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REPORT OF THE SELECT
COMMITTEE ON DRAFT
ESTIMATES FOR

1928

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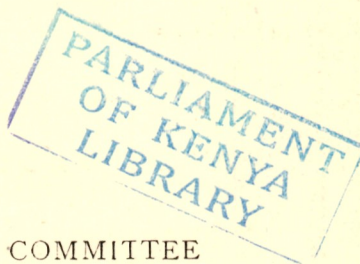
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REPORT OF SELECT COMMITTEE
ON DRAFT ESTIMATES FOR
1928.

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KENYA NATIONAL ASSEMBLY

Select Committee on Draft Estimates for 1928.

REPORT.

The Select Committee of the Legislative Council appointed on the 1st November, 1927, to consider the draft Estimates for 1928 held its first meeting on the 2nd November and was in practically continuous session until the 18th November. The meetings of the 7th November and subsequent days were presided over by His Excellency the Governor. Meetings.

The recommendations of the Committee in regard to the Estimates are dealt with in detail in the following paragraphs. The effect of these recommendations is as follows:— Recommendations' effect on Estimates.

	£	£
Increase in Revenue Estimates ...	3,604	
Increase in Recurrent Expenditure ...		26,736
Decrease in Non-Recurrent Expenditure	20,700	
Decrease in Surplus	2,432	
	<hr/>	<hr/>
	£26,736	£26,736

Incorporating these recommendations the Estimates show:—

A total revenue of	£2,859,404
A total Expenditure of	2,840,197
	<hr/>
And a Surplus of	£19,207
	<hr/>

The Select Committee recommends that the draft Estimates with the amendments proposed be adopted by the Legislative Council.

The Select Committee examined the draft Estimates of Revenue with the Treasurer and has certain modifications to suggest resulting in a net addition of £3,604 to the previous estimate. Revenue Estimates.

The estimate of Customs revenue was considered with the Commissioner of Customs who advised the Committee that in his opinion the revenue as estimated would be obtained unless influences not at present foreseen affected trade adversely during the ensuing twelve months. He pointed out that a revival in the trade of Uganda might be anticipated as a Customs Revenue.

result of the improvement in the price of cotton and that the return which might be expected to follow the considerable capital development which has been taking place in Kenya in recent years should be sufficient to justify the increase of £30,355 shown as between the estimate of Customs revenue for 1928 and the revised estimate for 1927.

At the same time he considered that actual receipts in 1928 would not be found to have exceeded the estimate by so large an amount as in recent years. These excesses of actual receipts over estimates have been :—

In 1923	...	...	...	£65,078
In 1924	...	...	...	51,600
In 1925	..	...	...	29,727
In 1926	...	...	...	41,374

Revenue
Estimates.

The revised estimate exceeds the original estimate for 1927 by £51,169.

The Committee recommends that the estimates of revenue be adopted on the understanding that the tendencies as reflected in figures of actual receipts during the course of 1928 are watched carefully and that, if it becomes clear at any time that revenue has been overestimated, a consequential reduction will immediately be made in the programme of Public Works Extraordinary.

Rents on
Laikipia Farms.

The question of rents payable by farmers on Laikipia was raised. The Committee was informed that Government was unable to review the applications for remission of rents, but was prepared to give full consideration to any cases of hardship in respect of arrears which may be brought to its notice.

Ivory.

Enquiry was made as to whether the drop in revenue from ivory and confiscated trophies due to an increase in smuggling owing to the cession of Jubaland was being reclaimed from the Home Government. His Excellency informed the Committee that representations in regard to the illicit traffic in ivory across the new frontier were being made in London and in Rome and that attempts had been made to interest the League of Nations in the matter. His Excellency also stated that the loss of revenue to Kenya on this account was a matter which he had noted for discussion with the Hilton-Young Commission.

Expenditure
Estimates.

Before proceeding to discuss the various Heads of Estimates the Committee wishes to record its opinion on certain general questions which affect more than one Head.

Leave and
Passage
Regulations.

No progress appears to have been made in regard to proposals considered and approved by the Legislative Council two years ago for remodelling leave and passage regulations

for the European staff, to be applied in the case of all new appointments, and to the existing staff at their option. It was stated by Government that it was not satisfied that the proposals approved in 1925 went far enough and that he hoped to be able to lay fresh proposals before the Select Committee in January.

The Committee considers that whatever terms may eventually be laid down in respect of leave and passages to members of the staff recruited from overseas, the terms of service for locally engaged Europeans appointed to the junior ranks of the Service require revision. It is important, in the opinion of the Committee, that every effort should be made to employ local residents in the Government Service, but it is equally important that the terms of service offered to local recruits should not be based on factors which, though perhaps necessary in the early stages when applied to the case of persons recruited from overseas, are inconsistent with the ideals of colonial development and are too expensive for application over a wide field. The Committee urges that this matter be considered carefully from this point of view.

Terms of Service for locally engaged Europeans.

The Committee has recommended the addition to draft Estimates of certain posts which should be open to European apprentices and it wishes to record its opinion that this policy should be developed in Estimates of future years. It sees no reason why a large proportion of the junior Service and eventually many of the senior appointments also should not be recruited wherever possible from local candidates.

European Apprentices.

Elected Members consider that the system whereby proposals for reorganisation of Departments or changes of policy which have not previously been considered in the Legislative Council appear in draft Estimates is open to objection. They consider that all such proposals should be presented to the Council by way of separate motion and should only be incorporated in draft Estimates after the approval of the Council has been obtained. Elected Members feel that there are difficulties in debating in the Council the merits of any proposal which may involve an increase in the scale of salary attached to a post once the suggestion has appeared in draft Estimates. Government undertook to consider methods by which such changes in system might be considered before Estimates were presented to Legislative Council in order to avoid reference to individual cases in discussion on general principles.

Proposals for reorganization.

The Committee observes throughout the Estimates items for the payment of Outfit Allowances to persons to be appointed from overseas during 1928. It understands that the Government of Kenya is opposed to the payment of such allowances and that the matter is under correspondence with neighbouring Governments. As a decision may soon be

Outfit Allowances.

reached affecting all East African Territories, the Committee has not recommended the deletion of these items from Estimates, but it considers that Outfit Allowances should not be paid in respect of new appointments to the Kenya Service and that the money voted therefor in the 1928 Estimates should be saved.

Typewriters.

The majority of Departments make provision annually for new typewriters and draft Estimates appear to reflect a considerable difference of opinion as to the cost of a machine. The Committee recommends that a central organisation be established under the Government Printer which should be responsible for the purchase, issue, and repair of all typewriters; that provision on these lines be made in the Estimates for 1929; and that every effort be made to standardize the type of machine used in Government offices, preferably by the selection of a machine of British manufacture.

Departmental
Annual Reports.

The Committee considers that an alteration might with advantage be made in the present system of publishing annual departmental reports as separate documents. Much of the matter published in such reports is of little interest outside the Department concerned. The Committee suggests that a compilation containing the principal features of general interest in each report would better serve the purposes for which such reports are published and would avoid the printing of a considerable quantity of matter. The majority of reports could be so edited and included in one volume which would be more convenient for reference than a number of separate documents. The Committee does not wish to suggest that the issue of reports, such as the Trade Report, which must be made available to the public as soon as possible in each year, should be delayed on this account.

RENT AND INTEREST TO HIS HIGHNESS THE SULTAN OF ZANZIBAR.

Kenya
Protectorate.

It is understood that the present position in respect of the obligation to pay rent for the Sultan's dominions now included in the Kenya Protectorate and of the capital debt to the Sultan will be submitted to the Hilton-Young Commission.

PENSIONS AND GRATUITIES.

Pensions.

Certain adjustments in the details of pensions and gratuities have been entered in Appendix D to the Estimates, the amount to be provided in Estimates remaining unchanged.

Local
Allowance.

It was ascertained that the rate of Local Allowance payable on certain pensions follows variations in the cost of living in England and that the rate to be paid is reviewed annually.

Elected Members feel that some arrangement should be made for introducing a scheme of pensions on a contributory basis. Contributory Pensions.

HIS EXCELLENCY THE GOVERNOR.

Enquiry was made as to the allocation of the cost of water-boring operations now in progress in Government House grounds, Nairobi. The Committee was informed that these operations were being undertaken at the instance of the Loan Works Committee by means of the funds provided for the Water Boring Branch of the Public Works Department. Trial is being made on Government House grounds not only in order that the cost of water at Government House, which is necessarily heavy, may be reduced, but also in order that a trial of the boring plant may be made under close supervision with a view to training the new staff to local conditions and assessing the cost of operations in Kenya before conducting a series of boring operations in more remote parts of the country. Water Boring Operations.

SECRETARIAT AND LEGISLATIVE COUNCIL.

The proposed reorganization of the central office of Government was considered under this Head. The Select Committee notes that it is proposed that the reorganized office should be equipped in such a way as will enable certain preliminary work in connection with the development of local government to be performed at a net increase in cost of approximately £2,000 per annum and that it may be possible for certain of the appointments retained under the Head Administration as Office Assistants to disappear when the reorganized system has been working for some time. Reorganization.

PRINTING AND STATIONERY.

The Government Printer reports well on the work which has been done by European apprentices in the Press, and wishes to see their numbers increased. European Apprentices.

The Committee recommends that provision be made for two more European apprentices, making five in all, corresponding savings being effected by reducing by one the number of compositors (item 16).

ADMINISTRATION.

The Select Committee considered proposals put forward by the Government for the creation of two posts in the Administration at £1,000 per annum in place of two posts on the long grade laid down for District Officers and recommends their adoption on the understanding that these posts Special Administrative Posts.

are specifically defined to be the offices of District Commissioner, Nairobi, and Resident Commissioner, Mombasa. The Committee understands that substantive promotion to either of these posts will be by selection and that no definite appointment will be made until trial in an acting capacity has proved the officer's suitability for substantive appointment.

Resident
Magistrates.

The Select Committee proposes the deletion of three posts of District Officer and the substitution therefor, under Head XIII—Judicial Department, of three additional Resident Magistrates. The intention is that these Magistrates should be barristers and that one such Magistrate should hold Courts in the Naivasha-Kisumu area, one on the Uasin Gishu Plateau and one in the Nyeri-Nanyuki-Rumuruti area. With such an establishment of Resident Magistrates the Committee believes that a reduction of more than three in the Administrative establishment for the settled areas could be effected, but suggests a reduction of three posts only in the first instance on the understanding that a further reduction of one or more posts of District Officer will be made if experience shows that this can be done.

Consular
Agencies.

The Committee understands that the question of Kenya's liability for maintaining Consular Agencies on the Northern Frontier is to be referred to the Hilton-Young Commission.

NATIVE AREAS.

Station
Hands.

The Committee notes with satisfaction that a reduction has been made in the vote for Station Hands.

Tribal
Administration.

The Chief Native Commissioner stated that the arrangements necessary to supplement tribal administration on the withdrawal of Police from the reserves had not yet been fully worked out and stated that supplementary provision might prove to be required on this account.

The Committee suggests that the title of the item should be altered from Tribal Police to Tribal Administration.

Native
Tribunals.

Discussion took place on the system of Native Tribunals at present in operation which, it was contended, wastes time and man-power and opens the way to an abuse of power. The Committee was informed that a revision of the Native Tribunal Rules was at present under consideration, but that the system of utilizing Native Tribunals in administering justice was regarded as well suited to the circumstances of the case and was well understood by the natives, being a development of the system which they had themselves evolved, and that it was not proposed to introduce any fundamental changes in this respect.

KABETE REFORMATORY.

The Committee recommends the insertion of £300 in Estimates to provide for a relief for the Carpentry Instructor, who is going on leave during 1928. The Committee regards it as important that a European should be engaged to carry on the training of the inmates of the Reformatory in this important branch of the industries during the Instructor's absence. Relief for Carpentry Instructor.

Provision of £450 is being made, the Committee understands, for the erection of a new dormitory which is urgently required for the housing of the inmates of the Reformatory. Dormitory.

