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SELECT COMMITTEE ON DRAFT
ESTIMATES FOR 1929.

REPORT

December, 1928.

KENYA NATIONAL ASSEMBLY
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SELECT COMMITTEE ON BUDGET ESTIMATES FOR 1939

REPORT

The Select Committee of the Legislative Council appointed on the 15th November 1938 to consider the draft Estimates for 1939 held its first meeting on the 16th November and was in practically continuous session until the 19th December. The Hon. Mr. J. H. P. O'Connell, M.P., Chairman of the Committee, and his assistants from the Civil Service, Mr. J. H. P. O'Connell, M.P., and Mr. J. H. P. O'Connell, M.P., were present at the meetings. The Committee has the honor to report that it has considered the draft Estimates for 1939 and has the pleasure to announce that it has approved the same with certain amendments which are set out in the accompanying schedule.

Approved by the Committee on the 19th December 1938.

J. H. P. O'CONNELL, M.P.

Chairman

Members: J. H. P. O'CONNELL, M.P.

W. J. H. O'CONNELL, M.P.

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

SELECT COMMITTEE ON DRAFT ESTIMATES FOR 1929.

REPORT.

The Select Committee of the Legislative Council appointed on the 15th November, 1928, to consider the draft Estimates for 1929 held its first meeting on the 16th November and was in practically continuous session until the 4th December. His Excellency Sir Edward Grigg presided over the meetings of the Committee until his departure from the Colony. Thereafter the Committee sat under the chairmanship of His Excellency Sir Jacob Barth. The draft of this report was considered at meetings held on the 17th to 19th December.

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 :—

	£	£
Decrease in Revenue Estimates		4,192
Increase in Estimates of Recurrent Expenditure ...		71,038
Decrease in Estimates of Non-Recurrent Expenditure ...	30,146	
Decrease in Estimated Surplus	45,084	
	£75,230	75,230

Effect of
recommendations on the
Estimates.

Incorporating these recommendations the Estimates show :—

	£	£
A total Revenue of	3,265,174	
A total Expenditure of—		
Ordinary	£3,060,441	
Extraordinary	127,724	
		3,188,165
And a Surplus of		77,009
	£3,265,174	3,265,174

The surplus of £77,009 has been calculated so as to include a sum of £75,000 with a view to assisting in a reduction in the cost of living.

The sum of		£869,301
was shown in draft Estimates on account of items covered by reimbursements and cross-entries. This has been increased by		1,158
Net revenue and expenditure figures are therefore given by deducting		£870,459
from both sides.		

The Estimates as now amended show :—

	£	£
Net Revenue	2,394,715	
Net Expenditure—		
Ordinary	£2,189,982	
Extraordinary	127,724	
		2,317,706
Surplus		77,009
	£2,394,715	2,394,715

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

SURPLUS BALANCES.

Surplus
Balances.

Before dealing in detail with the draft Estimates as submitted to Council, the Committee considered the general question of the Colony's surplus balances with particular reference to the policy proposed by the Government for devoting money available from surplus balances to the construction of capital works.

A Committee composed of the Colonial Secretary, the Treasurer, the General Manager, Kenya and Uganda Railways and Harbours, the Auditor and all Elected Members of the Legislative Council was appointed in July to give advice regarding the disposal of surplus balances. The Select Committee on Estimates, which contains many members of the Committee on Surplus Balances, considered with the General Manager and the Auditor the draft of a report prepared by the latter Committee, proposed certain amendments thereto, and incorporates the following report in its own recommendations :—

YOUR EXCELLENCY,

The Committee appointed to advise on the matter of the disposal of the Colony's Surplus Balances has the honour to submit the following report :—

2. The members of the Committee were as follows :—

The Hon. Acting Colonial Secretary (Chairman).

The Hon. Treasurer.

The Hon. General Manager, Kenya and Uganda Railways and Harbours Administration.

The Auditor.

All Elected Members of Legislative Council.

3. The Committee held six meetings between the 18th July, 1928, and the 16th November, 1928.

4. The terms of reference were—

To advise on the following :—

(a) The minimum amount of the accumulated surplus which should be held available in liquid form.

(b) The amount which should be held available for use as loan money in Kenya.

(c) The amount of available surpluses which should be placed annually to these two heads.

(d) The amount which should be spent on Extraordinary Public Works.

(e) Matters arising therefrom.

5. The Committee had before it the Colony's Balance Sheet at the 31st December, 1927, showing a surplus of £693,260 at that date. The definition of "surplus" on which the following proposals are based is that it is the sum of money which represents the accumulated excess of revenue over expenditure at any time.

In regard to the Balance Sheet, the Committee is of opinion that as there is no doubt of the Colony's capacity to pay interest and sinking fund on the loans against which funds have been advanced, no alteration should be made in the form of the Balance Sheet as rendered by the Treasurer of the Colony.

The Committee recommends that details of the Surplus Fund Account should be shown as an Appendix to the Colony's Balance Sheet, and that interest accruing upon the Surplus Fund Account should be credited to Revenue.

6. In regard to the first term of reference, namely, the minimum amount of accumulated surplus which should be held available in liquid form, the Committee agrees that the sum of £50,000 should be reserved for this purpose to be used by the Treasurer as a working balance as required on the understanding that it is permissible for the Treasurer to obtain additional funds for maintaining necessary working balances, as a temporary measure, by means of an overdraft, but that if such overdraft at any time appears to be more than temporary in its nature, recourse shall be had to surplus balances.

7. It is noted that the surplus as shown in the Balance Sheet includes amounts in respect of Unallocated Stores.

The Committee was informed that the Public Works Department Unallocated Stores are stores of a general nature, required not only for revenue works, but also for loan works and that were it not for the large loan programme now in progress, a sum of £75,000 would be sufficient provision under this head. The Committee was further informed that in addition to the Public Works Department Unallocated Stores, reserve stores are also required for the Post Office and three or four other and minor accounts, and the Committee was advised that for these purposes a sum not exceeding £35,000 is sufficient.* The Committee is therefore of the opinion that the portion of the surplus to be represented by Unallocated Stores should not exceed £110,000.

8. The Committee recommends that a certain sum of money should be held in reserve in negotiable securities and that the amount so held should be related to the net revenue of the Colony. The Committee considers that, provided the system of framing conservative estimates of revenue on the lines adopted in previous years is maintained in the future, it will be sufficient if the sum so held in reserve is maintained at not less than ten per cent of the highest actual net revenue obtained in any previous year.

The Committee wishes to add its opinion that if the method of estimating revenue should be altered, the percentage of actual net revenue to be devoted to the reserve would need re-consideration.

9. The final recommendation of the Committee is that after meeting the requirements of:—

Liquid Working Balance	...	...	£50,000
Unallocated Stores	...	...	£110,000
Reserve—10 per cent. of the highest actual net revenue obtained in any previous year;			

the remainder should be used to assist the development of the Colony through a Land Bank and by means of other works for the development of the Colony. Detailed figures of the application of the above proposals to the surplus balances of the Colony as at the end of 1927 are given in the Appendix to this report.

10. The Committee is of the opinion that money from the Colony's surplus balances should from time to time be set aside for Land Bank purposes. The question of the rate of interest which should be charged on money devoted to this purpose was discussed, but no recommendation is made at the present time.

*NOTE:—

	£
Post Office Unallocated Stores	21,000
King's African Rifles Rations	4,000
Trade Goods	3,000
Rupees for Dhow Traffic	2,000
Miscellaneous Stores	5,000
<i>Total</i>	<u>£35,000</u>

11. The Committee recommends that all proposals for the expenditure of funds made available from surplus balances should be placed before Council by separate motion, and should be made distinct from Supplementary Estimates designed, in accordance with Colonial Regulations, to cover the cost of services which could not have been foreseen at the time Annual Estimates were prepared. Such proposals should be submitted to the Legislative Council in a form which makes it clear that the expenditure proposed is expenditure against the Colony's surplus balances.

APPENDIX.

Actual Revenue, 1927	...	...	...	...	£	2,846,110
Re-imburements and cross entries:—						
Endowment of Ali bin Salim School	...	...	...	...	£	1,348
Re-imburements	...	...	...	...		397,390
Contribution from Railway for maintenance of Railway Telegraph Lines	...	...	...	...		5,821
Sale of Posho	...	...	...	...		1,516
Interest on Advances pending the raising of Loans	...	...	...	...		139,077
Postal Charges	...	...	...	...		5,477
Forest Produce	...	...	...	...		196
						<u>550,825</u>
NET REVENUE, 1927	...	...	...	...		<u>£2,295,285</u>

10 per cent. of Net Revenue, 1927—say, £230,000.

SURPLUS BALANCES.

Surplus Balance as at 31st December, 1927	...	...	£693,260
Liquid Working Balance	...	...	£50,000
Unallocated Stores	...	...	£110,000
Reserve—10 per cent. of actual net Revenue for 1927	...	...	£230,000
Remainder	...	...	£303,260
			<u>£693,260</u>
TOTAL			

Of the remainder of £303,260
a sum of 47,702
represents re-votes of expenditure voted but not incurred during 1927, for which no provision is made in the Estimates for 1928.

The Treasurer made it clear to the Committee that he could only agree to the reservation from surplus balances of so comparatively small a sum as £50,000 for the purpose of a working balance if current revenue, month by month, continued to exceed current expenditure. The surplus of current revenue over current expenditure during the course of a year provides in itself an operative working balance which lessens the reliance which would otherwise have to be placed on surplus balances to provide an adequate working balance.

Working
Balances.

For this and other reasons the Committee is particularly anxious that no intermediate expenditure should be incurred in any year against the anticipation of surplus balances accruing in that year, but that the position should be reviewed annually when the accounts for the previous year have been closed and that the amount of money to be devoted to the construction of capital works from the surplus balances of the previous year should then be determined, taking into account the full financial circumstances at the time.

The Committee recommends that a sum of £200,000 from surplus balances available at the end of 1927 be definitely set aside for Land Bank purposes and be invested until so required in easily realisable securities, such as advances pending the raising of loans.

Land Bank.

It usually happens that some of the non-recurrent works which have been authorised in the Estimates or in Supplementary Estimates of a year have not been completed by the end of that year and that the sums voted therefor have not been fully spent. In such circumstances, it is in accordance with Colonial financial procedure for the Legislature to be asked to revoke the unexpended balance for the service of the subsequent year, to enable the work to be completed. As the Colony's annual accounts are confined to expenditure actually incurred up to the end of the year, surplus balances calculated at the end of the year will contain, in such circumstances, sums of money which must be spent to enable duly authorised works to be completed. In other words, it is necessary, in order to ascertain the amount of surplus balance which is free of any commitment, to deduct from the surplus balance as shown a sum representing the amount of money to be revoked.

Revotes.

The Committee proposes that account should be taken of the revotes necessary in calculating the amount available for expenditure on new capital works from the surplus balances of 1928 and future years. In dealing with the surplus balance at the end of 1927 it has ignored this factor for the following reason. Revotes from 1927 to 1928 totalled £47,702. At the time when the Committee considered the matter, Colonial accounts had been closed up to the end of August and showed an excess of revenue over expenditure of £152,105. The expenditure taken into account in calculating this realised surplus as at the end of August, 1928, includes expenditure on capital works for which money was revoked earlier in the year, so that the commitments in respect of revotes at the end of 1927 may be held to have been met from the revenue of 1928 and the total amount of the surplus balance at the end of 1927 may be regarded as available for disposal on the lines suggested by the Committee. In this case, the calculations have been simplified by the fact that the financial working of the first eight months of the current year was known at the time when proposals for the disposal of the 1927 surplus balances were under consideration. In future years the intention is that the question should be reviewed much earlier in the year and the amount by which revotes entail commitments in respect of the surplus of the previous year should, therefore, normally be taken into account.

The Committee also considered the source from which funds should be drawn for making advances in connection with the scheme for enabling Civil Servants to erect their own houses, for making advances to Municipalities and other similar bodies, and for other purposes.

Advances.

