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**REPORT ON MANPOWER POLICY
IN THE EMERGENCY**

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REPORT OF THE COMMITTEE ON
IN THE EMERGENCY

REPORT ON MANPOWER POLICY IN THE EMERGENCY

In November, 1954, the Minister for Defence stated in Legislative Council, in the course of the debate on Manpower Policy, that a committee of Ministers was then examining the matter. The intention of this paper is to inform the Legislature of the decisions which the Government has made as a result of that review. The main objects of the inquiry were to assess the manpower required fully to meet the demands of the Emergency, distinguishing between demands which could be met from recruitment from overseas and demands on local manpower; to consider the policy which should be followed to meet those demands, bearing in mind both the necessity of ending the Emergency as soon as possible, and the long-term economic interests of the Colony; and to examine the machinery and procedure for the call-up and posting to duty of local manpower, with a view to considering whether any changes were necessary.

The Law, Policy and Practice Prior to Recent Review

2. The legal authority for the call-up of men for service with the Security Forces is the Compulsory National Service Ordinance (No. 19 of 1951), and the Orders made under it. The Order in respect of European manpower originally made in February, 1953, was amended in March, 1954, to include within its scope all Europeans (other than those in the limited classes specified in the Schedule to the Ordinance) between the ages of 18 and 45. The original European call-up was selective; the Director of Manpower, after consultation with urban and rural manpower committees, issued call-up notices to those men within the age group who, in his judgment, could best be spared from their civil occupations. By March, 1954, it was found that this method of call-up did not produce the number of men required, and the procedure was therefore fundamentally altered. A register of European manpower was compiled, and points were assigned to each individual taking into account his family status, health, age, civil occupation and previous military service. Call-up notices were thereafter issued on the basis of this points system. The individual has a right of appeal to the Exemptions Tribunal set up under section 31 of the Ordinance (No. 19 of 1951); the decision of the Tribunal is final; its composition is as follows:—

Mr. Justice (Sir Owen) Corrie, M.C. (*Chairman*).

Major F. de V. Joyce, C.B.E., M.C.

Mr. J. J. Hughes.

Colonel A. Dunstan-Adams, O.B.E., M.C., T.D.

Mr. R. E. Anderson.

Mr. J. B. Hirst (European Settlement Board).

Mr. G. P. Henderson, O.B.E. (Ministry of Commerce and Industry).

Mr. H. C. O'Brien (the Treasury).

There is also a Release Advisory Committee set up under section 32A of Ordinance No. 19 of 1951 (amended by Emergency Regulations published in Government Notice No. 1612 of 1954), the function of which is to advise on applications for the release of men in the Security Forces, either on personal

grounds, or on grounds that they are needed in their civil occupations: its members are:—

Colonel E. Ross-Magenty, C.B.E. (*Chairman*).

The Hon. N. F. Harris, M.L.C.

Major D. A. Gilchrist (representing G.H.Q.).

Colonel O. T. Durrant (representing the Commissioner of Police).

Colonel R. H. Eastbrook (representing the Commissioner of Prisons).

Major A. MacDonald (representing the Officer Commanding, Kenya Regiment).

Mr. J. B. Hirst (representing the Board of Agriculture).

Mr. H. C. O'Brien (representing the Treasury and Government Departments).

Mr. G. P. Henderson, O.B.E. (representing the Ministry of Commerce and Industry).

3. At the time the new "points" system was introduced, it was decided that European men arriving newly in the Colony should be exempt by administrative arrangement from call-up for a period of 18 months. This decision was necessitated by the fact that, as a result of the call-up, commercial and industrial firms and the Government were finding great difficulty in recruiting essential staff from the United Kingdom, and the economy of the territory was suffering.

4. Later in 1954, this aspect of the matter was again considered, and it was decided—

- (1) that immigrants who had already arrived in the country should be exempt from call-up for a period of two years from their arrival, if due for call-up on or after 1st December, 1954;
- (2) that new immigrants arriving in the future should be exempt from call-up for two years from the date of their arrival; and
- (3) that immigrants due for call-up on or after 1st December, 1954, who had already completed two years' National or war service elsewhere should not be called up at all.

5. At the same time a limit of 30 months, reducing by June, 1955, to 24 months (subject to certain exceptions) was placed, by administrative action, on the period for which an individual would be required to serve in the Security Forces.

6. At the end of 1954, it was decided to suspend for the present compulsory military training under the Compulsory Military Training Ordinance, 1951.

7. In June, 1954, a review had been made by the Economic Research Division of the Treasury, and the conclusion had been reached that, taking into account the economic requirements of the territory, not more than about 1,000 local Europeans could properly be diverted into the Security Forces; the Government and the War Council accepted this conclusion.

Numbers of Civilian Conscripts and Volunteers in the Security Forces—Future Trends

8. In January, 1955, the number of Europeans in the Security Forces was—

Kenya Regiment	292
Kenya Regiment Training Centre and under training in Nakuru	100
District Officers (Kikuyu Guard)	168
Field Intelligence Officers	52
Survey Department	12
Kenya Police Reserve	536
Total ..	1,160

9. Of the 536 men in the Kenya Police Reserve, 200 doing compulsory national service were employed on duties which would normally be performed by regular police officers; 114 were performing duties which would normally be performed by regular prison officers; and 49 were employed in the Passbook Control Office on work which would ordinarily be performed by permanent Government officers. There were thus some 360 men in the Kenya Police Reserve performing work which would ordinarily be performed by permanent Government staff. The Government therefore decided to accelerate normal recruitment locally and overseas for police, prisons and Passbook Control so as to replace with permanent, contract or volunteer staff these 360 conscripted men. This recruitment is progressing satisfactorily: the Commissioner of Prisons and Director of Passbooks will be able to release all conscripts by 31st December, 1955, and the Commissioner of Police to do the same by 31st March, 1956.

