local leave may be taken in conjunction with vacation leave. Only the most exceptional circumstances will be allowed to interfere with the grant of local leave.

113. In very special circumstances the Governor may extend local leave with full pay on the understanding that any such extension will entail reduction of equal length in the vacation leave granted to an officer.

114. Subject to the exigencies of the Service an officer serving in a probationary capacity or in the Established Service may be granted twenty-eight days' vacation leave for each year's residential service in a healthy station. Proportionate leave may be granted at the rate of seven days for each completed three months' service.

115. In the case of officers serving in an unhealthy station two and a half months' service will be reckoned as three months' service in a healthy station.

116. Vacation leave may be accumulated up to six months.

117. No vacation leave will be granted for service in the lower grade.

118. Temporary service, if followed without a break by probationary service, may be counted for vacation leave with the approval of the Colonial Secretary.

119. The following stations are classified as unhealthy
- All stations in the Coast, Northern Frontier and Turkana Provinces, and the districts of North, Central, and South Kavirondo.
  - In the Ukamba Province: Kitui, Voi and Teita.
  - In the Kikuyu Province: Fort Hall and Thika.

In the Nzou Province: Marakwet and Tambach.  
In the Rift Valley Province: Kabarnet.

120. Deferred leave is vacation leave already earned and carried forward on return to duty after taking any portion of vacation leave.

121. An officer proceeding on leave to Europe must immediately report his arrival to the Crown Agents and the Colonial Secretary, Nairobi, on the forms attached to his last pay certificate, subsequently notifying any change of address.

122. An officer proceeding on leave elsewhere will report to the Colonial Secretary, Nairobi. If a communication to an officer at the address given fails to reach him promptly he will be held responsible for any inconvenience that may be caused.

123. Application for vacation leave will be made through the head of department to the Colonial Secretary on the form laid down in Appendix 9 of the Code of Regulations.

124. Special attention is drawn to the necessity for an officer not re-engaged through the Crown Agents to enter into the prescribed agreements in respect of passage prior to his departure.

125. If an officer is proceeding on leave overseas it is his duty to make his application for leave in sufficient time to enable arrangements to be made for his passage. Applications for accommodation on ships sailing between January and June should be submitted nine months in advance and in the case of sailings between July and December at least six months' notice should be given to the Government Coast Agent. Provisional booking can always be arranged if the date of departure is uncertain.

126. When an officer is absent from duty owing to illness not caused by his own neglect or misconduct he may be granted full pay up to a maximum period of three months' absence in any one period of twelve months of residential service; half salary may be granted thereafter up to a maximum period of three months. The period during which an officer is actually under treatment will be covered by a certificate from a Government medical officer but local sick leave necessary for the purpose of recuperation after illness will require a recommendation from a medical officer, confirmed by the Director of Medical and Sanitary Services. All absence from duty, whether owing to illness or convalescence, will be classed as local sick leave.

127. When an officer is granted local sick leave, the medical officer who furnishes the certificate on which the sick leave is granted should state thereon the destination to which he recommends the invalid should proceed.

128. Should illness be caused through the officer's own impropriety of conduct his full salary may be forfeited for the whole period of absence from duty.

129. Vacation leave may be extended with full salary on the grounds of ill health for any period not exceeding six calendar months, and if necessary for a further period of six months with half salary.

130. The period of any sick leave spent outside the Colony will ordinarily be deducted from any vacation leave already earned.

131. Any extension of leave, however short, which may be granted on any other grounds than those of ill-health will be deducted from any period of vacation leave for which the officer may become eligible after his return to duty.

132. Every officer at least a fortnight before proceeding on leave to England, will present himself for examination to the medical officer at his station. If he is unable to do this he will make arrangements for the examination to take place before he sails. At such examination he must be prepared to give full information as to any ailments from which he may have suffered and medical treatment which he may have received during his tour of service. The medical officer will furnish the officer examined with a paper of advice in the proper form, which will contain directions as to the precautions he should take during the voyage home and after arrival in the United Kingdom, and also an expression of opinion as to the necessity or otherwise of his being seen by one of the medical advisers in the Colonial Office. Immediately after the examination the medical officer will himself post a certificate in the approved form direct to the Colonial Office, so that it will arrive in England by the same steamer as the officer examined. One copy of the certificate will be sent to the Secretariat. Officers after presenting themselves for medical examination should obtain from the medical officer a certificate to the effect that they have been examined according to the Colonial Office instructions, without which they will be unable to obtain their steamer tickets, or passage money from the Government Coast Agent. All officers on being informed departmentally that their leave is sanctioned should be warned of this regulation.

## CHAPTER V.

## PASSAGES.

142. An officer proceeding to England from the Colony should communicate with the Government Coast Agent through his department as to the booking of passages, giving, whenever necessary, full particulars as to class and grade of accommodation required; also children's ages (at time of proposed sailing date) and sex, together with information as to whether return or single passage tickets are required for his wife and family.

143. Passage tickets for all officers will be supplied by the Government Coast Agent, who will arrange payment making any necessary recoveries from the officers concerned.

144. Where any doubt exists as to whether it will be possible to grant leave to an officer on the date contemplated, provisional bookings should be made and confirmed at the first opportunity, not less than twenty days prior to the date of sailing. Once a booking has been confirmed, cancellation should only take place on grounds of extreme urgency, and in the event of a late booking or cancellation being necessary the Government Coast Agent should be notified by telegram which should be followed by a confirming letter.

145. In the event of a passage being cancelled to suit the convenience of an officer, Government will not be liable for any expense incurred thereby.

146. Return tickets must be taken when an officer is returning for further service irrespective of the grade, class or route in which the homeward passage is made; the return portion in the first instance must be taken in that grade or class only to which an officer is entitled. Any adjustment which it is desired to make is a matter for arrangement between the officer concerned and the Crown Agents whilst the officer is on leave in England.

This regulation does not apply to return tickets taken for the wife and/or family of an officer when the return portion is issued in accordance with the wishes of the officer concerned. The cost of return passage tickets for the wife and/or family of an officer must be paid for before the officer leaves the Colony.

147. Any extra expenditure on passages incurred by extension of leave or other cause, except on public grounds, will be at the charge of the officer concerned.

148. The accommodation for which officers will be considered eligible is on the following basis:—

- (i) Officers drawing over £450 per annum at the date of sailing: second class British India Line or B5 Union Castle Line.
- (ii) Officers drawing over £300 per annum and not more than £450 per annum: second class British India Line or B6 Union Castle Line.
- (iii) Officers drawing £300 per annum and under: third class Union Castle Line or second class British India Line.

149. Officers will be expected to travel by British lines unless they have received permission to the contrary when the passage allowance will be based on British India Line rates except in cases under (iii) above when the allowance will be based on Union Castle Line rates.

150. For each year of residential service except in the learner grade, an officer will be considered to have earned 25 per cent of the cost of a return passage to the port nearest which his leave is to be spent by direct route and by the class to which he is eligible to travel up to the cost of a passage to London by the all-sea route, provided he is returning for further service.

151. No funds towards passages will be granted to an officer for less than two years' residential service.

152. No family passage allowance will be granted but an officer will be allowed to travel by a lower grade or class than that to which he is eligible and apply the savings towards the cost of family passages, and subject to medical fitness will be allowed to accumulate passage money for service beyond four years so as to provide towards the cost of family passages.

153. Passage privileges can in no case be converted into cash.

154. When a cash advance is made to an officer by Government or by the Crown Agents in respect of a passage, whether intended to cover the whole or part of a journey, the amount so advanced is to be accounted for by the officer, who if called upon to do so, shall furnish supporting vouchers to the proper authority.

155. Savings realized on a passage in either direction may not be utilized towards the cost of a passage in the other direction. If an officer proceeding to England is provided with a return passage voucher, the "savings" in respect of the journey in either direction will be regarded as the difference between half the cost of a return passage by the class by which he travels and half the cost of a return passage by the class by which he is entitled to travel.

156. In the event of a married officer dying in the Colony, single passages, with appropriate transport privileges within the Colony, may be granted to his widow and family by the class to which the deceased officer would have been entitled.

## CHAPTER VI.

### MEDICAL.

166. Regular medical examination of officers will take place at such periods of time as the Director of Medical and Sanitary Services may consider desirable.

167. Medical examination of local candidates for appointments will be carried out at the General Dispensary, Nairobi, between the hours of 9.30 a.m. and 11 a.m.

The medical certificate should include a statement that the candidate is not in need of dental treatment.

168. All officers other than those on temporary month-to-month appointments are entitled to free medical attendance by the medical staff in respect of themselves, but not in respect of members of their families or their servants.

Operations upon an officer will be performed free, provided that they are not necessitated by his own indiscretion.

169. The cost of any treatment which the Government medical service is unable to provide will be borne by the officer concerned. In cases, however, where such treatment is necessary and expensive the grant of *ex gratia* assistance may be considered. Expert radiological examinations or treatment would be included under this heading.

170. A charge will be made for medical appliances and medical comforts as distinguished from medicines, which latter will be supplied free of charge.

171. Prescriptions are made up at the Government Dispensary at any time during office hours. Prescriptions marked "urgent" by a medical officer will be dispensed at all hours.

Prescriptions should be accompanied by suitable bottles, as these are not usually supplied by the Medical Department.

Repeat prescriptions should be initialed by a medical officer.

172. The form of medical certificate to be used in the case of officers reporting sick is shown in Appendix 10 of the Code of Regulations.

A certificate furnished by a private practitioner should be countersigned by a Government medical officer.

173. All officers in Nairobi, Mombasa or Kisumu requiring medical attention will arrange for an appointment with the medical officer in charge of the European Hospital between the hours of 9 a.m. and 11 a.m.

174. The medical officer will have absolute discretion to order a patient into hospital.

175. Hospital fees on the following scale will be chargeable for an officer lodged in a European hospital:—

	<i>Per diem.</i>
	<i>Sh.</i>
Officers drawing salaries of £300 per annum and under	4
Officers drawing salaries of £500 per annum and under	6
Officers drawing salaries of £700 per annum and under	8
Officers drawing salaries over £700	10

In the event of an officer failing to pay his hospital bill on discharge, an account will be submitted to the Treasury, and the sum deducted from the officer's salary.

176. If an officer falls ill so as to require medical attendance during the voyage home or during his leave of absence and remains ill for a week, he is required to report the fact to the Colonial Office, and at the same time forward a certificate from his medical attendant, stating the nature of the illness, and, if possible, its probable duration.

177. When an officer on leave is directed to present himself for examination by a consulting physician to the Colonial Office or any other medical authority in England or elsewhere, the fee will be paid by Government.

## CHAPTER VII.

### LOCAL TRANSPORT AND TRAVELLING.

187. Privileges in accordance with the various rules and scales which follow may be granted to an officer travelling in the Colony on duty, first appointment, leave and transfer.

188. In addition to these privileges, an officer on first appointment or vacation leave may be granted transport for his wife and children accompanying him or following him to his station, the class of accommodation being the same as that granted to the officer himself, but the combined allowance of transport of luggage of an officer and his wife and children must not exceed the allowance of the officer himself. Such transport for an officer's wife and children will only be granted provided an officer takes not less than 28 days' vacation leave at any one time, and once only for each time an officer is transferred.

189. An officer who is granted free transport on vacation leave will be allowed to break his journey, either forward or return, at intermediate stations or ports. The journey must be completed before the expiration of the period for which the ticket is available, and the route must not be travelled over more than once in the same direction.

190. An officer transferred from one station to another within the Colony will ordinarily be allowed free transport at Government expense up to a maximum of two tons, subject in every case to a certificate that such luggage contains no provisions or perishable goods.

Expenditure incurred under this Regulation is subject to challenge by the Treasurer, and the scale is liable to modification at any time. No claim in respect of luggage transported on local transfer in excess of the scale laid down will be entertained.

An officer on transfer will be allowed to include his luggage on a railway warrant up to the weight stated above.

191. No transport privileges at Government expense will be granted to officers travelling on local leave, but in such cases they will be granted concessionary tickets at a single fare for the double journey for themselves, their wives and minor children living with and dependent on their parents, but not for servants.

173. All officers in Nairobi, Mombasa or Kisumu requiring medical attention will arrange for an appointment with the medical officer in charge of the European Hospital between the hours of 9 a.m. and 11 a.m.

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189. An officer who is granted free transport on vacation leave will be allowed to break his journey, either forward or return, at intermediate stations or ports. The journey must be completed before the expiration of the period for which the ticket is available, and the route must not be travelled over more than once in the same direction.

190. An officer transferred from one station to another within the Colony will ordinarily be allowed free transport at Government expense up to a maximum of two tons, subject in every case to a certificate that such luggage contains no provisions or perishable goods.

Expenditure incurred under this Regulation is subject to challenge by the Treasurer, and the scale is liable to modification at any time. No claim in respect of luggage transported on local transfer in excess of the scale laid down will be entertained.

An officer on transfer will be allowed to include his luggage on a railway warrant up to the weight stated above.

191. No transport privileges at Government expense will be granted to officers travelling on local leave, but in such cases they will be granted concessionary tickets at a single fare for the double journey for themselves, their wives and minor children living with and dependent on their parents, but not for servants.

The concession is granted once only in each calendar year, and the return ticket will be available for one month between any two stations or ports on the Kenya and Uganda Railways and Harbours Services.

The holder of a ticket granted under this concession is entitled to break his journey, either forward or return, at intermediate stations or ports. The journey must be completed before the expiration of the period for which the ticket is available, and the route must not be travelled over more than once in the same direction.

An officer who desires to avail himself of this privilege on leave should present at the railway booking office prior to the commencement of the journey a certificate from the head of his department in specimen form of which is shown as Appendix 13, Code of Regulations.

194. An officer granted leave sick leave after a period of illness not caused by his own neglect or misconduct may be granted free transport within the Colony in accordance with the scale and down in Regulation 194 and railway and steamer accommodation to and from the place at which such leave is to be spent of the class by which he is entitled to travel. Family transport will only be granted on the specific recommendation of a medical officer that it is essential that the wife should accompany the officer.

All expenses in connection with the transport of an officer during absence on sick leave will be met from the travelling vote of his own department.

The medical certificate must be attached to the railway warrant or to the relative voucher.

195. An officer requiring dental treatment may likewise be granted free transport within the Colony for himself, but not for his family, provided that he obtains a certificate signed by a dental surgeon to the effect that dental treatment was necessary and has been rendered.

196. Privileges in accordance with the following scale may be granted to an officer travelling on the Kenya and Uganda Railways and Harbours Services.

First appointment or leave 100 £

Travelling on official duty or sick leave—

(a) On journeys by rail only 120 £

(b) On journeys including also safaris, the authorized number of loads for safaris.

(i) When the use of camp equipment is necessary to enable an officer travelling by rail and road to reach his destination, luggage to the amount authorized for wheeled transport, *vide* Regulation 196, may be granted.

(ii) The amount carried free on each ticket by the Railway is additional to the allowance laid down in the preceding Regulations.

(iii) First class accommodation may be provided for all officers on lake steamers and certain coasting steamers.

(iv) No servants' tickets will be allowed.

195. An officer traveling on duty who wishes to be accompanied by members of his family may be granted the same reduction on the fares for his family as is given by the Railway Administration on the fares of Government passengers.

This concession will only be available in regard to journeys accounted for by railway warrant.

The railway warrant must show separate provision for the officer's fare and that of his family, and before the warrant is issued the price of the family fare must be paid and a note made on the warrant that this payment has been made.

196. Privileges in accordance with the following scale may be granted to an officer travelling by road in the Colony:—

	Porters, including Headmen.	By wheeled transport.
First appointment or leave	35	1,440 lb.
On tour of official duty or sick leave	21	840 lb.

(a) The above allowances of porters are inclusive of all the camp equipment, tents and personal effects of the officer himself, his servants, his porters and his horse or mule, if any, also of his despatch box and office furniture.

(b) Extra porters may be allowed for police escort, when required, at the rate of one porter to every three men or fraction thereof for equipment, *posho*, etc., and an extra porter for one tent for every six men.

197. Camp equipment on the following scale may be granted to an officer travelling on duty in the Colony:—

- 1 tent, 7 ft. by 6 ft., with groundsheet, verandah and bathroom.
- 1 servant's tent.
- 1 chair.
- 1 table.
- 1 camp bed, with mattress and mosquito net.

198. (a) Where an officer travelling on duty is obliged to stay at an hotel or club, the normal tariff for board and lodging will be refunded, if supported by vouchers, up to a maximum charge of Sh. 45 per night.

(b) When an officer is travelling by train on duty or is proceeding on or returning from overseas leave, expenses in respect of meals and/or bedding will be refunded, if supported by vouchers, up to a maximum charge of Sh. 5 per night.

199. Stock inspectors, other than those posted to the Northern Frontier Province, receive no travelling allowance when travelling within the districts in which they are stationed.

200. Travelling allowance is not admissible where a passage with food is provided at Government expense.

201. Advances for purchase of motor cars:—

- (a) In cases in which the performance of an officer's duties can best be facilitated by the use of a motor vehicle, Government is prepared to make an advance upon the recommendation of the head of the officer's department to the Treasurer, towards the cost of the requisite vehicle. The officer will be required to pay ten per cent of the cost of the vehicle, and the amount of the Government advance must not exceed £300 in the case of a motor car, £150 in the case of a motor cycle and sidecar, or £100 in the case of a solo motor cycle. In the case of motor cars, the concession will apply ordinarily to an officer in receipt of a salary of £500 per annum or over. In no case will an advance of more than half the annual salary of the officer be made, but he may be advanced in addition the amount required to pay for an insurance policy covering the period during which the advance is outstanding. Applications for advances should be submitted on the form set out in Appendix 14, Code of Regulations.

(b) In making a recommendation to the Treasurer under the preceding sub-paragraph, heads of departments must certify in each case that the officer is required to undertake travelling in the course of his duties, and that such travelling can most advantageously be done by motor transport of the type and grade specified in the recommendation.

(c) No officer who is in possession of a motor vehicle purchased with Government assistance may debit against the relative travelling vote the cost of hiring any motor vehicle for his own transport without the previous consent of the head of his department.

(d) An officer who is granted an advance for the purchase of a motor cycle may, if he wishes, purchase instead a motor car, and although he will ordinarily be allowed to draw only the allowance allotted to motor cycles, he may be permitted to draw motor car allowance should he have occasion to perform a journey for which a motor car is necessary. The necessity must be clearly shown on the voucher on which the allowance is drawn.

(e) An officer in possession of a privately purchased motor vehicle may, when it is so recommended to the Treasurer by the head of the department concerned, draw the appropriate allowance when travelling on duty.

(f) A purchaser of a motor vehicle under sub-paragraph (a) shall enter into an agreement with the Treasurer in form of Appendix 15, Code of Regulations.

202. An officer who desires to purchase a motor vehicle in England and who is about to proceed on or is on leave in England may, after prior reference to the Treasurer through the head of his department, obtain an advance up to the sum mentioned in Regulation 201 above from the Crown Agents for the Colonies for the purpose of purchasing a motor vehicle manufactured in Great Britain or elsewhere within the Empire to be imported into Kenya, and subject to his entering into the agreement detailed in Appendix 16, Code of Regulations. Application for this advance must be submitted before an officer proceeds on leave, through the head of his department to the Treasurer, who, if sanction is given to the purchase, will advise the Crown Agents.

203. An officer will be allowed to repay an advance thus granted in twenty-four equal and successive monthly instalments; payments will be continued during absence from the Colony if the advance has not been adjusted prior to the officer's departure.

Whenever an officer obtains an advance, whether in the Colony or in England, under the Government scheme, the first instalment in repayment will be recovered from the first completed month's salary after the vehicle has been delivered.

204. Allowances to cover running expenses and depreciation will be given in respect of journeys on Government service, according to the rates prescribed in the next paragraph. The rates so prescribed are liable to variation at any time at the discretion of Government.

205. Until further notice, the following allowances will be paid in respect of journeys undertaken on Government service:—

- |   |                    |
|---|--------------------|
| (a) For motor cars  | 55 cents per mile. |
| (b) For motor cars in the Northern Frontier and Turkana Provinces | 70 cents per mile. |
| (c) For motor cycles with sidecar                                 | 25 cents per mile. |
| (d) For motor cycles without sidecar                              | 20 cents per mile. |

206. Claims in respect of journeys which do not exceed five miles in distance, measured out and back to claimant's normal place of work, will be left to the discretion of heads of departments or Provincial Commissioners for adjustment, either by way of payment at the rates indicated in Regulation 205 for specified journeys, or by means of commuted allowances if circumstances so justify, subject to the proviso that the claimant has been authorized in the past by the Colonial Secretary to draw a commuted allowance.

207. Allowances will not be payable in respect of journeys between an officer's house and his office.

208. No allowance or payments will be made for stores or labour used on the motor vehicles, renewals, breakdowns, depreciation or any other expenses or charges in connexion with the motor vehicle incurred by the officer, but in the case of an officer drawing the rate laid down in Regulation 205 special claims may be made for major damages, which are not covered by the requisite insurance policies, which arise directly from necessary journeys on duty and which are not due to negligence or to carelessness. Claims of this nature should be

investigated by the head of the officer's department. If he considers the claim reasonable he may refer it to the Treasurer, who has authority to make settlement from the relative travelling vote of the department or province concerned.

The mileage rates payable on all vehicles are based on the cost of running these vehicles fully loaded. No additional allowances will be payable for the conveyance of passengers.

209. An officer entitled to draw car allowance, who may be sent subsequently to a station where the holder of his office has been granted sanction by the head of the department to use a motor cycle on public business and not a motor car, will be allowed to draw the allowance provided for a motor car, if he uses his car instead of a motor cycle, for so long as he continues to own that car.

210. Every officer claiming allowance for the use of a State aided or privately owned motor vehicle shall furnish a certificate on the form appended in Appendix 17, Code of Regulations, in duplicate, to the head of his department or Provincial Commissioner with vouchers, who will, if he allows the claim, endorse it to the Treasurer. Claims in this respect will be submitted monthly. In this connexion, see Regulation 212.

211. It is to be clearly understood that the use of a motor conveyance on Government service is intended to be an economy of time and money.

The mileage traversed on Government service by an officer entitled to an allowance will be limited by the sanctioned provision for allowance in the several votes, and heads of departments will be responsible for this allocation not being exceeded.

212. Officers are expected to exercise every economy, and are warned that they must be prepared to defend the necessity of a journey for which allowance is claimed on its necessity being challenged by the head of the department or the Treasurer.

Several officers should arrange to travel together where this is feasible. Where a journey could be performed by train the railway should be used, unless travelling by motor car would better serve the interests of Government.

213. An officer using a motor vehicle under the conditions of these Regulations may be granted free transport for one motor vehicle when travelling on duty, transfer or new

appointment, provided that the head of his department is satisfied that it is in the interests of Government that the vehicle should be taken. The justification must be clearly shown on the voucher. In the case of an officer, whose duties can best be facilitated by the use of a motor vehicle, purchasing such vehicle at a place other than his own station, Government will, once in each tour of service, defray the cost of transport of a vehicle of the type and grade authorized, from the place of purchase, if this is within the Colony, or from Mombasa if the vehicle is purchased outside the Colony, to the nearest railway station to his post, provided that it is impracticable to use the vehicle for the journey in question.

Free transport for a horse, mule or bicycle may be granted under similar conditions.

214. (a) The Crown Agents for the Colonies will purchase a British-made motor vehicle in England for an officer on duty in Kenya.

(b) Arrangements have been made for the Government Coast Agent to clear as well as forward all motor vehicles consigned to Kenya officers by the Crown Agents.

(c) Customs duty and landing charges will be paid by the Government Coast Agent, who will debit those charges to the private account of the officer concerned.

(d) The above charges will be added to any sums already advanced to the officer for the initial cost of the machine, packing, insurance, shipping freight, etc., and recoveries of the total debit will be effected by the Treasury through salary vouchers in the usual manner.

215. If the need arises for hiring a car for an official journey an officer may hire a car from certain firms and individuals on favourable terms. A register of firms or individuals who have expressed their willingness to accept the special terms is kept by the Central Tender Board.

216. The class of vehicle to be used, weight to be carried, the charge per mile, and waiting charges, will be as notified from time to time.

217. Bicycle allowance at the rate of Sh. 7 per month may be sanctioned by the head of his department at his discretion for an officer who certifies that he has kept a bicycle for the period for which the allowance is claimed, and that it was in good order and available for Government service. Such allowance will be chargeable to the departmental local travelling votes.

## CHAPTER VIII.

### MISCELLANEOUS.

227. No free quarters or allowance in lieu will ordinarily be granted to officers of the Local Civil Service, except that in cases where, owing to special duties, an officer has to occupy Government quarters at or adjoining particular institutions, such quarters may be regarded as part of the officer's emoluments.

228. In out-stations where no quarters other than Government quarters are available, such houses will be rented to an officer, either on a rental basis calculated administratively on the value of such house, or on the basis of 15 per cent of the officer's salary, whichever is the less.