The scheme for assisting Civil Servants to erect their own houses is not yet in full operation; applications have not yet been invited; and the Committee considers, therefore, that the introduction of this scheme should not be regarded as necessitating any reservation for this purpose from the 1927 surplus balances. It is of the opinion, moreover, that funds to make advances under this scheme should be drawn from loan funds already voted for the housing of Government officials.

No information is available at the moment in regard to prospective loans to Municipalities and other bodies and the Committee therefore considers it unnecessary to make any reservation on this account in dealing with the question of 1927 surplus balances.

The Committee considers that expenditure incurred on works for which funds are to be found from surplus balances accrued at the end of 1927 should be shown separately in the Colony's accounts as expenditure against the surplus balances for that year.

REVENUE ESTIMATES.

Customs Revenue.

The estimate of Customs revenue was considered with the Commissioner of Customs, who informed the Committee that the estimate had been prepared on the same basis of estimation as had been employed in previous years. In the opinion of the Commissioner of Customs the estimate of Customs revenue for 1929 is a conservative estimate.

Licences under Traffic Ordinance.

The Committee is ^{advised} surprised that the introduction of the new Traffic Ordinance as from the beginning of 1929 is calculated to mean an increase of £9,000 in the estimate of revenue in respect of licences under the Ordinance (Revenue Head II, item 8). As the estimates of expenditure relating to contributions to Local Authorities in respect of Traffic Revenue (Expenditure Head XXVII, items 5 and 12) were calculated in draft Estimates on the assumption that the new law would be in force next year, no consequential alterations in the Expenditure Estimates are entailed.

Petrol Tax.

While not wishing to press for the amendment of a law which so recently passed its third reading in the Legislative Council, the Committee considers that no adequate grounds have been given for imposing an additional burden on the tax-paying community, particularly at a time when it is proposed to devote £75,000 towards a reduction in taxation with a view to lowering the cost of living. They therefore propose that relief should be given to owners of motor vehicles, by whom the higher revenue for licences will be mainly paid in the form of a reduction of the petrol tax from twenty-five to fifteen cents per gallon, which will result in a decrease in the revenue estimate (Head II, item 16) from £40,000 to £24,000. The Committee is of the opinion that steps should be taken to ensure that this reduction in the tax is passed on to the consumer.

Government House Furniture.

The Committee is advised that the regulations which previously provided that His Excellency the Governor should pay annually into revenue an amount calculated at five per cent. on the estimated value of the furniture in the bedrooms, kitchens and other rooms not used for the public receptions of company, has now been revoked and that the amount of £350 should be deleted from revenue estimates accordingly. (Head III, item 22). Captain Kenealy and Colonel Durham wish their opposition to this deletion to be recorded.

Sale of Township Plots: Construction of Roads and Drains.

The Acting Commissioner of Local Government, Lands and Settlement placed before the Committee a proposal under which, when township plots were offered for sale, the cost of the construction of roads and drains to serve the plots concerned should be included, thus relieving purchasers of their personal liability in this respect. A varying percentage of the sums realised at sales would thus become available for expenditure on these purposes. The

Committee recommends that this proposal be adopted, and that sums of £1,000 be added to the revenue under Land Sales (Head XII) and to expenditure estimates under Public Works Extraordinary. Captain Kenealy dissented from this recommendation.

Of the surplus of revenue over expenditure appearing in draft Estimates a sum of £75,000 was set aside by the Government towards a reduction in the cost of living. In his opening speech at the present session of the Legislative Council, His Excellency stated that proposals to this effect would be submitted for discussion by the Select Committee in order that when agreement was reached instructions might be given to the Kenya representatives at the coming Tariff Conference.

Reduction in
cost of living.

The Committee was informed that the Government's proposals in this respect were that the Kenya representatives at that Conference should be instructed to procure an all-round percentage reduction in the customs duties leviable on articles of common consumption among all communities, other than articles of luxury.

Before coming to any decision on the question of how best to make an effective reduction in taxation to the extent of £75,000, the Committee examined the Government's proposals with the Commissioner of Customs. It understands that a periodical review of customs tariffs is desirable in the interests of the administration of the customs laws, to rectify anomalies found by experience to exist in tariffs which have operated for a number of years, and, in certain instances, to consider alterations in specific duties levied on articles whose price at present is materially different from what it was when the specific duty was determined.

Review of
Customs
Tariffs.

The Government of Kenya has written to neighbouring East African Governments proposing that a Customs Tariff Conference should be convened at which these matters should be discussed and has suggested that the question of a general reduction in customs duties on articles of common consumption should be considered by that Conference.

Proposed
Customs
Tariff
Conference.

The Committee understands that the neighbouring Governments have not yet concurred in the proposal, and that no information is forthcoming as to what their attitude might be towards the suggestion for a general reduction of duties.

At the same time, it is informed that the Governments of Uganda and Tanganyika are anxious that the question of protective tariffs should be reviewed, and there is little doubt that this question will be raised if a Customs Conference is convened. The Committee feels therefore that careful consideration should be given in Kenya to the whole question of customs tariffs and cognate matters of fiscal policy before a Customs Conference is called in order that the Kenya representatives at that Conference may be fully informed of local opinion on the subjects under discussion.

Protective
Duties.

The Committee therefore suggests that the whole question should be referred to a Committee appointed under wide terms of reference to consider the value of a continuation of the present protective duties, to discuss the merits and demerits of such duties, and, if it should be decided to retain them in whole or in part, to frame recommendations as to the best means of reconciling their retention with the operation of the Customs Union with Tanganyika and Uganda, to consider the advantages to be derived from a continuance of a Customs Union and the consequences of dissolving the Union, to investigate the question of railway rates in so far as they affect the fiscal policy of this country, and the question of assimilation of rates with Tanganyika Territory Railways, and, generally, to put forward proposals as to the instructions which should be given to the Kenya representatives at the Customs Tariff Conference.

Committee
on Tariffs, etc.

It was suggested that the constitution of the Committee should be as follows :—

- The Director of Agriculture (Chairman),
- The Treasurer,
- The Chief Native Commissioner,
- The Commissioner of Customs (to sit as a member of the Committee, but to have no vote),
- All Elected Members of Council,
- The Chairman of the Nairobi and Mombasa Chambers of Commerce,
- A representative of Indian commercial interests, with the Clerk of Legislative Council as secretary.

It is proposed that this Committee should take into consideration also the questions of Beer Excise Duty and the rate of customs duty on patent foods for children and invalids.

Report of
Hilton Young
Commission.

The Committee also observes that questions of such inter-territorial concern as the Customs Union and railway policy must inevitably come under review in the Report of the Hilton-Young Commission which is due to be published in the near future, and that the proceedings not only of the Customs Tariff Conference but also of the proposed Kenya Tariff Committee must be considerably affected by the terms of that Report. For the reasons therefore that it is essential for the proposed Kenya Tariff Committee to investigate the whole question before instructions can be given to the Kenya representatives at the Customs Tariff Conference, and that, in the opinion of the Committee, it would be premature for any such instructions to be issued and for the Conference to sit before the Report of the Hilton-Young Commission has been published and considered, the Committee recommends that the Government of Kenya should propose to the neighbouring Governments that the Customs Tariff Conference should be postponed until these necessary preliminary steps have been taken.

Delay in
introducing
reductions.

The terms of reference proposed for the Kenya Tariff Committee are designedly wide and considerable time must be taken before it can arrive at its conclusions. Some delay therefore must necessarily be entailed before it will be possible to make any reduction in customs duties aimed at a reduction in the cost of living. The Committee feels, however, that the issues arising out of a general consideration of the question of customs tariffs, including the question of protective duties, are of such vital importance to the welfare of the Colony, that this delay must be faced.

Alternative
methods.

The Committee did not confine its attention to the Government's proposals for making reduction in taxation by way of a reduction in customs duties. The possibility of making a reduction in other forms of revenue which affect the whole community was also considered, but it was clear that satisfactory progress could not be made on these lines until the question of customs tariffs had been dealt with. The prior allocation to other forms of remission of taxation would necessarily affect the deliberations of the Kenya Tariff Committee and prejudice an issue which can only be clearly understood when that Committee has reported. The Committee is opposed for many reasons to temporary reductions in items of taxation which should, in its opinion, be kept as stable as circumstances permit.

Action
proposed.

The Committee therefore is of the opinion that the best course of action is to press forward consideration of the question of customs tariffs by the Kenya Tariff Committee with a view to obtaining a complete picture; for the Kenya Government to ask neighbouring Governments for an expression of their views in regard to the question of customs tariffs; to estimate from a consideration of the general question and of such information as may be

forthcoming as to the views of neighbouring Governments, the amount of money which should be set aside for a reduction in the cost of living by means of customs duties, and to return at a later date to the question of how best to apply the difference, if any, between £75,000 and the sum so set aside to a reduction in other items of revenue.

Elected Members agree to the reservation of the whole sum of £75,000 until decisions have been taken as a result of the recommendations of the Kenya Tariff Committee, but they wish it to be understood that this does not imply that they will be prepared to devote the whole sum or any part of it to a reduction in customs duties, or that the Kenya Tariff Committee should regard the whole sum or any part of that sum as available for disposal in this way.

His Excellency undertook that the Select Committee would have an opportunity of considering those questions when the report of the Kenya Tariff Committee was received, and that no instructions would be given to the Kenya representatives at the Customs Tariff Conference until the Select Committee has been consulted.

The Committee also considered the position arising out of the inclusion in the agenda of the Inter-Colonial Railway Council meeting, to be held in Uganda early in December, of the discussion of proposals regarding railway rates which, if put into effect might materially affect Kenya's fiscal policy. Elected Members represented that any step of this kind must prejudice the question of protective tariffs, which had been referred specifically to the Committee mentioned above.

Railway Rates.

As one of the points listed for discussion at the Railway Council meeting aimed at an assimilation of railway rates between the Kenya and Uganda and the Tanganyika Railways, they considered also that there was a danger of action being taken on a matter of East African Inter-Colonial policy which might be affected by the report of the Hilton-Young Commission. They held that such a discussion was premature and that it was likely to bring about a feeling of suspicion in regard to any future extension of Inter-Colonial policy.

Finally, they represented that a number of the railway rates in force on the Kenya and Uganda Railway formed, in fact, an integral part of the fiscal policy operating in Kenya and that any change in those rates must be considered in relation to that policy. Whatever conclusions might be reached by the proposed Committee in regard to protective duties and their relation to Kenya's fiscal policy, Elected Members expressed their opposition to any suggestion that that fiscal policy should be affected by an Inter-Colonial discussion on railway rates.

His Excellency referred to the difficulties of the constitutional position and stated that he was unable to give any undertaking as Governor of Kenya which might conflict with his duties as High Commissioner for Transport. In reply to the inquiry from the Select Committee, His Excellency as High Commissioner stated that he would agree to no changes in export or import or internal rates which might react adversely on production and trade in either of the two Territories served by the Railway without giving the Territory affected full time to consider the changes in view, to make such representations as it desires, and, if those representations are found to be incompatible with Railway and Harbour policy, to make such adjustments in its own fiscal or other arrangements as it may think advisable.

Undertaking by His Excellency the High Commissioner.

The Government of Kenya has given instructions to its official representatives to act in accordance with the above statement of policy.

It has been the practice during the past three years to maintain a surplus in Estimates at least as great as the net revenue derived under the Widows' and Orphans' Pensions Scheme. The institution of a fund to which such revenue would be credited and out of which pensions due to widows and

Revenue from Widows' and Orphans' Pension Scheme.

orphans would be paid has been the subject of correspondence with the Secretary of State, who has definitely expressed his opposition to the creation of such a fund. Elected Members agree with the arguments put forward by the Secretary of State against the creation of such a fund and are satisfied that the interests of widows and orphans do not suffer under the present system. The Committee therefore sees little point in adding the net revenue so derived to the Colony's reserve fund. In present practice, although Estimates show a surplus covering this net revenue, such revenue is included in the Colony's surplus balance when the accounts of the year are closed, and it is therefore included in the total figure to be allocated from surplus balances at the end of a year on the lines proposed in that part of this report dealing with surplus balances. The Committee regards this as anomalous, and considers that the practice of making provision in Estimates for a surplus designed to cover the net revenue derived from this scheme should be abandoned.