ADMINISTRATION EXTRAORDINARY.

The Committee regards the proposed provision of £200 for a plough, harrow and oxen for the Prison Farm at Fort Hall as excessive and recommends that the amount be reduced to £100. Plough for Fort Hall Prison.

The Committee considers, with reference to the proposed purchase of motor lorries for Kyambu District and the Masai Reserve, that more supervision should be maintained over native drivers. Motor Lorries.

STATISTICS AND RESEARCH.

The Committee recommends that the scales of salary of the Officer in Charge of the Finger-Print Bureau should be £600 by £30 to £720 by £30 to £840 and of the Assistant Finger-Print Officer should be £480 by £20 to £600 by £30 to £720. This entails an addition of £30 to each of the items concerned (27 and 28). Salaries of Finger Print Officers.

TREASURY.

The Committee was informed that the change in designation of the Accountant, whose title has been altered to "Principal Assistant Treasurer" was proposed because the officer holding that appointment is called upon to do other work besides purely accounting duties. Principal Assistant Treasurer.

CUSTOMS DEPARTMENT.

The suggestion was made that the period during which exemption from Customs duty on the importation of *bona fide* baggage landed in the country after the arrival of the owner should be extended from two months as at present to a longer period. The Committee was informed that this point had been noted for discussion at the next Customs Tariff Con- Personal Baggage.

ference. As the factors on which exemption should be granted may vary in different cases, the Committee recommends that the period of exemption should be two months or such further time as the Commissioner of Customs may think fit. Further enquiries have now been made and it is found that discretion may be granted to the Commissioner of Customs in this matter and steps are being taken accordingly.

Customs Office
Hours.

Complaint was made that the Customs Offices at Kilindini were normally closed during the luncheon hour. The Committee was informed that offices could be kept open if application to that effect was made previously by the Steamship Company concerned.

AUDIT.

Report of
Director of
Colonial Audit.

Enquiry was made as to the possibility of giving publicity, by laying on the Table of the Council, to the annual reports of the Director of Colonial Audit. The Auditor informed the Committee that the annual report of the local Auditor was available for publication locally and the Colonial Secretary undertook that this report would be laid on the Table.

Auditing of
of Native
Council
Funds.

The question was raised as to whether the expense of auditing Native Council Funds should fall on the Native Councils or on the Government. The Committee is of opinion that the auditing of these accounts is a legitimate charge against State funds, as in the case of the Nairobi Corporation.

JUDICIAL DEPARTMENT.

Salary of
Chief Justice.

Elected Members pressed for the abolition of the Personal Allowance to Sir Jacob Barth, for which provision is made in draft Estimates, and for the incorporation of the £200 involved in the salary of the post of Chief Justice. They were informed that the Secretary of State had notified his readiness to approve the recommendation that the substantive salary should be increased to £2,400 per annum. His Excellency explained that before inserting this sum in Estimates he wished to have the advice of the Select Committee. The substantive salary will now be fixed at £2,400 per annum.

Puisne Judges.

The Select Committee suggests that the items for Puisne Judges be combined into one, there being no essential difference between the post of 1st Puisne Judge and those of 2nd Puisne Judges.

Resident
Magistrates.

Reference has already been made to the suggestion that three additional Resident Magistrates should be added to the establishment of this Department and that a corresponding reduction should be made under the Head Administration.

The Committee considers that the Judicial Department should have at least two really competent Interpreters who know Indian languages and English thoroughly, and recommends the insertion of a new item for an Assistant Chief Clerical Interpreter to be obtained from India at a salary of up to £350 per annum, a reduction of one being made in the number of clerks (item 14) and savings of £93 being shown under that item.

Interpret

The Committee regards it as important that opportunities should be offered to young European residents in this Colony to obtain appointments in the clerical branch of this Department.

European Clerks.

The Law Society of the Colony of Kenya has decided that members will in future conduct defences in native murder or rape cases in Nairobi without making any charge. The Select Committee therefore proposes that the amount provided for Fees to Counsel, etc. (item 26) should be the same as that provided in 1927.

Defence in Native Cases.

The Committee is advised that the vote for Passages (item 27) should be increased by £160, that for Local Transport and Travelling (item 28) by £250, and that for Travelling Allowances (item 29) by £100. Certain alterations in Other Charges items may be necessary as a consequence of the proposed increase in the establishment of Resident Magistrates, but these cannot be estimated until it has been decided where the headquarters of each Resident Magistrate will be and at what places and periods circuits will be held.

Other Charges.

LEGAL DEPARTMENT.

The Select Committee noted with sympathy the attempt being made by the Attorney General to strengthen his clerical establishment by providing for a European clerk. Difficulty has been experienced in obtaining the type of man required. With a view to broadening the field of selection the Select Committee recommends that the provision inserted in Estimates be increased from £300 to £480.

Clerical Staff.

The Select Committee recommends the adoption of the proposals put forward by the Attorney General for reducing by one the establishment of Crown Counsel and increasing the pay of the Senior Crown Counsel.

Crown Counsel.

POLICE.

The Committee learns that the Acting Commissioner of Police is not satisfied with the present working of the Criminal Investigation Department and wishes to urge that no steps be spared to place that organization on a proper and efficient footing.

Criminal Investigation Department.

Promotion
from the
Ranks.

The policy of appointing Cadets to the Police Force was discussed. The Acting Commissioner stated that it was the policy of the Administration to make promotions from the ranks if suitable non-commissioned Police Officers were available. There was no intention of extending the Cadet system so as to restrict chances of such promotion.

Police Post at
Railhead,
Nyeri Line.

Captain Kenealy pressed for a police post to be established at railhead on the Nyeri Railway. The Acting Commissioner undertook to see that this was done.

Pensions to
African Ranks.

The question of granting pensions on a free or a contributory basis to African members of the Police Force was discussed. This matter is at present under reference to the Pensions Committee and the Select Committee considers that the Pensions Committee should put forward recommendations in the first instance. The Select Committee feels that no action of this kind should be taken if it would in any way prejudice the formation of a Kenya Constabulary.

Immigration
Regulations.

The Select Committee discussed the administration of the Immigration Regulations and recommends that it should be tightened up by insisting upon the employer of an immigrant entering into a bond on his behalf in cases where the immigrant is entering the country to serve such employer and where no deposit is insisted upon on entry on that account. The Committee understands that this can be done without recourse to further legislation.

Railway Police.

The Committee also considers that steps should be taken to maintain a closer liaison in such matters with South Africa. The Committee is informed that the future of the Railway Police is at present under discussion between the Railway Authorities and the Government.

Kenya
Constabulary.

Government announced its willingness to appoint a Committee to go into the question of inaugurating a Kenya Constabulary in place of the existing Police.

PRISONS.

Payment for
Convict Labour.

The question of making provision in Estimates for payment to be made by Departments using convict labour was discussed. The Select Committee does not wish to recommend that any such costing system should appear in Estimates, but it considers that accounts of this kind should be kept and that reference should be made to them in departmental annual reports.

Detention
Camps.

The Select Committee learns that the system of Detention Camps is not yet in full working order and trusts that every effort will be made to take all possible advantage of a system intended to keep Africans convicted of venial offences apart from criminal prisoners.

The Committee recommends that Visiting Justices should be appointed to visit Detention Camps.

Visiting
Justices.

The Commissioner of Prisons suggested that provision be made for a prison van to transport prisoners from the Nairobi Gaol to their work and save the time now taken in marching long distances to and fro. The Select Committee considers that the Department using the labour should arrange for such transport wherever possible but that no special prison van be bought for the purpose.

Prison Motor
Van.

MEDICAL DEPARTMENT.

The Committee discussed the general question of improving the health of Nairobi by clearing and canalizing the Nairobi River and the stream near First Avenue, Parklands, and by taking other special steps to prevent malaria, on the lines suggested in the report of the Local Government Commission. His Excellency stated that the Government was anxious to give immediate effect to the Commission's recommendations in this matter in order that all possible steps may be taken to free the capital of mosquitoes. The Committee believes that there can be no two opinions as to the desirability of undertaking this work and that the only questions awaiting consideration are the means by which the work should be done and the allocation of cost as between the Government and the Municipality.

Health
measures in
Nairobi.

The question of financing works of such major importance in Nairobi as the canalization of swamps is so intimately bound up with the future government of the Capital that little progress can be made until a decision is reached as to the adoption or modification of the recommendations contained in the report of the Local Government Commission. His Excellency stated that steps were being taken to convene a meeting of representatives of the areas interested in the settlement of this problem for informal discussion. The Committee holds that it is important that a decision should be reached as soon as possible, that the present time is a favourable one for such discussions to take place and that there should, by this means, be little difficulty in arriving at agreement on the problem.

Report of Local
Government
Commission.

The Committee wishes to record its opinion that the work of placing the Capital in a satisfactory state as regards canalization of swamps is a matter on which the country as a whole should co-operate with the Municipality and is prepared to recommend that half the cost of major works of this kind should be accepted as a legitimate charge against Government funds. This recommendation is intended to apply in the first instance to the canalization of the stream near First Avenue, Parklands.

Responsibility
of the country
as a whole.

Anti-malarial
Works.

The Committee discussed with the Mayor of Nairobi the question of allocation of cost of work in respect of this stream and suggests that the Municipality be approached with a view to concerted action being taken on the basis of an equally divided financial responsibility. A sum of £20,000 has been inserted under the Head Public Works Extraordinary for this purpose on the understanding that work is to be begun as soon as a general plan has been agreed to, to the satisfaction of the Commissioner of Local Government.

Nairobi River
Swamp.

In regard to the Nairobi River swamp, the Committee was advised as to the present position and suggests that the Government should enter into negotiations, under a time limit, with the leaseholder, with the object of ascertaining whether an agreement could be reached whereby the clearing and canalization of the swamp are carried out by and at the expense of the leaseholder in consideration of an alteration in the terms of the lease. In the event of such negotiations producing no working agreement within the specified time limit, the Committee recommends that the necessary steps be taken to acquire the area in question in the public interest as a charge against Town Planning and that the work of clearing and canalization be then undertaken on terms in regard to finance to be agreed upon between the Government and the Municipality.

General health
measures.

When work on these two major projects has been taken in hand the Committee believes that the health authorities will be in a much stronger position in dealing with owners and occupiers of dwelling houses in Nairobi and recommends that a strong, sustained and personal effort be made to carry the anti-mosquito campaign to finality. The legislation necessary for this is already in existence.

Pamphlets.

The Committee was informed that an anti-malaria campaign has been undertaken recently in Nairobi and elsewhere and that the Medical Department has been distributing pamphlets on the subject of malaria prevention. The Committee considers that much of the value of such propaganda is lost if sustained effort is not made; that pamphlets of this kind should be circulated continuously; and that every effort should be made at all times to keep this important problem prominently before the public.

Government
and Railway
Buildings.

The Committee regards it as important that the standards laid down in the case of buildings and premises owned by the Government or the Railway should be identical with those applied to private owners and that those conditions should be enforced with equal stringency in all cases.

The Committee is informed that definite health regulations, as opposed to the present regulations, which allow an undesirable latitude to the discretion of the Health Officer for the time being, are in course of preparation and considers that adoption of such regulations should be expedited.

Health
Regulations.

In regard to the establishment and maintenance of hospitals for natives in settled areas, the Committee understands that the Government is prepared to accept the recommendations made in the report of the Local Government Commission. The Committee regards it as important that natives should have ready access to hospital facilities in all parts of the country.

Native
Hospitals in
Settled Areas.

After discussion with the Director of Medical and Sanitary Services, the Committee agrees that it is difficult to lay down a general policy applicable to all cases in which European hospitals are established in settled areas. The requirements of different districts call for separate consideration and any Government grant, whether in respect of capital cost or maintenance charges, must be regulated accordingly. His Excellency said that resolutions dealing with Government assistance to European hospitals in settled areas would be submitted to Legislative Council early next year, in January if possible.

European
Hospitals in
Settled Areas.