229. No officer will be compelled to rent Government quarters except in places where no other quarters are available.

230. (i) Arrangements have been made for storing the effects of an officer whilst on vacation leave in a special building in the Public Works Department yard at Nairobi. The space available is not as a rule adequate for storing an officer's furniture.

(ii) Applications for this concession, giving full details of the space required, must be addressed to the Chief Storekeeper, Public Works Department, Nairobi, and no effects should be forwarded until notification has been received that space is available.

(iii) An officer will make his own arrangements for the transport of his effects, which must be handed in to the Public Works Department between the hours of 9 a.m. and 3.30 p.m. on week days, and 9 a.m. and 11.30 a.m. on Saturdays.

231. The following conditions must be complied with:—

(a) Effects must be securely packed, preferably in stout wooden boxes, and labelled by the officer himself with his name, designation and department.

(b) No package will be accepted without its identifying label.

(c) No keys will be accepted.

(d) The storekeeper may refuse to take over any article if in his opinion it is unsuitable for storage, on account of its contents, packing, or for any other reason.

(e) In no circumstances will any explosive or inflammable article be accepted.

(f) It must be clearly understood that, while every reasonable care will be taken of these stored effects, Government will not hold itself responsible for any loss or damage.

232. The storekeeper may call upon an officer at any time to remove his effects after reasonable notice.

233. The storekeeper may refuse to hand over any package so deposited until he receives a full and sufficient discharge for the same on the counterfoil of the original receipt.

**Examinations.**

234. An officer of the Local Civil Service will be expected to comply with the regulations laid down from time to time governing the language and other examinations so far as any post which he holds may be affected.

235. Police constables are also required to pass a departmental examination in law before being confirmed in their appointments.

**Confidential Reports.**

236. Any requirements under this head will be considered administratively in consultation with the Civil Service Board.

**Field service dress.**

237. An officer of the Local Civil Service will be expected to comply with the regulations laid down from time to time governing the wearing of field service dress so far as any post which he holds may be affected.

238. Any officer in the Colony has the right to address the Secretary of State, if he thinks proper, in which case he must transmit such communication, unsealed and in triplicate, through the head of his department and the Colonial Secretary to the Governor, requesting him to forward it in due course to the Secretary of State. Every letter, memorial, or other document which may be received by the Secretary of State from a Colony, otherwise than through the Governor, will be referred back to the Governor for his report.

239. Heads of departments are requested invariably to note in their letters forwarding communications to Government their own opinions and recommendations.

240. Departmental officers should communicate with the Colonial Secretary through the heads of their departments.

241. No officer is allowed to take extracts or copies of minutes and correspondence for his own purpose unless such correspondence is expressly addressed to the officer personally and is not marked "Confidential".

242. A Widows' and Orphans' Pension Scheme is in operation, the provisions of which are governed by Chapter 34 of the Laws of Kenya and the regulations made thereunder.

243. Government office hours are as follows:—

At Nairobi: From 8.30 a.m. to 4 p.m., with an interval of one hour; on Saturdays, from 8.30 a.m. to 1 p.m.

At all other Highland stations: From 9 a.m. to 4 p.m., with an interval of one hour. On Saturdays from 9 a.m. to 1 p.m.

At the Coast and Nyanza stations, office hours will be left to the discretion of the local authorities, on the understanding that offices are to be open for not less than four hours on Saturdays and six hours on week days.

These hours are subject to the exigencies of the Service.

244. The following are gazetted public holidays:—

New Year's Day.

Good Friday.

Easter Monday.

Empire Day.

The Anniversary of the Birthday of His Majesty.

The first Monday in August.

Christmas Day.

Boxing Day.

If any day gazetted as a public holiday falls on a Sunday, the day next following not being itself a public holiday shall be kept as such.

245. Heads of departments are at liberty to give leave without loss of pay to Jewish members of their staff on the following days:—

New Year (two days).

Day of Atonement (one day).

246. All officers on arrival in or departure from the Colony must report themselves to the Government Coast Agent.

APPENDIX I (REGULATIONS).  
 COLONY AND PROTECTORATE OF KENYA.

LETTER OF TEMPORARY APPOINTMENT.

Department .....

Station .....

Date ..... 19 .....

To: .....

Mr. ....

You are appointed as a .....  
 in this Department with effect from the .....

1. The salary attached to your post is at the rate of  
 £ ..... per annum  
 consolidated, i.e., inclusive of all allowances.

2. This appointment is purely temporary and can be  
 terminated by ..... notice on either  
 side or payment of equivalent salary in lieu of notice.

3. You will be liable to instant dismissal in the event  
 of incompetence, misconduct or insubordination.

4. Your appointment does not entitle you to privileges of  
 leave or passage or other concessions enjoyed by members  
 of the permanent staff of the Service.

.....  
 Head of Department.

I agree to accept the conditions specified above.

.....  
 Employee.

Date ..... 19 .....

Copies to: Employee; Department concerned; Hon. Colonial  
 Secretary and Hon. Treasurer.

APPENDIX II (REGULATIONS).  
 COLONY AND PROTECTORATE OF KENYA.  
 LOCAL CIVIL SERVICE.

LETTER OF PROBATIONARY APPOINTMENT.

Department .....

Station .....

Date ..... 19 .....

No. ....

To: .....

Mr. ....

You are hereby appointed as a .....  
 on probation in this Department with effect from the .....  
 ....., 19.....

1. The salary attached to your probationary post is at  
 the rate of £.....

2. Your probationary appointment will be subject to the  
 Regulations which are at present in force or which may be  
 promulgated from time to time with the approval of the  
 Governor, as laid down in the Regulations governing the  
 Local Civil Service.

3. On the expiry of a probationary period, you may be  
 recommended for confirmation in your appointment and ad-  
 mission to the Established Service of the Colony.

.....  
 Head of Department.

I agree to accept the conditions specified above.

.....  
 Employee.

Date ..... 19 .....

Copies to: Employee, Hon. Colonial Secretary and Hon.  
 Treasurer.

## APPENDIX III (REGULATIONS)

## COLONY AND PROTECTORATE OF KENYA.

## LETTER OF APPOINTMENT TO THE ESTABLISHED SERVICE.

Department .....

Station .....

Date ..... 19 .....

No. ....

To:

Mr. ....

You are hereby appointed as a ..... in the Established Service of the Local Civil Service of this Colony with effect from the 19 .....

1. The salary attached to your post is at the rate of £ .....

2. You must understand that you enter the service of this Colony and Protectorate subject to all Regulations affecting them which are now in force or which may be promulgated from time to time by the Government.

3. You are liable to be transferred at any time to another branch of the Colony and Protectorate service at the discretion of the Government.

Head of Department.

I agree to accept the conditions specified above.

Employee.

Date ..... 19 .....

Copies to: Employee, Hon. Colonial Secretary and Hon. Treasurer.

## APPENDIX III

## SCHEDULE OF THE POSTS IN VARIOUS DEPARTMENTS RECOMMENDED FOR INCLUSION IN THE LOCAL CIVIL SERVICE BY THE SUBCOMMITTEE OF THE MARRICK COMMITTEE ON TERMS OF SERVICE

Post	Present Scale	Scale agreed upon with Head of Department	Notes
GOVERNMENT HOUSE— Chief Clerk	£300-30-600	£300-30-600	Free quarters. The Private Secretary was not consulted by the Subcommittee
Chief-mechanics	£300-18-390-18-600	£360-30-480	Free quarters.
Superintendent of Gardens	ditto	ditto	Free quarters.
Cumstake and Housekeeper	£240	£180-18-300	With free board and lodging.
ADMINISTRATIVE— Office Assistant	£425-25-600-30-720	£500-25-650	Ag. C.I.C.L. & S. consulted.
Superintendent of Inland Revenue	£500-30-600 (Kisumu)	£480-25-600	Comparable with a Town Clerk.
Superintendent, Kabete Refinery	£500-30-600 (Nairobi)	£250-15-325-15-425	Should be regarded as a Clerk at Nakuru.
Technical Instructor, Kabete Refinery	£300-18-390-18-426	£480-25-600	Free quarters.
AGRICULTURAL DEPARTMENT— Agriculturist	£500-30-600	£380-15-425	Free quarters.
Office Superintendent	ditto	£500-25-600	The Subcommittee agrees with the Director that this post will probably justify a scale going on to £725.
Grader and Inspector	£460-20-600	ditto	Great responsibility and acts for his Chief.
Superintendent of Milk Plants, etc.	£375-18-425-18-480	ditto	
Laboratory Superintendent	£500-30-600	ditto	
Inspector in Stock	£300-18-390-18-400-20-600	£360-20-480-20-600	



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**SCHEDULE OF THE POSTS IN VARIOUS DEPARTMENTS RECOMMENDED FOR INCLUSION IN THE LOCAL CIVIL SERVICE BY THE SUBCOMMITTEE OF THE MERRICK COMMITTEE ON TERMS OF SERVICE—(Contd.)**

POST	Present Scale	Scale agreed upon with Head of Department	Notes
<b>EDUCATION DEPARTMENT (Contd.)</b>			
Matrons (A)	£220-18-300	£150-15-300	With free board and lodging in term time.
Matrons (B)	£140-15-220	£120-10-190	Ditto.
Matrons (Learners)	£60, 72	£60-12-66-18-120	Ditto.
Leading Artisan	£300 fixed	£350-18-425	As in the F. W. D. and the Prisons.
Charterer	£240-18-300	£200-15-280-18-380	With free quarters.
<b>FOREST DEPARTMENT—</b>			
Accountant	£426-18-400-20-400	£360-20-480-20-540	
Forester, Grade A	£300-18-390-18-460-20-500	ditto	18 years and tested. Matriculated and in Agriculture Class at Prince of Wales School.
" Grade B		£245-15-350	
" Apprentice		£150-10-200	
" Learner		£84-18-120	

**GAME DEPARTMENT—GENERAL NOTES—**

- The Subcommittee agreed with the Game Warden that, though on low pay, Assistant Game Wardens should be Overseas officers. They are compatible with commissioned officers in the fighting forces and the police. They have to possess personality and a certain status so that they can meet on equal terms all kinds of people and be eligible for all classes of social clubs, etc.
- Game and Vermin Officers are purely temporary. Their work is sometimes almost piece work. They have therefore not been scheduled here.

**JUDICIAL DEPARTMENT—**

Process Server	£240-18-300	£200-15-290-15-350
Shorthand Writer	£400-20-600	£350-20-480-20-600

**LEGAL DEPARTMENT—Only Overseas and Clerical posts.**

**SCHEDULE OF THE POSTS IN VARIOUS DEPARTMENTS RECOMMENDED FOR INCLUSION IN THE LOCAL CIVIL SERVICE BY THE SUBCOMMITTEE OF THE MERRICK COMMITTEE ON TERMS OF SERVICE—(Contd.)**

Post	Present Scale	Scale agreed upon with Head of Department	Notes
<b>MARINE DEPARTMENT—</b>			
Chief Sanitary Inspector	£720-30-940		There was some doubt as to whether this officer should be in the Overseas or the Local Service. He is promoted from among the Senior Sanitary Inspectors.
Accountant	£500-20-600	£500-25-650	Promoted from Sanitary Inspector whose maximum is £540.
Sanitary Superintendent	£340-20-460	£550-25-650	The Subcommittee agrees with the Director that this officer may have to go to £725.
Sanitary Inspector	£500-20-600	£500-25-650	These recommendations are governed by similarity of qualifications and market value.
Medical Storekeeper	£354-18-390-18-480-20-500-300	£360-20-480-20-540	
Laboratory Assistant	£300-18-425	ditto	
Dispenser	ditto	ditto	
Wardmaster	ditto	ditto	
Chief Instructor	£372-18-480-20-540	£360-20-480	
Sanitary Inspector	£372-18-480-20-500	ditto	
Superintendent, Mental Hospital	£300-18-390-18-425	£290-18-350	Free quarters. Market value justified.
Superintendent, Infectious Diseases Hos. Marine	ditto	ditto	No free quarters. Qualifications higher than Nursing Sister.
Nursing Sisters (Health Visitors)	£240-18-300	ditto	
Male Overseer	£300	ditto	
Male Nursing Orderly	£290-18-300-18-372	£200-15-290-15-350	
Mental Hospital Warden	£240-18-300	ditto	
Mental Hospital Matron	£300-18-372	£250-18-280	
Mental Hospital Assistant Matron	£240-18-300	£200-15-280	
Learning and Journals	ditto	ditto	Free reduction.

As in Criminal Scale

**SCHEDULE OF THE POSTS IN VARIOUS DEPARTMENTS RECOMMENDED FOR INCLUSION IN THE LOCAL CIVIL SERVICE BY THE SUBCOMMITTEE OF THE MERRICK COMMITTEE ON TERMS OF SERVICE—(Contd.)**

Post	Present Scale	Scale agreed upon with Head of Department	Notes
<b>MILITARY DEPARTMENT (Defence Force)—</b> Armourer	£420-18-540	£480-20-540	Market price.
Musketry Instructor	£390 fixed	£460 fixed	At maximum efficiency on recruitment which is only for five years. K.A.R. scale £450-10-470.
<b>POLICE DEPARTMENT—</b> Assistant Superintendent	£360, 360, 425-25-600		On consultation the Subcommittees agreed with the Commissioner that the officers should be in the Overseas Service as commissioned.
Chief Inspector	£480-20-540	£520-20-600	
Inspector	£372-18-480	£420-20-520	
Inspector	ditto	ditto =	
Inspector	£360-20-420	£360-20-420	
European Constable	£246-18-300	£246-18-300	
<b>POST AND TELEGRAPHIS DEPARTMENT—</b> Electrician	£500-20-600	£550-25-650	
Chief Electrician	ditto	ditto	
Chief Electrical Mechanician	ditto	£500-20-650	
Accountant	ditto	ditto	
Steno-copier	ditto	£360-20-480-20-600	
Sub-engineer	ditto	ditto	
Inspector	£400-20-500-20-600	£360-20-480-20-540	
Postal Clerk, Telegraphist (Male)	£372-18-425-18-480-20-500	ditto	
Electrical Mechanician	£372-18-425-18-480-20-500	£360-20-420	
Postmistress and Supervisor of Telephones			

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**SCHEDULE OF THE POSTS IN VARIOUS DEPARTMENTS RECOMMENDED FOR INCLUSION IN THE LOCAL CIVIL SERVICE BY THE SUBCOMMITTEE OF THE MERRICK COMMITTEE ON TERMS OF SERVICE—(Contd.)**

Post	Present Scale	Scale agreed upon with Head of Department	Notes
<b>POST OFFICE AND TELEGRAPHIS—(Contd.)</b> Postal Clerk and Telegraphist	£240-18-372	£220-15-290-15-380	The Subcommittee would have preferred the standard scale.
Junior Male	£180-20-240	£180-15-240-20-360	
Junior Female	ditto	£180-10-200	The Postmaster General agreed on the understanding that prohibition could be placed on recruitment and the attainment of 18 years of age.
Learners	£120, 144	£60-12-84-18-120	
<b>PRINTING AND STATIONERS DEPARTMENT—</b> Press Engineer	£600 8 and	£500, 25-600	Controls eight European staff.
Foreman (Composing)	£300-20-500	ditto	Would get £40 a month in England.
Foreman (Machines)	£372-18-425-18-480	£480-20-540	
Lithotype Operator	20-300	ditto	
Masterpiece Operator	ditto	£360-20-480-20-540	
Reader (Male)	£300-18-390-18-480-20-500	£300-18-390	
Reader (Female)	£180-20-240	ditto	
Assistant Lithotype Operator	ditto	£80-12-84-18-120	To be treated as a clerk.
Compositor (Female)	£48, 72, 90, 120, 180		
Lithographer (Apprentices)			

65

**GENERAL NOTE.**—The Postmaster General wishes to emphasize his opinion that a man should reach a marrying scale of about £350 a month at the age of 20 in 20 years, and that this should be brought about by a system of double increments if not otherwise arranged. The Subcommittee agreed with this view.

SCHEDULE OF THE POSTS IN VARIOUS DEPARTMENTS RECOMMENDED FOR INCLUSION IN THE LOCAL CIVIL SERVICE BY THE SUBCOMMITTEE OF THE MERRICK COMMITTEE ON TERMS OF SERVICE—(Contd.)

POST	Present Scale	Scale agreed upon with Head of Department	Notes
<b>PRISONS DEPARTMENT—</b> Superintendent	£500-20-600	£500-25-650	
Assistant Superintendent	£300-18-354-18-390-18-480-20-500	£360-20-400-20-540	
Technical Instructor	£800-18-390-18-426	£350-15-425	
Chief Officer	£240-18-300-18-354-18-390	£245-15-290-15-350-15-425	With free quarters.
<b>PUBLIC WORKS DEPARTMENT—</b> Workshops Manager	Post being abolished		
Officed Superintendant	ditto		
Transport Officer	£600-20-720 (present) £600-20-600	£500-25-650	Is really an Assistant Architect acting during leave.
Draughtsman	£425-18-450-20-500	ditto	
Assistant Accountant	£390-18-460-20-600	ditto	Acts in absence of Chief Storekeeper.
Senior Storekeeper	£500-20-600	ditto	
Assistant Storekeeper	£375-18-426-18-460-20-500	£480-20-540	
Overseer	ditto	ditto	
Inspector Water Supply	£300-18-390-18-426	£360-20-480-20-540	
Foreman (Blacksmith)	£450 fixed	£290-15-350-15-425	
Foreman (Joiner)	ditto	ditto	

66

SCHEDULE OF THE POSTS IN VARIOUS DEPARTMENTS RECOMMENDED FOR INCLUSION IN THE LOCAL CIVIL SERVICE BY THE SUBCOMMITTEE OF THE MERRICK COMMITTEE ON TERMS OF SERVICE—(Contd.)

POST	Present Scale	Scale agreed upon with Head of Department	Notes
<b>PUBLIC WORKS DEPARTMENT—(Contd.)</b> Leading Motor Mechanic	£372-18-426	£290-15-350-15-425	
Supervisor	Post being abolished	ditto	
Timekeeper	20-300	ditto	
Kiln Seasoning Operator	£300-18-390	£200-15-290-15-350	
Track Vendor	£192	£150-10-200	The Director agreed to this in order to come into line with other Departments but thinks the pay rather high.
Overseer	£76	£80-12-84-18-120	
Leathers (Apprentices)			
GENERAL NOTE.—The Director thinks cash responsibilities should be dealt with by insurance and not by high pay.			

67

**REGISTRAR-GENERAL'S DEPARTMENT—**  
Accountant

£426-18-480-20-600

A small department, but with complicated duties involving a knowledge of bankruptcy law, etc.

**SECRETARIAT AND LEGISLATIVE COUNCIL—**  
Consists of Overseas and clerical posts only.

**STATISTICAL DEPARTMENT—**

Chief Registrar of Names  
Chief Registrar of Births  
Officer-in-Charge of Finger Print Bureau  
or the Local Service. The duties are responsible, but should be

£600-20-720  
£500-20-600

£500-25-650<sup>a</sup>  
£480-20-600

in some degree as to whether this officer should be on the Overseas within the powers of a locally recruited man with some training.

**SURVEY AND REGISTRATION DEPARTMENT—**  
Office Superintendent and Accountant  
Forest Surveyor

£500-20-600  
£375-18-480-20-500

£500-25-650  
£290-15-350-360-20-480-20-540

SCHEMULE OF THE POSTS IN VARIOUS DEPARTMENTS RECOMMENDED FOR INCLUSION IN THE LOCAL CIVIL SERVICE BY THE SUBCOMMITTEE OF THE MERRICK COMMITTEE ON TERMS OF SERVICE—(Contd.)

Post	Present scale	Scale agreed upon with Head of Department	Notes
<b>MINISTRY AND BROADCASTING DEPARTMENT</b> (Contd.)			
Deputy Assistant Secretary	£375 15-400-30-400 dms.	£ 400-25-540 dms.	The Secretary-General agrees, provided that one of these posts be £ 600.
Secretary Records Office	£ 200-30-300 dms.	£ 100 100 100 100 200 dms.	The Secretary-General does not agree, and declines to state by the present arrangement.
Junior Computer			
Leetman (Survey Cadet)			

TREASURY—The Treasury will, it is understood, in future consist of liquid Overseas Service Officers and clerical staff only.

GENERAL NOTES BY THE S.I. COMMITTEE

- All Heads of Departments have accepted the standard clerical scales for their clerical posts, except for a reservation by the Director of Agriculture (see the Schedule on the Agricultural Department).
- The clerical scales here described have taken as a basis for avoiding parallelism in the cases of non-clerical posts in all Departments, leading in so far as possible the treating of local candidates for such posts.
- Finally speaking a maximum of £ 600 has been taken as the dividing line between the Overseas and the Local Services. Marginal posts have been fully discussed.
- With very few exceptions, the upper part of the standard "Special scale" (£ 650-25-725) has been reserved for special recommendations by departmental heads in cases of outstanding responsibility or merit.
- The division regarding free quarters for special responsibilities should in general be decided by the Civil Service Board. A few have been noted.

CLERKS, GENERAL—ALL DEPARTMENTS

PARENT SCALES—P

Special Grade—None.

Grade A—£ 240-18-300-18-390-18-480-20-500.

Grade B—£ 165-20-240-18-300-18-390.

Grade C—£ 180-20-240-18-300.

Leetman—£ 120, £ 144 for second and subsequent years.

PROPOSED SCALES—

Male—£ 500-25-650-25-725 (\*) Female—£ 360-20-420.

Male—£ 360-20-480-20-600. Female—None.

Male—£ 200-15-290-15-350-15-425. Female—£ 200-15-290-15-380.

Male—£ 150-10-240. Female—£ 150-10-240.

Male—£ 60-12-64-18-120. Female—£ 60-12-64-18-120.

(\*) The extension from £ 650 to £ 725 is subject to the proviso mentioned on page 5 of the Report.

Mr. P. J. Lindson.

209

A further despatch  
from Kenya has been  
received in which  
the prisoner asks  
for a telegraphic  
reply.

May the pp be  
returned to Reilly  
please for  
attachment of  
a new despatch

<sup>Colfax</sup>  
R 297

11/27/32

XEA

PP. L. L. L.

977

11.10.32

6  
300



KENYA

GOVERNMENT HOUSE

No 114

NA ROR

KENYA

CONFIDENTIAL.

6<sup>th</sup>

September, 1932.

RECEIVED  
3 OCT 1932  
COL OFF

Sir,

No 1

With reference to paragraph 6 of my Confidential despatch No. 18 of the 5th February last, intimating the appointment of a Committee to examine the question of the inauguration of a Local Civil Service for Europeans and Asians, I have the honour to transmit two copies of the Report of that Committee in so far as proposed conditions and terms of service for a Local European Service are concerned.

Report.  
Type script copy  
sent  
See front with  
No 1

2. I will submit in due course printed copies of this Report together with my comments when the Report has received consideration.

I have the honour to be,

Sir,

Your most obedient, humble servant,

BRIGADIER GENERAL,  
GOVERNOR.

THE RIGHT HONOURABLE

MAJOR SIR PHILIP CUNLIFFE-LISTER, P.C., G.B.E., M.C., M.P.

SECRETARY OF STATE FOR THE COLONIES,

DOWLING STREET,

LONDON, S.W.

104

Extract  
from letter  
from his honor  
to the Treasurer  
4/ Aug. 26th 1932

Your letter about the "Terms of Service" came  
as rather a shock, as we had hoped that, as its  
recommendations for the Overseas Service were not in the  
main antagonistic to the Colonial Service proposals, you  
would have been able either to accept the Report or  
say what recommendations you could accept and what you  
could not, and telling us to amend the latter in certain  
respects to meet the policy of the S. of S. What we  
do want here is finality. The question has been  
dragging on here for years, and is a perfect King Charles  
Head to the Unofficial community. I am sure they would  
prefer a Yes or No, even if the decision in some respects  
went against them.

Downing Street.

10 August, 1932.

My dear Inoue

I have your letter of the 25th of July about the report of the Terms of Service Committee and, indeed, we are very sorry that consideration of the question here has had to delay an answer so long.

As regards the proposed terms for the "overseas service", we have had to consider the recommendations in relation to the scheme for the Colonial Administrative Service, and one of our difficulties has been that we have not yet received from Kenya the Governor's observations generally on that scheme. In many respects the proposals in the Governor's confidential despatch of the 5th of February do not, subject to minor adjustments, seem here to conflict with the Colonial Administrative Service scheme, but, since recruitment is at present

pretty

H. M. MOORE, Esq., C.M.G.

settly well at a standstill, we had hoped that it would not be necessary to come to any immediate decision, at least until we have had the benefit of the Governor's observations on the Colonial Administrative Service plan of terms. Further, it has been suggested that the present circumstances of exceptional financial depression do not provide the best atmosphere for fixing upon permanent conditions of service for the future.

As regards suitable terms for a local European service, we are inclined to agree that it is reasonable that such people should serve on terms of leave, passages, etc., distinct from those appropriate for officers recruited from overseas. You say that the Committee, which is considering the matter locally, will very shortly report, and I feel sure that you will not meet with any difficulty in the Colonial Office on the score of the general principle of establishing a local European service with distinct terms of service.