EXPENDITURE ESTIMATES.

Expenditure
Estimates.

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

Leave and
Passage
Regulations.

Proposals for a general revision of the terms of service in so far as they relate to the length of tours of service, the rate at which overseas leave shall be granted and the facilities for taking leave locally have been under consideration since 1925. No agreed scheme of revised leave and passage conditions has yet been formulated and the most recent report on the matter produced a measure of disagreement which necessitated a further meeting of the Committee considering the matter. That Committee did not meet prior to the departure of His Excellency the Governor. The Committee understands that His Excellency the Governor proposes to discuss the matter during his visit to England on receipt of later information from the Colony. Elected Members urge that the Government should take immediate steps to convene a further meeting with a view to arriving at a conclusion which satisfies local opinion as a basis for discussions by His Excellency in London.

The Committee feels that whatever form a revision of the terms of service may ultimately take, the fact that such a revision is contemplated in the near future should be taken into account in making new appointments to the Kenya Service and that selected candidates for vacant posts should be advised from now on that their appointments will carry such privileges in respect of leave and passages as may be in force at the end of the first tour of service for which they are engaged.

Many appointments in the junior ranks of the Service should, in the opinion of the Committee, be filled temporarily on a month to month basis pending the introduction of the revised regulations under which forms of agreement can be drawn up embodying the new terms.

Opportunities
for employment
of locally-
trained
Europeans.

Elected Members feel that information regarding vacancies which may arise from time to time in Government Service or in other employment is not made sufficiently available to the parents of boys and girls who are approaching the end of their school life and consider that a system should be inaugurated whereby parents of local candidates for employment in Kenya may have ready access to information which would help them to choose a career for their children. The Committee agrees that the primary responsibility for obtaining and applying such information must rest on parents and guardians and not on the State, but it considers that regular notification should be exchanged between Government Departments requiring candidates and the Education Department and it suggests that School Area Committees could usefully collect information as to vacancies likely to occur both in Government and in other employment, so that it may be available on application by the parents or guardians of children about to leave school.

Elected Members consider that the time has arrived when the office organization of Government Departments should be subjected to expert examination. They consider that it may be found that Government offices in general are over-staffed and that methods of work are antiquated and they urge that the Government should seek expert opinion in the matter. His Excellency undertook to raise the question during his visit to England with a view to obtaining the services of an expert to carry out such an examination of Government offices.

Office
organization of
Government
Departments.

PUBLIC DEBT FUNDED.

The Committee understands that the whole question of the policy to be pursued in respect of the flotation, management and redemption of East African loans was referred to the Hilton-Young Commission, and considers that no useful purpose would be served by going into the question in advance of the publication of that Commission's report.

RENT AND INTEREST TO H.H. THE SULTAN OF ZANZIBAR.

The position in respect of payments made by Kenya under this Head was discussed, but no recommendation was made.

HIS EXCELLENCY THE GOVERNOR.

In order to avoid discussion in detail on the vote of His Excellency the Governor, which they do not consider desirable, Elected Members have proposed that the total of the vote should be placed at a fixed sum which, in a normal year, they suggest should be £18,000. It is proposed that the vote under this Head of Estimates should not come up annually for discussion unless additional money is required for special purposes.

In regard to the Estimates for 1929, it is proposed that a sum of £400 be added to the total of £18,000 to cover the special item of "Extra Allowance for the Acting Governor."

These proposals entail a reduction of £414 on the vote as contained in draft Estimates and this sum, the Committee understands, should be deducted from the item for Local Transport and Travelling and Upkeep of Motor Cars.

SECRETARIAT AND LEGISLATIVE COUNCIL.

The question of allowances to be paid to Unofficial Members of Council was referred to a Sub-Committee, as a result of whose deliberations the Committee recommends:—

Allowances to
Unofficial
Members of
Council.
Item 26.

(1) That each Unofficial Member of Council should be entitled to draw an allowance at the rate of sixty shillings a day in respect of any day on which he attends a meeting of the Legislative Council or of a Committee of the Legislative Council;

(2) That each Unofficial Member whose normal place of residence is more than ten miles from Nairobi should be entitled to draw an allowance at the rate of sixty shillings a night in respect of each night the Member is necessarily absent from his home in attending meetings of the Council or of a Committee of the Council, provided that the attendance allowance has not been claimed in respect of the day preceding that night of absence from home;

(3) That each Unofficial Member should receive a card pass on the Kenya and Uganda Railway;

(4) That each Unofficial Member whose normal place of residence is more than ten miles from Nairobi should be entitled to claim a motor mileage allowance at the rate of fifty cents a mile in respect of any journey by motor car between Nairobi and his home undertaken for the purpose of attending a meeting of the Council or of a Committee of the Council, the occasions on which such journeys by motor car are undertaken being left to the discretion of the Member concerned.

The Committee suggests that allowances at similar rates and on similar conditions be paid to Unofficial Members of Executive Council also.

The Committee also recommends that in the case of meetings of the Legislative Council or of Committees of the Council being held elsewhere than in Nairobi, claims should be assessed on the assumption that the place of meeting is substituted for the word "Nairobi" in the second and fourth parts of their proposals.

The Committee proposes that the revised rate of allowances should be paid as from the beginning of the present session of the Council.

ADMINISTRATION.

GENERAL STAFF.

Provincial
Administration.

His Excellency further explained the proposed alteration in the system of Provincial Administration whereby, in accordance with suggestions made in the report of the Local Government Commission, it was proposed that the Colony and Protectorate should be divided into a number of Provinces each under the charge of a Senior Commissioner whose duties, as senior administrative officer in charge of the Province would be to maintain liaison between the local authorities in the settled areas and native reserves situated in his Province. The change of system implies a degree of devolution. District Officers in administrative charge of Non-Native Districts, who at present correspond direct with the Secretariat, will in future correspond with a Senior Commissioner who will refer to Government only in cases with which he is unable to deal personally.

Senior Com-
missioners.
Items 1 and 2.

The Committee understands that this reorganization of the Provincial system of administration is expected to entail the division of the Colony and Protectorate into eleven Provinces and not into ten Provinces as reflected in draft Estimates. The large area and the difficulties of maintaining efficient communications in Turkana make it desirable that a Turkana Province should be established separate from the remainder of the Nzoia Province, which is at present too extensive to be administered efficiently from one Provincial headquarters. The Committee therefore agrees to the addition to Estimates of one post of Senior Commissioner, second grade.

The staff of Senior Commissioners will thus be increased to eleven. The Committee proposes that the ultimate establishment shall be four first grade and seven second grade Senior Commissioners. For the purposes of the Estimates for 1929, it understands that there are staff reasons which render it temporarily necessary to provide for five first grade posts, as was approved in the Estimates for 1928, one being supernumerary to establishment. The Estimates for 1929, as proposed by the Committee, therefore show five first grade and six second grade posts and adjustment will be made so soon as the necessity for the supernumerary first grade appointment has disappeared.

Consul for
Southern
Abyssinia and
Frontier
Agent, Maji.
Items 6 and 7.

Elected Members pressed for the abolition of the posts of H.B.M.'s Consul for Southern Abyssinia and the Frontier Agent, Maji. They expressed the opinion not only that these posts were not a fair charge on the Colony's revenue but also that there were no longer adequate grounds for retaining them.

District Staff.

His Excellency informed the Committee that he had had under consideration a revision of the staff arrangements at the headquarters of Administrative Districts under which much of the routine work at present falling to be done by District Officers should be carried out by responsible District Clerks, thus releasing District Officers for the more important administrative work necessary in each District. His Excellency instructed the Acting Chief Native Commissioner to go fully into this proposal when considering staff arrangements and requirements in connection with the proposed reorganization in the system of Provincial Administration.

The Committee discussed proposals placed before it by the Acting Chief Native Commissioner for the grant of Duty Allowances to Administrative Officers serving in the Northern Frontier Province. The Acting Chief Native Commissioner stated that conditions of life in many stations in the Northern Frontier Province and Turkana prevented married officers being accompanied by their wives and that this made it difficult in practice to select married officers for work in these areas. Officers to fill the twelve administrative posts in these areas were, therefore, in present circumstances, almost invariably drawn from among unmarried officers, and many of these were cadets in their first tour of service. Experience had shown that protracted periods of service in such parts were dangerous to health and led to mental disabilities which might be permanent, so that it was highly desirable to broaden the field of selection and make it possible to post married officers to these Provinces. The Committee agreed to recommend the payment of Duty Allowances of £100 per annum to married Administrative Officers posted to the Northern Frontier Province and Turkana in order to mitigate to some extent the additional expense entailed, and proposes that a sum of £600 be inserted in Estimates for this purpose.

Duty Allowances to married officers serving on the Northern Frontier Province and Turkana.

Captain Kenealy dissented from this recommendation on the ground that the problem was one which affected the terms of service of Government officers and should be considered as a part of the revision of terms of service generally.

The Committee considered proposals placed before it for the reorganization of the work of labour inspection. There is at present provision in Estimates for five Labour Inspectors, one of whom is pensionable, but the rates of pay of the non-pensionable Inspectors are such that there is little inducement to efficient Labour Inspectors to stay in the Service. The results are frequent changes of staff and great difficulty in obtaining suitable candidates for the posts. The Committee agrees in principle to proposals placed before it to the effect that the work of labour inspection should form part of the duties of Administrative Officers and recommends that the post of Labour Inspectors should be deleted from the Estimates, the Administrative staff being strengthened to enable the work to be properly done. The Committee is informed that an addition of three to the staff of District Officers will be sufficient for this purpose and recommends that this alteration be made in Estimates accordingly.

Labour Inspection.

LOCAL GOVERNMENT, LANDS AND SETTLEMENT.

The Committee proposes that the post of Lands Secretary on the division of Local Government, Lands and Settlement should be placed on the same grade as the Secretary (Item 35) and that this should be done by deleting the item Lands Secretary and making provision for two Secretaries.

Lands Secretary.
Item 36.

The following statement on land alienation was placed before the Committee by the Acting Commissioner for Local Government, Lands and Settlement :—

Land Alienation.

On 16th August, 1928, the following resolution was carried in Legislative Council on the motion of the Hon. T. J. O'Shea, seconded by Captain the Hon. E. M. V. Kenealy :—

“ That this Council is in favour of Government immediately proceeding with the alienation of such areas of land in the settled areas as can be made available and such further areas as do not involve any question of native rights.”

2. Government proposes to put this resolution into effect by proceeding with a programme of land alienation as indicated hereunder.

A.—Closer Settlement Scheme.

This Scheme, which received the approval of Legislative Council on 20th June, 1928, is at present under reference to the Secretary of State with a view to securing the approval of the Overseas Settlement Department to the proposals for its assistance embodied therein.

As the general proposals of the Scheme are dependent upon the establishment of a Land Bank from which loans on easy terms of repayment may be made against the security of the land, the Scheme cannot be put into operation until the Land Bank Bill is enacted. Meanwhile, progress is being made with the intermediate details preparatory to launching the scheme.

The area at present included in the Scheme is approximately 72,000 acres, of which 28,000 acres are in the Trans Nzoia and 44,000 acres in the Thomson's Falls and Laikipia and Nyeri Districts.

As the scheme progresses it is contemplated that additional areas will from time to time be included within its scope.

B.—Arrangements are now practically completed for an *auction sale of farms* in respect of which applications have been made by intending purchasers. It is anticipated that this sale will take place before the end of March, and will include approximately thirty farms comprising about 85,000 acres.