The Committee understands that no progress has been made in the selection of a site for a combined hospital in Nairobi. It is conscious of the fact that the disagreement expressed in regard to the site for a combined hospital has led to delay in the development of hospital facilities in Nairobi and it believes that continued adherence to the proposal will postpone such development indefinitely. It therefore recommends that the proposals be abandoned.

Combined
Hospital,
Nairobi.

The Committee feels that effort is wasted and unnecessary expense entailed by the present lack of co-ordination between hospital authorities, including Government hospitals, in relation to the engagement of nursing sisters and suggests that an effort should be made to organize nursing services throughout the country under a single institute on the lines adopted in South Africa.

Nursing
Service.

The Committee understands that the cost of radiological examination, for which provision has been inserted under item 86, is not to be a free service to Government officials but that Government proposes to defray the expenses of such examination in the case of indigent patients who have not the means of defraying the cost themselves. It suggests that the title of this item be altered so as to read "Medical Attendance on Government Officials and Others by Private Practitioners."

Radiological
Examination.

Medical Attendance on Farm Teachers.

Under this item the Committee considered a proposal put forward by Government that medical attendance on Farm School Teachers should be provided free of cost and recommends an addition to this vote of £50 for this service to be made.

Medical Missions.

The Committee understands that the lines upon which Government proposes that grants should be made to Medical Missions have now been worked out and are ready for discussion with the Missions. The Committee hopes that agreement will shortly be reached as to the principles upon which such grants are to be made.

New Services.

The Committee examined with the Director of Medical and Sanitary Services the provision made in draft Estimates for new and extended services and recommends that the Estimates be adopted as drafted with the addition of £50 to item 86 for medical attendance on Farm School Teachers.

EDUCATION.

Salary of Director.

The importance of ensuring that the development of education in Kenya shall take place on sound lines is so great that the Committee urges that no steps should be spared to obtain the services of a well-trained and experienced educationalist for the post of Director at the earliest possible moment and suggests that the salary attached to the post should be raised to £1,500 per annum, this rate to come into force on the appointment of the new Director but not to apply to the retiring Director whose pension should be calculated on the basis of his present salary of £1,200 per annum.

Organization of Education Department.

After careful examination of facts placed at its disposal, the Committee wishes to record its opinion that the administration of the Education Department in the past leaves much to be desired, that the organization of control by the Department has been unsatisfactory, and that the results anticipated from the appointment of a staff of inspectors have not been achieved.

Inspection of Private Schools.

The Committee considers that it is most important that private schools should be inspected regularly.

Inspectors.

The Committee recommends an adjustment in Estimates entailing the deletion of the new post inserted for an inspector of Indian Schools and the addition of one to the number of Inspectors of Schools (Item 5). The Committee considers that the posts of inspectors should be readily interchangeable and, while it has no objection to offer to the appointment of one inspector specially qualified from a knowledge of

vernaculars to inspect Indian Schools, it considers that it would be a mistake to suggest that the inspection of Indian Schools was peculiarly the duty of one particular inspector.

The Committee agrees to the insertion in Estimates of the new post of accountant on condition that the post is not a pensionable post. In the event of the post being filled by an officer who has already acquired pension privileges the Committee considers that the vacancy so arising in a lower grade of the Service should be non-pensionable.

Accountant.

The Committee understands that the vote of £1,500 inserted for the Carriage of Goods is required to defray carriage expenses of books, equipment, provisions for boarding and all other kinds of goods. The Committee considers that in the Estimates for 1929 and future years this item should be sub-divided so as to show separately the estimated cost of carriage of goods required for purposes of tuition, goods required for boarding, and other goods, so that the actual cost of tuition and board may be accurately known.

Carriage of Goods.

EUROPEAN EDUCATION.

The Committee considers the first essential to be the placing of elementary education on a sound basis, and that elementary education should be compulsory for European children. It understands that Government wishes to prepare proposals for the introduction of compulsory elementary education for European children early in 1929 and that one feature of its proposals will be to make provision for some form of mind-training at an earlier age than at present.

Compulsory Elementary Education.

The Select Committee recommends that an *ad hoc* Committee be appointed to consider the possibility of introducing a system of compulsory elementary education, to suggest standards defining the meaning of the term elementary education for application in Kenya, to consider whether such education should be free of cost to the parent or not, and to formulate fees for boarding. The Select Committee is of opinion that the appointment of this Committee should await the arrival of the new Director, under whom the Committee should sit.

The question of secondary education for European children was discussed. The Committee was informed that those requiring a secondary education leading up to the University are very few in number, the majority of such going home after the elementary stage, while those who remain at school in Kenya leave school at the age of sixteen or earlier. The Committee held that secondary education should be provided up to the matriculation standard and that, in addition, special attention should be given to training in trades and professions suited to the requirements of European youths

Secondary Education.

who will subsequently earn their living in the Colony. This should embrace the provision of facilities for commercial, technical or engineering, and agricultural training, with a course of domestic economy for girls.

The Committee considers that advantages would accrue from centralizing the accommodation necessary for the training of boys on these lines in one locality and suggests that Kabete provides a suitable site for all three branches of technical instruction owing to its proximity to Nairobi and to the agricultural and research laboratories.

The Committee recommends that it be an instruction to the new Director of Education to organize secondary education for European children on these lines and also that the fees for secondary education should be referred to the Committee mentioned above.

The Committee discussed with the Headmaster proposals for the reorganization of the Nairobi European School on the basis of separate classes for boys and girls above Standard III. It recommends that reorganization should take place on the lines proposed. It understands that this can be done if provision for one additional Assistant Mistress is made in Estimates and if power is given to employ an additional Assistant Mistress in place of one Assistant Master from the staff shown on the Estimates for 1928.

The Committee wishes to place on record its opinion that the reports on the working of the Nairobi European School which have recently received publicity in debates in the Legislative Council have created a completely erroneous impression of the condition of education and the duties of the staff in that school. The Committee realizes that great difficulties exist in maintaining a high standard of efficiency, as shown by results, in the case of a school where many children start their education at a comparatively late age, where absences are frequent and in many cases prolonged, and where a large proportion of the children leave school annually. Many of these disabilities will automatically disappear when a sound system of compulsory elementary education has been introduced in the Colony. The Committee wishes to record its opinion that the work of the present Headmaster and his staff is being performed in circumstances of great difficulty, under discussion in Legislative Council is grossly misleading, and considers that the inspection report which recently came

The requirements of elementary education in Nairobi were examined by a Sub-Committee and the Select Committee recommends an extension of facilities for elementary education in Nairobi which will enable children at an early age to attend a school within reasonable distance of their homes.

Nairobi
European
School.

Reports on
Nairobi
European
School.

Elementary
Education in
Nairobi.

The Committee recommends the construction out of loan funds of three elementary schools in the Nairobi area, one to serve Kilimani, one Parklands, and one Upper Parklands. It understands that loan funds may be found to be available from the vote already approved for expenditure on European education buildings. These three schools, with the present Nairobi School, are calculated to bring the means of elementary education within a radius of approximately one-mile-and-a-half of the majority of European residents in the Greater Nairobi area.

Detailed estimates of the capital cost of these three schools are being worked out by the Director of Public Works. A preliminary estimate indicates that the total cost for the three will be in the neighbourhood of £10,000.

Pending the construction of these schools, which the Committee recommends should proceed without delay, the Committee suggests that a grant-in-aid, to take effect from the 1st January, 1928, should be made to the existing kindergarten school in Parklands and that the vote for Contributions to Schools (Item 45) should be increased accordingly by £236.

The Committee recommends that the Parklands School should be proceeded with first and should provide accommodation for 220 children; and that when this school is ready, Mrs. Coleman, the proprietress of the present Parklands Kindergarten School, should be offered a thirty months' agreement on the staff of the Parklands School.

The Committee further recommends that the Municipal Council be approached with a view to securing the use of the City Park pavilion in the mornings only at a nominal rent for adaptation as a temporary school.

It is estimated that the capital cost of this would be:—

				£
	Cost of adaptation	...	...	300
	School Furniture	...	...	330
and that	the recurrent charges would be:—			
	One Principal (£240 by £18 to £354)	...	...	240
	One Assistant Mistress	...	...	192
	Menial	...	...	18
	Maintenance	...	...	75
	Books, Stationery, etc.	...	...	104
	Contingencies	...	...	10
				<hr/>
	Total	...	...	£639
				<hr/>

INDIAN EDUCATION.

The Committee examined with the Director of Education the staff proposed for the Indian schools in Nairobi and other parts of Kenya and agrees to the provision made in draft Estimates.

Accommodation
at Nairobi
Indian School.

The Director raised the question of additional accommodation required for the Nairobi Indian School. The present attendance at the school is 655 and there are 123 children on the waiting list. From 60 to 80 additional children will be ready for school in 1928.

The Committee objects in principle to the dissipation of further money on the erection of temporary class rooms and is unable to recommend any exception in this case, particularly in view of the fact that a permanent school building for Indian children in Nairobi is in process of erection. This school is intended to accommodate 500 children. The Committee would prefer to see the new Indian School extended so as to accommodate a larger number of children rather than propose expenditure on further temporary accommodation, but it believes that this course is unnecessary. When the new Indian School is built there should be accommodation, with the existing school buildings, for more than 1,000 children and this appears to the Committee to be adequate.

AFRICAN EDUCATION.

Grants to
Missions.

The Committee is not altogether satisfied that adequate results are in all cases being obtained from the expenditure of large sums in grants-in-aid to Missions. It understands that grants are made on the lines of the recommendations of the Grants-in-Aid Committee which were accepted by the Legislative Council, but it has reason to believe that some further stipulations could with advantage be insisted on whereby the payment of grants should be in some measure dependent on the results achieved.

In particular, the Committee is not satisfied that the annual expenditure of large sums on the technical training of Africans has been reflected by an adequate diminution in the scarcity of African artisans. It suggests that the general question of making grants-in-aid should be re-examined and that information should be obtained as to the history of Africans who have been trained at Mission Schools subsequent to their leaving school.

African
Artizans.

The Committee is informed that some difficulty has been experienced in obtaining trained African artisans for work at Kakamega. It can find no adequate reason for such

a scarcity in an area which contains a large number of progressive natives, many of whom are receiving technical education at Mission Schools. The Committee believes that further steps might be taken by the Public Works Department in the attempt to get into touch with trained African artisans throughout the country and that the reported scarcity in this instance shows the necessity for insisting on some form of indenture for Africans undergoing technical training at Mission Schools in receipt of a grant-in-aid. The Committee was promised a further report on this matter and considers that a sustained effort should be made to employ Africans whenever possible on such work.

The Committee considers that great care should be taken in the preparation and editing of articles intended for publication in the native newspaper "Habari," and recommends the appointment of an Editorial Committee, which should include members having experience of the natives of Africa, to examine articles before publication. The Committee considers that the publication of "Habari" should continue on these lines for one more year and that the question should then be re-examined.

"Habari."

The Committee welcomes the provision made in draft Estimates for grants-in-aid to be paid to an agency to be formed for the domestic training of African women.

Domestic
Training of
African
Women.

Figures placed before the Select Committee indicate that the imposition of Consumption Taxes on Wines and Spirits for educational purposes has synchronized with a drop in consumption and that the gross revenue derived from importations of wines and spirits during 1927 shows little advance over that obtained in 1926 before the consumption taxes were levied. The return from this tax may not have been as satisfactory as was originally contemplated, but the majority of the Select Committee sees no good reason for abolishing or varying the tax as at present imposed, believing that the decreased consumption of alcohol has little to do with the tax and that it is important to continue a policy which relates the provision of funds for educational purposes to the contribution made by each community to the Revenue.

Education Tax.

MILITARY.

Certain alterations in Military draft Estimates are suggested at the instance of the Officer Commanding Troops, who advised the Committee that provision had been inserted in excess of requirements. The proposed reorganization of Transport Services renders the retention of certain posts originally thought to be required for Supply Services no longer necessary.