*Your sincere*  
*P. G. D. Tomlinson*

4  
304

C. O.

Mr. Gent. 10 . 8. 32.

Mr.

Mr. Allen <sup>10</sup> rec'd 11. 8. 32

Mr. Parkington

Mr. Tomlinson

Mr. C. Hamilton

Mr. J. Stoddard

Peru, U.S.

Party, U.S. of S.

Secretary of State

306 f  
11. 8. 32  
275

for information

**DRAFT.**

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

AIR MAIL.

For Mr. Tomlinson's signature.

Downing Street,

16 August, 1932.

My dear Moore

I have your letter of the 28th of July about the report of the Terms of Service Committee and, indeed, we are very sorry that consideration of the question here has had to delay an answer so long.

As regards the proposed terms for the overseas service, we have had to consider the recommendations in relation to the scheme for the Colonial Administrative Service, and one of our difficulties has been that we have not yet received

The 9th draft has been considered below

from Kenya the Governor's observations generally on that scheme. In many respects the proposals in the Governor's Confidential despatch of the 5th of February do not, subject to minor adjustments, seem here to be in conflict with the C.A.S. scheme, but, since recruitment is at present pretty well at a standstill, we had hoped that it would not be necessary to come to any immediate decision, at least until we have had the benefit of the Governor's observations on the C.A.S. plan of terms. Further, it has been suggested that the present circumstances of exceptional financial depression do not provide the best atmosphere for fixing upon permanent conditions of service for the future.

As regards suitable terms for a local European service, we are inclined to agree that it is reasonable that such people should serve on terms of leave, passages, etc., distinct from those

appropriate for officers recruited from overseas. You say that the Committee, which is considering the matter locally, will very shortly report, and I feel sure that you will not meet with any difficulty in the Colonial Office on the score of the general principle of establishing a local European service with distinct terms of service.

*Yours sincerely*

*G. J. S. Tomlinson*

1078 306  
~~SA~~  
in T. H. H. H.

W. G. H.

Wanted you kind of  
draft - rights

W. Moore on the

lines that you  
proposed.

8/77

9.8.32

W. P. H.

Two drafts below

8/77

10892

25th July, 1932.

(3)  
307

Dear Tomlinson,

In our Confidential Despatch No. 18 of the 5th February, 1932, we submitted the report of the Terms of Service Committee, and in the last paragraph of that despatch we asked that our recommendations, anyway as regards sub-paragraphs (i) (ii) and (iv) of paragraph 11 might be dealt with at once. We have had no reply from you on the subject, and as the Committee appointed to consider the terms of service for a possible Local Civil Service has now nearly completed its work and is just about to report, the whole question is likely to come up again. Apart from this, it may possibly be raised this week in Legislative Council in connection with the Non-European officers pension Bill; and again, I expect that our Expenditure Advisory Committee, when looking for economies, will want to know how the matter stands.

There has been, as you know, so very much delay, owing to a variety of reasons, over the terms of service question here (which has always proved a major bone of contention) that I do hope you may be able to give us at an early date some indication as to whether or not you are prepared to approve the general lines of the report and in particular the section dealing with leave and passages.

Yours sincerely,


78/32  
Kenya  
- 1

Ann'd. 16. 7. 32

**KENYA**  
**CONFIDENTIAL**

Downing Street.

16 August, 1932.

Sir,

I have the honour to refer to your confidential despatch No.18 of the 5th February furnishing your comments and recommendations in respect of the Report of the Terms of Service Committee dated October, 1931.

2. I am prepared to accept the principle that conditions of service in Kenya must be dictated by local circumstances, and I agree that it is proper to differentiate between the "local" and the "overseas" services. I see no reason to suppose that, with minor adjustments, the proposals in your despatch under reply should not be acceptable. But, while the present is in some ways a convenient time to take stock of the situation and to draw up schemes for application when recruitment revives, the fact that recruitment is practically at a standstill makes it unnecessary to attempt to reach a decision before the questions at issue have been fully explored. In this connection it is desirable to guard against the formulation of conditions in a period of financial depression, which

in

GOVERNOR,

BRIGADIER GENERAL

SIR JOSEPH A. BYRNE, K.C.M.G., K.B.E., C.B.

etc..

etc..

etc..

in the future may prove to be a source of discontent.

3. In the circumstances I propose, before expressing a final judgment on the recommendation now before me, to await the expression of your views on the Colonial Administrative Service Scheme. When this has been received and collated with the replies from other Governors it will be possible to see to what extent and in what form the scheme can be adopted as a working standard not only for the Administrative Service but for all branches of the Colonial Service normally staffed by persons not ordinarily resident in the Colony concerned, and to consider what adaptation the Kenya proposals may require to bring them into conformity with that standard.

I have the honour to be,

Sir,

Your most obedient,  
humble servant,

(For the Secretary of State)  
(Signed) R. W. HAMILTON.

10. O.

- Mr. Priestman 19/1
- Mr. *Smith* 30
- Mr. *Jeffrey* 30
- Mr. *Partridge*
- Mr. *Tomkinson*
- Mr. C. *Bolton*
- Sir J. *Stanhurst*
- Parly. U.S. of S.
- Parly. U.S. of S.
- Secretary of State

Air mail

10/8  
11.8.52  
15.8.52  
25/8

16 Aug. 1952

Sir,

I have etc. to ~~acknowledge~~ <sup>refer to</sup> the receipt of your confidential despatch No. 18 of the 5th February furnishing your comments and recommendations in respect of the Report of the Terms of Service Committee dated Oct. 1951.

DRAFT.

No. 1

KENYA  
CONF.  
GOVERNOR.

*Recd 7.*  
*Am. to Sec. Sec. 14/11/52*  
*(No. 13)*

~~I realize that the preparation which you have made in respect of the Report and its consideration the result of prolonged and careful consideration by you and your advisers, must have and I appreciate the thoroughness with which presented a task of no small difficulty at a time when the proposals you wrote your proposals however, you will have received concerning the Colonial Administrative Service Scheme contained in both my <sup>or</sup> ~~Partridge's~~ circular despatch of the 5th March, <sup>and you will appreciate</sup> had not been communicated to my reluctance to agree to any you, and I have therefore thought it important ~~reiterate~~ <sup>reiterate</sup> of the conditions desirable that your present recommendations of service in a particular colony ~~line~~ should be examined from the~~

~~until I am able to judge  
aspect of the general principles  
has for that scheme is  
which they represent rather than  
likely to commend itself  
from the standpt. of their  
as a general standard in  
divergence from the standard terms  
the light of which proposals  
proposed in the circular despatch  
such as yours should be considered.  
above mentioned.~~

~~in the same way, I~~

~~The conclusions which have  
been formed after careful scrutiny of  
your recommendations are that I am~~

2.  
prepared to accept the principle  
that conditions of service in Kenya  
must be dictated by local circum-  
stances, and I agree that it is  
proper to differentiate between the  
"local" and the "overseas" services.

I see no reason ~~therefore~~ to  
suppose that, with minor adjustments,  
the proposals in your despatch under  
reply should not be acceptable. But,

while the present is in some ways a  
convenient time to take stock of the  
situation and to draw up schemes for  
application when recruitment revives

~~at the same time~~ the fact that recruitment is practically at a standstill makes it unnecessary to attempt to reach a decision before the questions at issue have been fully explored. In this connection it is desirable to guard against the formulation of conditions in a period of financial depression, which in the future may prove to be a source of discontent.

3. <sup>the recommendation more helpful</sup> ~~before expressing a final judgment on~~ In the circumstances I propose <sup>the expression of</sup> to await your views on the Colonial Administrative Service Scheme. When <sup>this has</sup> ~~these have~~ been received and collated with <sup>the</sup> ~~the~~ <sup>from other Governors</sup> ~~other~~ replies it will be possible to see to what extent and in what form the scheme can be adopted as a working standard and to consider what adaptation the Kenya proposals may require to bring them into conformity with that standard.

not only for the Administrative Service but for all branches of the Col. Service normally staffed by persons not ordinarily resident in the Colony concerned,

I have etc.

(The Secretary of State)

KENYA.

No. 18



GOVERNMENT HOUSE,  
NAIROBI,  
KENYA.

CONFIDENTIAL.

RECEIVED  
29 FEB 1932  
COL OFFICE

5<sup>th</sup> February, 1932.

Sir,

No 2 on  
17344/31.

With reference to my despatch No.614 of the 23rd of October last, forwarding three copies of the Report of the Terms of Service Committee, I have the honour to state that I have now had an opportunity of considering this Report in Executive Council and to submit the following comments and recommendations.

2. The relative papers enclosed with this despatch are:-

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Circled Conf 16 AUG 1932  
Gen. and. Tel. 14/11/32  
(No. 18)

- (i). Six further copies of the Committee's Report.
- (ii). Copy of the Legislative Council debate on the Report.
- (iii). Collation of the Comments of Heads of Departments on the Report.
- (iv). Copy of Executive Council Minute dated 7th January.
- (v). Copy of a letter from the Director of Medical and Sanitary Services dated 9th November, 1931, classifying the various stations in the Colony for the purposes of leave.
- (vi). Extracts from the Report of Informal Conference of East African Treasurers held in Nairobi in October, 1931.
- (vii). Extracts from the Report of a Uganda Committee.

THE RIGHT HONOURABLE  
MAJOR SIR PHILIP CUNLIFFE-LISTER, P.C., G.B.E., M.C., M.P.,  
SECRETARY OF STATE FOR THE COLONIES,  
DOWNING STREET, LONDON S.W.

and

and I invite your especial attention to enclosures (iii) and (iv).

3. Generally I am confident that the time has arrived when certain modifications of the present terms of service on the lines suggested in this Report could be introduced for future entrants to the Service without detriment and with a saving in expenditure. At the same time, in view of the ruling contained in Lord Passfield's despatch No.16 of the 6th January, 1930, I cannot see how in equity any change in terms of service on less advantageous lines could be extended to existing staff and so effect immediate economies.

In connection with the possibility of assimilating the conditions in East Africa for future entrants into what is termed the Overseas Service in the Report, I may state that copies of the Report were forwarded to the Governments of Uganda and the Tanganyika Territory in October last. No reply has been received from the Government of Uganda, but the Government of Tanganyika has stated that, in view of the salary cuts and other curtailments of privileges which have recently been imposed, it is considered that the terms of leave, pension etc., of the officers of that Government should remain for the present.

4. I have received from the Government of Uganda two reports of a Committee appointed to consider and advise on the means to be adopted to keep the Protectorate's annually recurrent expenditure within anticipated revenue. The second of these Reports, relative extracts from which are attached, contains recommendations which are pertinent to the Kenya Report now transmitted. I am unaware of the action, if any, which the Government of Uganda proposes to take on the proposals of its Committee, but it would

appear

copy on  
25/30/29  
E. Africa

appear that such recommendations amplify the contention that it may be possible to introduce Regulations which could be assimilated by all the East African Territories.

5. There is, however, one direction in which it is certain that Kenya at present must proceed along, and that is in the creation of a Local European Service to include posts which it is considered could be filled by the local youth of the Colony, i.e. not only those born in the Colony but also those who have come to Kenya from other countries.

6. I agree with the statement in paragraph 9 of the Report that it is not necessary (or possible) to offer to prospective members of the Local Service such terms as must be offered to persons engaged from overseas, and that the creation of a service distinct and separate from the Overseas Service is most desirable. The following extract from the Treasurers' Conference Report on this subject indicates that neither Uganda nor Tanganyika are likely to be affected by the introduction of such a scheme:-

"26. Local Civil Service.

The Treasurers of Tanganyika and Uganda consider it improbable that a Local Civil Service for Europeans can for the present prove feasible in those territories, but they would support the idea if the occasion were to arise and add if a Local Civil Service is instituted in Kenya there is reason to suppose that suitable vacancies might be found to exist in Tanganyika and Uganda which would open further fields of employment to members of the Kenya Local Service<sup>26</sup>.

At the same time I decided with the advice of my Executive Council to take similar action with regard to the Asian Service, recruitment for which is almost

entirely

entirely confined to local candidates, and I have therefore approved the appointment of a further Committee with the following terms of reference:-

"To examine, to report upon, to schedule posts and to draft Regulations, having regard to the principles laid down by Executive Council at its meeting of the 7th of January, 1932, for the inauguration of:-

- (a) A Local European Service:
- and
- (b) A Local Asiatic Service applicable to Government servants not employed by the Kenya and Uganda Railways and Harbours Services\*.

Its report will be transmitted to you with my comments in due course.

7. Dealing now with the recommendations for future entrants to the "Overseas" Service, I desire first of all to invite your attention to the recommendation contained in paragraph 11 (i) of the Report which recommends a variation of the tours of service as an officer becomes older and more senior, while at the same time, vide the "Note" on page 7 of the Report, it is intended that service at an unhealthy station should earn leave in a shorter period than service at a healthy station. This is a departure from the present procedure by which the tours in all areas are the same.

I consider the new proposal sound in principle. In conformity with this proposal the stations in the Colony have been classified by the Director of Medical and Sanitary Services into three categories. A copy of his letter showing the proposed classification is enclosed and, subject to further examination in matters

of detail, I agree with his recommendations as to the amount of leave which should be granted in respect of each month's resident service at any particular station, as well as to the limits of time prescribed by him in general for service in the less healthy localities. It is, however, evident that under this arrangement the calculation of a tour of service must be based on the amount of leave earned by an officer and in these circumstances I am definitely of the opinion that the tour should consequently be calculated on the same basis of leave earned in every case. I therefore recommend that an officer's tour of service should be regarded as complete when he has earned 180 days leave. It will be noted that in the proposals now submitted the existing differentiation between "vacation" and "return" leave has been removed and that it is suggested that the period of the voyages should not be an additional concession but should form part of ordinary leave earned.

You will observe that the recommendations in so far as the lengthening of the tour of service is concerned are not such as to create any wide divergence from those which at present apply in the neighbouring territories, since the great majority of the stations in those territories would, I understand, be classified under Categories B. and C. if applied to the service of this Colony. Furthermore, the existence in this Colony of a number of healthy stations classified under Category A. makes it possible to transfer officers from the less healthy stations to a more healthy climate for a portion of their tour, an arrangement which is not so easy to make in the other East African territories.

In this connection I invite attention to the note on page 19 of the Report. No doubt the question of

the

the application of the proposed new leave regulations to future entrants and its effect on recruitment will receive your consideration.

The recommendation for a variation in the tours of service follows the principle recently approved in the case of officers appointed to the service of the Federated Malay States, vide Mr. Amery's despatch Straits Settlements, Federated Malay States, No. 192 of the 22nd May, 1929, which the Committee had before them when considering their Report.

com. attached to 25341/29 EA

As I have stated, I am satisfied that the principle is a sound one and that not only the question of the length of time that an officer has been in a tropical climate, but also the nature of his duties should be taken into account in defining the length of a Tour of Service. It must obviously be conceded that a newly appointed officer is not called upon to exercise the responsibility that rests upon a more senior officer except on transfer to higher office, in which event it would only be equitable to place him in the category to which his total period in the Colonial Service entitles him.

I need only add that this question of an extension of the tour of service has been under consideration for a number of years, vide the Report of the "Committee on Leave and Passage Regulations for European Servants of Government" dated the 18th July, 1929, which was forwarded for the consideration of your predecessor under cover of Kenya despatch No. 598 of the 18th of September, 1929, and which Lord Passfield was unable to approve for the reasons stated in his despatch No. 990 of the 17th December, 1930.

No 5 25341/29 EA

No 25462/30 EA

I regret that copies of the Report of the Colonial

Colonial Office Committee appointed to consider a scheme of unification of the Colonial Services referred to in Lord Passfield's despatch were not available for consideration when the drafting of the last Committee's Report was in progress and I have concurred in the advice of my Executive Council that questions regarding Quarters, Medical Attendance and Pensions should be approved in principle only and that further consideration of these matters should be deferred until the revised Colonial Office proposals have been received. In the meantime it follows that a comprehensive review of the principle of consolidation of salaries, as far as the Overseas Service is concerned, must be similarly postponed.

9. I support the further recommendation of the Committee contained in paragraph 11 (ii) in so far as the regrading of passage accommodation is concerned. In this connection the recent informal Conference of Treasurers was unanimous in recommending the regrading of passage accommodation in a manner closely allied to the present proposals in so far as future entrants to the Service are concerned. I enclose extracts from their Report but would state that in the opinion of my Executive Council, in which I concur, the Committee's proposals appeared to give wider discretion in the event of a paucity of accommodation of any particular grade.

10. It will be observed that I have concurred with the advice of Executive Council that the age of retirement should be considered to be:-

"fifty five years or after <sup>that</sup> three years service, whichever comes the earlier, subject to the right of Government to retire an officer who has reached the age of fifty years".

In this connection I would invite your attention

1608/30  
K

to my predecessor's despatch Confidential No.62 of the 6th May, 1930, in which the principles followed by this Government in regard to compulsory retirements are fully set out. It will be seen that the Committee's recommendations follow broadly the existing practice in this Colony, though this has not received statutory authorization. Unless neighbouring Governments are prepared to adopt this amendment I suggest that the practice be allowed to continue without varying the existing law, which in effect coincides with the recommendation in paragraph 12 of this despatch as regards women officers.

11. A further paragraph to which I desire to invite your attention in the Report is paragraph No.19 which deals with the important question of the transfer of officers at present serving on agreement to the new terms. While I realize that it would be within the terms of their employment to offer them a transfer to the new terms either after due notice of the termination of their present agreement or alternatively on their signing a new agreement, I consider that there are many officers at present serving who would have reason for dissatisfaction if the new terms were applied to them. In this connection I have concurred with the advice of my Executive Council in recommending that this question as also the proposal for the creation of a Civil Service Board should be dealt with after the Committee on the Local Services has submitted its recommendations.

12. A point of especial interest in the Report is paragraph 20, the proposed differentiation between the salaries paid to male and female employees. I am satisfied that this differentiation should be made in this Colony and have concurred with the advice of my Executive Council in approving this principle.

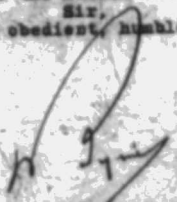
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You will also observe, paragraph 21 of the Report, that I have concurred with my Advisers that the existing rule requiring female officers ordinarily to retire on marriage should be retained and that the retiring age for women should otherwise be fifty years of age.

13. I shall address you separately in regard to the recommendation in the Executive Council Minutes contained in paragraph J.3 that officers signing a new agreement should be given to understand that the terms of their appointment may be revised during the course of their service under such agreement. This matter is at present under consideration by my legal advisers.

14. It will be appreciated that I am at present able to submit definite recommendations only in regard to sub-paragraphs (i), (ii) and (iv) of paragraph 11 of the Report regarding the "Overseas Service" and, if you agree, I suggest that my recommendations should be approved with effect from such date as you may decide.

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



BRIGADIER-GENERAL.  
GOVERNOR.



COLONY AND PROTECTORATE OF KENYA

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REPORT  
OF THE  
TERMS OF SERVICE  
COMMITTEE

OCTOBER, 1931

Price Sh. 1/-

## Terms of Service Committee Report

YOUR EXCELLENCY,

The Committee appointed by Your Excellency on the 16th July last—

"To examine the present terms and conditions attached to European appointments in the Kenya Civil Service and to make recommendations with a view to the modification of such terms and conditions for future entrants including those now engaged on agreements having in mind the possible establishment of a purely Local Civil Service in Kenya."

Terms of reference.

have the honour to submit the following report.

2. This report has been expedited at the special request of Government so that the conclusions which the Committee have arrived at may be available for consideration in connexion with the preparation of the 1932 Estimates.

Early submission of Report.

3. The Committee have endeavoured in this report to deal with matters of principle rather than matters of detail except where reference to detail is necessary to make their meaning clear. They have not attempted to draft regulations incorporating their recommendations as they consider that it would be premature to do so before the principles upon which the new regulations are to be framed have been considered and approved.

Principles dealt with rather than details.

4. The necessity for revising the terms of Government Service in Kenya has been a prominent question for many years and has received repeated reference in reports of Select Committees on Annual Estimates. One aspect of the terms of service, namely leave and passage regulations for European officers, has on two occasions within the past eight years been reported on by committees, and the question of pensions was examined by a committee in 1928. Those investigations have, so far as the present Committee are aware, achieved no concrete result, while other aspects of the terms of service, no less important, have not hitherto been subjected to a similar review. It may therefore be said that terms and conditions of service—apart from pay—have remained substantially unchanged during a decade in which great developments have taken place in the Colony.

Review of previous investigations.

With reference to leave and passage regulations, a Select Committee of the Legislative Council reported in 1924 and the adoption of that report was moved in Legislative Council in 1925. No resolution was then passed, however, as it was decided that the proposals should first be submitted to the Secretary of State. The latter after consulting other East African Governments replied that none of them desired to adopt the proposals, but that he was prepared to approve them for Kenya subject to certain health safeguards. The proposals, shortly, were that the normal tour of service at healthy stations should be extended from thirty months to thirty-six months and certain inducements by way of additional passage privileges were offered to those who were disposed to extend their tour beyond thirty-six months. Certain time allowances were granted in respect of service at "unhealthy" stations. Those proposals and various alternative suggestions relating to leave and passages were brought under review in the interval to 1929 when a fresh committee reported. The main modification in the former proposals recommended by this new Committee was a further extension of the tour of service to forty-two months, a minority favouring an extension to forty-eight months.

The Committee on Pensions examined the position of the service generally in regard to the existing free pension privileges and the possible introduction of a contributory system. The main recommendation made in an interim report submitted by that Committee in 1928 was that—

"The feasibility of introducing a contributory pensions scheme applicable to the whole permanent service, to the complete exclusion of a free pensions scheme (apart from commitments already entered into in respect of persons now on the free pensions list) should be examined"

and it was shown that the Colony's deferred liability for the year 1928 on the pensionable establishment for that year amounted to £57,500. It was also calculated that the pension commitments entailed by the then present establishment would amount to between £180,000 and £200,000 per annum by 1948.

Present cost of staff.

5. In order to obtain a picture of the financial implications of the present terms and conditions of service, the following figures are recorded—

TABLE A.  
TABLE SHOWING THE ESTIMATED COST TO THE COLONY OF EUROPEAN PENSIONABLE OFFICERS AT VARIOUS SALARY POINTS.

Salary per annum	House allowance	Proportion of passage for officer and wife	Medical and Dental Allowance	Pension, 10 per cent	Any other charges	Total	Percentage increase represented by "hidden" emoluments
£	£	£	£	£	£	£	Per cent
300	50	64	13	66	5	496	66
400	60	64	13	86	6	629	57
500	75	64	13	107	7	764	53
600	90	75	13	151	5	901	50
700	105	75	13	194	5	1,049	50
900	135	75	13	259	5	1,322	47
1,200	180	75	13	302	5	1,732	44
1,400	210	75	13	323	5	2,005	43
1,500	225	75	13		5	2,141	43

TABLE B.  
ANALYSIS OF PERSONAL EMOLUMENTS AS PROVIDED FOR IN THE 1932 DRAFT ESTIMATES.

EUROPEAN STAFF—	£	£
Pensionable	531,000	
Non-pensionable	174,000	705,000
ASIAN STAFF—		
Pensionable	190,000	
Non-pensionable	50,000	240,000
AFRICANS—Non-pensionable		200,000
		£1,145,000

Note.

(i) In the European staff there are 942 pensionable appointments and 435 non-pensionable appointments. It does not follow, however, that all the pensionable posts are filled by officers enjoying pensionable status.

(ii) The above figures do not include the Military Vote, Northern Brigade, or the establishment of the Kenya and Uganda Railways and Harbours service.

TABLE C.

TABLE SHOWING PROVISION MADE IN ANNUAL ESTIMATES FOR PAYMENT OF PENSIONS AND GRATUITIES (EXCLUDING PENSION CONTRIBUTIONS FOR ARMY OFFICERS AND PAYMENTS UNDER THE WIDOWS' AND ORPHANS' PENSION SCHEME) DURING THE PERIOD 1906-1932.

YEAR	EUROPEAN STAFF		NON-EUROPEAN STAFF	Provision for new pensions both European and Non-European which might be granted during the year	TOTAL	
	Annual Pensions	Commuted Payments	Annual Pensions			
	A	B	C			D
1906-07	£	£	£	£	£	£
1909-10	312		63			375
1914-15	842		322			1,164
1919-20	2,733		537	299		3,569
1920-21	5,834		1,494	3,025		10,332
1921..	13,518		2,051	2,763		18,432
1922..	16,055		4,085	5,000		25,140
1923..	23,708		5,008	3,000		31,716
1924..	27,500		7,524	15,000		50,024
1925..	45,918		11,405	3,000		60,323
1926..	51,652		14,839	2,966		69,457
1926..	57,575		15,832	5,000		78,407
1927..	62,105	Included in Column E	17,961	5,369		85,335
1928..	63,020	ditto	18,806	6,170		87,996
1929..	69,052	ditto	19,977	14,274		103,303
1930..	72,813	ditto	21,521	14,596		108,930
1931..	76,784	32,000	22,999	8,250		122,063
1932..	87,502	14,000	23,816	2,657		127,975

The total provision for passages in the 1932 Draft Estimates for the whole service amounts approximately to £70,000; and the cost of housing privileges cannot, it is estimated, be less than £100,000. The provision for payment of allowances in lieu of free quarters alone amounts to over £37,000.