C.—In accordance with a policy approved by His Excellency in Council on the 4th May, 1928, applications were invited for the *direct alienation* of areas of Crown Land for the cultivation of sisal. Twenty-five applications were received and were considered in detail by the Kenya Advisory Committee with particular regard to the financial competency and experience of applicants in sisal growing, and on the recommendation of that Committee His Excellency in Council has approved of the direct grant, on Special Purpose leases, for sisal cultivation, of five areas embracing approximately 40,000 acres subject to the payment of Stand Premia based on Government valuation and ordinary development and rent conditions of the Crown Land Ordinance. Further applications in respect of about 25,000 acres are at present under reference to His Excellency in Council on the recommendation of the Kenya Advisory Committee. Additional information is awaited in respect of seven applications comprising some 70,000 acres

D.—Proposals for alienating the remainder of the *surveyed farms in the Laikipia district*, comprising in the aggregate about 250,000 acres, are under consideration. On this matter the recommendations of the Laikipia District Committee as regards the classification of the farms and the method of alienation, are awaited.

E.—The Kenya Advisory Committee has had under consideration the problem of the best method of bringing *waterless areas* under production. A scheme is at present in process of formulation for inviting tenders for the right to bore for water on the dry land known as the Serengetti Plains, the successful water finders to be rewarded by a grant of land.

F.—Appointment of Land Advisory Board.

The Land Tenure Commission, in its Report of the 31st March, 1922, recommended the creation of a Land Board to be advisory, in certain cases to the Governor and in others to the Commissioner of Lands, and to have certain executive powers which are at present statutorily vested in the Governor in Council. This recommendation was not carried into effect.

The Kenya Advisory Committee has, during recent months, been consulted on matters affecting the general alienation of land. The Committee has recommended that a change in procedure is desirable and that a Land Board, to be advisory to the Governor on land questions, should be appointed.

His Excellency the Governor in Council has approved of the recommendation and is appointing a Land Advisory Board to consist of two official and two unofficial members. It is essential that the unofficial

members should be men who have had experience in work of this kind and in order that delays may be avoided they should be available at short notice for attendance at meetings. His Excellency has therefore decided to appoint an alternate for each member of the Board. The Board will consist of :—

The Commissioner for Local Government, Lands and Settlement
(*Chairman*).

Alternate member : The Hon. Surveyor General.

The Director of Agriculture.

Alternate member : Deputy Director of Agriculture.

The Hon. Conway Harvey.

Alternate member : Mr. C. K. Archer.

Mr. J. F. H. Harper.

Alternate member : Mr. W. Tyson.

The Lands Secretary to be *Secretary* of the Board.

The Board will have power to co-opt additional members for the consideration of any special subject.

The functions of the Board will be to advise the Governor in the following matters affecting land :—

- (a) Proposals for the alienation of land under ordinary conditions;
- (b) Schemes for the development of unopened areas, *e.g.*, water-boring schemes; proposals for offering land for tender, etc.
- (c) Closer settlement proposals and all matters in connection therewith;
- (d) Applications for direct grants of land, and for adjustment of farm boundaries;
- (e) Aileviation of development or other conditions in leases of farms.

As it is not proposed at present to vest in the Land Advisory Board any of the statutory powers which are at present vested in the Governor in Council, legislative enactment for the appointment of the Board is unnecessary.

The Committee considered this statement section by section. It is satisfied that progress is being made as rapidly as circumstances permit in respect of the Closer Settlement Scheme (A). In regard to (B), it understands that three months' notice of these sales will be given in time to admit of auction of the land before the end of March. It recommends that the fullest publicity be given to the forthcoming sales and that notice be cabled to England for advertisement by the Trade, Information and Publicity Bureau, as soon as details have been settled locally.

In regard to (C) and (D), the Committee considers that the Government should act on the advice of the Kenya Advisory Committee. In regard to the appointment of a Land Advisory Board (E), a majority of the Committee recommends the adoption of the proposals put forward.

NON-NATIVE AREAS.

The Committee learns that provision for the Clerk to the Kathi of Mombasa was omitted owing to a misunderstanding and recommends the reinsertion of the necessary sum.

Clerk to
Kathi.
Item 50a.

The Committee agrees to a proposal placed before it by the Acting Commissioner for Local Government, Lands and Settlement that the vote for Station Hands in Non-Native Areas be increased by £200 in order to make better provision for the proper development of townships in the Nakuru District such as Njoro, Elburgon and Molo.

Station
Hands.
Item 64.

NATIVE AREAS.

The Committee agrees to the insertion in Estimates of provision for the appointment of a Kathi for the Southern Coastal Area at a cost of £120 per annum.

Kathi for
Southern
Coastal Area.
Item 92.

Campaign
against
locusts.

The Committee examined circulars of instructions issued to Administrative Officers in connection with the campaign against locusts and proposed that a summary of those instructions should be published. A copy of the summary is attached as Appendix A to this report.

STATISTICAL DEPARTMENTS.

Tabulating
Machines.

The Committee investigated the possibility of combining statistical work done by various Government Departments under one central organization, and came to the conclusion that the work of collecting statistics and preparing preliminary returns should be carried out for the present, as heretofore, departmentally. The Committee considers, however, that the central statistical office at present working under the Conference Statistician should be entrusted with the work of co-ordinating statistics prepared by Departments and should be properly equipped for this work by the provision of a Holerith tabulating machine, irrespective of whether the formation of a permanent East African Statistical Office for the service of East African Territories in general figures among the recommendations of the Hilton-Young Commission. It seems clear that the provision of a tabulating machine will enable many kinds of statistics to be compiled and examined more efficiently and economically and that the introduction of such machinery should, after trial, lead to a reduction in establishment, notably in the Customs Department. The Committee therefore recommends that provision be made in the Estimates for 1929 for renting one such machine and for the appointment of the necessary mechanic, at a total cost of £830 per annum.

For the present it does not make any recommendation for a reduction in the staff of the Customs Department, or in the statistical staff of the Agricultural Department, more particularly in view of the work to be undertaken by the latter staff in connection with the World Agricultural Census to be held in 1930, but it wishes to place on record its view that this question should be re-examined in the near future after experience of the working of the tabulating machine has been gained.

Registration
Section and
Finger Print
Bureau.

The Committee examined with the Chief Registration Officer the Estimates of the Registration Section, and with the Officer in Charge the Estimates of the Finger Print Bureau. It recommends that the Estimates of these two sections should stand as drafted.

TREASURY.

Treasury Staff.

The Committee considered proposals placed before it for increasing the staff of the Treasury in order to keep Treasury work up to date. The Committee agrees that it is of great importance that the accounts of the Colony should be properly kept, that revenue and expenditure should be under efficient control, and that returns should be promptly issued; and it recommends accordingly that the staff of the Treasury should be temporarily increased by four clerks on the understanding that these new appointments are not pensionable.

The Committee agrees to the above increase of staff as a temporary measure, believing that an alteration of the terms of service and leave conditions on the lines at present under consideration will necessitate reconsideration of staff requirements in the Treasury, as well as in other Government offices.

CUSTOMS DEPARTMENT.

Motor Launch.

The Committee understands that by the provision of a motor launch at a cost of £400 under Customs Department Extraordinary it would be possible to do away with five rowing boats now in existence at the Port for the service of the Administration, the Customs Department and the Government Coast Agency, and that savings of £162 per annum would accrue in respect of the staff and upkeep of boats for the last-named Department (Head XXVI,

items 6 and 18). The Committee recommends that provision be made accordingly and that a sum of £50 be added to the item for Upkeep of Boats and Station Plant under the Estimates of the Customs Department against equivalent savings on the sub-head for boatmen, lampmen and sweepers.

Item 33.

Item 31.

AUDIT.

His Excellency informed the Committee that the question of the salary of the post of Auditor had been raised and that it was proposed that the Auditor should in future receive direct from the Railway as a non-pensionable allowance the contribution, amounting to £200 per annum, now being paid to the Colony in respect of the Auditor's services. The Committee agreed with this proposal, which entails a reduction of £200 in the reimbursement made by the Railway to the Colony in respect of Audit (Revenue Head VI, item 21).

Salary of the Auditor.

The question of laying the annual report of the Auditor on the table of the Legislative Council was discussed. His Excellency informed the Committee that this report is addressed to the Director of Colonial Audit, not to the Colonial Government, and that it is not usual to publish it in the Colony concerned. His Excellency stated that there were objections to publishing any document in which the Head of one Department dealt with other Heads of Departments in matters of small public concern; but that the Government recognised that the unofficial members of the Legislative Council have an interest in the general bearing of the report on the conduct of the finances of the Colony, and would, therefore, be glad to lay it confidentially before the members of the Select Committee on the Estimates. Elected Members are of the opinion that this is of no value unless full use can be made in Legislative Council of the information so obtained.

Annual Report of Auditor.

POLICE.

The Committee noted with sympathy the efforts being made to bring the Police Force up to date by the provision of improved transport facilities and by the development of rural telephones. The Committee considers that immediate steps should be taken to link police stations up with rural telephone systems at present in operation in all cases where this has not already been done.

Police transport and rural telephones.

The attention of the Commissioner of Police was drawn to the undertaking given last year by the Acting Commissioner that a police post should be established at railhead on the Nyeri Railway. The Commissioner stated that he was opposed to the creation of small isolated police posts which could not be properly controlled. The railhead area was patrolled from both the Nyeri and Nanyuki police units and very little crime was reported from that area.

Police post at railhead, Nyeri line.

Since draft Estimates were laid before the Legislative Council the Senior Commissioner, Northern Frontier Province, has submitted to Government proposals for the future administration of that area prepared after an examination of conditions on the spot. Before he left for England, His Excellency the Governor discussed these proposals with Mr. Hemsted and examined with the Inspector General, King's African Rifles, the general question of the distribution of troops in the Northern Frontier Province and the position arising out of the proposal reflected in draft Estimates to reduce the strength of the King's African Rifles by one Company.

Police in Northern Frontier Province.

As a result of these discussions, the Government proposes to abandon the posts of Mandera and Moyale and to form in their place one new station midway between the two, possibly at Takaba, if that site proves to be suitable. The forty police now at Mandera and Moyale will be increased by twenty men, making sixty in all at the new station, and an Assistant Superintendent of Police and a Clerk will be posted to it. It is also proposed to increase the police establishment at Bura from twenty to forty men.

The cost of these additions to staff, after allowing for five police to act as reliefs, will amount to £3,084 in 1929, and there is a cross entry to revenue amounting to £192 in respect of sale of posho (Revenue Head VIII, item 4).

Distribution
of Troops.

As a result of this strengthening of the Police Force in the Northern Frontier Province, over and above the larger garrison at Marsabit for which provision was made in the draft Estimates, the proposal to reduce the strength of the King's African Rifles by one company has been agreed to by the Inspector General, who has authorized a redistribution of the troops in that Province on lines considered more satisfactory from a military standpoint. It has been decided to concentrate a striking force at Wajir, which is stated to be a suitable garrison centre, and reliance is being placed on the installation of wireless sets and the development of motor and other transport facilities to ensure prompt action in emergency.

Elected Members noted these proposals and recommend that the sum necessary for increasing the police establishment to meet them should be included in Estimates. They observe that frequent changes in systems of administration entailing alterations in the number and distribution of the military and civil staff have been placed before them for consideration during the past few years and they express the hope that the examination to which the problem has recently been subjected from both a military and a civil point of view may be regarded as ending the experimental stages and as laying down a distribution of forces which shall not again be called into question. They trust that experience and the general effect of administrative contact with Northern Frontier tribes will enable the strength of the military and police forces in that area to be reduced in future years but, except in this respect, they are most anxious that the general lines of policy should remain unchanged and that the sites of administrative stations and of the concentration centre of the troops should now be regarded as settled.

Transport
Costs.

The Committee is informed by the Officer Commanding Troops that the concentration of the troops at Wajir will enable a reduction to be made in the cost of military transport, but it is advised that such a reduction should not be taken into account until the Estimates for 1930 are prepared, as the sums provided in the Estimates for 1929 will be required to cover the cost of such concentration.

Inspection of
Police units.

The Committee understands that all police units in the Northern Frontier Province, particularly those which are to work without a police officer in charge of them, will be inspected regularly from police headquarters.

PRISONS.

Detention
Camps.

The Comptroller of Prisons gave to the Committee details of the numbers of persons undergoing detention in Detention Camps. Comparison between the figures for the year 1927 and the first nine months of 1928 shows that the number of persons imprisoned on conviction for venial offences against local Ordinances has been halved and that sentences of detention have doubled. The Committee regards the figures given to it as indicating that satisfactory progress is being made.