Transport
Service.

Lewis Guns.

It is proposed to reduce the number of Lewis guns per Company, with a consequential reduction in the number of Lewis gun porters (Item 59), but the Committee is advised that no reduction on this item should be made until the question has been discussed with the Inspector General, King's African Rifles.

Reduction of K.A.R.

The possibility of reducing the strength of the King's African Rifles by abolishing one Company or more is also a matter upon which the views of the Inspector General are to be sought.

Defence.

His Excellency informed the Committee that he proposed to appoint a Committee to consider plans for the defence of the Colony and to draw up a memorandum for consideration by the Hilton-Young Commission which is to visit East Africa early next year.

MILITARY EXTRAORDINARY.

Defence Force Rifles.

The Officer Commanding Troops stated that the ammunition required for the Defence Force would be distributed among district centres and that a smaller quantity would not serve the purpose. Discussion took place on the advisability of rebarrelling Defence Force rifles to enable them to fire Mark VII ammunition.

The Committee recommends that the Defence Force should be inaugurated with the rifles at present in store and that the question of rebarrelling be left for the recommendations of the Defence Committee when the Force is in being. The Select Committee understands that arrangements have already been made for the rebarrelling of a number of rifles for range shooting.

POST OFFICE AND TELEGRAPHS DEPARTMENT.

Alterations in Estimates.

On representations by the Postmaster-General the Select Committee recommends that an additional sum of £500 be inserted for Local Travelling under item 52. Against this increase, the Postmaster-General proposes that the telephone revenue estimate be increased by £300 and the telegraph revenue estimate by £200.

Salary of Deputy P.M.G.

The Postmaster-General pressed for the salary of the revived post of Deputy Postmaster-General to be raised from £840 per annum at which it appears in draft Estimates, to £1,000 per annum. The Select Committee was not prepared to support this suggestion in full but recommends that the salary of the post be increased to £960 and that provision be made for salary to be paid at this rate for six months only in 1928.

The Postmaster-General stated that figures of expenditure ascertained since draft Estimates were prepared indicated that £700 more would be required in 1928 for the conveyance of mails. The Select Committee recommends that this additional amount be included.

Conveyance
of Mails.

Draft Estimates propose that the posts of Electrical Mechanics (item 18) should be pensionable. As the general question of pensions is at present under reference to a Committee, the Select Committee recommends that pensionable status should not be given to these posts at the moment, but should be first considered by the Pensions Committee. In view of the difficulty experienced by the Postmaster-General in filling vacancies in these posts where non-pensionable, the Postmaster-General was authorised, if necessary, to offer to suitable candidates a higher initial rate of pay within the scale of salary laid down.

Electrical
Mechanicians.

The Committee understands that the question of keeping the Mombasa Wireless Station open night and day is under consideration by the Port Advisory Board.

Mombasa
Wireless
Station.

AGRICULTURAL DEPARTMENT.

The question was raised as to whether the interests of native agriculture could best be served by the present system of employing agricultural officers or by strengthening the Administrative establishment. The Acting Director of Agriculture explained the duties of agricultural officers and convinced a majority of the Committee that this method should be given a further trial.

Agricultural
Officers.

The possibility of transferring the post of Statistical Officer in this Department to the Department of Statistics and Research was discussed. The Select Committee is of opinion that it is desirable for the Agricultural Department to have at its disposal the services of its own Statistical Officer who can readily keep the Director informed as to the latest information received.

Statistical
Officer.

Mr. O'Shea asked when the activities of the Plant Breeding Branch might be expected to extend to the Plateau and was informed that the intention was to extend these activities gradually and proceed further afield as opportunity offered after experience had been gained in existing stations.

Plant Breeding
Services.

The Committee was informed that the Cool Stores Service was not yet paying its way and was not expected to do so for two or three years.

Cool Stores
Services.

Grain
Conditioning.

Grain Conditioning, on the other hand, is self-supporting. The Acting Director of Agriculture advised the Committee that accurate estimates for this service could not be prepared in advance, that supplementary provision might have to be asked for in 1928 as has been the case this year, but that any additional money so voted would be returned in revenue.

Hides and
Ghee.

The Select Committee discussed with the Acting Director of Agriculture and the Acting Chief Veterinary Officer the steps being taken to improve the output and quality of hides and ghee produced in Kenya. It is of opinion that more intensive methods of training Africans in the preparation of hides and ghee for the market are necessary and that results of great financial benefit to the natives would be obtained if such a campaign were pressed.

Outlet for
Native Cattle.

The Committee also considers that effort should be made to obtain an outlet for native cattle in order that the steps now being taken to keep native cattle free from disease may result in benefit to the native owners and not merely to the overstocking of the reserves with consequent destruction of the grazing and heavy mortality from starvation in dry seasons. It has therefore suggested the appointment of a Committee under the chairmanship of the Director of Agriculture to enquire and report as to the economic position in regard to livestock in Native Areas and to make recommendations:—

- (a) For the reduction of livestock in any areas which may be found to be overstocked and for the marketing of surplus stock;
- (b) For the development of the hide and skin trade, with special reference to the improvement of the quality of the hides and skins sold by natives.

East Coast
Fever.

The Select Committee considered, with the assistance of the Acting Director of Agriculture and the Acting Chief Veterinary Officer the position of East Coast Fever in the European areas of the Colony, with particular reference to the use of dipping, fencing, and inoculation and its control, and to the case of squatter cattle on private, Government and forest land, as affecting the spread of disease. A memorandum prepared by the Acting Director of Agriculture for the information of the Committee is attached to this report.

The Acting Chief Veterinary Officer produced a map showing the boundaries of dirty and clean areas as described in the Diseases of Animals Ordinance, and the situation of infected areas within gazetted clean areas.

In regard to the clean areas, it was agreed that every effort should be made to prevent outbreaks of East Coast Fever and to clean areas at present infected. The course of action considered in relation to clean areas included the application of the Cattle Cleansing Ordinance, the introduction of compulsory fencing, compulsory dipping, inoculation of stock and gradual reduction of squatter cattle, and, inasmuch as the success of efforts made against East Coast Fever depends upon concerted action, the Committee considers that action should be taken at an early date on compulsory lines.

Clean Areas.

The Committee is not able, at this stage, to frame any full recommendations for adoption, preferring that the matter should be held over for debate in the Legislative Council in January, but, as one of the means of eradicating East Coast Fever involves the creation of an East Coast Fever Service, whose special duty it would be to work as an inspecting force to see that tanks and fences are installed and erected; to see that suitable measures are taken to prevent the spread of existing disease; to make a veterinary survey with regard to the presence of disease on farms not at present notified; and to organise a scheme of control of dipping and cattle movement; it recommends that provision for such a service be made in Estimates.

Public Discussion.

The provision suggested by the Acting Director of Agriculture for inclusion in Estimates is as follows:—

East Coast Fever Service.

<i>Personal Emoluments.</i>	Cost for full year.	Amount required for 1928.	Remarks
1 Veterinary Officer (£600 by £30 to £720 by £30 to £840)	600	500	10 months' provision.
6 Stock Inspectors (£300 by £18 to £390 by £18 to £480 by £20 to £500)	1,800	1,100	2 for 10 months and 4 for 6 months.
Total Personal Emoluments..£	2,400	1,600	
<i>Other Charges.</i>			
Labour	105	80	Amount required on average of above.
Local Transport and Travelling	3,510	1,970	do.
Travelling Allowances ..	150	130	do.
Passages	115	115	
Incidentals	150	150	
Total Other Charges ..£	4,030	2,445	
TOTAL EAST COAST FEVER SERVICE ..£	6,430	4,045	

It is proposed that this service should be under the control of a Senior Veterinary Officer with experience of East Coast Fever work in Kenya.

Revenue.

The Acting Director of Agriculture advises that no revenue be included in the Estimates for 1928 in respect of this Service, but that for 1929 and subsequent years those farmers in the gazetted clean areas whose farms are in quarantine or come into quarantine should be charged £2 per month in addition to scheduled inoculation fees throughout the period of quarantine. Such a charge will meet about one-half of the cost of the service.

Fencing and Dipping.

In regard to fencing and dipping, the Committee recommends that arrangements should be introduced for advances to be made for the purchase of fencing wire, the erection of fencing, and the construction of dips out of Land Bank funds which will be available early next year, on easy terms of payment spread over ten years, and that these arrangements should apply both to the case of gazetted clean areas, in which it is proposed special efforts should be made to eradicate East Coast Fever, and also of dirty areas, on application from any stock-owner who may wish to fence or instal a dip. The Committee understands that special mention of such facilities is proposed in connection with the Closer Settlement Scheme in the neighbourhood of Kitale.

Advances from Land Bank Funds.

In this connection the Committee wishes to observe that the success of the Land Bank is intimately bound up with the introduction of adequate safeguards for mixed farms and small stock-owners, among which it regards fencing and dipping as of supreme importance.

Maintenance of Fences.

The Committee is of the opinion that the erection of a long line of fencing bounding the gazetted clean area would provide no solution of the problem. The value of fencing depends on supervision and the maintenance of fences in proper order. This can only be achieved by personal effort. But the Committee is confident that the fencing of farms will produce important results in the control of East Coast Fever and that an extension of this system will in time free a large area of the disease. It wishes to add that an undertaking to maintain in proper order fencing erected by means of advances from Land Bank funds should form a condition of any such advance.

Squatter Cattle.

The Committee considers that the prohibition of squatter cattle in the gazetted clean area is an important measure. In the case of forest squatters, the Committee recommend that no forest squatter should in future be employed on terms which permit him to take cattle with him into any forest

area. Such action will lead to the disappearance of forest squatter cattle within a maximum period of three years, that being the term of existing agreements with forest squatters.

The Committee also recommends that further movement of native cattle from native reserves into the clean area should be prohibited as soon as the other measures for eradication of East Coast Fever are introduced and that legislation should be enacted making it illegal for natives to keep cattle in farm areas to be prescribed on the local option of three-fourths of the farmers in these areas, large areas being chosen as a basis on which the local option is to be expressed.

Movement of
Native Cattle.

No restriction should be placed on the movement of squatter cattle from the farm areas into native reserves and the Committee considers that every encouragement should be given to squatters at present keeping cattle in farm areas to send the natural increase into the reserves. The Acting Director of Agriculture is of opinion that risk of loss in sending such cattle to the reserves could largely be met by inoculation prior to entering the reserves.

The Chief Native Commissioner stated that he was prepared to support these measures in the interests of the natives. The Committee does not propose any sweeping movement of native cattle from farm areas into the reserves, but a gradual process which will minimize the danger at present existing from the presence of native cattle in clean areas and which will prevent this danger from becoming more acute in the future.

The Select Committee considered a proposal to make provision for Kenya to supplement financial assistance from the Empire Marketing Board in respect of the importation of pedigree stock. The Committee is of the opinion that as the Empire Marketing Board's intentions on this matter are not yet known, any provision necessary for this purpose should be made in Supplementary Estimates if necessary in 1927, and the Government undertook that expenditure should be incurred as soon as practical steps can be taken.

Importation of
Pedigree Stock.

FOREST DEPARTMENT.

The newly-appointed Forest Adviser has undertaken to investigate the forest areas in Kenya with a view to ascertaining what areas at present included in Forest Reserves are suitable for alienation as farms without prejudice to the interest of the forests themselves.

Alienable Areas
in Forest
Reserves.

The Committee understands that Empire Forestry Conference is being held in 1928 in Australia and New Zealand on the invitation of the Governments concerned, and

agrees with the Government that it is important that a Kenya representative should attend the Conference. It recommends accordingly the addition of £195 to the vote for Passages (item 24) and of £60 to the vote for Travelling Allowances (item 26).

Forest Squatters.

The Acting Conservator of Forests stated that the Department found little difficulty in getting forest squatters without cattle and that it was only in the Nairobi-Kinangop area that forest squatters had cattle.

Ngong Forest.

The Acting Conservator of Forests undertook to investigate certain complaints made about the administration of the Ngong Forest.