6. So far as the European staff is concerned, the position may broadly be summarized:—

A.—Pensionable Officers.

(i) Salaries	£531,000
(ii) Other emoluments and privileges including contingent liabilities in respect of pensions, say 50 per cent of (i)	265,500
Total cost	£796,500

B.—Non-pensionable Staff.

(i) Salaries and wages	£174,000
(ii) Other emoluments and privileges, say 30 per cent of (i)	52,500
Total cost	£226,500

Total of A and B: £1,023,000.

7. Apart from any question of the Colony's ability to meet such charges or of any question of a reduction in total emoluments, it is a matter for consideration whether a Kenya officer's total emoluments do not consist of too high a proportion of "hidden" items and consequently whether the price which the Colony is paying for service is obtaining the best return in the quality of the officers attracted to the Colony. On this ground alone a step in the direction of consolidation of pay and allowances appears necessary.

Desirability of more consolidated forms of pay.

8. In approaching the problem of making recommendations as to terms and conditions of service suitable and appropriate to the Colony, the Committee have endeavoured to keep their minds clear from the influence of the present period of depression; but they have endeavoured to assume that on emergence to more settled and stable conditions, salaries in general will be on a lower level than at the time the existing terms and conditions of service (including salary scales) were agreed upon. It is on this assumption that their recommendations, particularly those relating to the proposed Local Civil Service, are to some extent based.

Probable adjustment of salary values.

9. Although very great strides have been made in recent years in the matter of educational facilities for the European youth of the Colony, a long distance still remains to be travelled before the Colony can hope to find within its own borders sufficient material to fill any appreciable proportion of posts in the Administration or in the professional and higher technical grades; and therefore for such time as the Committee need take into consideration it will be necessary to make special provision for certain grades, the personnel for which must continue to be obtained from overseas. Local educational facilities, however, are now such that, combined with the extent to which immigration and settlement has been taking

Division of staff into "Overseas" and "Local" Service sections.

place, a considerable number of posts can be and in fact are filled at the present time by local recruitment; and the time has without question arrived when early steps should be taken to introduce separate terms for a Local Civil Service working in conjunction with a service which must still of necessity be recruited from overseas. It stands to reason that for a locally recruited service it is not necessary to offer such terms as must be offered in the case of men who can only be obtained from abroad and in competition with other services; furthermore, unless conditions of service are placed on a less costly basis than are the existing terms (which are based largely on what must be offered to attract overseas candidates), the avenues of Government employment in Kenya must necessarily be restricted.

In the circumstances, the Committee have arrived at the conclusion that it is necessary to divide the service into two well defined sections, each with different terms of service, one section consisting of grades, officers for which must ordinarily be recruited from overseas; the other section consisting of grades which can be included in a Local Civil Service, that is to say, a service which is normally recruited from local sources. For the sake of convenience, the sections are named respectively the "Overseas" and "Local" Service.

#### THE OVERSEAS SERVICE.

10. It is contemplated that the Overseas Service will consist mainly of appointments in the Administration and in the professional and the higher technical posts; but even in regard to these the Committee feel that modifications in the direction of economy can be made in the terms of service without having any serious effect on recruiting. The Colony has many natural advantages to offer, climatic and otherwise; these can properly be taken into account in devising service conditions in Kenya, and may justify differentiation between those terms and the terms which are considered necessary in other tropical countries.

11. After due consideration of medical evidence and of other factors, the Committee are of opinion that the modifications set out below might reasonably be made in existing

Proposed  
conditions for  
Overseas  
Service.

terms and conditions so far as future entrants into the Overseas Service are concerned:—

#### (i) Leave.

##### *Present.*

Local: 14 days annually.

Vacation: Roughly 5 months plus time taken on voyages (altogether about 6½ months) after 30 months' service.

##### *Recommended.*

Local: 18 days annually.

Vacation:

*For first 8 years' resident service.*  
At a rate which would earn 6 months' inclusive leave after 4 years' resident service.

*For next 7 years' resident service.*  
At a rate which would earn 6 months' inclusive leave after 3½ years' resident service.

*Subsequently.*

At a rate which would earn 6 months' inclusive leave after 3 years' resident service.

*Note.*—The immediately foregoing recommendation is based on service at a "healthy" station. An appropriate allowance in respect of service at "unhealthy" stations should be made, the object in view being to enable the six months' vacation leave to be earned in a shorter time, not longer vacation leave in the same time. It is also the intention of the Committee that the final period of local leave due before vacation leave is taken may, if desired, be taken in conjunction with vacation leave as was recommended by the 1929 Committee.

The recommendation introduces a new principle locally in providing for what, in effect, are shorter "tours" as the length of service increases. An arrangement of this kind is in force in the Malayan Service, in which recently revised regulations provide for tours of service ranging from two tours of 4 years each in the beginning to tours of 2½ years after 14 years' resident service. The Committee are satisfied that the principle is a sound one, and one which should be adopted locally. In the earlier years of his service an officer's responsibilities are not normally heavy and his physical condition should be at its best. In these circumstances, a period of

four years for the purpose of earning a full passage is not unreasonable. As an officer becomes more senior, his responsibilities increase and on that account alone a more frequent change appears desirable.

It will be necessary to arrange for suitable points, according to age, seniority or length of service, at which officers transferred from other services will come under the proposed new leave conditions.

The Committee fully endorse the view of the 1929 Committee on the importance of an annual holiday.

(ii) Passage.

Present	Recommended
Self. Free passage after a tour of 30 to 30 months.	Self. Free passage when 6 months' vacation leave has been accumulated, or proportionate part of the cost if less leave has been accumulated.
Family Allowance to officers on first-class privileges, £40 per single passage; allowance to officers on second-class privileges, £30 per single passage; allowance to officers on third-class privileges, £20.	Family Allowances at existing rates.

Grading of passage accommodation.

For passage purposes the Overseas Service should be divided by administrative action into two categories on the lines proposed by the 1929 Committee on Leave and Passage Regulations.

Accommodation as follows is suggested:-

Category A.

- (i) Officers drawing £540 per annum or over.—Grade B—British India Line or B3 Union Castle Line.
- (ii) Officers drawing £400 per annum and under £540 per annum.—Grade C—British India Line or B4 Union Castle Line.
- (iii) Officers drawing less than £400 per annum.—Second-class—British India Line or B5 Union Castle Line.

Category B.

- (i) Officers drawing over £450 per annum.—Second-class—British India Line or B5 Union Castle Line.

(ii) Officers drawing over £300 per annum and not more than £450 per annum.—Second-class—British India Line or B6 Union Castle Line.

(iii) Officers drawing £300 per annum and under.—Third-class—Union Castle Line or second-class—British India Line.

In cases where officers travel by other lines or make their own arrangements, the passage allowance should be based on British India rates, except in cases of Category B (iii), when the allowance should be based on Union Castle Line rates.

Note.—In connexion with leave and passage privileges the Committee would urge that, consistent with the exigencies of the service, as much freedom as possible should be allowed as to the intervals at which vacation leave may be taken, and if such leave is taken at shorter intervals than those required to qualify for a full free passage, a proportionate part of the cost of a passage should be granted. The principle of a tour of service should, however, be maintained in the case of family passage allowances, and the Committee consider that a family passage allowance for the return passage from the Colony should not be granted unless the wife has resided in the Colony with her husband for not less than one year in the tour in respect of which an allowance is claimed.

(iii) Quarters.

The Committee are strongly of opinion that the privilege of free quarters should be abolished. When an officer occupies Government quarters he should pay rent therefor based on a percentage of his salary or on the cost of the house as may be determined administratively. Officers at outstations should be required to occupy Government quarters (and of course pay appropriate rent therefor) when such are available.

(iv) Age of Retirement.

Present	Recommended.
Fifty years.	Fifty-five years, or after 30 years' service, whichever comes the earlier, subject to the right of Government to retire an officer who has reached the age of fifty years.

£132  
£117  
£95

2 items for what etc.

(v) Medical Attendance.

The Committee were reluctantly compelled to reject a proposal that the privilege of free medical attendance should be withdrawn; but on evidence before them that the present privilege is exploited to the point of abuse, they are strongly of the opinion that the present scope of the privilege should be revised. They recommend, for instance, that the privilege should be withdrawn from the wives and families of officers and confined to the officers themselves, and that officers should, even in their own case, be called upon to pay for drugs and dressings supplied. The Committee consider that hospital facilities at reduced rates should be continued to Government officers but not to their wives and families.

Arising out of the foregoing recommendations regarding payment for drugs, a minority of the Committee holds the view that where drugs are readily obtainable from other than Government sources, they should not be supplied from Government stores.

(vi) Pensions.

This is a question which presents many difficulties in view of the fact that, in regard to a number of appointments, officers of the general Colonial Service are liable to be transferred to and from the Colony. The privilege of free pension rights is the one condition which may be said to be general throughout the Colonial Service, and, as the condition is a major one, any Colony which initiates a departure in this respect will create certain difficulties. It is understood that this and other questions affecting terms of service in the Crown Colonies generally are under consideration by a Colonial Office Committee in London, but no report from that Committee has yet been received. Without knowledge of that Committee's findings, the present Committee favour the establishment of a contributory pension scheme for all officers in the Colony where such can be applied without interference with any existing rights. It, however, is found that free pension privileges must be maintained for the time being for certain appointments, the Committee, in conformity with the recommendation in regard to the retiring age, would recommend that the basis of calculation for pension purposes should be 1/45th instead of 1/40th of retiring pensionable emoluments for each year of service. Under this recommendation, which denotes a climatic allowance of 35 1/2 per cent instead of 50 per cent as at present, 30 years' service would be required to qualify for a maximum pension, which would still remain at two-thirds of personal emoluments.

A point which will automatically come up for consideration in considering a contributory pension scheme is whether a monetary limit should not be placed on the pension which may be granted. It is observed that a regulation of this kind is in force in connexion with the contributory pension scheme in operation in the Sudan and in connexion with the free pension system in Malaya.

12. It will be seen that in dealing with the Overseas Service, the Committee have found it necessary to recommend the retention, in a modified form, of certain privileges affecting leave, passage and pension conditions. In other respects, however, they consider that the consolidation wherever possible of privileges in the emoluments of this office as expressed in terms of money is the principle which should be followed, not only because by this method a great deal of the effort and expense at present devoted to the rendering of those hidden services could be saved, but also because in this way the emoluments of an office can be more nearly expressed in terms of their real worth, and this is a matter of great importance both to the prospective candidate and to the taxpayer.

Adjustment of emoluments.

The Committee have not regarded as coming within their terms of reference the framing of recommendations in respect of adjustments which, on the abolition or modification of privileges, may be necessary in the emoluments of officers in the Overseas Service. Many factors must be taken into account before equitable adjustment can be made. The Committee have, therefore, confined their recommendation in this respect to one of principle. They recognize that the question of adjusting emoluments by the grant of consolidated allowances payable while on resident service, and not pensionable, is one which will require attention if the principle referred to is approved; though it by no means follows that consolidated non-pensionable allowances will have to extend to anything approaching the full present value of the privileges whose abolition or modification is a matter of principle is now recommended.

THE LOCAL SERVICE.

13. The first step in the establishment of a Local Civil Service was taken in 1927, when a scheme relating to rates of pay, recruitment and promotion for a European Clerical Service was introduced. In other respects, conditions remained the same as for the general service, i.e., in regard to free quarters, leave and passage privileges, free medical attendance and, in the case of some appointments, pension privileges.

Proposed conditions for Local Service.

14. The Committee are satisfied that the existing conditions for this class of staff are unduly generous, and out of relation to what the Colony can afford to pay for the kind of work performed. Table A, paragraph 5, shows, for example, that a European clerk on a salary of £300 per annum actually costs the State practically £500 per annum, if pensionable, and £472 per annum if non-pensionable. The Committee also consider that appointments in the Local Service should, as far as possible, be on a consolidated salary basis.

15. After much consideration, the Committee have come to the conclusion that the following rates of pay and conditions of service for a European clerical and general Local Service would be reasonably adequate:

(i) Pay.

*Learners (Male or Female).* Non-incremental. Pay to depend on age and qualifications.

Grade II. £60 to £84 per annum.

Grade I. £84 to £108 per annum.

Grade C (Male or Female).—£150 by £10 to £200 per annum (minimum age, 18 years).

Grade D (Females).—£240 by £15 to £300 by £10 to £360.

Grade B (Males).—£240 by £15 to £300 by £20 to £360 by £20 to £420 per annum.

Grade A (Females).—£380 by £10 to £420 per annum.

Grade A (Males).—£380 by £20 to £480 by £20 to £540 per annum.

Special Grade (Chief Clerks and Office Superintendents).—£500 by £20 to £660 per annum.

In the clerical service, the Committee contemplate that Grade B would be the appropriate grade for fully competent stenographers and typists, Grade A being limited to posts of a more responsible character.

(ii) Leave.

Local: 15 days annually.

Vacation: 28 days per annum, cumulative to six months. Officers under 18 years of age not to be eligible for vacation leave.

Note.—The Committee recommend that in respect of service at "unhealthy" stations the same vacation leave allowances should be made on lines similar to those proposed in the case of the Overseas Service.

(iii) Passages.

If an officer earning vacation leave is to have towards the cost of a holiday out of the Colony in connexion with this leave, the Committee recommend that he should be assisted to the extent that Government should open a passage account on his behalf into which the officer would pay 10 per cent of his salary (subject to a minimum of Sh. 10 and a maximum of Sh. 20 per mensem), and into which Government would contribute an equal amount. In view of the extent of Government's contribution, it is not considered that interest should be allowed on balances.

Note.—The foregoing recommendation in regard to contribution towards passages is based on the view that, although the kind of work which officers of this grade perform is not very exacting, it is desirable, even for the locally born, that they should periodically have a change out of the Colony, not altogether because of possible benefit to health, but also because of the experience and the broadening of view which may be gained from travel abroad. The Committee feel that, unless some practical encouragement is given towards saving for passage costs, the facility for accumulating vacation leave will largely fail in its object.

(iv) Pensions.

Pensions should definitely be on a contributory basis, and a Pension Scheme on such lines should be introduced as early as possible for the full permanent members of the Local Service. For members on less permanent terms a Provident Fund Scheme should be established. There are many schemes of each kind in operation throughout the Empire, and the lines on which such schemes operate have become more or less standardized. Cases will arise of officers moving from one scheme to the other, but no difficulty should be experienced in providing for such cases. The Committee, in fact, incline to the view that all officers in the Local Service should be under a Provident Fund Scheme until the age of, say, 25 years, so that they may be in a position up to that age to leave the service without too great a sacrifice of pension rights.

(v) Quarters.

The Committee recommend that the same arrangements as have been proposed for officers of the Overseas Service in regard to quarters and to the occupation on a rental basis of Government-owned houses should be applied to the Local Service.

Prospects for candidates entering the Local Service.

22. The question of prospects for candidates entering the Local Service has been one of some concern to the Committee and they regard it as of great importance that facilities should be developed to enable members of the Local Service to qualify for the higher appointments coming under the overseas conditions of service. This is one of the directions in which the proposed Civil Service Board can be of great assistance and the Committee would go so far as to suggest that an appropriate sum of money should be made available annually for scholarship and allied purposes.

Neighbouring territories.

23. The creation of a Local Service may not be as feasible in the neighbouring territories as it is in Kenya but the Committee consider that in this matter Kenya may forthwith aim at establishing a Local Service without any corresponding movement in the neighbouring territories.

Local Service possibility of supply of local candidates being at present inadequate

24. For some time to come it may not be possible to fill by local recruitment all the appointments proposed for inclusion in the Local Service and where it is necessary to go abroad for this class of officer, the point arises as to the conditions which should be accorded. The Committee feel that ordinarily such officer should serve under Local Service conditions, but that at the moment it is not desirable to lay down any hard and fast rule. Decisions in such cases can be made as they arise.

Other conditions of service

25. The Committee realize that no reference has been made in this report to many aspects of the terms of service, such as acting allowances, sick leave, office hours, travelling and transport allowances, and such like. They have deliberately confined their attention to the major terms and conditions for both the Overseas Service and the Local Service and to the principles which in their opinion should be observed in revising them. They have refrained from investigating the less important of the conditions incorporated in the Code of Regulations, partly because investigation into these matters would unduly delay the submission of their report, and partly because, in their view, revision of the major conditions is more necessary and more urgent.

Financial effect of the recommendations.

26. As the Committee have dealt in this report with matters of principle rather than matters of detail and as they have not framed proposals for the transfer of officers at present serving on agreement to the new terms of service suggested, an assessment of the financial effect of their recommendations is exceptionally difficult.

Passage costs and pension liabilities will be decreased in respect of future entrants to the Overseas Service, and the proportion of resident staff to total staff will be higher with a consequent reduction of establishment necessary to carry out the same amount of work in the Colony. The eventual saving as a result of this last-named factor alone might be placed in the neighbourhood of £20,000 per annum, other things being equal, when the whole Overseas Service on the present basis of establishment comes under the revised terms, while the annual cost of passages for members of the Overseas Service would eventually be about £5,000 per annum less than it is now. The annual commitment in respect of pensions would fall from 18½ per cent of emoluments (the present basis of calculation) to a figure of about 16½ per cent, and this reduction would, on the basis of present pensionable emoluments, lead to a decrease in pension commitments of some £8,000 per annum. It may therefore be estimated that the eventual saving on the present basis of establishment and emoluments to be attained when the whole of the Overseas Service has come under the new terms now recommended should be not less than £33,000 per annum, made up as follows:—

Reduction in staff	£20,000
Passages	5,000
Pension commitments	8,000
	<hr/>
	£33,000

The establishment of a Local Service on the lines proposed should result in a greater eventual saving and in an appreciable reduction in cost at an earlier date than in the case of the Overseas Service. On a basis, assumed for the purpose of this calculation, that the only substantial liabilities Government will incur in addition to the salary of a member of the Local Service will be a 2½ per cent contribution towards vacation leave expenses and a 7½ per cent contribution towards a Provident Fund or Contributory Pension Scheme, the proposals made in this report should lead to a reduction in cost which may be assessed at 25 per cent in that section of the Local Service now regarded as pensionable and about 10 per cent in the portion now non-pensionable, the total eventual saving, on the basis of present establishment, thus being in the region of £63,000 per annum.

The total eventual saving in respect of the European staff alone will therefore amount approximately to £100,000 per annum and this may be regarded as a reasonably conservative

estimate. It should be noted that this figure does not include the considerable economy which would be effected by the introduction of a Contributory Pension Scheme for the Overseas Service.

The Committee wish to emphasize the fact that the above estimates are meant to indicate the general financial effect which their proposals may be expected to have when in operation. Their immediate effect cannot be gauged without knowing the manner of their application to existing non-pensionable staff.

Rider regard-  
ing conditions  
for Asian Civil  
Servants.

27 As a rider to this report, the Committee wish to state that the conclusions which they have reached in regard to the possibility of establishing a Local Service for Europeans on revised conditions point to the necessity for prosecuting an enquiry on similar lines into the terms and conditions on which Asian Civil Servants are employed. The Committee consider that these should be examined without delay with the object of attuning them to conditions as they exist in the Colony to-day.

Acknowledg-  
ment.

28 The Committee desire to express their appreciation of the very valuable assistance rendered by the Secretary, Mr A J Field

We have the honour to be,

Sir,

Your Excellency's obedient servants,  
T. FITZGERALD, Chairman.

H. H. RUSHTON,

J. L. GILES,

\*A. de V. WADE,

CONWAY HARVEY,

THOS. J. O'SHEA,

R. W. B. ROBERTSON-EUSTACE,

W. K. TUCKER.

Members.

Witness,

A. J. FIELD,

28th October, 1961.

Secretary.

\*I have signed this Report subject to the following reservation:—

*Leave Regulations—Paragraph 11 (f).*

While I am not prepared to argue that the proposed Leave Regulations are in themselves unsuited to conditions as they exist in Kenya, I am apprehensive of the effect that the application of such terms may have on recruitment for this Colony unless neighbouring territories are prepared to adopt similar modifications. I feel that so long as it is necessary to recruit for the Overseas Service officers educated in England, home leave must remain one of the inducements by which suitable candidates are attracted to the Service, and that consequently if neighbouring territories offer six months' leave, exclusive of the voyage, after two-and-a-half years' service, while Kenya offers six months' leave inclusive of the voyage after four years' service, this Colony will be at a disadvantage in competition with its neighbours to secure the best material available. I therefore am unable to recommend the immediate application of these Leave Regulations to Kenya unless either the Appointments Branch of the Colonial Office will advise that they are unlikely to affect recruitment adversely, or alternatively the neighbouring territories are prepared to co-operate on similar lines.

A. de V. WADE.

## APPENDIX.

POSTS WHICH ARE SUGGESTED AS CAPABLE OF BEING BROUGHT WITHIN THE SCOPE OF A LOCAL SERVICE.

*Government House.*

Chauffeur Mechanic.  
Superintendent, Government House Gardens.

*Administration.*

Office Assistants.  
Examiner of Accounts.  
Superintendents of Inland Revenue and Conservancy  
Superintendent, Kabete Reformatory.  
Technical Instructors.

*Agriculture.*

Accountant.  
Plant Inspectors.  
Laboratory Assistants.  
Manager of Insectaries.  
Chief Grader and Inspector.  
Grader and Inspector.  
Assistant Grader and Inspector.  
Superintendent, Maize Conditioning Plant.  
Mechanics.  
Stock Inspectors.  
Veterinary Inspector.  
Yard Foreman.  
Overseer.  
Storekeeper.  
Assistant Storekeeper.  
Librarian.  
Laboratory Students.  
Instructors in Stock.

*Audit.*

Examiners of Accounts.

*Coast Agency.*

Assistant Government Coast Agent.

*Customs.*

Assistant Assistant.  
Inspector, Preventive Service.  
Examining Officers.  
Clerk.

*Education.*

Accountant.  
Education Officers - Lower Grades.  
Caretaker.  
Matrons.  
Leading Artisans.

*Forest.*

Accountant.  
Foresters.

*Game.*

Assistant Game Wardens.  
Game and Vermin Control Officers.

*Judicial.*

European Process Server.

*Medical.*

Accountant.  
Male Nursing Orderlies.  
Wardmasters.  
Superintendent, Mental Hospital.  
Matron, Mental Hospital.  
Assistant Matron, Mental Hospital.  
Mental Hospital Warders.  
Superintendent, Infectious Diseases Hospital.  
Laboratory Assistants (Learners and Juniors).  
Malaria Overseer.

*Police.*

Chief Inspectors.  
Inspectors.  
Assistant Inspectors.  
Sergeant Instructor.  
Constables.

*Posts and Telegraphs.*

Postal Clerks and Telegraphists (Male).  
Postal Clerks and Telegraphists (Female).  
Telegraph Inspectors.  
Storekeeper.

*Government Press.*

Engineer.  
Pressmen.  
Linotype Operators.  
Readers and Copy-holders.

## APPENDIX.

POSTS WHICH ARE SUGGESTED AS CAPABLE OF BEING BROUGHT WITHIN THE SCOPE OF A LOCAL SERVICE.

*Government House.*

Chauffeur Mechanic.  
Superintendent, Government House Gardens.

*Administration.*

Office Assistants.  
Examiner of Accounts.  
Superintendents of Inland Revenue and Conservancy  
Superintendent, Kabete Reformatory.  
Technical Instructors.

*Agriculture.*

Accountant.  
Plant Inspectors.  
Laboratory Assistants.  
Manager of Insectaries.  
Chief Grader and Inspector.  
Grader and Inspector.  
Assistant Grader and Inspector.  
Superintendent, Maize Conditioning Plant.  
Mechanics.  
Stock Inspectors.  
Veterinary Inspector.  
Yard Foreman.  
Overseer.  
Storekeeper.  
Assistant Storekeeper.  
Librarian.  
Laboratory Students.  
Instructors in Stock.

*Audit.*

Examiners of Accounts.

*Coast Agency.*

Assistant Government Coast Agent.

*Customs.*

Assistant Accountant.  
Inspector, Preventive Service.  
Examining Officers.  
Clerk.

*Education.*

Accountant.  
Education Officers - Lower Grade.  
Cartmaker.  
Matrons.  
Leading Artisans.

*Forest.*

Accountant.  
Foresters.

*Game.*

Assistant Game Wardens.  
Game and Vermin Control Officers.

*Judicial.*

European Process Server.

*Medical.*

Accountant.  
Male Nursing Orderlies.  
Wardmasters.  
Superintendent, Mental Hospital.  
Matron, Mental Hospital.  
Assistant Matron, Mental Hospital.  
Mental Hospital Warders.  
Superintendent, Infectious Disease Hospital.  
Laboratory Assistants (Learners and Juniors).  
Male X Overseer.