MEDICAL DEPARTMENT.

Anti-malaria
measures.

The question of measures to be taken to combat the malaria menace was discussed with the Director of Medical and Sanitary Services, who outlined the programme of anti-malaria work as reflected in the draft Estimates of the Medical Department. Anti-malaria work forms a part of the general public health work undertaken by the Department and the draft Estimates made provision for two gangs working under Malaria Overseers, who are at present studying mosquito conditions in the Uasin Gishu and Trans Nzoia areas. As a result of their work, it is hoped that authoritative information will be available as to the distribution and varieties of mosquitoes in those parts and the Committee was informed that in the absence of larger laboratory facilities and an augmented staff of entomologists it would be premature to add to the number of malaria gangs for work in other areas.

Expert on
anti-malaria
measures.

The Committee held, however, that the whole problem of combating malaria should be placed on a different plane from that associated with general public health measures and that a wider basis of action is necessary. It is, in

the first place, essential to enlist the active co-operation and assistance of every individual in the country. No Medical Department can hope to cope with the problem unless everybody is interested in the matter and pulls his weight. In order to make the campaign against malaria a national movement the Committee considers that it is necessary to obtain the services of an expert on anti-malaria measures who possesses the prestige of past achievement in such work to bring the threads together and enlist general co-operation.

The highlands of Kenya have for many years been regarded as free from malaria and anti-malarial efforts have, in consequence, been mainly concentrated on lower-lying country with the result that the incursion of malaria into such highland centres as Eldoret has found the population largely unprepared to fight the menace. Recent experience has, however, the Committee believes, shown the necessity for co-ordinated action and has encouraged public opinion to face considerable sacrifices in order to do away with this pest.

In addition, therefore, to the measures proposed in draft Estimates, the Committee recommends the provision of a one-line vote under Medical Department Extraordinary of £3,000, with a view to ensuring that money is available to procure the services of an expert on anti-malarial measures, to prosecute the campaign by propaganda reinforced, if necessary, by legislation with a view to securing active co-operation on all sides. Government has accepted this recommendation.

The Committee also recommends that further funds should be made available for these purposes from surplus balances if further funds are necessary during the course of the year for strengthening the campaign or carrying out anti-malaria works to an extent greater than that now contemplated in Estimates.

The instrumentality of the Railway in transporting mosquitoes from heavily infected areas into the highlands was discussed, but the matter was left for further examination by the Director of Medical and Sanitary Services and the Acting General Manager of the Kenya and Uganda Railways and Harbours. The Railway.

The Committee understands that there will be no difficulty in finding funds for dealing with anti-malaria works required of the Railway and that the problem as a whole is now receiving careful consideration.

At a subsequent meeting, the Committee examined with the Director of Medical and Sanitary Services a more comprehensive scheme of anti-malaria measures designed to prevent a recrudescence of such an outbreak as has during the present year affected certain centres in the highlands area of Kenya which, prior to 1926, was practically free from malaria. The following extracts are taken from a memorandum on anti-malaria measures prepared by the Director of Medical and Sanitary Services :— Scheme prepared by Director of Medical and Sanitary Services.

“ The problem of malaria is exercising the thoughts of everyone in the Colony at the present time. The outbreak which occurred in 1926 and the severe epidemics which have occurred in various parts of the Colony during the present year have focussed attention on the question. Government clearly appreciates the gravity of the situation and the public views the present position with anxiety. We must therefore consider what steps are being taken to improve matters and what further steps are necessary : our aims and object being to eradicate malaria where possible and elsewhere to eliminate malaria as an important cause of sickness, in other words to do what has been done in England.

“ Other countries have been faced with a similar problem. During the development of a country every building that is erected and every road that is made necessitates excavations of some sort. Artificial breeding grounds for mosquitoes are thus created. The construction of railways and the occupation of farms are responsible for similar results and at the same time involve considerable movements of population. Facilities for

the infection of mosquitoes by native employees and the consequent spread of malaria are thus established. The disease is of an insidious nature to commence with and as a result escapes notice to a large extent. Its spread, however, is continuous and when climatic conditions are favourable it suddenly flares up in epidemic form which is the first indication that malaria is a force to be reckoned with.

“ The awakening of the public to the fact that malaria is an important factor in development is accompanied by a certain amount of alarm or even panic. The public if unaware of what Government may actually be doing in the matter demands an immediate remedy. This period of alarm results in attention being focussed on the problem and measures are adopted for the control of the disease. The final stage is gradually reached when malaria is brought under control and is no longer a menace to development. The commencement of this final stage is dependent on the state of preparation of the country for taking action.

Towns.

“ With regard to the *towns* of Kenya, we are already launched on the final stage. We know exactly what should be done. Very careful investigations already carried out show that the problem is one of drainage and filling and of that alone. We have taken advantage of experience and have already engaged a specialist engineer who is now in process of carrying out the work in Nairobi. At an early date he will visit Eldoret and Kitale and immediately on receipt of an estimate from this officer we can proceed to free Eldoret and Kitale from the menace of malaria once and for all. In Nairobi, Eldoret, and Kitale, Government has only to accept the advice of its expert engineer to secure the eradication of malaria in the cheapest possible fashion and at the earliest possible date. The Railway problems are also for consideration by this officer.

Rural Settled Areas.

“ In the *rural settled areas* the method of approach must obviously be very different. Here the answer is enlightened control of development using that phrase in the broadest sense of the term. But immediate steps can and must be taken. These steps are :—

- I. General propaganda.
- II. Personal teaching of the individual farmer by visiting his farm, gaining his confidence and showing him what to do. This can be intelligently and scientifically commenced at once in the Uasin Gishu and the Trans Nzoia as we are beginning to acquire essential information as to mosquito conditions owing to investigations already instituted.
- III. Raising the resistance of the native employee to malaria and so eliminating as far as possible the reservoir of infection. These employees are at the present moment debilitated by disease and more particularly by intestinal worms. A campaign against these diseases is of paramount importance in the prevention of malaria.

“ This campaign can be commenced in January.

Native Reserves.

“ There is a third factor, however, a factor of fundamental importance : *it is the factor of the general native population in the Reserves.* The reservoir of malaria is the native population, among whom we live and by whom we are surrounded. The problem of the native employee on farms can be completely solved by the methods outlined above only if at the same time effective action is taken in the Reserves. In each Reserve a health campaign of the most vigorous description is absolutely essential at the earliest possible date if for no other reason than to secure the prevention of malaria epidemics both in these reserves and in the settled areas.

“ A fundamental measure in the prevention of malaria is the improvement of the sanitary environment of all races, and the improvement of general living conditions. We must provide health services in those parts

of the country which are without them and consolidate in the places where a nucleus exists. We must take every step possible to provide this essential expansion with the least possible delay and to the greatest possible extent. This is the fundamental basis of any anti-malaria policy and it will undoubtedly show sound and very early economic results.

“ Research and investigation such as is already in operation must be continued and increased facilities provided as and when they can be afforded and utilised, but the study which is required will be a long one; that this study is still and will always remain incomplete should not interfere with the immediate prosecution of active work on the lines indicated.”

The anti-malaria programme proposed by the Director of Medical and Sanitary Services is as follows :— Anti-malaria Programme.

(1) *Public statement with regard to the malaria position, Government's anti-malaria and health policy and Government's approved programme*, including statement of what is already being done and what will actually be done in 1929. 1928—
November.

(2) *Sale of quinine at cost price by Government to the public* (this has already been arranged) : propaganda with regard to treatment of employees suffering from malaria (this has also been arranged and commences during present week).

Object.—Prevention of the creation of carriers and improvement of the health of native employees.

In regard to this proposal, the Committee recommends that a uniform price be laid down at which quinine is to be sold in all parts of the Colony, and that arrangements be made whereby such quinine may be available for sale at any Post Office.

The Government has accepted this recommendation in respect of Government Post Offices and the Committee feels confident that agents in charge of other Post Offices will be willing to co-operate in this manner.

(3) *Posting of Special Farm Medical Officer to the area* comprised by the Uasin Gishu and Trans Nzoia Districts. 1929—
January.

Duties of Farm Medical Officer :—

I. *Continuous safari on the farms, personal propaganda* with regard to how to avoid malaria and how to make the farm healthy by :—

(a) Showing the settler how he may abolish anopheline mosquitoes where such a course is feasible; where not feasible by showing him how to avoid being bitten by mosquitoes. (The entomologist's special staff provide much of the essential information on which the above advice must be founded. To secure this information is one of the chief objects of the entomologist's enquiry).

(b) *Advice with regard to the general sanitation of the farm*, both in respect of the settler's own house, his boys' quarters and his labour lines, his methods of living, care of children, etc., how to live under pioneering conditions. (The importance of this matter can hardly be exaggerated).

(c) *Showing Settlers how to treat labourers suffering from malaria*—how to use the quinine which Government sells.

II. *Raising the resistance of employed natives and squatters and their families by treating them for intestinal worms* and other debilitating conditions which the settler cannot possibly undertake to treat himself. (This is dealing with the reservoir of

malaria in the most effective manner at present possible. It is an anti-malaria measure which from the point of view of the settler and labourer alike is of primary importance).

III. *Establishment of the custom of using latrines among native employees.*

IV. And at the same time full physical examination of large random samples of labourers and squatters to discover what else might be done and to provide information on which to base consideration of some permanent scheme for the provision of medical relief for employed labourers.

(4) *Institution of general propaganda in settled areas, i.e., Health Weeks and Exhibitions in Nairobi, Eldoret, Kitale, etc. Malaria dealt with as an important item of the exhibitions. Lectures, etc.*

January.

(5) *Institution of systematic hygiene teaching (including malaria prevention) in schools by School Medical Officer. Lantern lectures, etc.*

January.

(6) *Building of Native Hospitals and Houses at Kyambu, Kericho, Tambach and Masembweni (Digo), etc., should commence. Type plans are available and there would appear to be no reason why work should not commence at once in the case of Digo and Kyambu; Contractors are almost certainly available for both places.*

January.

(7) *Towns.*—Work in Nairobi continues. Anti-malaria Engineer should at an early date visit

Eldoret,
Kitale,
Turbo,

and submit preliminary estimate for drainage. Filling of murrum pits, etc., in these places has already been estimated for and can proceed as soon as estimates are passed.

(8) *The Railway.*—The General Manager is at present discussing with his Medical Officer the steps which should immediately be taken to improve the sanitation of the line with regard to malaria.

These steps are :—

- (1) Establishment of sanitary staff.
- (2) Treatment of malarial sick.

The question of malaria on the Railway is primarily an engineering problem. At an early date the Anti-malaria Engineer should examine conditions in conjunction with the Railway Engineering Staff and submit his recommendations with regard to measures required. His Excellency, the High Commissioner, stated that any money necessary in respect of anti-malarial measures to be carried out by the Railway would be found.

June or July
(sooner if
possible).

(9) *Post Farm Medical Officer to Kyambu Settled Area.*—Duties as for officer in Trans Nzoia.

Later in
year (as
staff
becomes
available).

(10) *Post Medical Officer to Kericho,* to deal with the Reserve and the settled areas adjoining.

(11) *Post Medical Officer to Kerio Province.*

(12) *Post Medical Officer and Medical Officer of Health to Kyambu Reserve* to carry out general worm and malaria and health campaign in the Kyambu Native Reserve.

(13) *Post Medical Officer in Central Kavirondo.*

(14) *Post Medical Officer in South Kavirondo.*

(15) *Post Medical Officer in North Kavirondo.*

(16) *Post Medical Officer in Kilifi District.*

There is at present only one medical officer in each of these districts, the first three have each a population of about 300,000. One Medical officer in such a district cannot do what is required. Two Medical Officers

in each would allow the Digo work to be repeated in each district. Each of these districts is ripe for such a campaign. Malaria would be attacked both directly by propaganda, improved housing, popularising the mosquito net, etc., and indirectly by improving the health of the people by an intensive tapeworm campaign, and by increasing production and prosperity.