Tree Planting on Farms.

The question of inserting in leases of farms provision for the compulsory planting of a certain acreage under timber was discussed. The Acting Conservator of Forests favoured the intention underlying the proposal but was of opinion that such regulations could not be enforced. He stated that farmers were increasingly realizing the value of planting areas of trees on their farms.

Instructions as to planting tree seeds.

The Committee suggests that directions as to the planting of seeds and planting out of seedlings should accompany tree and other seeds sent out by the Forest Department.

GAME DEPARTMENT.

Game Reserves.

The Committee considers that a serious situation is rapidly arising in connection with the Game Reserves, which are likely to become overstocked in the near future as a result of veterinary activity in regard to the immunisation of cattle to disease combined with the destruction under the Game Department of large numbers of lions. A continuation of these two policies must quickly lead to overstocking of the areas and damage to the pasturage.

Proposals have been under consideration for the fencing of the Southern Game Reserve but it is clearly impossible to fence so large an area as the present reserve. A similar problem is presented by the Northern Game Reserve, though not as yet is so acute a form. In both areas it is felt that game preservation is fraught with danger to contiguous agricultural districts.

The Game Warden was absent from Nairobi when these Estimates were under discussion. His Excellency undertook that a statement on the policy in regard to game preservation would be made at the January Session of the Legislative Council.

SURVEY AND REGISTRATION DEPARTMENT.

The Acting Director of Land Surveys was questioned in regard to the delays which have taken place in the preparation and passing of plans. He informed the Committee that owing to pressure of work it had been necessary to employ two Computers in the field, that the position was still very difficult, and that the requirements of closer settlement and the necessity for surveying native reserve boundaries necessitated an increase in the Survey Staff.

Preparation
of Plans.

The Committee recommends that provision be inserted for two Staff Surveyors on a salary of £480 by £20 to £600 with an addition of £100 to the item for Passages and £50 to that for Travelling Allowances, and is informed that this increase will be sufficient to obviate delays in future.

Staff Surveyors.

The Committee also recommends that provision be made for a new post of Junior Computer to provide an avenue of promotion to a Survey Cadet.

Junior
Computer.

GOVERNMENT COAST AGENCY.

Certain reductions in the provision proposed for this Agency were put forward by the Commissioner of Customs and accepted by the Committee. These include a reduction of one in the number of clerks and deletion of provision for a motor boat made possible by the expected early completion of the third deep-water berth.

Alterations in
Estimates.

The Commissioner of Customs informed the Committee that the cost per bill of lading ton of clearing and forwarding Government material by this Agency was approximately Sh. 1.50.

Cost of
Clearing and
Forwarding.

The type of lorry for the purchase of which provision is included under the Head Government Coast Agency Extraordinary is a 30 cwt. British-made lorry.

Motor Lorry.

MISCELLANEOUS SERVICES.

The Committee is aware that doubts have frequently been expressed in regard to the accuracy of the stated cost of works undertaken by the Public Works Department, the suggestion being that a number of items are concealed or not taken into account in arriving at the cost and that the figures so obtained are not therefore comparable with quotations or charges made by contractors. The Committee sees no *prima facie* reason for sharing this opinion. It is prepared to believe that the cost as stated by the Department of a work undertaken by the Department is the total cost, comparable with costs quoted by contractors except in so far as special circumstances attendant on the importation and transport on the Railway of Government stores as distinct from private stores are concerned; but

Cost of works
undertaken by
the Public
Works
Department.

it considers that it would be of great value to the Colony if the facts were examined by an independent agency entrusted with the duty of ascertaining from a non-departmental standpoint what the costs are, whether there has been unnecessary waste or extravagance, whether the costs as shown are the real costs or whether any costs have been concealed or items omitted. The Committee suggests that an expert should be engaged on a temporary basis as Examiner of Costings and Accounts—a man who has been accustomed to prepare and supervise costing accounts—to investigate the facts in regard to a number of typical instances of work carried out by the Public Works Department out of loan funds. It suggests the payment of a fixed fee to an expert engaged to make this enquiry and, as it is important that the enquiry should be conducted on lines completely independent of the Department concerned, it recommends the insertion under Miscellaneous Services of a one-line vote of £1,000 for this purpose, this figure to include all travelling and incidental expenses as well as the fee for the work.

Rebate on
Paraffin.

The Select Committee considered the possibility of inserting in Estimates reducing the cost of paraffin used for agricultural purposes. The costs of importation and internal transportation of paraffin in tins and drums were examined and it was agreed to recommend a rebate in respect of paraffin used in tractors for agricultural purposes, on affidavit made before the District Commissioner of the District concerned, amounting to 20 cents per gallon, that is to say, equivalent to the customs duty levied on imported paraffin. The Select Committee recommends that provision to the extent of £10,000 be included in Estimates for this purpose, that is, a rebate in respect of 1,000,000 gallons of paraffin.

A Sub-Committee was appointed to consider the detailed working of the proposals, the legislation necessary, the most suitable manner of making the necessary payments, and the licensing and registration of tractors.

Crude Oils.

The possibility of enabling some reduction to be made in the cost to the farmer of crude oils for use in crude oil tractors was also considered. The majority of the Committee was opposed to any reduction by way of rebate. Crude oil is at present free of Customs duty and is carried at the lowest rate on the Railway and the question cannot, therefore, be dealt with on lines similar to those proposed for paraffin.

Captain Kenealy wishes his opposition to be recorded to the majority recommendation, considering that Government assistance should also be afforded to provident farmers who use a crude oil tractor which, though more expensive in its initial cost, is cheaper to work.

The Committee wishes to observe, however, that in making recommendations for reducing the cost to the farmer of paraffin and not of crude oil also, it is suggesting no unfair discrimination in favour of the use of paraffin as against that of crude oil for agricultural purposes. Its recommendation has the effect of bringing these two kinds of oil under similar conditions in so far as the Customs duties are concerned. The price of paraffin at Nakuru will, by means of the proposed rebate, be reduced from Sh. 1.87 to Sh. 1.67 per gallon. The price of crude oil per gallon will remain at 82 cents and the Committee considers, therefore, that there is sufficient disparity in price to avoid any suggestion that the Committee is favouring the use of paraffin as against crude oil tractors. The large majority of tractors now in use in Kenya run on paraffin and some difficulty has hitherto been experienced in obtaining satisfactory results with crude oil tractors. The Committee has no doubt that so soon as satisfactory results can be regularly obtained with crude oil tractors, the smaller costs of working and upkeep will encourage farmers to use crude oil tractors rather than paraffin tractors in spite of the higher initial cost of the former and that the use of paraffin tractors will therefore tend to decrease. As the Committee understands that developments are now taking place which may be expected to improve the reliability of crude oil tractors in the near future, it regards the recommendation for granting a rebate on paraffin as a temporary measure intended to stimulate the extended use of tractors in agriculture and to reduce the demands on native labour, not as a permanent annual charge on the Colony's revenue. The amount required by way of rebate will automatically decrease if paraffin tractors come to be replaced by crude oil tractors and the policy of granting a rebate on paraffin can itself be reconsidered in the event of material progress being made in the manufacture of reliable crude oil tractors. For the present, however, and until the reliance that has to be placed on paraffin tractors has been greatly reduced, the Committee recommends that the rebate of 20 cents a gallon on paraffin imported for agricultural purposes should continue.

The Committee believes that the increased use of paraffin stimulated by this rebate will itself result in lowering the cost. Cost of Paraffin.

The Select Committee also considered the possibility of enabling paraffin to be used for agricultural purposes at a still smaller cost to the farmer than that represented by the present cost less the proposed rebate and any consequential reduction in price following from the extended use of paraffin but it is not yet in a position to make recommendations on this matter.

Captain Kenealy pressed for the incorporation in the Estimates of a separate item for the furtherance of land settlement generally, as apart from the special provision made for Land Settlement.

the scheme of closer settlement (item 48) and from the general provision made under the Head Trade Information and Publicity Bureau.

PUBLIC WORKS DEPARTMENT.

Nairobi Roads.

The Committee considered the proposal to make an advance from loan funds to the Nairobi Municipality of £100,000 for the construction and improvement of Nairobi roads subject to a guarantee by the Municipality to cover interest and sinking fund on the money advanced. The Mayor of Nairobi stated that the Government's offer that the Municipality should make use, when necessary, of the services and plant of the Public Works Department acting as agents of the Municipality in this matter—a suggestion to which the Select Committee is prepared to agree—had not yet been discussed by the Municipal Council. He had no doubt that if it was thought that the work could be done expeditiously and economically by such co-operation the Municipal Council would agree.

Salary of the Director of Public Works.

The Committee supports the proposal reflected in draft Estimates that the salary of the Director should be raised to £1,350 per annum.

Non-permanent staff for Public Works.

The Committee observes that the policy reflected in the draft Estimates for 1928 of devoting a larger proportion of the annual revenue to non-recurrent works under Public Works Extraordinary entails the engagement of additional staff to execute those works. It regards it as of the utmost importance that such a policy should not impose upon the country any permanent liability in respect of the staff required and it understands that this view is shared by the Government. It is essential that the Government's hands should be free to discontinue the expenditure of money on non-recurrent works if circumstances demand it, without the necessity for meeting heavy liabilities on retrenchment of staff. The recommendations made by the Committee regarding the Public Works Schedules in these Estimates are dependent on the understanding that, however long the works programme may last, the staff engaged thereon can be discharged at not more than three months' notice, whether the works are undertaken as Public Works Extraordinary or as loan works.

Increase of staff.

The Director of Public Works submitted proposals for increasing the staff of his Department by six Assistant Engineers and sixteen Foremen in view of the large programme of works contemplated in the Estimates for 1928 and in the loan schedules.

Assistant Engineers.

The Director of Public Works explained the nature of the work to be performed by Assistant Engineers and showed to the satisfaction of the Committee that six additional appoint-

ments are required if one Assistant Engineer is to be continuously in each of the six divisions carrying out his normal duties of assisting the Executive Engineer.

The sixteen additional foremen are required for maintenance of roads and new construction work. The employment of machinery for road-making entails an increase of the European personnel and a decrease in the native labour force. Africans can drive tractors but have not yet been found capable of controlling graders.

Experience has shown that the policy of engaging men as Foremen on monthly agreements is not satisfactory. The Director of Public Works therefore proposes a reduction of £3,500 in the vote for Temporary Works Staff so as to meet in part the cost of these additional appointments. He is also prepared to decrease the provision for Maintenance and Improvement of Roads and Bridges to the figure of £92,664 in view of the additional staff suggested under the Head Public Works Department.

The Committee recommends that the Director's proposals be accepted on the understanding that none of the new appointments suggested are pensionable and that agreements entered into can be terminated on notice. The Committee considers that the full period of such agreements should be not less than three years and that the present stipulation of three months' notice or one month's pay should be continued.

The Committee understands that some confusion has occurred in the employment of Africans from the Native Industrial Training Depot on buildings at Kitui and suggests that a report should be furnished on the circumstances which led to this confusion, on the work performed by them at Kitui, and on the progress made with the buildings to be erected there.

With a view to the development of further facilities for the training of Africans, the Committee recommends that a Native Industrial Training Depot be established under the control of the Director of Public Works in the neighbourhood of the Nairobi workshops. This suggestion is made both in order to increase facilities for the training of Africans and also with a view to ascertaining by experience whether better results can be obtained at a Training Depot under the Public Works Department or at one under the supervision of the Education Department. The Committee considered whether it might be advisable to place the organisation of technical education for Africans throughout the country under the Director of Public Works but came to the conclusion that this was neither possible nor advisable at the present stage.

The suggestion is that accommodation for about two hundred Africans should be found on Supplementary Estimates, 1927, near the Public Works Department yard in Nairobi which, with the addition of buildings already erected and in use by the Railway, would enable an early start to be made at a non-recurrent cost of £5,000. The Committee hopes that these steps will enable training to be started on this site by the beginning of February, 1928. A one-line vote of £1,000 has been inserted in Estimates to cover the costs of this Depot in 1928.