*Police.*

Chief Inspectors.  
Inspectors.  
Assistant Inspectors.  
Sergeant Instructor.  
Constables.

*Posts and Telegraphs.*

Postal Clerks and Telegraphists (Male).  
Postal Clerks and Telegraphists (Female).  
Telegraph Inspectors.  
Storekeeper.

*Government Press.*

Engineer.  
Printer.  
Lithotype Operators.  
Readers and Copy-holders.

*Prisons.*

Superintendents.  
Assistant Superintendents.  
Chief Warders.  
Technical Instructors.

*Public Works.*

Assistant Accountants.  
Stock Verifiers.  
Senior Storekeeper.  
Assistant Storekeepers.  
Senior Overseers.  
Overseers.  
Surveyors.  
Foremen.  
Timekeeper.  
Leading Motor Mechanic.  
Inspectors, Water Supplies.  
Transport Officer.  
Drill Foreman.  
Workshops Manager.  
Kiln Seasoning Operator.

*Registrar General.*

Accountant.

*Secretariat and Legislative Council.*

Assistant Establishment Officer.

*Statistical.*

Assistant Registrar of Natives.

*Survey and Registration.*

Draftsmen.  
Survey Records Officer.  
Computers.  
Forest Surveyors.  
Registrars of Titles.

*Military.*

Mechanic Sergeant Major.  
Staff Sergeant Mechanics.  
Company Quartermaster Sergeant.

*General.*

Office Superintendents.  
Chief Clerks.  
Clerks.

Report of Terms of Service Committee.

THE HON. T. J. O'SHEA: Your Excellency, I beg to move:  
"That the Report of the Terms of Service Committee be adopted!"

Briefly, Sir, I should like to pay a tribute on behalf of my colleagues to the spirit in which the official members of that Committee tackled the task that was entrusted to them. They were certainly not less considerate of the rights and privileges of the Service than one would expect a Member of the Service to be. At the same time, they were not unduly influenced by that position and I think it is only fair to say that they were primarily actuated by a desire to make the new terms of service such as were fitting not only to the needs of the Service itself but to the needs of the country, and the fact that the Report has met with such general approval, not only within the Service but without, is, I think, some testimony to what can be achieved by that spirit of co-operation in the service of the country. I should like to lay some stress on the fact that this Report in its recommendations is in no way connected with the need for sacrifice at the present time by any section of the community. The Committee endeavoured to keep itself as little as possible influenced by the particular needs of the hour and they have endeavoured to frame recommendations that we hope will be suitable to the Service for a period of years to come, whether our financial position be better or worse than it is to-day. In fact, Sir, the recommendations themselves do not of necessity imply any curtailing in the cost of the Service. These recommendations can be applied - if Government so decides and the country so decides - without effecting one penny of saving in the cost. As against that, however, their application can be made to effect very considerable savings and it is the idea of members of the Committee that in applying the terms that they recommend the Government will be so actuated by the idealist end, of ensuring that the application of these terms is absolutely fair to the Service, that the application of them will not leave the Service discontented in any way, that will not occasion anyone in the Service of this country, in the Government service of the country, to be

reason to complain that the remuneration coming from this service is inadequate; and by the second ideal that in the conditions as they are to-day, the conditions of the country in which they are to-day, there must be no extravagance in the terms under which our Civil Service work. It is also necessary perhaps to emphasize that these recommendations do not in any way interfere with contractual obligations. There has been a lot of talk in the House from time to time of late about contractual obligations. I regret the hon. the Acting Colonial Secretary is not here this morning to correct me if I am wrong, but the result of my investigations into this question is I am satisfied that so far as contracts go, the only contract that exists applies solely to substantive pay. That would appear to be a permanent contract, but in all other respects the officers of Government who are on the permanent staff other than those who are on agreement and short term contracts are subject to the conditions of the Service from time to time. That is my interpretation of the documents that were placed before us as to the terms on which officers are at present serving. Curiously enough, the legislation that has recently been passed seemed to me at any rate to interfere with that one term of service upon which there is a definite contract.

It will be remembered, Sir, that the Committee was appointed a short time before the Estimates Committee began to sit or about the same time, and during the progress of this Committee which is the subject of the motion it was asked to report to Government with a view to making its recommendations available for consideration in connexion with the preparation of the 1932 estimates. Unfortunately the consideration of the 1932 Estimates was completed without anything being done to implement the report of this Committee, but as the legislation passed this morning is of a temporary nature I should like to stress this, that at least equal savings can be made to Government arising out of the recommendations of this Committee and in a way that would, I feel sure, be more acceptable to the vast majority of the Service. I hope, therefore, that Government will implement the promises already made to follow up

the recommendations of this Committee. I further hope that it will be able to come to conclusions within the course of the next few months that will enable the effects of that legislation to be withdrawn from the greater part of the Service and that Government may get its savings on the cost of the Service in other ways as recommended by this Committee. Very considerable savings can be effected in the matter of leave conditions and I am confident that savings in that direction far from being resented by the great majority of the Service would be welcomed and would be of advantage to the members of the Service themselves in addition to enabling Government to effect economies. The cost of the housing of officers of Government could also be considerably reduced under these recommendations without in any way inflicting hardship and in that connexion, Sir, seeing that Government is anxious to have all constructive proposals possible from this side of the House, I should like to draw your attention to the comparatively large sums of money that could be secured to Government in the course of the next few years, including next year, by disposing of a large proportion as you can do of the houses at present owned by Government to, first of all if you like, officers in the Service, and failing the full amount from them, to others. The amount of State capital invested in that class of property is to-day very considerable and under the recommendations of this Committee it will be unnecessary to retain a very large proportion of these houses. I do seriously suggest that Government finance can be benefitted, the public service can be benefitted, and the public at large can be benefitted by the disposal of some of that property during the next few years. Another item that our investigations disclosed as capable of realising very considerable savings is furniture. I mention that particularly because in the minds of most people it would appear to be a very minor item, whereas in actual fact we learnt during the course of the Committee's enquiries - and I also personally learnt in my investigations on another Committee - that furniture is costing the country an amount out of all proportion to its benefit to the Service. The Public Works Department has to

maintain a very large staff to deal with this furniture question. I can assure you, when everything is taken into consideration, the maintenance, for instance, of a workshops and the maintenance of clerical staff to deal with this question, that the deletion straight away of this non-contractual obligation of furniture would save the country considerable sums of money, and would not, I think, be resented by the Service. Perhaps the greatest saving of all eventually would be effected by the saving in personnel if the recommendations of this Committee are adopted. When it was urged upon Government within the last few days that to meet the needs of our financial position as we contemplate its next year overseas leave might be stopped next year, it was pointed out to us that one of the strong objections Government had to doing that was because it would have in the country a very large number of Civil Servants who were necessary for the needs of the country, a larger number than could be used, and that in fact there would be congestion in Government circles. That, Sir, I think goes to support my view that the adoption of the longer tour that is recommended by this Committee would effect a real saving in personnel. I hope, however, it will not be assumed from that that I am urging any drastic retractions in the immediate future. The thing would be gradual, and I sincerely hope with the improvement in the country's condition in the next few years that that surplus would be absorbed into a larger Service.

I would also like to stress the very considerable indirect savings that would accrue to the country by the adoption of these recommendations. Anybody who has gone into the figures will, I think, agree that not less than one-third of a million pounds is taken out of the country every year as a result of the present short period of tour. We have had in the Colony's Estimates something in the neighbourhood of £70,000 for passages. In addition thereto there is one-fifth of the cost of the personnel of the Service, and to that have also to be added the considerable amounts that are taken out of the country in the form of savings accumulated for leave purposes. I think also there is a fairly considerable amount spent in advance overseas, that is to say, officers' overdraw

on their bankers or on their salary sheets and pay it back out of money earned in the country on their return. From the Service alone that is a very considerable amount - something, I should think, in the neighbourhood of a quarter of a million pounds. To that must be added another larger amount resulting from the same practice in the Transport Services of Government. If these be added together I think I am not overstating the case if I say that at least one-third of a million pounds, and possibly approaching half a million pounds, per annum is taken out of the money circulating in the country for overseas leave. The effect of that on the finances of the country is very severe and in times like this I feel certain that it would be a great help in the reconstruction of the economic position if that money were being spent in the country next year instead of being drained out in expenditure overseas.

The principle of local servants for the junior branches of the service has been very definitely recommended after very careful investigation. I sincerely hope that recommendation will have the support of Government because it will have far-reaching effects on the future prosperity of this country. It will have a far-reaching effect in solving some of the serious problems we are already beginning to see will face this country in the near future and I hope, in whatever other respect Government may feel disposed to disagree with our views, that in regard to the establishment of a local civil service there is going to be agreement with the committee.

I should also like to draw attention to the recommendations regarding a contributory pension scheme. If that is done the present heavy burden on the finances of the Colony will be to some extent relieved and on the other side we shall not have a service in which, while some individuals are fortunate enough to have the benefit of a most generous scheme, there will be others who unfortunately get no benefits whatever and are not regarded as deserving of benefits even if they have worked for long periods in Government service. I think it very necessary indeed, Sir,

that our whole pension scheme should be revised and that its terms should be equitably applied to all servants of Government who fulfil a statutory period of years to justify them in obtaining a pension. Lastly, Sir, the recommendations of the Committee recall to me that there should be set up something in the nature of a Civil Service Commission. I feel certain that if that were done a lot of the anomalies and difficulties at present experienced by the service would be removed and it would be unnecessary for the executive of Government and this House to give up as much of its time as it now does or as they all now do in dealing with matters pertaining to the service.

Lastly, I should like to emphasise that in the various demands that have been made by Unofficial Members for enquiry into the terms of service they have not been actuated by anything but a desire to bring about such revisions as have been made necessary by the passage of time, that they have been in no way actuated by antagonism towards the service, but that on the contrary we are no less anxious than Government to ensure that the terms of the civil service in this country will be such as will not only give the best results to the country but will prove most satisfactory to the people who are fortunate enough to be in Government service. We would regard it as a serious thing indeed if any action of ours were to occasion discontent in the service. On the contrary, we are most anxious that our recommendations should result in a satisfactory and contented service, loyal to the country they are serving.

THE HON. GORDON HARVEY: Your Excellency, in seconding the motion for the adoption of this Report, to which I have the honour to be one of the signatories, I should like to draw attention to an item which appeared in this morning's local press and express my very great objection to ill-informed hostile criticism of this Report by no less an authority on Kenya affairs than the late Under Secretary for the Dominions in the Labour Ministry, who, Sir, as you may be aware, has put down a question in the House of Commons asking the Secretary of State for the Colonies whether his

attention has been drawn to a recommendation by a Kenya Select Committee for the institution of a local civil service side by side with the existing service and, as this is inconsistent with the declared British policy of direct trusteeship, whether he will give an assurance that such a change is not made.

Now, Sir, it is 32 years since I was last in England but I still have sufficient confidence in the sense of fairplay and reasonableness of my fellow Britishers in England to believe that they will not be unduly influenced by such idle vapourings and will decline absolutely to support, Sir, any suggestion that employment in Kenya should be denied to boys and girls born and bred and educated in Kenya. I am not, Sir, for one moment, subscribing to the view that exotic administrators are necessarily better qualified to discharge the functions of their office than those whose long association with local environment fits them in a peculiar degree efficiently and economically to discharge their duties.

Now, Sir, the hon. member has stated that there are strong arguments in favour of the early introduction of the majority of the recommendations of this Committee. He alludes, Sir, to the enormous saving which will accrue ultimately and he has specifically mentioned many directions in which immediate saving might take place, and we all sincerely trust, Sir, that Government will give very serious attention to that very important recommendation which has a bearing on the Colony's finance. There can be no doubt whatever, Your Excellency, that the maximum employment of local youths must inevitably advance the peace and prosperity of Kenya and will be ultimately for the very great benefit, not only of this part of Africa but of the Empire generally.

HIS EXCELLENCY: The question is that the Report of the Terms of Service Committee be adopted.

CAPTAIN THE HON. N.F. WARD: Your Excellency, I wish to support the adoption of this Report, primarily for the reason that it is all important for us to get going on the formation of a local civil service. I do not, Sir, definitely with the qualifications so far as I am concerned. The first is this:

that every officer of Government should be perfectly free to accept or refuse the terms offered under this Report and that no administrative action be taken towards compelling him to do so. My second qualification is that I do agree with the hon. Chief Native Commissioner and his reservation in so far as it refers to this civil service.

THE REV. CANON THE HON HARRY LEAKEY: Your Excellency, referring to the question of leave, I feel very strongly, and always have done, that it will be quite possible for officers to work a longer tour in healthy districts, and if I give my vote for the adoption of this Report it can only mean that I agree with the reservation which was made by the hon. the Acting Chief Native Commissioner in regard to how it will affect us in regard to recruiting. If we have some statement in regard to the junior service that it would not in any way affect us in competing with other Colonies for the best men, and that we should not get the second class men, then I would support it, if I could be quite certain that we were not getting second class men.

In regard to the question of getting men from our own Colony, I have already spoken at a recent meeting saying how I would thoroughly like to see our young men learn something of the minds and know something of the vernaculars of the language they are likely to use if they are appointed to such posts as those we are considering now, and therefore, I do hope the question will be taken up by the Education Department to see whether these children could not get down to the problem of learning something of these vernaculars.

Lt. COL. THE HON. V.A. TUCKER: With the utmost brevity, Sir, I should like, as a member of this Terms of Service Committee, to associate myself with the mover's remarks as to the extraordinary cordiality, co-operation and broad-mindedness shown by the official members of that committee. I would like at the same time, Sir, to recognize the promptitude with which Government has accepted or at all events acted on this Report and to assure you, Sir, that the prompt appreciation which Government has shown

in this case does stimulate unofficial people in this country to co-operate with Government in unravelling very difficult and very important subjects.

There are only two other remarks I would like to make, Sir. The first is that I regard as one very strong feature of this Report paragraph 8, which emphasises that we did our work keeping our minds as clear as possible from the influence of the present period of depression because otherwise, if that has been too much in the forefront it is possible that it might have discounted the Report in so far as its application is concerned. I should also like to express regret that two members on this side of the House should have taken as seriously as they have done a minority report on a very small feature of the whole issue. Since that minority report has been put in I should have hoped the Chief Native Commissioner would have day by day realized more and more how unnecessary it was, even in that small degree, to spoil the otherwise complete unanimity. I do feel those of us who have had any considerable talk with people in Uganda and Tanganyika that we in Kenya can make out a case - that the advantages derivable between this service and others of living in Kenya compared with the other two countries entirely outweigh any slight variation this Report may suggest as between the services of the three colonies concerned.

LT. COL. THE HON. LORD FRANCIS SCOTTE I was not a Member of this Committee and I should like to congratulate the Members, both official and unofficial on this very efficient Report which they have drawn up. I am not going to deal with it in any detail. I wish to support the motion and I do hope very much we are not going on being tied against effecting any progressive work because some other territory does not agree with us. For some years progress was held up because we had to wait for the result of the Committee on Closer Union. As that has now reported against closer union I hope that that argument will be dropped whenever anything of a constructive and progressive nature is put forward.

LT. COL. THE HON. J.S. KIRKWOOD: Your Excellency, I should also like to join in the general chorus and congratulate the

committee on what I consider a very instructive Report. It is a matter on which one could make a very provocative speech, but I have no intention of invoking the Report of the Committee and the conscientious argument they have put into this work in a desire to make points against the service.

Mention has been made of the reservations that have been made by the hon. the Chief Native Commissioner. On that, Sir, I think the point is, as far as we are concerned that we can pay and that we do pay what we are asked to pay and we do pay the maximum in so far as Kenya is asked to pay more salary and emoluments than is paid in some of the best death traps in the world. It is probably the idea that is conceived at home, the inter-chargeable service - the idea that unless you pay the same price in Kenya, which I maintain is a health resort, you will not influence people in coming here, that they would prefer, for instance, if the leave conditions were cut down to six months including the voyage backwards and forwards, that they would prefer to go where they get 7 1/2 or 8 months, which is allowing the period of the voyage. Personally I cannot conceive of any applicant for a position in the Kenya Service preferring to go, say, to the Gold Coast and expect to get the same amount of emoluments and pay in Kenya as he would get there. I think that everybody who holds that argument is doing a great disservice to this colony and I maintain that there is no healthier place in the Empire than in the Highlands of Kenya. I am speaking from experience, having lived 36 years in Africa and 11 years in Kenya - I have never been in better health and I think for my age (60) I can still take a yard from any man in the world. I hope Your Excellency will on this occasion allow a free vote. It is a matter that not only affects this side of the House but it is a matter that also affects everybody on the opposite side of the House. It is a unanimous Report with the exception of one that I should call a minor reservation. I appreciate that reservation but I do not agree with the principle that comes from the Colonial Office that made it conscientiously necessary for that

reservation to be made. As it is a unanimous Report, Sir, with the exception of that reservation, I think you could conscientiously allow a free vote on this occasion, and I hope that you will see your way to do so.

LT. COL. THE HON. C. G. DURHAM: Your Excellency, I am only going to ~~say~~ with the general chorus.

THE HON. THE ACTING COMMISSIONER FOR LOCAL GOVERNMENT, LANDS AND SETTLEMENT: Your Excellency, the hon. secondor of the motion asked that an assurance might be given that Government would at an early date give serious attention to the recommendations in this Report. I can give that assurance in very emphatic terms, but not for the first time in this session of the House since the 26th November my hon. friend, the Acting Colonial Secretary, did indicate that early and active consideration has already been given by Government to the recommendations of this Committee's Report. The Committee in its opening paragraphs itself states that its recommendations were confined very largely to matters of principle, and arising from those recommendations of principle there necessarily fall to be considered a considerable mass of details. That mass of details is being collated at the present time. The Report has been circulated to all Heads of Departments in order that their views may be at the disposal of Government and that at the earliest possible moment. In so far as the recommendations concerning the overseas service are concerned the matter will receive the attention of the Executive Government with a view to framing a despatch to the Secretary of State. So far as the local service is concerned, it is Your Excellency's intention, subject to the concurrence of Executive Council, to adopt the suggestions made in paragraph 27 of the Report and to set up a Committee to report upon and schedule posts and draft regulations for the inauguration of a local European and Asiatic Civil Service applicable to Civil Servants other than Railway Servants.

As an indication, therefore, of the action which Government has taken in this matter it appears unnecessary further to accentuate the fact that early and serious consideration is being

given to the recommendations of this Report, and in the light of that fact and I think in the nature of the case it is not possible at the present time for Government to accept this motion as it stands. At a later date, if a similar motion were introduced, the matter would then be more in a state for Government to express definitely whether it was prepared to accept or reject the motion in these terms.

**HIS EXCELLENCY:** I can assure the hon. Member, if I may say a few words, that the Government intend to push forward with this matter of the recommendations of this Committee with the utmost rapidity. I am going to make it a personal matter; I shall do all I can to push it on and will leave no stone unturned to see that these recommendations are, if possible, carried out. It is impossible for Government to accept the motion as it stands - we cannot do that, as you see - but I can give that assurance.

Does the hon. member wish to reply ?

**THE HON. T.J. O'SHEA:** I do desire to reply briefly. I frankly accept the assurance, and I would suggest that we report progress on the motion because, if I were to withdraw it, I could not bring it up again within six months. If you prefer, Sir, I shall withdraw it on the understanding that it may be brought up again.

Before doing so, I should like to reply briefly to one or two observations that were made. The Hon. Member for Nairehi North fully approved of the Report but with the reservation that officers should have a free choice as to whether they came on the new conditions or not. I shall use the mildest term possible when I say of course you must realize that that is impossible. If new terms of service are brought into operation they must apply to the service; these these contracts would prohibit them from coming under these new terms, of course you cannot force them without breach of contract, but there would be no question of free choice to everybody as to whether they would come in or not.

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As regards recruiting, Sir, it may help to reassure the hon. and Reverend Member on my left (the hon. Member representing native interests) when I tell him that we have recently been informed here that according to information supplied by the Colonial Office there were in the neighbourhood of three thousand applications for two or three posts as cadets in the administration department recently. That information has been supplied by a gentleman who was in touch with the Colonial Office with a view to obtaining an appointment for some young man in whom he was interested. He was informed by the Colonial Office that there were in the neighbourhood of three thousand applicants for the posts.

Regarding education which was mentioned by the same hon. Member, the setting up of this Civil Service Commission as recommended by the Committee would of course be a great help to ensuring that there was greater co-operation between the Education Department and the needs of the country in the matter of education than is possible to-day.

In view of the assurance as given by Your Excellency, I beg to withdraw the motion.

The motion was by leave withdrawn.

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COMMENTS ON THE REPORT OF  
THE TERMS OF SERVICE COMMITTEE.

PARAGRAPH 1 - TERMS OF REFERENCE.

It should be noted that the terms of reference relate to future entrants, including those now engaged on agreements, and to the formation of a purely Local Civil Service in Kenya.

At the present moment out of approximately 1,380 European Civil Servants 478 are on agreements and are the only persons affected by the Report. Of the 700 posts mentioned in paragraph 16 as suitable for inclusion in a Local Service some 220 odd are already pensionable. These figures differ from those in the Appendix, the Statistician has taken the "starred" posts in the Staff List, but the "starring" of a post does not necessarily denote that the individual is pensionable.

PARAGRAPH 5 - PRESENT COST OF  
STAFF.

The schedule in Table A showing the estimated cost to the Colony of European pensionable officers does not show how many years it takes an officer on a grade to reach the salaries shown in the first column, e.g., it takes a Clerk 16 years to reach a salary of £400 which the schedule shows as worth £528 and it takes an Administrative Officer 18 years to reach a salary of £920 said to be worth approximately £1,350. The worth of these Government salaries, having regard to the time it takes to attain them, is not excessive when compared with the pay in reputable commercial firms, e.g., Banks, Oil Companies, etc. It is understood the Committee

did not examine witnesses from commercial houses for the purpose of instituting a comparison.

The figures of house allowance in the second column of Table A are qualified by the facts that officers appointed after 1927 cannot count more than £150 p.a. as a maximum house allowance for pension purposes and it has become necessary to place restrictions on the payment of house allowance, vide Secretariat Circular No.59 of 1931.

PARAGRAPH 7 - DESIRABILITY OF MORE CONSOLIDATED FORMS OF PAY.

Generally the current rates of salary apply throughout East Africa and it is a fact that more privileges of various kinds are conceded by the neighbouring territories to their servants than is done in Kenya. It is arguable that "hidden emoluments" do in fact insure the health, work and well being of Government servants who, left to themselves, might often impair their efficiency for financial reasons.

THE DIRECTOR OF PUBLIC WORKS agrees with the recommendations regarding consolidation of housing, furniture and other privileges with salary and states that a considerable saving would accrue, even if consolidation was effected on reasonably generous lines, on account of the cost of overhead charges connected with administration.

THE COMMISSIONER OF CUSTOMS considers that a step in the direction of consolidation of salaries appears to be right in principle, but doubts whether the quality of officers attracted to the Colony has suffered by reason of a proportion of the emoluments being hidden. If the so-called "hidden" privileges are curtailed and a corresponding increase in the consolidated salary is not made posts in Kenya will lose in attraction. He agrees that conditions in

East Africa generally have improved greatly since the Terms of Service for the East African Dependencies were framed, and that these terms should now be reviewed with the object of bringing them more into conformity with present day conditions.

THE GENERAL MANAGER OF THE RAILWAY points out that the consolidation of housing allowance would denote the right of officers to make their own arrangements for housing. He is of opinion that consolidation would present considerable difficulties to the Railway Administration, a considerable number of quarters might be thrown on the Administration's hands. He is in favour of the proposal only if it is restricted to the "temporary staff".

PARAGRAPH 8 - PROBABLE MOVEMENTS OF SALARY VALUE.

The ground on which the Committee assumes that salaries will be lower within as long a period as now need be taken into consideration is debatable. There is the purchasing power of the £ to be considered, prices have gone up in England and have always been artificially high in Kenya.

In this connexion the Warren Fisher Report of 1930 on "the system of appointment in the Colonial Office and the Colonial Services" is quoted:-

"we recognise that for the present no great improvements of the scales is likely to be practicable. Nevertheless it is the case that recruitment of the necessary trained staff cannot in our opinion be regarded as sufficient either in quantity or quality. Though this may to some extent be improved by extended missionary work on the part of the recruiting authorities, it is to be borne in mind that the remuneration and opportunities

opportunities offered in other public appointments and in business is an increasingly important competitive factor, and one which must sooner or later call for a generally higher standard of remuneration in many of the Colonial Services."

THE EUROPEAN CIVIL SERVANTS ASSOCIATION and THE CHIEF JUSTICE doubt whether the assumption in paragraph 8 is justified until the £ sterling is stabilised.

PARAGRAPH 9 - DIVISION OF STAFF INTO "OVERSEAS" AND "LOCAL" SERVICE CONDITIONS.