(17) *Institute organised propaganda in Native Reserves.*—Locally made cinema films on worms, housing, sanitation, malaria, etc. Lorries, equipment and subordinate staff are required. This work in Native Reserves is essential for two reasons—

- (1) to improve the health of the potential labourer so that he becomes more resistant to disease and does not carry disease to farms;
- (2) to ensure that the labourer when he reaches the farm will have some idea how to live in a sanitary fashion;
- (3) to supply a reason for increasing production.

(18) *In the Digo District.*—Investigation of swamps, etc., by Dr. Garnham and their examination thereafter by an agricultural officer with a view to their being brought into cultivation. Anti-malaria Engineer to assist, if necessary.

(19) *Inspection of Taveta Reserve* by Anti-Malaria Engineer and agricultural officer.

(20) *Investigation by the Anti-malaria Engineer of improvement of black cotton soil areas* for use for agricultural and building purposes.

(21) *Consideration of lines of Reserch for 1930* and of the research or other special staff which might then be usually employed.

The Committee understands that it is proposed that the Anti-malaria Engineer who is at present working in Nairobi will visit other townships in the Colony as soon as opportunity offers. Recommendation.

The Committee recommends that action be taken on the lines indicated by the Director of Medical and Sanitary Services, pending the arrival of the expert on anti-malaria measures, and that future action should then be determined in collaboration between him and the Director of Medical and Sanitary Services. It understands that every effort is being made to ensure general co-operation in the campaign and that the medical fraternity throughout the country has expressed a general desire to further the objects of the campaign.

With a view to affording the Director of Medical and Sanitary Services all the support in its power the Committee recommends that provision be made in Estimates for the additional staff and operating expenses proposed by him. It proposes that the money required for establishing hospitals in Digo, Kericho, Kyambu and Kerio, should be found from loan funds, as well as quarters for medical officers, nursing sisters and sanitary inspectors at these and other centres, and it has suggested that provision be made under Public Works Extraordinary for a number of portable houses and for other buildings. These proposals entail an addition of £19,446 to the Estimates of recurrent expenditure in 1929, of £10,234 to the Estimates of non-recurrent expenditure, and an expenditure of £39,093 from loan funds. A Sub-Committee examined with the Director of Public Works and the Superintendent Engineer, the proposed expenditure on hospitals, with a view to ascertaining whether so high an expenditure—an average of £100 per bed—was justified. Additional Provision.

This Sub-Committee was also asked to report on whether loan funds for the purpose could be found from schedules of medical buildings and houses already passed, or whether additional provision from loan was necessary.

The report of this Sub-Committee is attached as Appendix D to this report.

The Committee carefully examined the schedules and figures of costs mentioned in the report of the Sub-Committee. A number of members consider that if hospital accommodation is provided on the standard proposed Cost of buildings.

in respect particularly of quarters for attendants and the other small buildings mentioned in the Sub-Committee's report the cost will prevent the extension of hospital facilities to other native areas as rapidly as is desirable. The Committee is not, however, prepared to suggest amendments to the figures as proposed.

Site for
Medical
Laboratory.

In regard to the selection of a site for the erection of the new Medical Laboratory mentioned in the Sub-Committee's report, the Committee understands that a tentative proposal has been made for placing it in the vicinity of the present Native Civil Hospital. It has been stated that this site would be convenient if wings for the treatment of non-native patients were at some future date to be added to the present Native Hospital, thereby instituting a Combined Hospital for Nairobi. For reasons stated in its report, the Select Committee on the draft Estimates for 1928 recommended that the proposal to erect a Combined Hospital for Nairobi should be abandoned and the Committee on the draft Estimates for 1929 views with disfavour any suggestion which might lead to the reopening of that question on such a side issue as the selection of a site for the new laboratory. After discussion with the Director of Medical and Sanitary Services, the Committee understands that the selection of a site for the laboratory is to be determined without any reference to the possibility of the question of a Combined Hospital being reopened at some future date.

Detailed
Estimates.

The detailed estimates put forward by the Director of Medical and Sanitary Services and recommended by the Committee, subject to the above reservation, are as follows :—

ESTIMATES.

RECURRENT EXPENDITURE.

Medical Department.

ELDORET.		£	£
One Medical Officer at £600 ($\frac{3}{4}$ year)		450	
One Nursing Sister at £240 ($\frac{3}{4}$ year)		180	
One Health Sister at £240 ($\frac{3}{4}$ year)		180	
Passages		240	
Outfit, Uniform, Laundry, etc., Allowances ($\frac{1}{2}$ year) ..		100	
Travelling Allowance.. .. .		80	
Local Travelling		150	
One Medical Officer's Course of Study		100	
		1,480	1,480

KYAMBU.

One Medical Officer at £600 [Settled Areas] ($\frac{3}{4}$ year) ..	450	
One Medical Officer at £600 [Native Reserves] ($\frac{3}{4}$ year) ..	450	
One Medical Officer of Health at £600 [Native Reserves] ($\frac{1}{2}$ year)	330	
One Nursing Sister at £240 ($\frac{1}{2}$ year)	120	
One Health Sister at £240 ($\frac{1}{2}$ year)	120	
Passages	400	
Outfit, Uniform, Laundry, etc., Allowances ($\frac{1}{2}$ year) ..	80	
Travelling Allowance.. .. .	200	
Local Travelling	450	
One Medical Officer's Course of Study	100	
Food, Fuel, Light, etc.	100	
Medical and Surgical Stores	100	
Upkeep of Equipment	100	
	3,000	3,000
		4,480

DIGO.	
One Nursing Sister at £240 ($\frac{1}{2}$ year)	12)
One Health Sister at £240 ($\frac{1}{2}$ year)	12)
Passages	160
Outfit, Uniform, Laundry, etc., Allowances ($\frac{1}{2}$ year) ..	80
Local Travelling	20
Food, Fuel, Light, etc.	100
Medical and Surgical Stores	100
Upkeep of Equipment	100
	800

African staff in connection with above expenditure including Clerks, Laboratory Boys, Sanitation Boys, Dressers, Male and Female, etc., at about £20 per annum each—Eldoret, 8; Kiambu, 20; Digo, 10 ..	800	800
Petrol and Oil for Motor Lorries	250	
Tyres and Repairs	126	
Drivers' Pay	140	
	516	516

6,596

KITALE.

One Sanitary Inspector at £372 ($\frac{3}{4}$ year)	280	
Passages	60	
Travelling Allowance.. .. .	20	
Local Travelling	50	
	410	410

MALINDI.

One Medical Officer at £600 ($\frac{1}{2}$ year)	300	
Passages	80	
Travelling Allowance.. .. .	50	
Local Travelling	100	
One Medical Officer's Course of Study	100	
African Staff	80	
	710	710

KERICHO.

One Medical Officer at £600 ($\frac{3}{4}$ year)	450	
Two Nursing Sisters at £240 ($\frac{1}{2}$ year)	240	
Passages	240	
Outfit, Uniform, Laundry, etc., Allowances	80	
Travelling Allowance.. .. .	80	
Local Travelling	150	
Food, Fuel, Light, etc.	100	
Medical and Surgical Stores	100	
Upkeep of Equipment	100	
African Staff	200	
	1,740	1,740

9,456

KERIO.

One Medical Officer at £600 ($\frac{1}{2}$ year)	300	
Passage	80	
Travelling Allowance.. .. .	80	
Local Travelling	100	
One Medical Officer's Course of Study	100	
Food, Fuel, Light, etc.	100	
Medical and Surgical Stores	100	
Upkeep of Equipment	100	
African Staff	200	
	1,160	1,160

KAVIRONDO.

One Medical Officer at £600 [North Kavirondo] ($\frac{1}{2}$ year)	300	
One Medical Officer at £600 [Central Kavirondo] ($\frac{1}{2}$ year)	300	
One Medical Officer at £600 [South Kavirondo] ($\frac{1}{2}$ year)	300	
Passages	240	
Travelling Allowance.. .. .	150	
Local Travelling	300	
One Medical Officer's Course of Study	100	
African Staff	200	
		1,890
		1,890

EMERGENCY MEDICAL OFFICERS AND LABORATORY ATTENDANT.

One Medical Officer at £600 ($\frac{1}{2}$ year)	300	
One Medical Officer at £600 ($\frac{1}{2}$ year)	300	
One Laboratory Attendant at £354 ($\frac{3}{4}$ year)	270	
Passages	220	
African Staff	150	
One Medical Officer's Course of Study	100	
		1,340
		1,340

13,846

KENYA AFRICAN MEDICAL CORPS.

African Pay and Equipment, etc.—75 Africans at <i>Shs.</i> 30 ($\frac{1}{2}$ year)	700	700
Purchase of Quinine	750	750
Anti-Mosquito Measures	1,000	1,000
Propaganda—(Exhibits at Agricultural Shows, Health Weeks, Cinema, Equipment, etc.)—Recurrent Expenditure	2,050	2,050

Total Medical Department £ 18,346

Interest.

Interest on Advances pending the raising of Loans 1,100

Total Recurrent Expenditure 19,446

NON-RECURRENT EXPENDITURE FROM REVENUE.

MEDICAL DEPARTMENT—EXTRAORDINARY.

Hospital Equipment—	£	£
Kyambu	750	
Digo	750	
Kericho	750	
Kerio	750	
Emergency	400	
Two Motor Lorries	484	
Cinema Camera, Projectors, Lanterns, etc.	200	
Motor Lorry fitted for Propaganda Purposes	350	
Model Village, Kavirondo	400	
Total—Medical Department, Extraordinary	£	4,834

PUBLIC WORKS, EXTRAORDINARY.

KENYA AFRICAN MEDICAL CORPS.

Buildings for 75 Africans	£	£
Laboratories—Buildings in Nyanza	2,000	
Six Portable Houses	400	
	3,000	
(Two for Medical Officers at Nyambu and Uasin Gishu. Four for Sanitary Inspectors on completion of Secondment to Nairobi and Mombasa.)		

Total—Public Works, Extraordinary £ 5,400

TOTAL—NON-RECURRENT EXPENDITURE FROM REVENUE .. £ 10,234

LOAN WORKS.

(AS RECOMMENDED BY THE SUB-COMMITTEE) VIDE APPENDIX D

								£
<i>Hospital.</i>								
Digo (30 beds)	..	..	..	..	..	..	..	3,661
Kericho (30 ,, )	..	..	..	..	..	..	..	4,236
Kyambu (50 ,, )	..	..	..	..	..	..	..	5,121
Kerio (30 ,, )	..	..	..	..	..	..	..	4,519
								17,537
<i>Housing.</i>								
Eleven Class III Houses	..	..	..	..	..	..	..	17,704
For Medical Officers—2 at Digo; 1 at Kyambu; 1 at Kerio; 1 at South Kavirondo; 1 at Kericho; 1 at Central Kavirondo; 1 at Malindi.								
For Nursing Sisters—1 at Digo; 1 at Kericho; 1 at Kyambu.								
Three Class IV Houses	..	..	..	..	..	..	..	3,852
For Sanitary Inspectors—1 at Machakos; 1 at Digo; 1 at South Kavirondo;								
								21,556
TOTAL—LOAN WORKS								£ 39,093*

The Committee notes that while the recurrent expenditure in 1929 entailed by this programme amounts to £18,346, the cost in a full year will be in the neighbourhood of £26,000.

In regard to the malaria problem in Nairobi, the Committee was informed that careful investigation over a period of years had established the fact that anophelene mosquitoes bred in four types of places, *viz.* :—

- (1) in swamps and pools left in drying river beds;
- (2) in murrum pits;
- (3) in roadside drains;
- (4) in casual standing water, mainly on undeveloped plots.

The last three categories offer opportunities for breeding in the rainy season; the first in the dry season also. The Committee is informed that the first category contains the only source of danger from the breeding of mosquitoes in the dry season and that the other three are therefore of minor importance only. The Committee is also informed that steps have already been taken to fill all murrum pits in Nairobi; that deep roadside drains are being abolished in Nairobi as quickly as circumstances permit under the direction of the anti-malaria engineer who is now at work in Nairobi. The problem presented by casual standing water on undeveloped plots is also receiving attention.