10. It will be realized that the policy described in paragraphs 3 to 6 resulted in a flow of new men into the Security Forces and of other men who have completed their prescribed period of service from the Security Forces. An estimate of intake and releases for the years 1955 and 1956 and its effect on the establishment of 1,160 referred to in paragraph 8 above is as follows:—

				<i>Effect on Establishment</i>
<i>Position on 15th January, 1955—Strength 1,180:</i>				+ 20
<i>Year</i>	<i>Estimated Intake</i>		<i>Releases</i>	
	<i>Local</i>	<i>Immigrant</i>		
1955	160	135	430	– 115
1956	160	60	480	– 375

The accelerated recruitment of 360 men referred to in paragraph 9 above will therefore almost offset the shortfall in establishment of 375 which would otherwise have resulted.

11. The Government does not consider that any alteration in the law or legal and administrative machinery described in paragraph 2 above is necessary. The farming, commercial or industrial aspects of particular cases are carefully examined by the Central Exemptions Tribunal (in the case of applications for *exemptions from call-up*) and by the Release Advisory Tribunal (in the case of

applications for *release* from the Security Forces). Both these bodies contain people drawn from the agricultural, business and industrial communities; they also contain representatives of the Treasury and the Ministry of Commerce and Industry.

12. The Government has, however, come to the conclusion that there is a need for certain modifications in the present administrative practice. These have been introduced, and are described in paragraphs 13 to 17.

University Students

13. (i) Boys going to universities or medical schools in the United Kingdom who leave school in a December will be released after performing eight to nine months' compulsory national service, enabling them to go to the United Kingdom for the start of the academic year in early October.

(ii) Boys going to South African universities or medical schools, who leave school in a December, will be given the option of deferring all or part of their compulsory military training and national service. (The South African academic year begins in February.)

(iii) Boys who thus defer all or part of their compulsory military training and national service remain liable for such service when their studies are complete.

Note.—It was estimated that in 1955 there are some 15 students for universities and medical schools in the United Kingdom and five for universities and medical schools in South Africa. In 1956 the totals may rise to 20 and 10 respectively.

14. In certain cases the call-up of an individual has been delayed on the ground that he is already performing (in a civil capacity) work essential to the prosecution of the Emergency. In some cases this work has been performed in operational areas. In such a case the period of service in an operational area will be set off against the individual's period of compulsory national service; he will however retain his liability for compulsory military training under Ordinance No. 57 of 1951 when military training is resumed.

15. Contract police officers who have *completed* two years' contract service with the police will be exempt from call-up under the Compulsory National Service Ordinance. Similarly, such officers who *resign before* the completion of two years' service with the police, but remain in Kenya, will be liable for call-up two years after the date of their original arrival; but their period of police service will be set off against the period of compulsory national service.

16. The age limit for call-up will be reduced from 45 to 35.

17. Call-up notices issued to men who are in medical category D will be cancelled if the individual has had previous military service; or if he is over 25 years of age, whether he has had previous military service or not.

18. Further decisions reached by Government and already put into force, or in the process of being put into force are:—

(a) ASIAN MANPOWER

To achieve closer co-operation between the Directorates of European and Asian Manpower, the offices of each Directorate have been moved and are now housed in the same building. Further, Mr. Justice Corrie has been appointed Chairman of both the European and Asian Exemption Tribunals in order to ensure a common policy.

(b) FARMING COMMUNITY

The Director of Manpower has deferred the call-up of certain farmers *sine die*. Some of those farmers are not willing to take on an assistant to further the development of their farm as they are afraid that this would lead to their own call-up. Government has given an assurance that provided the initial case of the farmer for deferment is a strong one, the recruitment of the assistant will not affect the issue.

(c) USE OF EUROPEAN MANPOWER AFTER CALL-UP

Government is satisfied that the Security Forces are fully alive to the necessity to ensure the efficient use of manpower. It is inevitable that a conscript's posting must, from time to time, place him in a different occupation from that of his civilian life, but Government considers that it is not necessary to review general posting policy.

(d) RESERVED OCCUPATIONS

From time to time requests have been made that, as in the last war, certain occupations should be deemed to be "reserved". Government has given these suggestions the most careful consideration but finds that it is not possible to agree. The Central Exemptions Tribunal, which has a wide representation of all the more important economic interests in the Colony, is in a position to review the manpower position of a professional or commercial concern as a whole and then to decide what proportion of the personnel can be spared for national service. Government is satisfied that the Tribunal is acting most responsibly in this matter, but to ensure that these economic factors are fully considered, an additional member representing the Treasury has been appointed to the Tribunal.

(e) EXEMPTIONS FROM CALL-UP BY VIRTUE OF PREVIOUS SERVICE

The decision referred to in sub-paragraph 4 (3) above, that new immigrants due for call-up on or after 1st December, 1954, who had already completed two years' national service elsewhere should not be called up at all, has been extended to all men, whether new immigrants or not.