THE COMMISSIONER OF POLICE AND THE DIRECTOR OF PUBLIC WORKS refer to the possibility of disharmony, social cleavage etc., between the "Overseas" and the "Local" Services in view of the wide difference in conditions proposed.

THE DIRECTOR OF PUBLIC WORKS also takes the line that there is no reason for variation in other respects, e.g., the class of work performed.

THE COMMISSIONER OF CUSTOMS desires to see the line between "Overseas" and "Local" service more clearly defined. He is in some doubt as to the advisability of establishing a local service which is likely to be mainly recruited not so much from the European youth of the Colony as from immigrants with overseas ties and interests which differ in no important particular from the circumstances of persons who happen to be recruited from England.

THE DIRECTOR OF EDUCATION considers the terms "Overseas" and "Local" open to objection. Suggests "Higher" and "Lower" or "Class I" and "Class II."

THE EUROPEAN CIVIL SERVANTS ASSOCIATION opines that

that if the statements in this paragraph are correct vocational training as a supplement to the curriculum of the Prince of Wales School is necessary.

PARAGRAPH 10 - PROPOSED CONDITIONS FOR  
OVERSEAS SERVICE.

Apparently this paragraph applies to future entrants only.

It is at least doubtful whether a large percentage of the area of the Colony is healthy, geographically the reverse is the case; and there are other factors, e.g., loneliness in outstations where a large proportion of the proposed Overseas Service - Administrative Officers, Doctors, etc. - are stationed. It should also be remembered that "healthy" stations often are the centres for "unhealthy" districts.

The Report of the Warren Fisher Committee of 1930 advocated, inter alia:-

- (a) Long salary scale up to £1,000 p.a.
- (b) "Generous leave and passage regulations are very desirable in the interests of the Colonial Services. We believe that the annual leave home with free passages which is granted to its officers after their first year of service by the Sudan Government is not only one of the most valuable attractions which it can offer to candidates, but is a very potent means of maintaining the spirit and efficiency of its officers. Of special importance is the question of the grant of free passages to an officer and his family. The value of liberal terms as regards the length and frequency of home leave is seriously diminished if

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an officer cannot, or can only with great difficulty, afford the cost of passages. We urge that those Colonial Governments which do not at present grant free passages on leave to officers and their families give this concession prior consideration, and that it be the Secretary of State's policy to offer every encouragement to the steps which they may find it possible to take in this direction."

There are some grounds for saying that there is already an adverse effect on recruitment for this Colony's Service.

**PARAGRAPH 11 - PROPOSED CONDITIONS  
FOR OVERSEAS SERVICE  
(1) LEAVE.**

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This paragraph including the minority report by Mr. Wade on Page 19 of the Main Report has been the most freely criticised of any.

There are other factors concerning leave. One of the most important is the question of strain put upon the individual by reason of his work. Senior officials transferred to Kenya have thought the 20 - 30 months tour too short and later have adopted the view that the mechanical worker could stay longer and that the "brain worker" needed more frequent leave.

Fixed tours of say, 4, 3½ and 3 years' duration would considerably complicate the question of reliefs, tours of 30 to 48, 30 to 42 and 30 to 36 months would give the latitude necessary for dealing with the case of the "brain worker" and the case of the man stationed in unhealthy or isolated posts.

The

The Committee do not appear to have had any statistics of sickness to guide them, these are shown in the Medical Annual Reports - in the 1929 Report the sickness amongst European Officers amounted to over 26 years, and amongst the Asiatics to over 66 years, in the aggregate.

There is also the question of the harm which may be done to recruitment for the overseas service in Kenya if more advantageous leave conditions are given in the neighbouring territories vide Page 19 of the Report.

THE EUROPEAN CIVIL SERVANTS ASSOCIATION considers that medical opinion is not unanimous in laying down that an officer may reasonably be called upon to do a four years tour and ask that mental strain in posts of responsibility and the monotony and isolation, experienced more in an officers earlier tours, should be taken into consideration in reviewing the proposed 4 years tour and recommends that in Turkana and the Northern Frontier Province the tours should not, as a rule, exceed 20 months. The Association considers that the maximum tour should be 36 months and adds that leave granted should be exclusive of the voyages.

THE ASSOCIATION considers that the additional local leave proposed is not a sufficient compensation for the extended tour because local leave is usually too expensive for married officers, and recommends that local leave be limited to 14 days.

THE DIRECTOR OF PUBLIC WORKS considers six months leave for a 42 months fixed tour more satisfactory and considers officers should be allowed to make their own arrangements as to where the leave is to be spent, and for their passages, etc.

He agrees with the 18 days local leave proposal.

THE REGISTRAR, SUPREME COURT, refers to Mr. Wade's minority report and harm done to recruitment by the whittling down of terms of service after entering the service.

THE PROVINCIAL COMMISSIONER, NYERI, associates himself with the minority report of Mr. Wade and stresses the disadvantages of service at lonely and unhealthy stations and suggests special allowances for unhealthy stations in addition to shorter tours.

THE GENERAL MANAGER, KENYA AND UGANDA RAILWAYS AND HARBOURS in view of the large capital invested in the Transport Administration, stresses the need for efficiency and is particularly impressed by Mr. Wade's minority report.

THE ACTING COMMISSIONER FOR LOCAL GOVERNMENT entirely agrees with the principle recommended, but at the same <sup>time</sup> he strongly endorses Mr. Wade's minority report.

THE CHIEF JUSTICE's opinion is that no great hardship would be entailed by the proposed recommendations, but he considers 18 days local leave should be extended to 28 days and that if a 4 years tour is adopted, local leave should be compulsory.

THE ACTING DIRECTOR OF AGRICULTURE suggests provision for a two years probation in a four years tour. He fully supports the view put forward by Mr. Wade, and states that the staffing of his Department has suffered from the fact that the terms of service in neighbouring territories have been more attractive than in Kenya.

THE COMMISSIONER OF CUSTOMS agrees generally with the recommendations in regard to overseas leave, provided

provided adequate allowance is made for "unhealthy" stations and that a medical certificate should override regulations as to length of tour. As regards 18 days local leave being made compulsory he states considerable extra expenditure would fall on Government in making provision for one-man stations.

THE PROVINCIAL COMMISSIONER, NORTHERN FRONTIER PROVINCE, is in entire agreement with Mr. Wade's minority report. He points out that apart from climatic conditions, loneliness, discomfort, bad housing and major and minor worries are incidents which leave their mark and considers it a fair comment to say that perhaps only two of the Committee have any real knowledge of conditions in many outstations. He considers that if Kenya cannot, or will not, compete with other services or professions she will not get the best men.

THE ACTING CONSERVATOR OF FORESTS agrees with Mr. Wade's minority report.

THE ACTING PROVINCIAL COMMISSIONER, NYANZA, feels that the Committee have allowed Nairobi conditions to dominate their considerations and foresees difficulty in arranging the leave roster if districts are to be graded. He also stresses the difficulty arising out of the annual taking of local leave in posts where there is one officer only, even supposing officers have the means to pay for it.

PARAGRAPH 11 (UNIMPROVED CONDITIONS FOR OVERSEAS SERVICE (Contd))  
PARAGRAPHS

THE EUROPEAN CIVIL SERVANTS ASSOCIATION points out that 24 accommodation is very limited on Union Coastal boats and suggests that Government should

request the Shipping Company to provide sufficient accommodation, alternatively that when such accommodation is not available Government should be prepared to pay for B3 or permit an officer to make his own arrangements.

THE DIRECTOR OF PUBLIC WORKS considers an officer should be allowed to make his own passage arrangements and spend his leave where he likes.

THE STAFF OFFICER, DEFENCE FORCE, suggests that officers on temporary appointments analogous to heads of departments should be entitled to B3 Union Castle or Grade B British India though not necessarily drawing £840 per annum. In regard to the stipulation that a wife should reside at least 12 months for the family passage allowance he suggests that sickness of the wife or of the family at home should be stipulated as a cause for abrogation of the Regulation.

THE OFFICER COMMANDING, NORTHERN BRIGADE, disagrees with the proviso that a wife should reside 12 months with her husband to qualify for the family passage allowance, because it penalises the man with a family whose wife must often be at home to supervise the up bringing of the children.

THE ACTING COMMISSIONER FOR LOCAL GOVERNMENT agrees with the categories proposed but considers officers should be allowed to make their own passage arrangements by any shipping line. He does not agree with proposal that wife should be required to live 12 months with her husband.

THE COMMISSIONER OF CUSTOMS considers a medical certificate should be allowed to overrule any regulation in regard to an officers passage or his family passage allowance.

THE ACTING DIRECTOR OF EDUCATION suggests that for the Education Department free passages should be granted after tours of 11 terms and three quarters of these after 8 terms.

PARAGRAPH 11(iii) - QUARTERS

Unless an increase in salary is given the payment of an economic rent for quarters would render the stationing of Juniors in the towns practically impossible. It is also possible that both Government and the Transport Administration would be left with a number of houses and unused land for which an economic price would not be obtainable. In outstations the accommodation is often bad and in some stations there are grounds for giving officers a "bush allowance" in compensation.

THE EUROPEAN CIVIL SERVANTS ASSOCIATION asks whether an officer will be allowed any freedom of choice as regards the house if he has to pay rent to Government for it.

THE CHIEF JUSTICE states that if free quarters are abolished for future entrants it will be necessary to give a corresponding increase in pay.

THE REGISTRAR, SUPREME COURT, believes that many officers would prefer to make their own arrangements rather than occupy Government quarters, he suggests that Government might consider it better to pay the full house allowance to all officers.

THE COMMISSIONER OF CUSTOMS suggests that if officers are to pay rent this should be by a percentage deduction of their salaries subject to a maximum, otherwise the whole scheme of Government housing is likely to be upset except, perhaps, in Nairobi.

THE ACTING CONSERVATOR OF FORESTS raises the question as to whether it is proposed to deduct a flat rate percentage of pay from an officer's salary and points out that unfairness would result insofar as the temporary houses occupied by members of his department are concerned.

THE ACTING PROVINCIAL COMMISSIONER, NYANZA, considers the Committee should have expressed some opinion as to the amount of rent an officer would pay.

THE ACTING DIRECTOR OF EDUCATION suggests quarters free of rent to persons who have to occupy certain quarters by reason of the nature of their duties, e.g., teachers who have duties additional to teaching.

THE ACTING COMMISSIONER FOR LOCAL GOVERNMENT agrees with the recommendation subject to consolidation of pay.

See the remarks of the GENERAL MANAGER of the RAILWAY under paragraph 7 above.

PARAGRAPH 11(iv) - AGE OF RETIREMENT.

THE CHIEF JUSTICE, THE ACTING DIRECTOR OF EDUCATION and THE ACTING COMMISSIONER FOR LOCAL GOVERNMENT, LANDS AND SETTLEMENT, agree with the proposal.

In the case of women the ACTING DIRECTOR OF EDUCATION considers women teachers over 50 years of age often do more harm than good and that they should have the option of retiring at 50 or after 25 years of service, whichever is earlier.

PARAGRAPH 11 (v) - MEDICAL ATTENDANCE.

This is an extension of Paragraph 276 of the existing Code of Regulations; apparently there would be no reduction in medical staff.

THE EUROPEAN CIVIL SERVANTS ASSOCIATION is unable to support the Committee's recommendations and points out the prohibitive cost of medical treatment and that the withdrawal of free medical attention would lead to the neglect of symptoms of illness.

THE CHIEF JUSTICE AND REGISTRAR, SUPREME COURT, states the report does not make it clear whether the suggestions regarding Medical attendance are intended to apply to existing staff, if so they consider a corresponding increase in pay should be given.

THE COMMISSIONER OF CUSTOMS is unable to understand the "reluctance" of the Committee in rejecting a proposal that the privilege of free medical attendance should be withdrawn and suggests that any charges for wives and families of officers should be at an approved and published scale.

THE ACTING PROVINCIAL COMMISSIONER, MACHAKOS, considers the suggestion will cause some hardship on junior officers especially those stationed in isolated or unhealthy stations and that sympathetic consideration should be given to officers and their families so stationed.

THE ACTING PROVINCIAL COMMISSIONER, NYANZA, asks to whom the fees for medical attendance should go, to Government or to the Medical Officer?

THE ACTING COMMISSIONER FOR LOCAL GOVERNMENT, LANDS AND SETTLEMENT disagrees with the proposals pointing out that the illness of an officer's family may be due to his being posted to an unhealthy station. If salaries are consolidated he sees no

reason why this privilege should not be assessed and included in the consolidation.

THE ACTING DIRECTOR OF EDUCATION refers to an arrangement in force in India by which officers pay one week's pay a year to a Government doctor in return for his services of whatever kind during the year.

PARAGRAPH 11(vi) - PENSIONS.

THE CHIEF JUSTICE sees no objection to the proposals in so far as future entrants are concerned.

THE PROVINCIAL COMMISSIONER, NORTHERN FRONTIER PROVINCE, considers it wrong to introduce any contributory pension scheme. When a man chooses the public service as a career he abandons any prospects of wealth and is content with a pension, his salary, his allowances and his services are based on that provision which is but deferred pay.

THE ACTING COMMISSIONER FOR LOCAL GOVERNMENT, LANDS AND SETTLEMENT considers that officers who are now in the service and would ordinarily become pensionable should be eligible for pension on the present basis.

THE ACTING DIRECTOR OF EDUCATION fears that any reduction of pension advantages in the higher service will adversely affect recruitment. In his opinion women should be allowed to choose at the end of their second tour of service whether they prefer a pension or a provident fund scheme.

THE GENERAL MANAGER, KENYA AND UGANDA RAILWAYS AND HARBOURS, is prepared if and when an actuarial contributory pension fund scheme is formed to

recommend

recommend that all future entrants, and such of the present staff as so desire should become members, the existing Railway Provident Fund remaining for the temporary staff.

PARAGRAPH 12 - ADJUSTMENT OF EMOLUMENTS.

Presumably the Committee refer to future entrants, and, if the intention is to have a varying consolidated allowance applicable to individual officers instead of privileges, much confusion and some harm to recruitment will result. There was once a local allowance here and a portion of it was consolidated into salary.

THE CHIEF JUSTICE says there is no doubt that the consolidation of "privileges" is a goal to be aimed at, though in many cases this is impossible, e.g., medical services in a remote station.

THE ACTING COMMISSIONER FOR LOCAL GOVERNMENT, LANDS AND SETTLEMENT also agrees with the principle.

THE COMMISSIONER OF CUSTOMS suggests care will be needed in the application of the principle of consolidated emoluments to ensure that the net amount drawn by an officer is sufficient to attract candidates, having regard to the total deductions proposed in respect of quarters, pensions, Widows' and Orphans' Fund.

THE LOCAL SERVICE.  
PROPOSED CONDITIONS FOR LOCAL SERVICE  
PARAGRAPH 15(1) - PAY.

If the proposed deductions for passages (2½%) pensions (7½ to 10%) and the payment of rent are taken into consideration, the initial salary in Grade C, £150 p.a., appears to be too low and £180 p.a., the present rate is suggested as a reasonable minimum.

THE EUROPEAN CIVIL SERVANTS' ASSOCIATION considers that Learner rates are adequate for boys living in the towns with their parents, but that different rates should be provided for boys whose homes are in the country.

Generally the scales of salary proposed for the clerical grades are too low and compare unfavourably with conditions offered by commercial firms, bearing in mind the necessity to make provision for the officer's passage and for compulsory contributions to a Pension Scheme or Provident Fund. The Association points out that the proposed salaries for special grades (Chief Clerks and Office Superintendents) is reduced by contributions and rent by approximately 35% as compared with the scale of salary at present drawn by such officers and considers such reduction much too drastic.

THE COMMISSIONER OF PRISONS considers Grade A and B (males) would be suitable for Assistant Superintendents of Prisons and Chief Officers respectively and would like a proviso that the minimum of the scales is not made obligatory for all new entrants.

THE COMMISSIONER OF CUSTOMS remarks on the absence of a competitive examination for entry to the proposed Local Service and upon the Committee's apparent conclusion that climatic conditions only affect the locally born to the extent that they should be given leave once in 7 years.

THE ACTING DIRECTOR OF EDUCATION asks whether the scales are to be accepted for Teachers and points out that higher qualification demands are made upon the teaching as compared with the clerical staff.

THE ATTORNEY GENERAL, THE ACTING COMMISSIONER FOR LOCAL GOVERNMENT AND THE REGISTRAR, SUPREME COURT, draw attention to the comparative need for a revision of Asiatic Civil Service salaries.

PROPOSED CONDITIONS FOR LOCAL SERVICE.  
PARAGRAPH 15 (ii) - LEAVE.

THE ACTING DIRECTOR OF EDUCATION suggests special leave conditions for the teaching staff who generally enjoy "many weeks' holiday yearly on full pay" and states that the proposal for varying lengths of tours may be omitted so far as Teachers are concerned.

He suggests that local leave should consist of such part of the school holidays as may be convenient to the Head of Department with a minimum of six weeks in the year.

He considers vacation leave should be granted after 8 school terms to consist of one school term with the preceding and following holidays, i.e. about five months' leave in all. This means that in three years' service a Teacher would get one term overseas. A Teacher would be permitted to work for 11 terms in a tour if he so desires but without extra leave.

Overseas leave for Teachers is important from the point of view of keeping up to date professionally and fresh intellectually. It is important that Kenya educated Teachers should get out into the world at intervals.

PROPOSED CONDITIONS FOR LOCAL SERVICE.  
PARAGRAPH 15 (iii) - PASSAGES.

In this connection it will be observed the Committee recommend overseas leave, "even for the locally born" in the note to this paragraph.

THE EUROPEAN CIVIL SERVANTS' ASSOCIATION understands that commercial firms grant a free passage after 4 years. If Government is to be less liberal, it is doubtful whether suitable candidates can be obtained.

THE ACTING DIRECTOR OF EDUCATION would prefer to see the same privileges granted as in the Higher Service. He agrees with the proposed accommodation by categories.

PARAGRAPH 12 (iv) - PENSIONS.

THE ACTING DIRECTOR OF EDUCATION agrees with the general proposals, subject to a proviso giving women the choice between pension and provident fund schemes up to 50 years of age.

THE EUROPEAN CIVIL SERVANTS ASSOCIATION ask what is meant by the term "fully permanent".

PARAGRAPH 13 (v) - QUARTERS.

THE ACTING DIRECTOR OF EDUCATION points out that where teachers are compelled to reside in special quarters near schools or dormitories on account of duties additional to teaching, such quarters should be given free of rent.

THE EUROPEAN CIVIL SERVANTS ASSOCIATION desire to know whether an officer called upon to pay rent for a Government house could be ordered to occupy any house allotted to him.

See in this connection the remarks under Paragraphs 7 and 11 (iii) above.

PARAGRAPH 16 - POSTS WHICH COULD BE BROUGHT UNDER LOCAL SERVICE CONDITIONS.

This is a matter for the Committee which it is proposed to set up.

PARAGRAPH 17 - EMPLOYMENT OF LOCALLY  
EDUCATED YOUTHS.

THE EUROPEAN CIVIL SERVANTS ASSOCIATION suggest that the Director of Education should be asked to advise on the posts which could be made available to local youths.

PARAGRAPH 18 - APPOINTMENT OF A CIVIL  
SERVICE BOARD.

The setting up of this Board should, it is considered, await the conclusion of the matters arising out of the Report.

PARAGRAPH 19 - APPLICATION OF NEW  
CONDITIONS TO OFFICERS SERVING ON AGREEMENTS.

This is a matter for the Committee which it is proposed to set up.

THE EUROPEAN CIVIL SERVANTS' ASSOCIATION considers that no officer serving on agreement at the date of introduction of the new terms, who will have completed his first tour of service or 30 months, whichever is the less, should be compelled to accept the new terms.

THE ACTING PROVINCIAL COMMISSIONER, UKAMBA, feels that everything possible should be done to ensure that the terms of service as they exist today should be continued in favour of officers at present on agreement.

PARAGRAPH 20 - DIFFERENTIATION IN  
SALARIES OF MALE AND FEMALE OFFICERS.

The arguments for differentiation are generally based on physiological grounds and because a man's salary is composed of two parts, one for work done and the other as the actual, or potential, head of a household in the well being of which the

State is concerned.

It is understood where accurate records are kept the sickness rate of female Government employees in Kenya is much heavier than among male employees. Sir Warren Fisher in evidence before the English Commission said the sickness rate among female employees in the Departments was greater than that of war disabled civil servants.

THE ACTING COMMISSIONER FOR LOCAL GOVERNMENT, LANDS AND SETTLEMENT inclines to the opinion that a distinction should be drawn in the salaries of male and female officers.

THE ACTING DIRECTOR OF EDUCATION states that the Committee has halted between two opinions and that a weighty consideration not mentioned by the Committee is that of market price, and this applies with force in the matter of the employment of teachers

PARAGRAPH 21 - RETIREMENT OF FEMALE OFFICERS.

THE ACTING DIRECTOR OF EDUCATION suggests that a woman should have the option of retiring at 50 years of age or after 25 years service whichever is earlier.

PARAGRAPH 23 - NEIGHBOURING TERRITORIES.

This may result in locally born appointees preferring employment in the neighbouring territories, where the prospects of higher remuneration would probably be better.

PARAGRAPH 24 - FINANCIAL EFFECT OF THE RECOMMENDATIONS.

This paragraph does not mean that £53,000 can be saved on the Overseas Service and £63,000 on the

Local Service within an appreciable time. When all the posts included in the Overseas Service proposals are on the new terms and when, vide Paragraph 16 some 700 posts are included in the Local Service it may be possible to show a saving of £100,000. This may take place in 20 years' time, when existing officers have gone, and provided the cost of living does not rise in the meanwhile.

The financial effect of the proposals, if adopted, would, however, be progressive.

PARAGRAPH 27 - RIDER REGARDING  
CONDITIONS FOR ASIATIC CIVIL  
SERVANTS.

The Secretary of State has already been informed in regard to Asiatic pensions that a local Asiatic service could be set up; that practically all the Asiatic Clerical Staff is recruited in the country and that the great majority of the non-clerical Asiatic staff is also recruited in Kenya. There is every reason to institute a Local Asiatic Service and there is a growing community of Asiatics educated in Kenya.

APPENDIX ON PAGE 22.

The following Departments ask that certain posts should be deleted from the terms applicable to a Local Service:-

- PRISONS DEPARTMENT.  
Superintendents of Prisons.
- AGRICULTURAL DEPARTMENT.  
Chief Grader and Inspector.  
Instructors in Stock.
- SURVEY DEPARTMENT.  
Computers.
- GOVERNMENT PRESS.  
Engineer.  
Foreman.
- FOREST DEPARTMENT.  
Foresters.
- GAME DEPARTMENT.  
Assistant Game Wardens.

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Minutes No. 3.

Terms of Service Committee Report.

E.7/4/2/1/2.

Council, having before it the Report of the Terms of Service Committee and a précis of the comments of the Departments, advised:-

I. OVERSEAS SERVICE:

As regards future entrants:

(a) Report paragraph 11(i) - Leave:

General approval be given to the main principles of the Committee's recommendations.

(From this advice the Chief Native Commissioner, with reference to his reservation on Page 19 of the Report dissented).

(b) Report paragraph 11(ii) - Passages:

General approval be given to the Committee's recommendations but that it should be made clear :-

1. That exceptional circumstances necessitating a wife remaining less than one year in the Colony with her husband should be taken into consideration in granting a family passage allowance.
2. That in the case of European officers travelling to Durban from Kenya on leave to South Africa by British India Steamship Company boats a first class passage should continue to be given.
3. That in the case of officers drawing a salary of £300 per annum and under travelling to and from England second class British India Line passages should only be given in the event of a third class Union Castle Line passage not being available.

(c) Report paragraph 11(iii) - Quarters:

The recommendations of the Committee be approved in principle, subject to the Report of the Colonial Services Committee, but that consideration of this question should await the return from leave of the Colonial Secretary. It was realized that a question of salary consolidation would arise.

(d) Report paragraph 11(iv) - Age of Retirement:

The recommendation of the Committee be approved.

(e).

(e) Report paragraph 11(v) - Medical Attendance:

The recommendations of the Committee be approved in principle, subject to the Report of the Colonial Services Committee, but consideration of this question should await the return from leave of the Colonial Secretary. It was realised that a question of salary consolidation would arise.

(f) Report paragraph 11(vi) - Pensions:

The recommendations of the Committee be approved in principle, subject to the Report of the Colonial Services Committee, but consideration of this question should await the return from leave of the Colonial Secretary. It was realised that a question of salary consolidation would arise.

II. LOCAL SERVICE:

(a) That in connexion with the proposed Local Service, both the European and the Asiatic, the following Committee should be constituted :-

- The Principal Assistant Colonial Secretary (Chairman).
- A Representative of the Treasury or Audit Departments.
- A Representative of the Medical Department.
- A Representative of the Education Department.
- The Chief Accountant, Public Works Department.
- A Representative nominated by the European Civil Servants Association.
- A Representative nominated by the Kenya Asian Civil Servants Association.
- Three Unofficial Members.
- Secretary: Mr. A. J. Field.

with the following Terms of Reference :-

"To examine, to report upon, to schedule posts and to draft Regulations, having regard to the principles laid down by Executive Council at its meeting of the 7th of January, 1932, for the inauguration of :-

- (a) A Local European Service; and
- (b) A Local Asiatic Service.  
Applicable to Government Servants not employed by the Kenya and Uganda Railways and Harbours Services.