Other Training Depots.

The Committee considered the possibility of extending still further the facilities for training of Africans by establishing Training Depots on the Coast and in Kavirondo but concluded that it would be better to await the results of experience at the Nairobi Depot before extending the Public Works Department's activities of this kind to other centres. It suggests, however, that plans should be prepared for the formation of two more Depots, one near Mombasa and one near Kisumu, for consideration in connection with the Estimates for 1929.

Salaries of Transport Officers.

The Committee agreed to recommend the adoption of the Director of Public Works proposals for adjusting the salaries of the Transport Officer and Assistant Transport Officer (items 91 and 92) on the reorganisation of the Transport Services. For the former, it is suggested that the salary should be £800 per annum fixed; and for the latter a scale of £600 by £30 to £720. A sum of £710 is inserted in Estimates for the Assistant Transport Officer, this figure being calculated so as to include a personal allowance of £50 at present drawn by the proposed holder of the post, this allowance being incorporated in his salary.

The amounts provided in draft Estimates for Foremen Mechanics and Driver Mechanics require slight modification to meet the salaries of the mechanics proposed to be appointed to those posts, the total addition to the Estimates amounting to £108.

Boring Apparatus.

The Committee agree with the Government as to the importance of making provision in the Estimates for 1928 for the purchase and operating costs of four more water-boring machines. The experiments already in progress have demonstrated the success of water-boring operations in Kenya and the Committee considers that the development of the Colony, both in settled areas and in native reserves, is bound up with the prosecution of a vigorous policy of water-boring. Boring plant is required in the Masai Reserve, in Ukamba, in Samburu country and on the Coast and many applications have been received from farmers for attention to be paid to the farm areas. The general understanding is that half the water-boring plant should be used in the settled areas and half in the native reserves.

The additional provision required amounts to £8,500 for the purchase of plant under Public Works Extraordinary and of £3,045 in 1928 under the Head Public Works Department, to cover working expenses for eight months. The revenue estimate can, in the opinion of the Director of Public Works, be increased by £2,000 if this additional plant is installed (Revenue Head VI, item 12).

The Committee recommends that provision be made for a European Apprentice in the staff of the Timber Seasoning Branch. Timber Seasoning.

PUBLIC WORKS RECURRENT.

The Committee discussed the increasingly difficult problem presented by the shortage of houses, particularly in Nairobi and Mombasa, and the heavy drain on the Colony's resources, estimated at £59,000 in 1928, entailed by payment of rents for offices and houses and house allowances. It understands that some progress has been made in regard to the proposal based on Mr. Basden's report that Civil Servants should be encouraged to build their own houses and that the expenditure of a considerable amount of loan money on the erection of houses at the principal centres of population is contemplated in 1928. Rents of Houses.

The Committee regards it as important that the questions of housing Africans and the rate of house allowance paid to Africans in lieu of quarters should be re-examined. It is informed that the policy of Government is to provide suitable quarters for African servants of Government and not to pay a house allowance in lieu of quarters and that house allowances are only being paid as an interim measure until quarters are available. The Committee, is not, however, satisfied that the basis on which temporary house allowances are now being paid to Africans is satisfactory; it suggests that a more satisfactory basis would be approximately eight per cent. of the capital value of the accommodation proposed to be provided which is estimated at about £50 for each single man and £100 for each married man. Housing of Africans and House Allowances.

The Committee is particularly anxious that this and other terms of service laid down for the African staff should be properly regulated to the requirements of the country and that great care should be taken to avoid the creation of a clerical class possessing privileges which cannot be shared by African artizans. In the Committee's opinion the early construction of suitable quarters for Africans should go far to meet this difficulty. African Clerks and Artizans.

Investigation
of water
supplies.

The Committee recommends that a sum of £1,650 be inserted in Estimates for a preliminary investigation of water supplies, made up as follows :—

Salary of Gauge Reader	..	...	...	£200
Installation of gauging weirs		...	...	800
5 recording gauges	...	...	...	150
Technical assistance		...	...	500
				£1,650
				£1,650

Loss and
depreciation of
stores.

The Committee recommends, on the advice of the Director of Public Works, that the provision made for loss and depreciation of stores be increased from £500 to £2,000.

PUBLIC WORKS EXTRAORDINARY.

Use of African
labour.

It is the declared policy of the Government to promote to the best of its ability the training of Africans to the building, carpentry, joinery and other technical trades. This policy has been applied in the case of many works under construction from loan funds and should, in the Committee's opinion, apply with equal force to works proposed for construction out of Revenue.

Alteration in
Estimates.

The Committee recommends that the provision made under Public Works Extraordinary for buildings at Kisumu, Machakos, Voi, and Kilifi (items 1, 7, 8 and 11), be deleted from the schedule and returned to the loan schedule.

Rest Houses
for Government
Servants.

The Committee recommends the deletion from the Schedule of item 10—Rest Houses for Government Servants on short or sick leave, Mombasa. It considers that the provision of such facilities more properly rests upon private enterprise.

Coast
communications.

The Committee considered alternative schemes for the development of communications along the Coast northwards from Mombasa. It was advised that there was no prospect of making a track at small expense to connect Mombasa with Lamu owing to the large flood areas on the banks of the Tana River and that such a track, if constructed, would be demolished each rainy season. It regards the construction of a high-level bridge over the Sabaki River as an essential first step in the development of communications along this route and as a work which would greatly stimulate production on the north bank of the river. The same results would not be obtained with a pontoon bridge, which would be dangerous in the rains and unusable when the river is low.

South Coast
Road.

The Committee recommends the provision of £2,000 for the improvement of the road from Mombasa southwards in place of the item of a similar amount for continuing metalling on the Mombasa—Malindi Road.

The deletion of the item for Improvement of Coast Ferries was agreed to on the ground that such work is now performed by the Port Authority. Coast Ferries.

The Director of Public Works advised the Committee that a low-level bridge would meet requirements in the case of the Athi River Bridge on the Kitui-Kibwezi Road, and that the estimate would accordingly be decreased from £7,000 to £3,000. Athi River Bridge.

On the advice of the Director of Public Works the Committee recommends that the £7,000 provided in draft Estimates for a Reservoir for Shipping, Mombasa Water Supply, be used for an extension of the service reservoir at Changamwe to increase the capacity of that reservoir by 750,000 gallons. Changamwe Reservoir.

In regard to the proposal to spend £2,650 on a water supply at Kilifi, the Committee recommends that preliminary experiments be undertaken with the water-boring plant in the neighbourhood of Kilifi before any money is spent on constructing a dam. If water is found by boring the greater part of the money provided for this water supply should be saved. Kilifi Water Supply.

The Director of Public Works pressed for the inclusion in Estimates of a sum of £2,500 for the construction of three bridges on the Nairobi-Mombasa Road, urging the economic importance of this track to the development of the area traversed. The majority of the Committee opposed the expenditure of public money on this work but decided that it would offer no objection to these bridges being erected by private enterprise. Nairobi-Mombasa Road.

The Select Committee discussed the problem arising out of road transport competition with the railway and recommends the appointment of a Committee to consider this question. It understands that a Committee is at present sitting to consider the question of taxation of road vehicles and suggests that the former problem might be dealt with by the same body with the addition of a member representing the interests of the Kenya and Uganda Railway. Road transport competition with Railway.

The Committee recommends that provision for Nakuru Township Drains be increased to £7,100 this being the estimate for the complete drainage scheme. Provision for a first instalment only was inserted in draft Estimates. Nakuru Township Drains.

The Committee recommends that a new item be inserted for the construction of roads and drains in the new Bazaar at Kisumu where plots have recently been sold. The estimated cost is £4,300. Kisumu Bazaar.

The Committee discussed the advisability of purchasing Albion lorries instead of Thorneycroft lorries for the Transport Services, provision for the latter having been made in draft Motor Lorries.

Estimates, Public Works Extraordinary, item 41. It considers that no sufficient reasons have been shown for altering the original intention of purchasing Thorneycroft lorries.

Treasury,
Nairobi.

The Director of Public Works reported that the movement of the Treasury building had now ceased. The building is on clay soil and water has got into the foundations. He proposed two alternatives: underpinning and replacement of the foundations, which would cost £4,500, and pulling the building down and erecting a new Treasury, which would cost £15,000.

The Committee understands that there is no immediate danger of the building collapsing if the shores are kept in position and if a drain is put round the building at a cost of £500. It recommends that this be done from the Minor Works Vote as it considers it would be a mistake to spend a comparatively large sum of money on the preservation of a building on a site which can never be wholly satisfactory or to anticipate, by the erection of a new Treasury, the construction of Central Government Offices.

TRADE, INFORMATION AND PUBLICITY BUREAU.

"The Times"
East African
Number.

The Committee recommends the insertion of an item under this Head for the payment of £1,100 to "The Times" newspaper in respect of three pages of "The Times" proposed East African number and a portion of the front page.

Organization
of Bureau.

The organization of the Trade, Information and Publicity Bureau was discussed. The Committee was informed that certain alterations were under consideration but that it would be difficult to have any permanent alterations made until next year.

Selection Board
in London.

In connection with the Closer Settlement Scheme, it has been suggested that the work of selection might be greatly assisted if farmers with local experience gave their help in London. The Committee understands that additional money for which no provision is made in the draft Estimates, may be required to defray travelling expenses if these proposals come to fruition.

Signed, EDWARD GRIGG,

Chairman.

EDWARD DENHAM.
R. CLIFTON GRANNUM.
G. V. MAXWELL.
DELAMERE.
H. E. SCHWARTZE.
H. F. WARD.
F. O'B. WILSON.
R. W. B. ROBERTSON-EUSTACE.
E. M. VAUGHAN KENEALY.
C. G. DURHAM.

Nairobi, 28th November, 1927.

SCHEDULE.

AMENDMENTS TO DRAFT ESTIMATES PROPOSED BY SELECT COMMITTEE.

Head	Item	DETAILS	Amount provided in Draft Estimates	Amount proposed by Select Committee
		REVENUE	£	£
II	18	Beer Excise Duty	1,100	1,200
II		Total—Licences, Duties Taxes, etc...£	873,095	873,195
IV	12 <i>a</i>	Conference of East African Governors on account of rent of Conference Secretariat Offices .. .. .	..	800
	16	Kenya and Uganda Railway on account of:— Interest, £5,000,000 Loan	170,381	169,973
	18	Sinking Fund, £5,000,000 Loan	36,916	36,828
IV		Total Reimbursements ..£	395,746	396,050
V	6	Sundry Collections	2,895	3,395
	9	Telegraph Revenue, Kenya Section ..	46,300	46,500
	10	Telephone Revenue, Kenya Section.. ..	15,750	16,050
V		Total Posts and Telegraphs..£	171,950	172,950
VI	8	Kabete Reformatory Industries	800	1,000
	12	Water Boring	4,500	6,500
VI		Total Earnings of Government Departments £	67,835	70,035
		TOTAL REVENUE ..£	2,855,800	2,859,404
		EXPENDITURE	£	£
VII	16	Compositors (27)	4,323	4,227
	18	European Apprentices (5)	264	360
VIII	3 <i>a</i>	Resident Commissioner, Mombasa .. ..	..	1,000
	3 <i>b</i>	District Commissioner, Nairobi .. ..	..	1,000
	7	District Officers (100)	68,755	64,835
	144 <i>a</i>	Relief for Carpentry Instructor .. .. .	..	300
VIII		Total ..£	273,298	271,678
IX	27	Officer-in-Charge, Finger Print Bureau ..	720	750
	28	Assistant Finger Print Officer	600	630
IX		Total Statistics and Research ..£	21,601	21,661