The factor of vital importance in freeing Nairobi of malaria is said, therefore, to be the adequate treatment of swamps and river beds. The river bed along Forest Avenue, Parklands, is being canalised with funds made available in the Estimates for 1928. The most urgent problem remaining is the Nairobi River and the Nairobi River Swamp.

The Select Committee on the Estimates for 1928 examined in some detail the question of the Nairobi River Swamp and suggested 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 canalisation of the swamp were 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, that Committee recommended 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 canalisation be then undertaken on terms in regard to finance to be agreed upon between the Government and the Municipality.

* NOTE.—The cost of the new Medical Laboratory (£35,000) is not included in this figure.

The scale of charges laid down for analytical work was discussed. The Director of Medical and Sanitary Services was instructed by His Excellency to investigate the question and make recommendations if he thought an alteration in the scale was desirable, particularly in respect of analyses concerned with the mineral resources of the Colony.

Analytical
Fees.

The Committee learns that no satisfactory progress has been made in the selection of a suitable site for a leper lazaretto at the Coast in substitution for the present unsuitable site at Malindi. His Excellency gave instructions that the Chief Native Commissioner was to direct the Senior Commissioner, Coast, to take immediate steps for the selection of a suitable site.

Leper
Lazaretto.

The Committee recommends the addition to the vote for Medical Grants, Missions of a sum of £250, estimated to be the amount payable, under the scheme of grants now in operation, in respect of the hospital which is expected to be erected during 1929 by the Church Missionary Society at Malindi. This amount is calculated on the assumption that the conditions precedent to the payment of the grant will be satisfied during the last three months of the year.

Medical
Grants to
Missions.
Item 108.

The Committee recommends the addition to the item for Grants to Private Hospitals—

Grants to
Private
Hospitals.
Item 111.

of a sum of £365 for the Mombasa Nursing Home pending the erection of a General Hospital in Mombasa;

of a sum of £250 to assist the Indian Maternity Hospital in Nairobi in bearing the costs incurred on behalf of indigent patients.

The Committee recommended the appointment of a committee to investigate and report on the institution in Kenya of facilities for the training of European, Indian and African nurses, and to frame recommendations in regard to the assistance which might properly be given thereto from public funds. This committee includes the Director of Medical and Sanitary Services, Captain Kenealy, Mr. Malik, and the Rev. Canon Leakey.

Training of
Nurses.

EDUCATION DEPARTMENT.

In regard to the introduction of compulsory education for European children, His Excellency informed the Committee that he had deferred taking definite action pending the arrival of the new Director of Education, with whom he proposes to go fully into the matter.

Compulsory
Education.

The Acting Director of Education informed the Committee that of 1,068 European children being educated in Kenya in 1927, 683 were at Government Schools and 385 at other schools.

ADMINISTRATION.

The question was raised of the use made of the services of Inspectors of Schools, with particular reference to the use of the services of one Inspector as Personal Assistant to the Director. The Acting Director of Education stated that prior to 1926 there had been a specific post of Personal Assistant, but that the post had then been converted into a post of Inspector in order that his services might be available for inspection work if desired, and also in order that inspectors might readily be trained in head office work. The present system enables each inspector to be so trained.

Inspection of
Schools.
Item 4.

In regard to the general organisation of the head office, which Elected Members thought was on too extravagant a scale, His Excellency stated that the Education Department must have a considerable staff during a period when groundwork in the educational programme of the different sections of the community was being undertaken, and that when the educational machinery was in full operation it should be possible to prevent an increase of, and even possibly to reduce, the headquarters staff. His Excellency said that he proposed to instruct the new Director of Education to look into this matter with a view to obtaining a lower proportion of administration to

Head Office
organization.

other expenses during the course of a year or two. His Excellency also said that it would be suggested to the new Director that the Education Department head office should be organised so as to release the Personal Assistant for inspection work.

Reliefs.

The question of Reliefs and Acting Allowances was discussed on a proposal by the Acting Director that the amount provided in Estimates should be increased. It is clear to the Committee that the terms of service appertaining to the teaching staff in regard to leave require drastic revision. In present circumstances the average time spent in teaching appears to be about twenty-two and a half months in each tour-cycle of thirty-seven months and the Committee wishes to record its agreement with the Acting Director that such terms of service are more than the Colony can afford.

In regard to the provision made in draft Estimates for Reliefs and Acting Allowances, the Committee is unable to recommend any increase. About one-quarter of the European teaching staff is said to be due for overseas leave during 1929, and the Committee is of opinion that the efficiency of educational services must be jeopardised if so large a proportion is absent from duty any one year. His Excellency instructed the Acting Director of Education to point out to the members of his Department that the duties of the Department could not be carried on if so large a proportion of the staff were absent at any one time, and that the exigencies of the service must therefore be held to make it imperative for overseas leave to be deferred in such cases.

Passages.

The Committee understands that the amount inserted in the Estimates of this Department for Passages can be reduced.

New Appointments.

The Committee recommends that all new appointments to the Department should be made on a temporary basis pending a revision of the terms of service and that no additions be made to the pensionable establishment of the Department or on to the long scale of salary laid down for Principals and Assistant Masters until this revision has taken place. The Elected Members consider that a similar restriction should govern all re-engagements for further periods of service of persons already working on agreement when present agreements have expired.

The Acting Director of Education was authorised to approach Government if he found difficulty in filling the new posts on these lines.

EUROPEAN EDUCATION.

Nairobi Elementary Schools. Item 27.

The Committee understands that on the completion of the Elementary School in Parklands it is anticipated that four Assistant Mistresses will be available from the staff of the Nairobi European School for work at the Parklands School, but that no provision has yet been made in draft Estimates for the staffing of the Elementary Schools at Kilimani and Groganville, which are expected to be ready during the course of the year. It recommends that provision be made for four new Assistant Mistresses for these schools for the last term of the year, at a cost in 1929 of £318.

Mombasa European School.

The Committee also recommends that provision be inserted for an additional Assistant Mistress for the Mombasa European School and for one for the enlarged Nakuru School, at a cost of £240 for each appointment.

Other staff changes. Item 30. Item 35.

The Committee recommends that provision be inserted for an Assistant Matron for the new boys' boarding house at Nakuru, at a cost of £180 in 1929 and the addition of £200 to the vote for menials for the service of the three new Elementary Schools in Nairobi and to enable the enlarged schools at Nakuru and Eldoret to be more adequately staffed.

Contributions to Schools. Item 41.

The Committee recommends the addition of £450 to the item for Contribution to Schools to enable grants to be made in accordance with the regulations governing such grants to a number of small schools now in existence and satisfying a useful function in various parts of the Colony.

The Committee proposes the addition to this item of a further £200 in order to enable a system of evening classes for European youths to be started, and it recommends that publicity should be given to the facilities so afforded, when the scheme is started, by circularising commercial houses in the neighbourhood.

Evening
Classes.
Item 41.

INDIAN EDUCATION.

On representations made by the Acting Director of Education, the Committee recommends the addition of £36 to the vote for menials for the service of the new Indian School in Nairobi.

Menials.
Item 53.

The Committee understands that it was originally intended to make provision for Nakuru Indian School to be run as a Government School and not as an assisted school. The necessary staff appointments were therefore inserted in the initial stage of the preparation of Estimates and the grant-in-aid was cut out. On revision of draft Estimates to a lower figure, the new staff was omitted but the grant-in-aid was not returned to Estimates, with the result that draft Estimates make no provision for this school. The grant-in-aid amounts to £500. The cost of taking over the school as a Government School is estimated at £551, plus the rent of buildings. The Committee recommends that for one more year this school should be an assisted school, that a sum of £500 be added to the item Grants-in-Aid, and that provision for taking over the school as a Government School should be considered in connection with the draft Estimates for 1930.

Grants-in-
Aid.
Item 61.

The Committee also recommends the addition of a further sum of £100 to this item to provide for grants-in-aid to be made to small Indian schools at Mumias and Sio, on the assurance that good work is being done in those schools.

The Committee proposes that provision to the extent of £125 for Evening Classes for Indians be restored to the Estimates.

Evening
Classes.
Item 64a.

ARAB AND AFRICAN EDUCATION.

The Acting Director of Education stated that the past twelve months had shown a marked increase in the circulation of the Government newspaper "Habari"; that more advertisements were coming in, and that the undertaking would shortly become self-supporting.

"Habari."

The Committee considered the provision included in draft Estimates for Pupils' Remuneration, Maintenance and Purchase of Materials, and Boarding Expenses, items which show an aggregate increase of £3,151. These items make provision for rather more than one thousand pupils undergoing instruction at the Native Industrial Training Depot at Kabete, Machakos, Waa, and four other Government schools. They enable pocket money to be given to the pupils at a rate depending on their state of efficiency, and varying from three shillings a month to a maximum of ten shillings a month. Boarding expenses appear to come to nearly fifteen shillings per head per month.

African pupils
in Govern-
ment Schools.
Items 80, 81
and 91.

No direct revenue is shown in respect of the work done by pupils at the Native Industrial Training Depot. Work is done in conjunction with the Public Works Department and labour is paid for by that Department and charged to works while so employed. The Committee understands that there are at present some sixty semi-skilled pupils in groups under leading artisans available for work of this kind and trusts that immediate steps will be taken to make use of their services. It recommends that steps be taken to make the services of such groups available for work under contractors performing Government work.

Services of
semi-skilled
pupils.

Grants-in-Aid
to Schools
(Missions).
Item 83.

The figure proposed in the draft Estimates for 1929 for Grants-in-Aid to Schools was £23,587, as against £25,000 in the sanctioned Estimates for 1928. This figure was arrived at as follows:—

Sanctioned Estimates, 1928	£25,000
<i>Deductions :—</i>	
Church Missionary Society, Kavirondo Village Schools	£1,217
Church of Scotland Mission, Tumutumu	338
Roman Catholic Mission, Aluor	150
United Methodist Mission, Ribe	170
Provision for grants for medical purposes transferred to Estimates of Medical Department	895
Total Deductions	2,770
Balance	£22,230
<i>Additions :—</i>	
Church Missionary Society, Butere	£300
Increments for teachers	657
United Methodist Mission, Meru	400
Total Additions	1,357
Total	£23,587

The reasons given for proposing the above reductions in grants were as follows:—

Church Missionary Society—Kavirondo Village Schools.—One of the conditions upon which grants are made is that work must be done in special subjects, such as agricultural and technical training. The work being done in the Kavirondo Village Schools in question hardly comes under the regulations now in force.

The reduction proposed in the allotment for the *Church of Scotland Mission at Tumutumu* represented the boarding expenses of fifty boarders. The boys' dormitories have recently been reported on adversely as overcrowded.

The training given at *Aluor* was reported to be very elementary, and as containing no attempt at gardening or manual work, as required under the regulations covering the issue of grants.

The class rooms at the *United Methodist Mission at Ribe* have been closed and a grant for Ribe is therefore no longer necessary. It will be noticed that a grant of £400 for this Mission's station at Meru forms one of the additional grants proposed for 1929.

Kavirondo
Village
Schools.

The Committee considers that it is of great importance to avoid the creation and maintenance of large numbers of village schools operating under insufficient supervision and control on a curriculum which does not conform to the standards laid down in respect of agricultural and technical training, and it considers that grants should not be given in respect of schools which do not fully conform to Government standards. It understands, however, that the educational efforts of the Church Missionary Society are being revised on a basis which will enable better control to be exercised and it proposes the restoration to Estimates of the £1,217 excised on account of Kavirondo Village Schools, on the understanding that the selection of schools at which the missionary educational efforts should be concentrated is discussed and agreed between the Chief Native Commissioner, the Director of Education, and the Missionary Authorities, and that no grant is made in respect of any school which does not fully conform to the standard laid down in respect of agricultural and technical training and of efficient inspection and control.