- (Notes)
1. As regards the Departmental representatives it was advised that these members should be subject to as little change as possible.
  2. As regards the three Unofficial Members it was advised that Colonel W.K. Tucker, Captain the Hon. H.E. Ward and Mr. A.C. Tannahill should first be invited to sit).

(b) Report paragraph 15(i) - Pay:

That the general approval given to the proposed scales by Council should not debar the Committee under (a) above from submitting any variations which seemed to them desirable.

(c).

(c) Report paragraph 15(ii) - Leave:

That general approval be given to the Committee's recommendations.

(d) Report paragraph 15(iii) - Passages:

That general approval be given to the Committee's recommendations.

(e) Report paragraph 15(iv) - Pensions:

That the introduction of a Contributory Pension and/or a Provident Fund Scheme should be examined by the Committee in (a) above.

(f) Report paragraph 15(v) - Quarters:

That general approval be given to the Committee's recommendations.

(g) Report paragraph 15(vi) - Age of Retirement and Medical Attendance:

That the recommendations of the Committee be approved as regards the age of retirement; and in principle as regards the question of medical attendance, subject to the Report of the Colonial Services Committee; but that consideration of this question should await the return from leave of the Colonial Secretary. It was realised that a question of salary consolidation would arise.

(h) Report paragraph 16 - Local Service Posts:

That the scheduling of posts within the Terms of Reference to the Committee in (a) above.

(i) Report paragraph 18 - Civil Service Board:

That a Civil Service Board should be appointed at a convenient date after the Report of the Committee referred to in (a) above has been made.

(j) Report paragraph 19 - Application of new conditions to officers serving on Agreements:

That later a special and separate Committee should deal with individual cases; in the meanwhile :-

1. New appointments to posts which would ordinarily be included in the Local Service should be on a month to month basis as far as possible.
2. Officers at present serving on a monthly basis should continue to do so.
3. Any new agreements entered into with officers whose posts would ordinarily be included in the Local Service (due regard being given to the merits of each case) should contain a clause, to be drafted by the Attorney General, which would subject such officers to such new regulations as may be laid down; and that the attention of officers concerned be specifically invited to the new clause.

(k) Report paragraph 20 - Differentiation between male and female officers:

That the principle of differentiation be approved.

(l) Report paragraph 21 - Retirement of Female Officers:

That the existing rule that ordinarily female officers should be required to resign on marriage be retained and that, reference paragraph I (d) above, the minimum retiring age for women should be fifty years of age.

H.E. CONCURRED AND ORDERED ACCORDINGLY.

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The Postmaster General and Mr. A. J. Field, Secretary, Secretary to the Terms of Service Committee, were present during the discussion and the Governor in Council desired to record his thanks to the Postmaster General for the assistance he had given.

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CONFIRMED:

.....  
GOVERNOR

Nairobi.....1932.

11/723/34. Vol VI.

9th November, 1931.

The Hon. Ag. Colonial Secretary,  
NAIROBI.

RE: TERMS OF SERVICE COMMITTEE REPORT.

Ref: Sect. No.E.7/4/2/1/2/24 dated the  
21st October, 1931.

Herewith is enclosed a schedule in which the various stations in the Colony are classified into three categories according to their "healthiness" or otherwise.

1. I found it impossible satisfactorily to devise two categories only on account of the great diversity in conditions which exists in the various parts of the Colony. It will be remembered that the 1929 Report on Leave and Passage Regulations adopted a similar method.

2. In considering the ratio of service between the various classifications of stations I was guided by the recommendations, with which I agree, in the Report referred to above. It will be remembered that the suggestions were that 6, 4 $\frac{1}{2}$  and 3 days leave should be earned per month's service, respectively, in stations of the different classes. On this basis the figures indicating the ratio of service would be 48, 44.3 and 36; these being the periods, assuming that four years' resident service in a healthy station is required to earn 6 months' leave. It is obvious that, in estimating leave, complications would ensue were the exact figures adopted, it is therefore suggested that for the first/

first eight years' resident service the figures 48, 42 and 30 should be accepted.

4. Working still on the basis of the 1929 Report, the figures for the second and subsequent periods of resident service in the recent recommendations would be 42, 38.8 and 28, and 34, 30.2 and 24 respectively. These again are awkward and the suggestion is made that 42, 36 and 17, and 36, 30 and 24 should be adopted.

5. The following table illustrates the working of the above recommendation:-

		Months <u>service.</u>	Leave earned per month <u>(Days).</u>	Total days leave <u>earned.</u>
First eight years' resident service.	A	48	4	192
	B	42	4½	189
	C	30	6	180
Next seven years' resident service	A	42	4½	189
	B	36	5	180
	C	27	7	189
Subsequently	A	36	5	180
	B	30	6	180
	C	24	7½	180

It will be remembered that the object of the recommendations was to aim at the earning of six months' leave after varying periods in varying types of stations.

6. In regard to the question of length of service at the various types of stations I would observe that in my opinion service at the "C" stations should not greatly exceed a continuous period of a year, after which an officer should be transferred either to a "B" or "A" station. This point was stressed by the 1929 Committee. With regard to "B" stations, continuous service thereat should not greatly exceed 30 months; at the end of which an officer should/

should be transferred either to an "A" station or  
to another "B" station in another part of the country.

SD. J.L. GILKS.

DIRECTOR OF MEDICAL AND SANITARY SERVICES.

Copy to:-

The Government Statistician,

NAIROBI.

CLASS "A" STATIONS.

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Chemegal  
Dagoreti  
Eldama Ravine  
Eldoret  
Fort Hall  
Gilgil  
Kabete  
Kajiado  
Kapambet  
Kericho  
Korugaya  
Kijabe  
Kikuyu  
Kitale  
Kynamu  
Laitokitok

Londiani  
Lumbwa  
Machakos  
Mera  
Molo  
Nairobi  
Naivasha  
Nakuru  
Narek  
Ngong  
Njoro  
Nyeri  
Ruiru  
Rumuruti  
Thika  
Thomson's Falls

CLASS "B" STATIONS.

Esabu  
Kabarnet  
Kakamega  
Kapenguria  
Kilifi  
Kipini  
Kisii  
Kiunga  
Kitui  
Kwale  
Lamu

Makindu  
Malindi  
Maseno  
Mombasa  
Mombweni  
Siolo  
Tambach  
Voi  
Waa

All stations in the Coast and Nyansa  
Provinces except Kericho

CLASS "C" STATIONS.

Bura  
Kacheliba  
Kakumar  
Lodwar  
Lokichar

Lokitang  
Mandera  
Marsabit  
Moyale  
Wajir

All stations in Turkana and the Northern  
Frontier Province except Siolo and  
Kapenguria.

22. LEAVE AND PASSAGE REGULATIONS:

The Conference considers that when an official proceeds on leave to India or South Africa, the cost of his passage should only be provided to the nearest port and the official himself should be required to pay the cost of his fare inland.

It is considered also, that, in future, the time necessarily taken on the voyage to England should be the time necessarily taken by the journey via Marseilles and then across France, the period of leave commencing on the date of arrival in England or one day after arrival at Marseilles, whichever comes first. Similarly on return from leave, voyage time should be held to commence two days before the ship in which the officer travels leaves Marseilles. Where officials travel via South Africa to England, the Conference recommends that the period of the voyage should be fixed at 22 days from the port of embarkation for all officials from the three territories.

The Conference considers that all future entrants to the Service, whether European or Asian, including those at present on agreement, should have the period of their passages incorporated in leave and that this should take effect immediately or on renewal of agreement as the case may be.

The Conference considers that the system of free passages to officers recruited from overseas should be continued and that, whatever steps may eventually be taken to consolidate salaries or allowances, passage privileges should be retained as a separate condition of service as it is for obvious reasons most important that a ticket should be provided and utilized.

The Conference considers that a further grading of passage accommodation should be introduced for future

entrants into the services and recommends, generally, that B 3 Union Castle Line or Grade B British India Line should be allowed only to officers drawing £840 per annum and over, while officers entitled to first class passages who draw £400 per annum and under should be allowed B 5 accommodation by Union Castle Line or, failing that, 2nd class accommodation by British India Line. Officers drawing between £400 and £840 should be allowed B 4 accommodation by Union Castle Line and Grade C by British India Line. Officers entitled to 2nd class accommodation, if travelling by Union Castle Line, should be allowed B 5 accommodation if drawing over £450 per annum, B 6 accommodation if drawing more than £300 per annum and not more than £450 per annum, and 3rd class accommodation if drawing £300 per annum or less.

The Conference realizes that difficulties may arise owing to the scarcity of accommodation in certain grades and that it may be necessary in special cases to depart from the grading recommended above.

13. PENSIONERS:

The Conference feels that in all three territories the prospective pension requirements are now very large and that the list of officers carrying free pension privileges requires careful scrutiny and revision. It is also felt that the greatest caution should be exercised in dealing with any suggestion to add to the pensionable staff.

The Conference recommends that the Government of each of the Territories should aim at the establishment of a pensions reserve fund, as soon as financial circumstances permit, the object in view being to place annually to this reserve fund an amount calculated as representing one year's pension

commitment in respect of the pensionable staff borne on the Estimates for that year.

The Conference recommends that the age at which future entrants into pensionable offices in the three Territories should be permitted to retire voluntarily should be 55 years or after 30 years service, the Government retaining its present right of calling upon an officer to retire on pension on attaining the age of 50 years.

The Conference recommends that pension, when due, should be computed on the average pensionable emoluments payable during the last five years of the officers pensionable service, except in cases of invaliding or when an officer has held one office in the same Colony for a period of five years immediately preceding the date of his retirement, in which case pension should be computed in respect of the full pensionable emoluments payable to him on that date.

The Conference recommends that the European officers Pensions Ordinance be amended so as to provide that the gratuity payable to the legal personal representative of a pensionable officer who dies while in the service should be one year's pensionable emoluments or the gratuity in commutation of one quarter of his pension (if the option has been so exercised) which would have been payable if he had retired before his death, whichever is the greater.

Extract from Second Report of the Finance Committee appointed by His Excellency the Governor of Uganda to consider and advise on the means to be adopted to keep the Protectorate's annually recurrent expenditure within anticipated revenue either by raising additional revenue or by effecting economies in the public service or by both of these measures.

.....  
2. Tours of Service.

The question of the lengthening of the present tour of service has been the subject of representation from unofficial sources and of consideration by the Government for many years past both in Uganda and in Kenya. There was a strong feeling on the part of the Unofficial Members that the tours of service of Government officers were unduly short as compared with those of employees of business houses and representatives of the Missions and that official tours could be lengthened in such a way as to secure substantial economy without unduly affecting the health of officers or the efficiency of the public service. It was pointed out by the Unofficial Members that employees of local banks and business houses serve for a minimum tour of three years and that even so the leave conditions granted to these private employees are much less favourable than those provided for officials. Attention was also drawn to the fact that the European representatives of the Church Missionary Society in Uganda serve four years on end as a normal tour. The Official Members, however, were not satisfied that evidence was available to justify a conclusion that a prolongation of the tours sufficient to effect appreciable economy could be introduced without adversely affecting the health of officers so that in the later years of their service their standard of efficiency would be lowered. In this connection the official members represented that

that the Government looks for 27 years work in Uganda from the great majority of young men now joining the service, and that it would be uneconomic and would tend to loss of efficiency if the average total length of service were reduced as a result of undue strain on the health during the earlier part of their service. The official members did not suggest that the lengthening of the present tour was impracticable on the above grounds and should not receive further consideration, but merely that no decision could be reached without the most careful calculation on an actuarial basis, as far as was practicable from all available data, of the advantages and disadvantages of any concrete proposals which might be put forward.

After considerable discussion it was unanimously agreed that the Committee were unable from the data available to them and within the time at their disposal to formulate any concrete and final recommendations. They feel that the question is one for detailed consideration by a small ad hoc Committee. They understand that such a Committee has been appointed in Kenya and they advise that the Government should obtain a copy of the Kenya Committee's report, and should, if necessary, appoint a local Committee to consider the application of its recommendations in this matter to Uganda.

In the meantime, however, the Committee adopted the following outline of proposals which they recommend that Government should further examine:-

- (1). No officer to proceed on vacation leave until he has earned 180 days' leave, otherwise than on medical recommendation or when it is necessary in the public interest that he should do so. The 180 days leave to be calculated

calculated from the date of leaving Mombasa to the date of returning to Mombasa (or in the case of officers travelling by the air route from the date of leaving the Protectorate to the date of return thereto) without additional allowance in respect of the journeys to and from England.

- (2). For the purpose of calculation of leave earned the various districts of the Protectorate to be divided into three classes in accordance with medical recommendation having regard to climatic and general conditions of life in these districts.

Vacation leave to be earned as under:-

For officers during their first 14 years' service.

Class A Districts	5 days per mensem.
Class B " "	6 " " "
Class C " "	7 " " "

For officers in their fifteenth and subsequent years of service.

Class A Districts	6 days per mensem.
Class B " "	7 " " "
Class C " "	8 " " "

- (3). No officer to be normally permitted to extend his tour after he has earned 180 days' leave.
- (4). The fourteen days local leave per annum to be retained as at present, but the Government not to defray the transport expenses of officers proceeding on local leave.

9. 1st and 2nd Class Passage Privileges.

The Committee is aware that the difficulty which confronts the Government in carrying out any recommendation for the restriction of 1st class passage privileges is the limited second class accommodation

accommodation available as long as officers are normally obliged to travel by Union Castle and British India steamers. They desire, however, to record their opinion that they can see no objection in principle to young officers during their early years of service travelling second class whatever the nature of their appointments and recommend that the Government should examine further the possibility of reducing the present heavy expenditure on 1st class passages.

African  
No. 973.

[17th Edition.]

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*Leave regulations*

*M 8-10.*

## REGULATIONS

FOR THE

## EMPLOYMENT OF OFFICERS

IN THE

## EAST AFRICAN DEPENDENCIES

(Kenya, Uganda, Nyasaland, Zanzibar, Somaliland,  
The Tanganyika Territory, and Northern Rhodesia).

COLONIAL OFFICE,

July, 1900.

REGULATIONS  
FOR THE  
EMPLOYMENT OF OFFICERS

IN THE  
EAST AFRICAN DEPENDENCIES  
(Kenya, Uganda, Nyasaland, Zanzibar, Somaliland, The  
Tanganyika Territory, and Northern Rhodesia).

**Appointments.**

Appointments on the staffs of these Dependencies are filled by the Secretary of State. Officers holding such appointments are subject to such Regulations as may be laid down from time to time by the Secretary of State, or by the Governor\* with the approval of the Secretary of State. The following are the Regulations at present in force.

**Probation.**

1. All appointments other than those on agreement are subject to two years' probation from the date of the holder's first arrival at the port of disembarkation for the Dependency in which he is employed. It will be within the power of the Governor, subject to the approval of the Secretary of State, to give notice of the determination of the engagement at any time during the period of probation, without assigning any reason, on giving the officer a free passage back to England and leave of absence with full pay for the time necessarily spent on the voyage and for a further period which shall be reckoned at the rate of three days† for each completed month of residential service, but shall not in any case be less than four weeks.

Notice without assignment of a reason may also be given to an officer while on leave of absence, in which event he will be allowed to complete the leave of absence granted to him; but in no case will such notice be less than four weeks.

During the period of probation the Governor will further have full power, subject to the confirmation of the Secretary of State, to cancel the appointment at any time if the officer has been guilty of any misconduct, or if the Governor is satisfied that he is

\* For the purposes of these Regulations the term "Governor" includes the British Resident, Zanzibar, and the High Commissioner for Transport, Kenya and Uganda Railways and Harbours.

† Two and a-half days in respect of service at certain stations in Kenya and Nyasaland. Three and a-half days in respect of service in Somaliland. Two days in respect of service in Northern Rhodesia.

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inefficient, and that his inefficiency is due to his own negligence or default; and in that event the officer will not be entitled to a free passage back to England, or to any leave of absence or pay after the date of the letter by which the cancellation is notified to him. See also paragraph 5.

**Confirmation.**

2. If at the end of two years from the date of first arrival in the Dependency the officer's appointment is confirmed on the recommendation of the Governor approved by the Secretary of State, but not otherwise, he ceases to be on probation and becomes eligible for pension or gratuity on retirement in accordance with the Regulations.

Application for such confirmation should be made by the officer himself to the Governor, through the Head of his Department, at least three months before the expiration of the two years and, if the two years will expire during leave of absence, at least one month before the date of his application for permission to proceed on leave.

**Private Employment.**

3. Officers are forbidden to accept employment or emolument from any person or association whatever without the sanction of the Secretary of State.

**Communications to the Press.**

4. Officers are forbidden to make communications to the Press on any matter connected with the Service. Any breach of this Regulation may be dealt with as a disciplinary offence.

**Termination of Appointments.**

5. The Colonial Regulations (Nos. 41 to 50) specify the proceedings which are taken when the Governor deems it necessary to suspend the holder of a permanent appointment with a view to his removal from the Service; but it must be understood (Colonial Regulation No. 39) that all appointments\* are held subject to the pleasure of the Crown, and that the pleasure of the Crown that an officer should no longer hold an appointment may be signified at any time through the Secretary of State, in which case no special formalities are required, and no notice need be given.

**Stations.**

6. The station at which an officer is employed is determined by the Governor.

\* Including probationary appointments.

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**REGULATIONS**  
**FOR THE**  
**EMPLOYMENT OF OFFICERS**

**IN THE**  
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**Stations.**

6. The station at which an officer is employed is determined by the Governor.

\* Including probationary appointments.

### Powers of Acting Governor.

7. Powers conferred upon the Governor by these Regulations are exercised in his absence by the Acting Governor.

### Duty and Acting Allowances.

8. A duty allowance is attached to a few appointments. This allowance is payable to the holder of the office only while he is actually performing the duties of the office, and during his absence or incapacity it is paid at the discretion of the Governor to the officer performing them for the time being. Duty allowance is not a pensionable emolument.

An officer acting in a higher post than his own will be eligible for an acting allowance not exceeding the difference between his own salary and the minimum of the scale of salary attached to the post, if the latter is incremental; or, if the salary of the higher post is not incremental, for an allowance not exceeding half the difference between it and his own salary. Acting allowance is not payable in Kenya, Uganda, Zanzibar or the Tanganyika Territory to an officer on a "long scale" of salary who acts for another officer on the same "long scale."

### Outfit Allowance.

9. A grant of £30 towards the cost of outfit is made on first appointment to officers appointed to Uganda, Tanganyika Territory, Nyasaland, and Somaliland (and also to Police Cadets appointed to Kenya and Zanzibar, and to commissioned officers of the Northern Rhodesia Police) whose initial salary does not exceed £500 per annum. This grant, or such part of it as the Governor may direct, is liable to be refunded in the event of the officer failing to take up the appointment or quitting it (except for reasons of health) before completing a tour of service. Officers appointed to Kenya, Zanzibar, and Northern Rhodesia (with the exceptions noted above) will not be eligible for the grant of outfit allowance. Any such officers, however, whose initial salary does not exceed £500 per annum will, if they so desire, be granted a special advance of salary not exceeding £30 before sailing for East Africa. Officers already in the Colonial Service who are transferred to East Africa are not eligible either for outfit allowance or for a special advance of salary.

### Quarters.

10. Government quarters free of rent (but not of rates or other similar outgoings) and furnished in accordance with the scales laid down are provided when such quarters are available. When such quarters are not available, a hut or other temporary shelter is provided, or in certain cases an allowance in lieu of quarters is granted at the discretion of the Government.

### Married Officers.

11. Officers can usually be accompanied by their wives; but they must understand that they are always liable to be posted to a station where married quarters are not available, or where for political or climatic reasons it is impossible or undesirable for wives or children to accompany them.

Every married officer appointed to one of the East African Dependencies is therefore strongly advised to go out alone in the first instance in order that he may see for himself what the local conditions are, and decide whether it is desirable that his wife should join him.

In certain of the Dependencies it has been found necessary to impose definite restrictions upon newly-appointed officers being accompanied by their wives. These restrictions are as follows:—

(i) In Somaliland the express permission of the Governor must be obtained before any officer's wife joins him in the Protectorate. The officer should himself apply for this permission through the Head of his Department.

(ii) In Uganda and Tanganyika the Governor's permission is also required, and will not be granted until the officer has served for at least six months. The officer should himself apply for this permission through the Head of his Department.

(iii) In Kenya any officer, whose salary does not exceed £500 a year, wishing his wife to accompany him to the Colony on first appointment, or to join him before he has served for six months, must obtain permission from the Governor. The officer should himself apply for this permission if he is not in Kenya at the time, direct to the Colonial Secretary, Nairobi, or, if in Kenya at the time, through the Head of his Department. Cadets in the Administration will not normally be granted permission for their wives to join them during their first tour of service.

(iv) In Northern Rhodesia an officer must obtain the Governor's express permission before he brings with him, or is joined by, his wife. Save in very exceptional circumstances such permission will not be given to an officer—other than an officer appointed to a senior administrative post or a professional (e.g., medical or veterinary) officer—during his first tour of service. The officer, if in Northern Rhodesia, should apply through the Head of his Department; if in any other part of Eastern or Southern Africa, through the Chief Secretary, Livingstone; if elsewhere, through the Colonial Office, London.

### Passage on First Appointment.

12. Officers proceeding to their posts on first appointment from any place in Europe will be provided with a free passage not exceeding the cost of a free passage from London, which will be issued by the Crown Agents for the Colonies on the signature by the officer of the usual passage agreement. Officers proceeding to their posts on first appointment from any place outside Europe will be allowed their reasonable travelling expenses if duly supported by vouchers.

### Passage Accommodation.

13. Officers are granted first or second class accommodation according to the terms of their appointment, when travelling to or from East Africa. The Government always endeavours to provide officers with accommodation of the class by which they are privileged to travel, but it must be understood that, if circumstances render it necessary for an officer to travel by a lower class, no claim for compensation will be entertained. This does not apply to a married officer who travels by a lower class in order to devote the saving on his own passage towards the cost of his wife's or family's passages.

14. Officers proceeding to their posts on first appointment are paid half salary from date of embarkation and full salary from the date of arrival at the port of disembarkation for the Dependency in which they are employed.

The date of embarkation will be reckoned as the day on which the steamer leaves the port of departure in England, except when an officer travelling via the Suez Canal joins a steamer at Marseilles, in which case the date of embarkation will be reckoned as the day preceding that on which the steamer leaves Marseilles.

Salary can be claimed on journeys from or to the coast only for the period actually occupied in a direct journey. Should that period be extended, salary is not given unless a satisfactory explanation of the cause of delay is forthcoming. If an officer is detained by sickness, he is considered as being on sick leave during the period of his detention, and receives pay accordingly.

### Passages for Wives and Families.

15. A married officer may be granted, in addition to the cost of his own passage, an allowance towards the cost of the passage

\* In case of railway fare to port of embarkation and cost of passage to East Africa, but not including steamer.

† Mombasa for officers serving in Kenya and Uganda; Zanzibar, Beira, Sofala, and Swaziland, Durban for officers serving in Natal; the Seychelles (whenever) for officers serving in the Tanganyika Territory. Also for officers serving in Zanzibar, and Cape Town or Beira for officers serving in Northern Rhodesia.

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tickets of his wife and (or) family\* when England and East Africa. The officer may also, if he wishes, travel by a lower class than that by which he is privileged to travel, and apply the saving towards the cost of his family's passages.

The grant will be made only once in respect of passages in each direction during a tour of service, and officers to whom a grant is made will be required to sign an agreement that they will refund any portion of the grant which is not actually expended on passage tickets.

In the case of the homeward journey the grant is conditional on the officer completing a minimum tour of service, unless sent home earlier for medical reasons or on public grounds.

The allowance payable in respect of each journey is:—

Place of arrival or departure in East Africa	Officer eligible for 1st Class passage	Officer eligible for 2nd Class passage
Mombasa	40	30
Zanzibar		
Tanga		
Dar-es-Salaam	42	32
Beira	35	30
Berbera	40	26
Cape Town (for Livingstone)	30	25

(ii) An officer on first appointment, or when taking leave, is granted, if accompanied by his family with the sanction of the Governor, free transport for his wife and children from the port of disembarkation in Africa to his place of destination, and vice versa. A similar concession is granted to an officer on transfer between stations.

### Local Travelling.

16. In the East African Dependencies officers, when travelling on official business within the Dependency in which they are serving, or the adjoining territories, may at the discretion of the Governor be granted a travelling allowance in accordance with the scales laid down in the Dependencies. Free transport on Government railways and steamers is granted to officers travelling on duty.

Officers required to stay on duty away from their usual residences, at towns where there are hotels, may be granted reasonable hotel expenses instead of travelling allowance.