Head	Item	DETAILS	Amount provided in Draft Estimates	Amount proposed by Select Committee
XIII	1	Chief Justice	£ 2,200	£ 2,400
	2	Personal Allowance to Sir Jacob Barth ..	200	—
	5	Resident Magistrates (7)	3,530	5,690
	13a	Assistant Chief Clerical Interpreter .. ..	..	350
	14	Clerks (11)	2,443	2,350
	26	Fees to Counsel, etc.	400	200
	27	Passages	850	1,010
	28	Local Transport and Travelling	1,000	1,250
	29	Travelling Allowances	525	625
XIII		Total Judicial Department .. £	25,522	28,249
XV	3	Senior Crown Counsel	920	1,000
	4	Crown Counsel (3)	3,080	2,345
	5	Clerk (Grade A)	300	480
	6	Acting Allowances	230	255
XV		Total Legal Department .. £	10,790	10,340
XVI	97	Assistant Sub-Inspector (2nd Grade) ..	120	150
XVI		Total Police .. £	148,834	148,864
XVII	39	Water Rates	120	220
XVII		Total Prisons .. £	45,099	45,199
XVIII	86	Medical Attendance on Government Officials and Others by Private Practitioners ..	900	950
XVIII		Total Medical Department .. £	204,751	204,801
XIX	1	Director of Education	1,400	1,500
	27	Principals (8)	4,500	4,740
	31	Assistant Mistresses (22)	8,098	8,644
	39	Menials	1,250	1,268
	40	Maintenance	1,850	1,925
	44	Contingencies	120	130
	45	Contributions to Schools	1,179	1,415
	48	Books, Stationery and Equipment	2,200	2,304
XIX		Total Education Department .. £	156,912	158,241
XX	27	Company Sergeant-Majors	629	—
	30	Office Superintendent	575	—
	79	Asiatic Storeman	180	—
	80	Q.M. Store Porters and Battalion Office Orderlies	634	386
	84a	Drivers and Leaders .. .. .	..	214
	89	Arms, Equipment, Uniforms and Ammunition ..	11,800	11,900
	90	Rations	11,400	11,550
	91	Local Travelling and Transport of Stores ..	5,950	6,000
	111	Loss of Stores	100	—
XX		Total Military .. £	116,598	115,380

Head	Item	DETAILS	Amount provided in Draft Estimates	Amount provided by Select Committee
XXI	52	Local Travelling	1,870	2,370
	53 (2)	Deputy Postmaster-General (£960)	840	480
	53 (36)	Conveyance of Mails by Sea and by Local Rail and Steamer Services	11,550	12,250
XXI		Total Post Office and Telegraphs .. £	150,349	151,189
XXII	91	Veterinary Officers (17)	10,596	11,096
	92	Stock Inspectors (30)	9,907	11,007
	102	Labour	4,724	4,804
	109	Incidentals	880	1,030
	111	Passages	1,880	1,995
	112	Travelling Allowances	1,600	1,730
	113	Local Transport and Travelling	8,500	10,470
XXII		Total Agricultural Department .. £	140,373	144,418
XXIII	24	Passages	1,605	1,800
	26	Travelling Allowances	850	910
XXIII		Total Forest Department	37,500	37,755
XXV	18 ^a	Staff Surveyors (2) .. .. .	..	960
	45	Passages	2,000	2,100
	46	Travelling Allowances	180	230
XXV		Total Survey and Registration Dept. .. £	36,865	37,975
XXVI	5	Clerks (11)	2,102	2,034
	7	Inferior Establishment	700	675
	19	Upkeep of Motor Lorry	200	130
XXVI		Total Government Coast Agency .. £	5,960	5,797
XXVI ^a	2	Motor Boat	400	—
XXVI ^a		Total Government Coast Agency—Extraordinary .. £	720	320
XXVII	49	Examiner of Public Works Department Costings and Accounts .. .. .	..	1,000
	50	Rebate on Paraffin for Agricultural Purposes .. .. .	..	10,000
XXVII		Total Miscellaneous Services .. £	45,255	56,255
XXIX	9	Assistant Engineers (13)	4,526	7,406
	12	Foremen (35)	6,326	11,126
	14	Temporary Works Staff	7,000	3,500
	41	Passages	2,500	2,974
	42	Travelling Allowances	1,000	1,860
	43	Local Transport and Travelling and Camp Equipment	9,500	11,142
	50	Outfit Allowances	60	240
	54 ^a	African Training Depot, Nairobi .. .. .	..	1,000
	91	Transport Officer	720	800
	92	Assistant Transport Officer	600	710

Head	Item	DETAILS	Amount provided in Draft Estimates	Amount provided by Select Committee
XXIX	93	Foreman Mechanics	948	996
	94	Driver Mechanics	1,080	1,140
	107	Drill Foremen (B)	1,920	3,200
	110	Labour	600	900
	111	Passages	40	260
	112	Outfit Allowances .. .. .	..	120
	113	Travelling Allowances	150	225
	114	Local Transport and Travelling	600	800
	115	Transport of Machinery	500	750
	116	Fuel and Oil	1,000	1,200
	117	General Tools and Plant, Consumable Stores and Casing	1,700	2,000
	118	Repairs	400	500
	121a	European Apprentice .. .. .	..	43
XXIX		Total Public Works Department .. £	123,978	135,705
XXX	1	Maintenance and Improvement of Roads and Bridges	100,000	92,664
	7a	Investigation of Water Supplies .. .. .	..	1,650
	8	Loss and Depreciation of Stores	500	2,000
XXX		Total Public Works, Recurrent .. £	197,190	193,004
XXXI	1	Buildings at Kisumu :—		
		(a) Houses	10,890	—
		(b) Hospitals	8,750	—
	7	Buildings at Machakos :—		
		(a) Houses	7,980	—
		(b) Native Hospital Extension	2,500	—
	8	Buildings at Voi :—		
		(a) Houses	3,280	—
		(b) Hospitals	6,590	—
	10	Rest Houses for Government Servants on Short or Sick Leave, Mombasa	2,500	—
	11	Buildings at Kilifi :—		
		(a) Houses	4,510	—
		(b) Native Hospital	4,600	—
	21	Mombasa-Malindi Road—Continuation of Metalling	2,000	—
	21	Improvement of South Coast Road .. .. .	..	2,000
	22	Improvement of Coast Ferries	1,000	..
	24	Athi River Bridge, Kitui-Kibwezi Road	7,000	3,000
	36a	Nairobi, Canalization of Swamps	—	20,000
	39	Nakuru Township Drains	3,500	7,100
	39a	Kisumu Township Roads and Drains .. .. .	..	4,300
	39b	Purchase of Boring Plant .. .. .	..	8,500
XXXI		Total Public Works Extraordinary .. £	190,851	170,651
XXXII	2	“The Times” East African Number .. .. .	..	1,100
XXXII		Total Trade, Information and Publicity Bureau .. £	5,000	6,100
		TOTAL EXPENDITURE .. £	2,834,161	2,840,197

APPENDIX.

MEMORANDUM RELATIVE TO FENCING AND
DIPPING AND THE CONTROL OF EAST
COAST FEVER.

In formulating a policy to follow in connection with cattle, at least in those settled areas which are suited to such livestock, it is necessary first to portray the situation and afterwards to suggest measures for amelioration. The policy which will ultimately be followed, arises out of a consideration of the case and means for its solution. Once embarked upon the policy admits of no departure from its intentions. From time to time it may be necessary to frame rules which will be more stringent and rigid in some areas than in others. At first it is suggested that at the option of districts such measures as are deemed essential shall be applied.

In Kenya to-day the numbers of breeding cattle owned and farmed by Europeans are approximately 100,000 head of medium to poor quality, some of which are constantly being menaced by diseases, most of them introduced by the movement of diseased stock. The chief disease and the one perhaps most fatal and difficult of control is East Coast Fever: Rinderpest, Pleuro-pneumonia and other diseases are much more readily controlled. Now it must first be accepted and understood that without security in cattle, settlement such as is possible in this Colony is not so likely to be as permanent as otherwise would be the case. There is no doubt but that the cow and the pig are both almost essential elements in permanent European settlement although the stages by which that object is approached and attained vary in many countries. Kenya in many ways is similar to Natal.

The fact that the numbers of European-owned breeding cattle in Kenya are showing no increase, but rather a decrease is a measure of the risk. The European areas are capable of carrying three quarters of a million cattle as a minimum, actually the numbers would be somewhat greater but what is far more important than numbers is that with some measure of security much more valuable and therefore more profitable cattle could and would be kept. If concerted measures are not taken to preserve the livestock then importation of high-class stock loses much of its value and even the wisdom of such action would be questioned. The gradual decline in the importation of purebred stock should be correctly attributed to the enhanced risks run to-day, and the improvement in our cattle that is so highly desirable will not come unless protective action is taken, nor may increase in the numbers of stock on European farms be looked for unless more security is given.

In so far as the country is concerned, with possibly the exception of purely coffee areas, there is a very strong feeling that in Kenya the present methods of dealing with disease, mainly East Coast Fever, are almost ineffective. To such an extent is this view held that one resolution at the Stockowners' Conference advised against settlement on dairy farming land on account of the ravages of East Coast Fever. Practically every area in the country now is menaced by the presence or near presence of this disease and it would appear that the disease must come under control before we as a people can hope to create through our farms the important and profitable market for raw material represented by a herd of cows. I do not think we need labour the importance of good cattle to a community and I see no real reason why Kenya should not raise and support at least as good cattle as Natal.

Accepting the problem as one worthy of solution and recognising in it the necessity for concerted, and somewhat directed action, it would be well to examine the means by which, experience has shown, the disease may be controlled. Eradication is to be hoped for but if control is achieved that it at least a very long step. The problem in Kenya is to my mind considerably simplified by the existence of cattle immune to the disease. Apparently immunity is not bred into an animal; it is acquired. A group of cattle undergoing reaction towards natural immunity will be reduced in numbers considerably; in some cases every animal dies. With the introduction of a means of conferring a temporary artificial immunity the losses suffered subsequently are lessened but are still severe. In conferring artificial immunity some 10 per cent. of cattle die as a consequence of the inoculation and it may be computed that another 15 per cent. die subsequently as a result of re-infection from infected ticks. This natural inoculation of course kills some cattle and reinforces the immunity of others. Repeated several times in the course of a year or so with slighter and slighter losses a number of animals are left with probably complete immunity. The Chief Veterinary Research Officer who is responsible for this work is of the opinion that artificial inoculation is merely a palliative; losses are heavy but not so heavy as would occur were the disease allowed to rage unchecked. The Department therefore would use inoculation to check the progress of the disease requiring at the same time that the cattle so inoculated be kept within a fenced area and that provision be made to keep them clean of ticks. During reaction to inoculation naturally they are infecting all the ticks that get on to them but after immunity has been secured the ticks do not become infected from such animals. The use of immune cattle has from time to time been suggested as a means of cleaning the ticks. There is something in that proposal but it is fraught

with a grave danger as a breakdown and a reaction would reinfect a large number of ticks.

With our present day knowledge the Department is unable to recommend that inoculation should affect the policy of dealing with the disease so far as to be detrimental to two very important things which are considered to be essential, namely Dipping and Fencing. Quite apart from their value in the control of disease on land which is liable to become infected a dipping tank is of utility, and where farms are likely to be made smaller it is important that at least the boundaries be fenced for several reasons.

Putting aside the general value of these farm improvements they function directly as deterrents of disease. Firstly, *Fencing*: Were all the farms in a district properly ring-fenced and were all roads fenced, the menace of unauthorised stock movement would recede to a distance and the invasion of farms by natives owning stock would soon cease. Thus one great object would be almost achieved by a simple measure of fencing. It has been amply demonstrated that much of the spread of diseases, not only East Coast Fever but others, is due to the unresisted and unrestricted movement of such native cattle travelling away so as to leave the disease behind. By fencing, such movements would to a large extent be checked.

The reason why this matter of fencing is brought up for consideration and action is because farm boundaries being common boundaries, both parties are involved when a boundary fence is erected. There are also the relations between Township Authorities and adjoining owners, Railway land boundaries, also main road fencing. It will be necessary to have a specification for fencing.

In regard to Dipping: Every cattle farm ultimately should be equipped with an efficient dipping tank made of durable materials. The object of dipping cattle at frequent and regular intervals is in order that tick life may be destroyed. If we desire to check the spread of tick-borne disease it is considered that the only practical way is to kill off as many ticks as possible. Simply to inoculate cattle—with its attendant loss—is not sufficient. The land owing to inoculation is well sprinkled with infected ticks and young stock will contract the disease early in life and succumb before inoculation is advisable.

For effective dipping throughout an area every owner should dip his stock and wherever there is an outbreak of East Coast Fever compulsory dipping should be imposed. In order to secure these powers the Cattle Cleansing Ordinance should be introduced as a general Ordinance under which rules shall be made.

What should be Government Policy. I think it should be accepted that on general grounds Government approves of the following measures :—

(1) The policy should be to make funds available through the Land Bank for private owners to fence to specification.

(2) To admit the right of districts on a three-fourths majority to adopt the system of compulsory fencing when Government and Railway and perhaps Government and Native Reserves will have to contribute to the cost of fencing the boundaries of their lands in a district at the same rate as though they were private owners.

(3) That Government where concerned should sympathetically consider each case for private fencing outside a declared area in order to encourage the spread of fencing.

(4) The Government and native reserves should if called upon pay half the cost of the fencing of their boundaries contiguous to European areas.

(5) The Uganda Railway should double fence, erect gates and provide protective crossings whenever it passes through a declared area and should adopt the attitude of para. 3 in other areas.

(6) *Dipping.*—The Government should by means of Land Bank advances encourage the erection of specified dipping tanks. The Cattle Cleansing Ordinance should be applied by adoption in certain districts by a three-fourths majority of the land holders. This Ordinance provides for compulsory dipping within the area in the case of outbreaks of the disease.

(7) So intimately bound up with the question of disease in European areas is the business of permitting squatters to keep livestock, particularly cattle, that viewed from every angle there must be a diminution of the numbers of irresponsible stock owners in a district, otherwise the measures to be taken will cost much more to apply.

(8) Certain districts have desired that it shall be illegal for natives to keep cattle within their boundaries—this is known as district option. The Forest Department, so very much blamed for harbouring squatter stock, is prepared to thrust out all squatter stock from their forests in those areas which by district option declare against them. This is only a half measure, forest areas may be between two districts having different requirements. When it is considered that forest areas are used for concealing stolen stock and when it is remembered that natives have their own reserves in which to keep cattle no native cattle should be permitted in a forest or on Government land in the alienated areas.

What Enactments are necessary :—

(1) A Fencing Act to—

- (a) achieve the fencing of private and public boundaries, at a cost which falls equally on those benefitting thereby;
- (b) prevent the staying of cattle;
- (c) promote the efficacy of dipping and the control of cattle movement;
- (d) provide for district compulsion where desirable.

(2) A Cattle Cleansing Ordinance to—

- (a) achieve the destruction of tick life and particularly the destruction of infected ticks;
- (b) prevent the spreading of infected ticks over areas deemed clean,
- (c) provide for compulsory dipping where necessary.

(3) Such a clause in the Resident Natives Ordinance as will enable a district to declare that no such resident natives shall keep any cattle within the boundaries of the district.

(4) A declaration that native cattle will not be permitted in forest areas or on other Government land.

Cost to Government.

(1) The cost of administering these two laws will not be great as they may become part of the district working. Head office expenditure will amount to little more than specifications and perhaps the supply of wire on an order. So much wire will be needed that it will pay Government to import direct both for its own fences and for those erected on Land Bank loans. It will involve storekeeping and perhaps two European inspectors at the start.

(2) The possible expenditure of Government in any one year is not great.

The Uganda Railway is, say, 1,000 miles in length and of this I cannot find more than

Nakuru-Eldoret, Kitale, Broderick Falls, say,	200	miles
Solai Branch	30	„
Kijabe-Nakuru, Lumbwa	190	„
Thomson's Falls	35	„
Nyeri-Narro Moru	15	„
Main line east of Nairobi, say	60	„

530 miles

is likely to require fencing. Within ten years 530 miles of

the Uganda Railway may be double fenced, costing the Railway some £35,000 to £40,000. Railway fencing on account of cattle stops and gates at necessary intervals costs more than ordinary farm boundary fencing.

The Government or trunk roads through districts exercising the option will have to be double fenced the cost being equal to a single fence as the adjoining owner pays half share. All main roads should be double fenced and no gates permitted across the road. I estimate the length of main roads at 2,000 miles of which possibly 1,200 may be affected within ten years. Over a ten years period Government may have to find 1,200 miles of fencing costing altogether, say, £60,000. The upkeep of such is £2 per mile per annum.

Districts.—If districts require to double fence their district roads then a charge will need to be made locally, the district paying half the cost of each fence as usual. This will do away with the continual opening of gates on district roads, but is a matter for districts.

Townships.—The charge for fencing the boundaries of townships may fall partially on Central Government.

Cost to Farmers.—As an example of the cost to the farming population of complete ring-fencing and the provision of a dipping tank, and assuming that only 3,000,000 acres are fenced off into farms of 3,000 acres=1,000 farms :—

	£
1,000 farms having 1,000 dipping tanks at £200, or 	200,000
1,000 farms having 10 miles of fencing each, but one fence does both sides of boundary, say, 5 miles of fencing each 5 x 1,000=5,000 miles, at say £40 ...	200,000
	£400,000
add to this possible Government and Rail- way expenditure, say 	100,000
	£500,000

Spread over 10 years or over 5 years this charge is not a heavy one. To-day the Colony spends £10,000 a year on fencing wire alone.

E. HARRISON,
Acting Director of Agriculture.

Nairobi,
12th November, 1927.

PRESENT POSITION OF EAST COAST FEVER.

The proceedings of the last Stockowners' Conference made the position clear that the stockowners in this country were alarmed at the spread of East Coast Fever and expressed doubts whether the present methods of dealing with the disease were effective. Resolutions were passed pressing Government to perfect means for eradicating this disease, and give an immunisation service.

The ultimate success of the dairying industry of the Colony is largely dependent upon closer settlement and the encouragement of intensive dairy farming and they wished to force the opinion of unfairness to encourage such settlement owing to the decimation of herds by East Coast Fever in many parts of the country.

The results to date show that inoculation can be carried out with the prospect of conferring immunity on approximately 80 per cent. of susceptible cattle.

Inoculation is of assistance to owners in reducing losses, until such time as the disease can be effectively controlled by short interval dipping, combined with thorough hand-dressing and fencing. The experience generally is that on farms where East Coast Fever has existed eradication cannot be hoped for until dipping has been employed for some time, inoculation would be of assistance in reducing the losses until eradication of ticks has been effected by dipping, and, more particularly on large understocked estates.

For small holdings, if infected, immunisation would be of assistance until infection could be eradicated by dipping and hand-dressing and fencing. Closer settlement would mean closer supervision and quicker eradication.

In any case immunisation cannot in my opinion be perfected to eradicate the disease.

There are limitations to immunity in East Coast Fever in nature, or in other words the immunity conferred by natural infection is not complete. The limitations of immunity generally to artificial infection are greater than natural infection.

In view of this expression of opinion the only means of eradicating East Coast Fever is the destruction of the transmitting agent, *viz.*, various species of ticks, by dipping combined with thorough hand-dressing under supervision if necessary, and fencing.

THE INCIDENCE OF EAST COAST FEVER IN KENYA COLONY.

The infection of East Coast Fever in this Colony is described as existing in "dirty" or infected areas, and infected areas within general clean areas. The boundaries of dirty and clean areas are described in the Diseases of Animals Ordinance.

The infection in the dirty areas differs in degree according to the type of country which perpetuates the propagation of ticks, and the density of the stock population. The dirty areas may be grouped as: (1) very highly infected—enzootic; (2) heavily infected, and (3) slightly infected. In the group (1) enzootic, are all Kavirondo Native Reserves; in the group (2) heavily infected, are the Lumbwa, Kamasia, Kikuyu, Meru, Embu, Machakos, and Coastal Native Reserves, also the Trans Nzoia, Uasin Gishu, Kisumu-Londiani, Nakuru, Kyambu, South Nyeri and Nairobi Districts; in the group (3) slightly infected, are the Masai Reserve (except one portion), Elgeyo and Marakwet. Clean areas are the Northern Frontier Province, West and East Suk, Turkhana, and the following districts have infected farms in the clean areas, viz: Molo, Limoru, Naivasha, Laikipia and North Nyeri. Nearly one hundred farms are infected with East Coast Fever in these districts.

THE CONTROL OF INFECTION OF EAST COAST FEVER.

The control of infection of East Coast Fever generally in the Colony would be impossible, particularly in native reserves, until the native stock owner understands the benefits of a dipping and fencing scheme for eradication purposes, and therefore they will not be included in a scheme. It is, however, hoped that when eradication measures are demonstrated with practical results in the alienated areas the confidence of the native stock owners may be established in time.

Infection in the alienated areas may be described in two groups: (1) heavily infected areas with a general spread of disease on most farms, and, (2) infected farms within a clean area. In these alienated areas with cattle cleansing measures and the assistance of immunisation in extreme cases of infection, East Coast Fever eradication can be accomplished in varying periods.

Any control measures should be introduced gradually in order to concentrate on particular districts which, as in the instances of Naivasha, Laikipia, and North Nyeri, could be readily accomplished and, therefore, the question of a district option is indicated giving preference to the above-mentioned stock districts.

CONTROL MEASURES.

(a) *An Act will be required to provide for the cleansing of cattle.*

Ordinance No. 20 of 1920—Cattle Cleansing Ordinance (Cap. 158) p. 1794, Laws of Kenya, Revised Edition, has not been applied yet. Amendments may be necessary in section 3 to give provision for advances from a **Land Bank**.

Sections are necessary to provide for security for loans, interest of cost payable, and landowners furnishing returns of owners of native cattle.

Consequential amendments will be necessary in the Diseases of Animals Ordinance, particularly the rules which govern movement of stock under the dipping section.

(b) *Immunisation Measures.*

It is not anticipated that even with fencing and dipping on heavily infected farms the tick life will be eradicated for some time. The size and the understocking of many farms is an obstacle to the eradication of ticks because the ticks are not collected and brought to the dip. Maintenance of tick life is perpetuated by small game and vermin. In such cases of prolonged infection with sustained mortality it is advocated that immunisation measures be adopted, but provision must be made for fencing and dipping to prevent undue spread of infection.

It will be necessary to introduce a section in the Animal Cleansing Ordinance to cover this immunisation service.

NOTES ON FENCING ACT.

1. To settle what districts shall come under the operation of the Act. For this purpose the Act provides for local option by districts.

2. To settle the kind and specification of the fences to be erected, it is proposed to give in the Rules under the Act minimum specifications of fences: (a) between two farms or farm and railway, (b) between a farm and a Reserve or township.

3. To settle the respective responsibilities of adjoining owners of land as to the incidence of the cost of fencing, repairs, etc.

The Act would deal with boundary fences only, paddocking is purely a private matter. Since every boundary fence is or may be of benefit to the owners on either side, each person benefitting should bear a proportion of the cost. Normally the benefit is equal for each owner and the cost therefore shared equally. It is obvious that in the case of one owner wishing to fence and his neighbour refusing to come in, some form of compulsion must be adopted to make the neighbour pay if he is to receive any benefit. Such compulsory payment may cause hardship unless provision is made to enable an owner to borrow money at reasonable rates.

Hard and fast rules as to the shares of payment should not be made since circumstances vary largely and provision is made in the rules under the act for reference to arbitration where either owner considers the circumstances warrant it.

The particular case of fencing against a reserve needs consideration. It may be claimed that the natives neither ask nor require it, and should not be compelled to foot part of the bill. It should be obligatory on the natives in a reserve to prevent the stock straying on to adjoining farms and if any fence is needed to ensure this the fence should be provided in part by the inhabitants of the reserve.