\* "Family" means an officer's children who are unmarried, under 21 years of age, and dependent on their parents for maintenance. It does not include a stepson, the husband of a single officer, or relations other than children.

**Passages on First Appointment.**

12. Officers proceeding to their posts on first appointment from any place in Europe will be provided with a free passage not exceeding the cost of a free passage from London, which will be issued by the Crown Agents for the Colonies on the signature by the officer of the usual passage agreement. Officers proceeding to their posts on first appointment from any place outside Europe will be allowed their reasonable travelling expenses if duly supported by vouchers.

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13. Officers are granted first or second class accommodation according to the terms of their appointment, when travelling to or from East Africa. The Government always endeavours to provide officers with accommodation of the class by which they are privileged to travel, but it must be understood that, if circumstances render it necessary for an officer to travel by a lower class, no claim for compensation will be entertained. This does not apply to a married officer who travels by a lower class in order to devote the saving on his own passage towards the cost of his wife's or family's passages.

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Salary can be claimed on journeys from or to the coast only for the period ordinarily occupied in a direct journey. Should that period be extended, salary is not given unless a satisfactory explanation of the cause of delay is forthcoming. If an officer is detained by sickness, he is considered as being on sick leave during the period of his detention, and receives pay accordingly.

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\* In case of sickness from to port of embarkation and return to the coast from Africa, full and incidental expenses.  
† In addition to the allowance granted to officers serving in Kenya and Uganda, there is an allowance granted to officers serving in Swaziland. The cost of passage is also granted to officers serving in the Tanganyika Territory. Also an allowance is granted to officers serving in Zanzibar, Beira, Cape Town or Durban for officers serving in Northern Rhodesia.

tickets of his wife and (or) family\* between England and East Africa. The officer may also, if he wishes, travel by a lower class than that by which he is privileged to travel, and apply the saving towards the cost of his family's passages.

The grant will be made only once, in respect of passages in each direction during a tour of service, and officers to whom a grant is made will be required to sign an agreement that they will refund any portion of the grant which is not actually expended on passage tickets.

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Cape Town (for Livingstone)	30	25

(2) An officer on first appointment, or when taking leave, is granted, if accompanied by his family with the sanction of the Governor, free transport for his wife and children from the port of disembarkation in Africa to his place of destination, and vice versa. A similar concession is granted to an officer on transfer between stations.

**Local Travelling.**

16. In the East African Dependencies officers, when travelling on official business within the Dependency in which they are serving, or the adjoining territories, may at the discretion of the Governor be granted a travelling allowance in accordance with the scales laid down in the Dependencies. Free transport on Government railways and steamers is granted to officers travelling on duty.

Officers required to stay on duty away from their usual residences. At towns where there are hotels, may be granted reasonable hotel expenses instead of travelling allowance.

\* Family means an officer's children who are unmarried, under 21 years of age, and dependent on their parents for subsistence. It does not include nurses, the husband of a female officer, or relations other than children.

Leave.

17. A tour of residential service is from 20 to 30\* months, at the discretion of the Governor, but an officer may be detained beyond 30\* months if, in the opinion of the Governor, the exigencies of the Service require it, and if a favourable medical report on the officer's health has been obtained.

Subject to the necessities of the Service, European officers may, after every tour of residential service, be granted vacation leave with full pay for the time necessarily taken on the journey to England, plus 31 days for each completed calendar month of residential service; and if specially detained by the Governor on public grounds after the completion of a tour of 30\* months' service, they may be granted vacation leave for 31 days more with full pay in respect of each completed calendar month that they may have been detained. Officers who are invalidated before completing a minimum tour of service may similarly be granted vacation leave based upon the period of residential service which they have completed. The grant of vacation and return leave to certain officers of the European Education Department of Northern Rhodesia in respect of the period of school holidays is governed by special regulations.

18. In the case of officers who are returning to East Africa for further service, there may be added to their vacation leave a further period of leave with full pay, known as "return leave," for 8\* days for each completed calendar month of residential service, plus the time necessarily taken on the journey from England. Officers to whom return leave is granted will, in the event of their failing to return to East Africa for further service, be liable to refund the amount of any pay drawn in respect of such leave. In the event of their returning for further service, but, prior to the expiration of a tour of service, quitting the Dependency in which they are serving without permission or leaving the service of the Dependency or being dismissed or removed from the Service for misconduct, they will be liable to refund such part of any pay drawn in respect of such leave and such part of the cost of the passage to East Africa referred to in paragraph 24 of these Regulations as may be directed by the Governor.

19. Any fraction of a month by which an officer's tour of service has exceeded a number of completed months may be added to his next tour for the purpose of calculating his leave.

20. No extension of vacation leave will be granted in the ordinary course; but in exceptional circumstances, such as continued ill-health, officers who are not returning may be granted an

extension of leave with full salary at the discretion of the Secretary of State for a period not exceeding 6 calendar months.

21. Return leave may be extended with full pay, on the ground of ill-health, for any period not exceeding 6 calendar months, and if necessary for a further period of 6 months with half salary; or it may be extended with full pay if the officer is detained in England by the Secretary of State on public grounds.

22. Officers desiring leave on the ground of urgent private affairs before completing a tour of twenty months' residential service may in special cases be granted by the Governor, at his discretion, vacation and return leave based on the number of months of residential service which they have completed, and may also be allowed leave with full salary for the period of the two voyages, but any extension will be without salary.

Officers proceeding on leave on urgent private affairs will be granted towards their passage expenses half the cost of a return passage, or an allowance calculated at the rate of one-twentieth of the cost of a return passage in respect of each month's residential service, whichever sum is the greater. Should an officer be accompanied by his wife with the approval of the Governor, he would be granted a similar proportion of the usual allowance for a wife's passage.

Officers to whom leave is granted under this regulation begin a new tour of service on their return to duty.

23. For the purpose of reckoning the amount of leave due to an officer, residential service is taken to begin on the day on which he arrives at the coast,\* and to end on the day preceding that on which he leaves the coast for England.

24. An officer who has been granted leave of absence, except on the ground of urgent private affairs, is granted free transport to the coast and a free passage to England; if returning for further service he is granted similar privileges for the return journey. Any extra expenditure incurred by extension of leave, or similar cause, for other than public reasons will be at the charge of the officer concerned.

When, however, the officer is not returning to his duties at the end of his leave, a free passage to England will only be provided if claimed and taken within six months of his cessation of duty in the case of an officer on the permanent establishment, or within two months in the case of an officer serving on agreement. The time spent on the voyage in the case of a passage granted after the terms of the preceding sentence will not be allowed to count as additional leave unless the officer avails himself of the passage within two months from the date on which he ceases to do duty.

25. The passage of officers to East Africa are normally booked by the Crown Agents for the Colonies by the steamer sailing at

\* In Southern Rhodesia, 10 to 12 months.  
\* In Southern Rhodesia, 12 months.  
\* 21 days in respect of service in certain stations in Kenya and Nyasaland; 24 days in Southern Rhodesia; 31 days in Northern Rhodesia.

or next before the expiration of their leave, any unexpired leave being added to the officer's next period of leave. The privilege of carrying forward unexpired leave will not, however, be granted in the case of an officer returning by an earlier steamer than that sailing at or next before the expiration of his leave unless it is decided by the Secretary of State to be in the public interest that the officer should travel by the earlier steamer. Except in the case of Somaliland officials, an extension of leave with full salary may be granted to enable an officer to return by a steamer later than the expiration of his leave, if the required extension is shorter than the period of leave which the officer would have to defer in order to travel by the steamer sailing next before the expiration of his leave. A period equivalent to the extension will in such cases be deducted from the officer's next leave of absence.

26. Any extension of leave, however short, which may be granted on any other grounds than those mentioned in paragraphs 20, 21, 25 and 31 of these Regulations will be without pay, unless for special reasons the Secretary of State authorises full pay or half pay.

#### Vaccination and Inoculation.

27. Every officer selected for appointment is required to have himself re-vaccinated before proceeding to East Africa, if one of the Consulting Physicians to the Colonial Office advises that this is necessary. In the absence of a statement to the contrary it will be assumed that a selected candidate has no objection to contracting the usual measures for the prevention and treatment of tropical disease, including the use of quinine.

Officers are advised to have themselves inoculated against enteric fever before proceeding to East Africa. It will be for the officer himself to arrange for this to be done at his own expense by his private medical attendant.

#### Medical Attendance.

28. When in East Africa (but not otherwise) officers are entitled to free medical attendance by the medical staff of the Dependency in which they are serving. The wives and children\* of officers whose salary does not exceed £240 a year are also eligible for free medical attendance when the services of a Medical Officer are available, but charges may be made for operations and accouchements. Medical attendance includes the supply at Government expense of medicines, surgical materials prescribed by the Medical Officer. Suitable appliances and medical comforts are supplied, when prescribed by the Medical Officer, on repayment except when otherwise authorised.

\* Children, male and female, under the age of 21 who are unmarried and dependent on their parents for subsistence.

#### Courses of Instruction.

29. Any officer may be required to attend a course of instruction on selection for appointment or during his leave from East Africa.

30. The fees for any course of instruction taken by an officer by direction of the Government are paid from public funds; and in addition the following allowances will normally be paid to officers taking such courses during leave of absence:—

(i) Railway fares\* between the officer's usual place of residence and the place of instruction at the beginning and end of the course.

(ii) A lodging allowance at the rate of 5s. for each night necessarily spent away from the officer's usual place of residence.

(iii) A training allowance at the rate of 5s. for each day of attendance at the course.

As an alternative to the payments mentioned in (i) and (ii) above, daily railway fares may be claimed, not exceeding the amount of these payments.

31. Subject to the exigencies of the Service, an officer attending an approved course of instruction during leave of absence may be granted an extension of leave with full salary not exceeding such amount as will enable him to have three months' leave in all free from study. No part of such an extension of leave can be carried forward to a subsequent occasion.

32. An officer to whom paragraphs 30 and 31 are applied will be required to sign an agreement with the Crown Agents for the Colonies under which he will in certain circumstances be liable to refund the sums paid to him in respect of the training allowance and the amount of salary issued to him in respect of the extension of his leave.

33. Special regulations regarding the attendance of officers of the East African Medical Service at courses of instruction will be found in the pamphlet African (East) No. 1087.

#### Examinations.

34. There are regulations in each Dependency under which an officer has to satisfy the Governor by oral or written examination within a stated period after his arrival that he possesses a good

\* First-class for officers eligible for first-class ocean passages; third-class for officers eligible for second-class ocean passages.

colloquial knowledge of specified local languages. Failure to pass such examinations may, in the absence of satisfactory explanation, adversely affect an officer's position in the Service, either as regards confirmation to his appointment, or salary, or seniority. There are also higher standard language examinations which are compulsory in some cases; in other cases a bonus is granted to officers who pass them.

35. Officers in the Administrative and Police Departments of all the Dependencies are also required to pass an examination in law as a condition precedent to confirmation in their appointments. Administrative Officers serving in Nyasaland are also required to pass a higher standard law examination at the end of 4 years' service. Failure to pass the latter examination may involve stoppage of increment, and may be detrimental to the officer's prospects of promotion.

#### Efficiency Bars.

36. In the case of certain appointments the scale of salary is divided by one or more "efficiency" bars. An officer holding such an appointment will not be permitted to pass beyond the incremental step at which the "efficiency bar" is set until he has obtained a certificate from the Head of his Department to the effect that he has passed any necessary tests and is in every respect suitable for advancement to the higher scale of salary.

#### Pensions.

37. Pensions or gratuities on retirement from the service of all the East African Dependencies are granted in accordance with the terms of a Pensions Ordinance enacted in similar terms in each Dependency. A copy of the *Males' Ordinance* is supplied to candidates selected for appointments.

#### Widows' and Orphan's Pension Schemes.

38. All male officers appointed in any of the Dependencies are required to contribute to the East African Widows' and Orphan's Pension Scheme. A pamphlet explaining the scheme is sent by the Crown Agents for the Colonies to each newly-appointed officer at the time when his passage is booked.

An officer whose salary exceeds the amount given in any line of Column 1 below, but does not exceed that given in the corresponding line of Column 2, contributes at the annual rate given in the corresponding line of Column 3:—

Column 1.	Column 2.	Column 3.
£	£	£
—	275	12
275	300	15
300	400	18
400	500	24
500	600	30
600	720	36
720	840	42
840	960	48
960	1,100	54
1,100	1,300	60

Above £1,300 the amount increases by £5 for each step of £100 in the salary scale. No officer, however, will be required to contribute at a higher rate than £60 a year.

# KENYA COLONY AND PROTECTORATE

Class A.

M/ Agreement made the \_\_\_\_\_ day of \_\_\_\_\_ 19\_\_

Between the Crown Agents for the Colonies, London, acting on behalf of the Government of the Kenya Colony and Protectorate (hereinafter called the Government) and.....

(hereinafter called the person engaged).

1. The person engaged agrees to proceed to the Kenya Colony and Protectorate (hereinafter called the Colony) when and as directed by the Crown Agents for the Colonies, and undertakes that he will there diligently and faithfully perform the duties of a..... for the term of his engagement, and will act in all respects according to the instructions or directions given to him by the Government through the Head of his Department or other duly authorized officers. In this Agreement the term "Head of his Department" shall mean the person for the time being acting as Head of his Department.

2. The salary of the office is at the rate of..... pounds (£.....) a year rising to ..... pounds (£.....) a year by annual increments of ..... pounds (£.....) and thereafter rising to..... pounds (£.....) a year by annual increments of..... pounds (£.....) subject to the person engaged obtaining a certificate of efficiency before his salary rises above the rate of ..... pounds (£.....) a year.

3. This Agreement is subject to the conditions set forth in the Schedule hereto annexed, and the Schedule shall be read and construed as a part of the Agreement.

4. The Crown Agents for the Colonies shall not be in any way personally liable for anything arising out of this Agreement.

As witness our hands the day and year above written.

Signed by .....  
(on behalf of the Crown Agents for the Colonies) in  
the presence of.....  
of the office of the Crown Agents for the Colonies.

Signed by.....  
in the presence of  
Of the Witness. { Signature .....  
                          { Address .....  
                          { Occupation.....

The only condition in Class A of this Agreement is subject to the provisions of the Kenya Colony and Protectorate (hereinafter called the Government) and the person engaged to be employed by the Government of the Kenya Colony and Protectorate.

## SCHEDULE.

1. (1) The engagement of the person engaged is for a tour of not less than twenty nor more than thirty months' continuous residential service, beginning from the date of disembarkation at the port of arrival,\* but the engagement may be extended as provided for in Clause 2:

(2) A tour shall be deemed to be completed upon the expiration of such period within the limits above mentioned, as may be fixed by the Head of his Department, or, if no such period shall be so fixed, upon the expiration of the maximum period of thirty months' service.

(3) The person engaged may, notwithstanding the completion of his tour of service, be detained in the Colony at the option of the Government for a further period, if, in the opinion of the Government, the exigencies of the public service demand it, and if a Government Medical Officer certifies that the person engaged is physically fit to be so detained, provided that the tour of service and such extended service shall not together exceed thirty-six months, and the provisions of this Agreement shall apply to such extended period accordingly.

2. At any time, not more than three months and not less than one month before the completion of a full tour of thirty months' service, or, if the Head of the Department shall fix an earlier period than the expiration of thirty months for the completion of the tour, then as soon as possible after receipt of the notice fixing such earlier period, the person engaged shall give notice in writing to the Government, whether he desires to remain in its employment, and the Government shall thereupon decide whether it will offer him further employment, in which case the re-engagement will be on such terms and for such period as may be mutually agreed.

3. The duties of the person engaged shall include the usual duties of the office for which he is engaged and any other suitable duties which the Government may call upon him to perform. The person engaged shall reside in such place and occupy himself in such manner as the Government, through its duly authorized officers, shall direct, and he shall not, either directly or indirectly, engage or be concerned in any other service or business whatsoever or receive commissions or profits of any kind, but shall devote the whole of his time and attention to the service of the Government, and use his utmost exertions to promote the interests of the Government, and shall conform to the General or Standing Orders of the Government and to the Regulations for His Majesty's Colonial Service, in so far as the same are applicable.

4. (1) On first engagement half salary will be paid from the date of leaving England. Full salary will begin from the date of disembarkation at the port of arrival.

(2) Increments of salary, if any, will be reckoned as from the date from which the person engaged first draws salary of the office from the funds of the Colony, but no increment will be granted unless the conduct and diligence of the person engaged during the year immediately preceding have been approved. The evidence of such approval shall be a certificate signed by the Head of his Department and countersigned by the Governor or by such officer as he may designate for the purpose.

5. Government quarters, free of rent (but not of rates or other similar outgoings), will be provided for single men, when such quarters are available. When such quarters are not available, the person engaged will be provided with a tent or other temporary shelter, or, in certain cases, he will be granted an allowance in lieu of quarters at the discretion of the Government.

6. When travelling on duty away from his station in the Colony the person engaged either shall be provided with transport or shall be paid travelling expenses according to the scales laid down for transport and travelling expenses respectively in the Colony.

\* Mombasa.

† In the event of the person engaged travelling overland to and embarking at Mombasa on the outward voyage from England, full salary will be paid from the day previous to the date of departure from Mombasa of the steamer by which the person engaged travels.

7. (1) " Passage " in this Agreement means a first-class passage\* and includes conveyance by railway, steamer, or other transport between the port of disembarkation and the station of the person engaged in the Colony, and conveyance by railway on the Continent of Europe where necessary.

(2) The Government shall provide the person engaged with a free passage to the Colony and shall provide him with a free passage back to England in the following circumstances only:—

(a) On the completion of a tour of service to the satisfaction of the Government, provided that the passage is taken within two months of the date on which the person engaged ceases to do duty in the Colony;

(b) If the person engaged is invalided home before the completion of a tour of service, as provided in Clause 8 of this Agreement;

(c) On the determination of the engagement by the Government as provided in Clause 10 (1) of this Agreement.

8. If the person engaged shall be compelled by reason of ill-health (not caused by his own misconduct) to relinquish his employment, or if at any time it shall be certified by a Government medical officer that the person engaged is by reason of ill-health, not caused by his own misconduct, incapable on physical grounds of rendering further efficient service in the Colony, then the person engaged must relinquish his employment; and in either case the Government shall pay him his salary up to, but not including, the date of his departure from the Colony, and furnish him with a free passage to England, provided that he claims and avails himself of such return passage by the first available steamer by which, in the opinion of the Government, he could have embarked.

9. If the person engaged shall at any time neglect or refuse or from any cause (excepting ill-health not caused by his own misconduct, as provided in Clause 8) become unable to perform any of his duties or to comply with any order, or shall improperly disclose any information respecting the affairs of the Government to any unauthorized person, or shall in any manner misconduct himself, the Government may dismiss him, and on such dismissal all rights and advantages reserved to him by this Agreement shall cease, and he shall be liable to repay to the Government on demand the amount paid for his passage to the Colony.

10. (1) The Government may at any time determine the engagement of the person engaged on giving him three months' notice in writing, or on paying him one month's salary, and in either case if he is in the Colony at the time, furnishing him with a free passage to England, provided that he claims and avails himself of such return passage not later than two months after the expiration of his engagement.

(2) The person engaged may, at any time after the expiration of three months from the commencement of a tour of residential service, determine his engagement on giving to the Government three months' notice in writing, or on paying to the Government one month's salary, and in either case repaying the cost of his passage to the Colony. He shall not in either case be entitled to a return passage to England.

(3) If the person engaged terminates his engagement otherwise than in accordance with this Agreement, he shall be liable to pay to the Government as liquidated damages three months' salary and the cost of his passage to the Colony.

11. In the event of any pecuniary damage arising from the person engaged disregarding or failing to comply with any order, standing order, or departmental instruction, or from any neglect of duty whatsoever on his part, he may be liable to a deduction from his salary to make good the damage or any part thereof, the amount of which shall be fixed by the Head of his Department.

12. The person engaged shall, if so required by the Government, furnish such security, and in such form as the Government may decide, for the faithful and honest discharge of his duties, and if any premium is payable in respect of such security, it may be deducted from his salary by the Government.

13. The person engaged will be required to contribute under the East African Widows and Orphans Pension Scheme in accordance with the rules and regulations in force from time to time, and the contributions may be recovered by deductions from his salary.

\* The Government endeavours to provide officers with accommodation of the class by which they are privileged to travel, but it must be understood that, if circumstances render it necessary for an officer to travel by a lower class, no claim for compensation will be entertained. This does not apply to a married officer who travels by a lower class in order to deposit the cost on his own passage towards the cost of his wife's or family's passage.

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END

Invaluing an account in company produced by ill-health.

Dismissal.

Determination of engagement.

Liability to make good damage.

Security.

Contribution under Widows and Orphans Pension Scheme.

14. In the event of the person engaged being entitled, on the expiration of this Agreement, to any payment in England, before payment can be made, it will be necessary for him to produce to the Crown Agents for the Colonies a certificate from the Government of the amount due.

15. When the person engaged is not in the Colony, the Crown Agents for the Colonies, when duly authorised by the Government or by the Secretary of State for the Colonies, shall be competent to exercise any of the powers of the Government under this Agreement.

While leave of absence is not a legal right included in the contract, the person engaged, after a tour of service, or if invalidated home before completing the tour, or if, when he is in the Colony, his engagement is terminated by reason of ill-health in accordance with the provisions of Clause 8 of the above Schedule, will ordinarily be granted, so far as the exigencies of the public service permit, leave under the regulations for European officers serving on agreement in East Africa, which are printed below:—

#### LEAVE REGULATIONS FOR EUROPEAN OFFICERS SERVING ON AGREEMENT IN THE EAST AFRICAN DEPENDENCIES

I. Subject to the necessities of the service, officers may, after a tour of residential service, be granted vacation leave with full pay for the time necessarily taken on the journey to England, plus 3½ days for each completed calendar month of residential service; and if specially detained by the Government on public grounds after the completion of a tour of 30\* months' service, they may be granted vacation leave for 3½ days more with full pay in respect of each completed calendar month that they may have been detained.

In the case of officers who are returning to East Africa for further service, there may be added to their vacation leave a further period of leave with full pay, known as "return leave" for 3½ days for each completed calendar month of residential service, plus the time necessarily taken on the journey from England. Officers to whom return leave is granted will be required to sign an agreement to the effect that in the event of their failing to return to East Africa for further service they will, if called upon to do so, refund the amount of any pay drawn in respect of such leave, and that in the event of their returning to East Africa for further service but determining the engagement under Clause 10 (2) of the foregoing Schedule or being dismissed under Clause 9 of the foregoing Schedule, they will, if called upon to do so, refund the amount of any pay drawn in respect of such leave or such part of that pay as the Government may direct.

II. Officers invalidated before completing a tour of service of 20½ months may be granted sick leave with full pay for the time necessarily taken on the journey to England, plus 3½ days in respect of each completed calendar month of residential service.

In addition to the sick leave which may be granted under the foregoing regulation, if there is reason to believe that an officer will ultimately be able to return to East Africa for duty, and if the Government desires to retain his services for a further tour, he may be granted "return sick leave" with full pay for 3½ days more (making 7½ days in all) in respect of each completed calendar month of residential service, plus the time necessarily taken on the journey from England, subject to the same conditions with regard to repayment as return leave.

III. No extension of vacation leave will be granted in the ordinary course, but in exceptional circumstances, such as continued ill-health, officers who are not returning may be granted an extension of leave, at the discretion of the Secretary of State for a period not exceeding 6 calendar months, with such salary as the Secretary of State may direct.

IV. Return leave or return sick leave may be extended with full pay, on the ground of ill-health for any period not exceeding 3 calendar months, and if necessary for a further period of 6 months with half salary; or it may be extended with full pay if the officer is detained in England by the Secretary of State on public grounds.

V. Any extension of leave, however short, which may be granted on any other grounds than those mentioned above will be without pay, unless for special reasons the Secretary of State authorises full pay or half pay.

VI. For the purpose of reckoning the amount of leave due to an officer, residential service is taken to begin on the day on which he arrives at the coast, and to end on the day preceding that on which he leaves the coast for England.

\* In Somaliland 15 months.

† Two and a half in respect of service in certain stations in Kenya and Nyasaland; three and a half in Somaliland.

‡ In Somaliland 12 months.

§ Five in respect of service in certain stations in Kenya and Nyasaland; seven in Somaliland.  
 ¶ Months for officers serving in Kenya and Uganda; Beta for officers serving in Nyasaland; Zanzibar for officers serving in Zanzibar; Dar-es-Salaam (ordinarily) for officers serving in the Tanganyika Territory; and Aden for officers serving in Somaliland.

PUBLIC RECORD OFFICE

END

TOTAL EXPOSURES →

PUBLIC RECORD OFFICE

C0533/423

ORDER NO.       ⇨ FN/E474  
CAMERA NO.      ⇨ 19  
OPERATOR.       ⇨ EM  
REDUCTION.      ⇨ 12  
EMULSION NO.   ⇨ 321061  
DATE.           ⇨ 11/5/72

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