In regard to the Tumutumu Mission Station, the Committee understands that funds which, with an equal contribution from the Government, would suffice to erect the additional dormitory accommodation necessary have been collected by the Church of Scotland Mission, but that financial stringency prevented the Government contribution being made during 1928. The Committee urges that the sum of £400 be made available during 1929 from the vote of £5,000 for Grants-in-Aid to Missions (Buildings) (Head XIXa, item 7) and, on the assurance that the provision of this additional dormitory accommodation will justify a continuance of the grant, it recommends that the grant of £338 be restored to Estimates.

Tumutumu.

In regard to the Roman Catholic Mission at Aluor, the Committee recommends the restoration to Estimates of the £150 excised, in the belief that a special effort is now being made to conform to Government standards, and on the understanding that grants will not be paid unless such standards are followed.

Aluor.

In making money available for educational purposes generally the Government tries to ensure that the work is spread as fairly as possible over the country as a whole. This implies a division of responsibility with Missionary Societies in areas served by Missions and the establishment of Government schools in Native Reserves as yet untouched by Missions. In order to carry out this policy the Committee recommends the addition of £1,000 to the item for Native Teachers and Instructors, with a view to the development of educational work in parts of the Kikuyu and Ukamba Provinces and in the Elgeyo and Kanasia Reserves—at Tambach, Kabrumuria and Kabarnet Schools—on the understanding that no such schools are established unless the Director is satisfied that efficient teachers are available and that the school can be maintained on an adequate educational basis and under proper control and inspection.

Government Schools.

Item 70.

The Committee holds that the maintenance of Police Schools in the various police units throughout the country should be regarded as coming within the province of the police organisation without special provision being made by the Education Department.

Police Schools.

The Alliance High School is making provision for an increase in accommodation for from fifty to seventy-six pupils and provision has been made in draft Estimates for a capital grant towards the construction of a dormitory for twenty more pupils, a kitchen and a dining room. Additional money is also required to procure the services of a Commercial Master, and the Committee recommends the addition of £667 in the recurrent grant in order to provide for this and for the additional cost of maintaining this institution or increasing the accommodation available.

Alliance High School.
Item 84.

EDUCATION EXTRAORDINARY.

The Committee recommends that a capital grant up to a maximum of £500, under the rules governing capital grants to educational institutions, be made to the Loreto Convent in respect of class rooms now in course of construction, provided that the conditions laid down are complied with.

Loreto Convent.
Item 1a.

The Committee considers that a sum of £50 should be sufficient provision for the encouragement of interest in wireless apparatus in local schools.

Wireless Apparatus.
Item 12.

MILITARY.

The Committee wishes to place on record an expression of its appreciation of the efforts made to reduce the strength of the King's African Rifles by one Company, and of the help given by the Officer Commanding Troops in this respect. The Committee hopes that the further development of communications and the increased mobility of the military forces will enable a still further reduction in establishment to be undertaken in the near future. Reference to the question of the distribution of troops and other matters of military policy in the Northern Frontier Province is contained in the section of this report dealing with Police.

Reduction in the King's African Rifles.

Supply and
Transport
Services.

The Committee was informed that military considerations prevented the fulfilment of the proposals shown in the Estimates for 1928 for the transfer of the Transport Department to civil control, and does not wish to oppose the reversion of Supply and Transport services to military control.

Bandmaster.
Item 13.

The Committee understands that arrangements have been made whereby the Bandmaster becomes a permanent servant of the Kenya Government, and recommends that the post should be made pensionable.

Carpenter.
Item 47.

In view of the fact that African carpenters are being trained at the Native Industrial Depot, the Committee considers that opportunity for the employment of a trained African carpenter should be given by making provision for the additional carpenter required for the King's African Rifles to be an African. The Committee also suggests that the Officer Commanding Troops should be requested to consider the possibility, and put forward a plan during the course of the year, for making more use of the services of technically trained Africans.

Ammunition.
Item 73.

The Officer Commanding Troops explained to the Committee the circumstances in which orders for ammunition for use in the Colony had to be placed. An order for ammunition costing £5,000 was placed in England some time ago, and this ammunition should be ready for delivery during 1929. In view of the proposal to reduce the establishment of the King's African Rifles, the full order is now in excess of immediate requirements, and steps are being taken to reduce the order. It is not yet certain whether this can be done so long after the order has been placed, and the Committee recommends that provision for the full amount should be inserted in Estimates, on the understanding that if any part of the order can be reduced equivalent savings will accrue on the sum so voted. This recommendation entails the addition of £4,000 to the sub-head Arms, Equipment, Uniforms and Ammunition.

POST OFFICE AND TELEGRAPHS.

Staff for
Uganda.

The Committee learns that certain additions to the establishment of this Department have been approved by the Government of Uganda for service in Uganda, since draft Estimates were prepared. The cost of these new appointments is reimbursed by the Government of Uganda. The Committee recommends that the necessary alterations be made in the Estimates of Revenue and Expenditure.

Electrical
Mechanicians.
Item 19.

The Committee discussed the proposal reflected in draft Estimates for making the posts of Electrical Mechanicians pensionable. Difficulty has been experienced in filling such posts and as the work entrusted to them is an important factor in the development of telephone facilities the Committee feels that the advice of the Postmaster General should be taken and the posts made pensionable.

Rural
Telephones.

The Committee considered the question of the guarantees demanded and charges made in respect of rural telephones. It regards the development of rural telephone facilities as a matter of prime importance to the Colony, not only on account of the improvement which would follow in communications among scattered settlements, but as a factor in police control. It recommends the appointment of a Committee to consider the whole question of rural telephones, of the terms on which they should be installed and operated, and of their connection with trunk lines. The following constitution of the Committee is proposed :—

- The Treasurer (Chairman);
- The Commissioner for Local Government, Lands and Settlement;
- The Postmaster General;
- The Commissioner of Police;
- Lord Francis Scott;
- Mr. Conway Harvey;
- Colonel Durham.

The Committee considered a suggestion put forward by Major Ward for the appointment of a small Control Board to deal with the operation of the Electric Power Ordinance, in view of the rapid development now taking place in electric power schemes. The Postmaster General was instructed by His Excellency to examine the proposal with Major Ward and Mr. Wood and to put forward recommendations for consideration by the Government.

AGRICULTURAL DEPARTMENT.

The Committee discussed with the Director and the Deputy Director of Agriculture the steps taken to combat the locust menace. A statement was prepared by the Chief Native Commissioner detailing the arrangements made for the prosecution of the campaign against locusts. This appears as Appendix A to this Report. The Committee understands that the Deputy Director of Agriculture has been entrusted with the detailed organisation of the campaign on the technical side to the exclusion of all other duties, and that in co-operation with him the main responsibility for prosecuting the campaign rests with the Senior Commissioners of the Northern Frontier Province, Ukamba, and Kerio, who have instructions to do everything in their power to help. Mr. Harrison has been authorised to communicate direct with Government on all matters concerning the campaign and to keep in close touch with the Chief Native Commissioner at headquarters with a view to ensuring the maintenance of the fullest co-operation between the activities of the organisation working under him and the Administration in the Provinces.

Campaign
against
locusts.

With a view to obtaining the fullest co-operation from all sides in dealing with locusts, the Committee recommends that early publicity should be given to all information received in regard to the distribution of locusts and the anti-locust campaign, and that communiques should be sent to the Press as occasion arises and should appear regularly in the Official Gazette.

Publication of
communiques
regarding
locusts.

On the financial side, the Committee recommends that whatever sum is needed for prosecuting the campaign against locusts should be found from Supplementary Estimates, 1928, which at present contain provision for this purpose totalling £23,025. It is hoped that the campaign will have been brought to a conclusion before the end of the year, and no provision has therefore been made in the Estimates for 1929.

The Director of Agriculture outlined the proposals he has in hand for concerted action with coffee planters in respect of Stephanodores. The Director proposed the temporary appointment of a number of Inspectors and Supervisors to deal with this pest during the first three months of 1929. The Committee recommends the insertion in Estimates under the Head, Agricultural Department Extraordinary, of a one-line vote of £5,000 to enable the Director to give effect to his proposals.

Stephanodores.

The Committee discussed the measures taken during the past twelve months for improving the methods of preparation and marketing of hides, and considered the report of a Committee on the subject presented to Government in April last. A copy of the recommendations of that Committee is attached as Appendix B to this Report. The Committee understands that considerable progress has been made at Maragoli and elsewhere in training Africans to adopt improved methods in the drying of hides, and that the chief weakness now lies in the system of marketing, whereby the native does not in all cases obtain the higher price due for well-prepared hides. Draft rules aiming at an improvement of these conditions have been prepared and are under consideration by the Government. It is suggested that these rules should be published in draft form for information and criticism in the near future and before they are brought into operation.

Hides.

The operation of the Crop Production and Livestock Ordinance was discussed with particular reference to the possibility of securing an outlet for native cattle by the inauguration of a meat extract factory. His Excellency instructed the Director of Agriculture to take steps to procure information on

Outlet for
Native
Cattle.

the matter both from the Crown Agents for the Colonies and from Mr. Montgomery, and to lay such information before Members of Council as soon as possible.

Sheep and
Wool Officer.
Item 10.

A majority of the Committee considers that provision for the appointment of temporary Sheep and Wool Officer should not be included in the Estimates for 1929 but has no objection to the question being reviewed in connection with the Estimates for 1930 or a subsequent year.

Salary of
Accountant.
Item 12a.

The Director of Agriculture raised the question of the salary of the Accountant. The Committee was opposed to any alteration in the scale of pay attached to this post but recommends that provision for a personal and pensionable allowance of £50 per annum to be paid to Mr. H. S. Land, be inserted in Estimates.

Tick Survey.
Item 40a.

The Committee regards it as a matter of great importance to the stock industry in this country, particularly in dealing with tick-borne diseases, that an expert examination should be made of the species of ticks found in Kenya, of their distribution, of the effect upon them of varying climatic conditions and altitude, of the relation of the different species to the various tick-borne diseases and, generally, of the methods by which tick infection can best be prevented and controlled. Much practical effort is being made and considerable expense is being incurred throughout the Colony in the construction of dips and the dipping of stock. The Fencing Bill aims at a further measure of tick control. The Committee feels that *pari passu* with these efforts a special examination of tick life should be made, and recommends that money be made available for such a survey. It proposes the insertion of a one-line vote for £1,000 for this purpose, and it suggests that enquiries should be made in America or elsewhere with a view to the engagement on a temporary basis for about three years of an entomologist who has worked on ticks.

The Committee also suggests that the Government should approach the Rockefeller Institute to see if one of their expert cytologists could be spared for a period to investigate the life-cycle of the tick in Kenya.

Plant Breeder.
Item 63.

The Committee by a majority recommends that the post of Plant Breeder be made pensionable. In dissenting from the majority recommendation, Mr. O'Shea wished it to be recorded that he agreed that the post should ultimately be made pensionable, but that he was opposed to the immediate grant of pensionable status to this post as he considered that this question should be dealt with with a number of similar claims as part of the revision of terms of service generally.

Maize
Conditioning
Plant and
Cool Stores.
Item 75.

The Committee recommends adoption of proposals placed before it by the Director of Agriculture to the effect that the title of Foreman Mechanic should be abolished and the title of Superintendent of Maize Conditioning Plant and Cool Stores should be substituted therefor, that the scale of salary should be extended to a maximum of £600 per annum, and that the allowance of £60 now paid to the Foreman Mechanic as Assistant Manager, Cool Stores, should be incorporated in salary and abolished.

FOREST DEPARTMENT.

Alienable
areas in
Forest
Reserves.

The Committee was informed that certain progress had been made in making available for alienation as farms certain portions of forest reserves not required for forest purposes and recommends that such areas of this kind as have already been renounced by the Forest Department should be put up for auction at the earliest possible opportunity.

GAME DEPARTMENT.

Game Policy.

On the advice of the Game Warden the Committee asks that a conference with sufficient unofficial representation be convened as soon as possible to discuss the general question of the policy to be pursued in Kenya in respect of the preservation of game and the steps to be taken to attune game preservation policy to the requirements of Native Reserves and development in settled areas.

The Committee agreed to recommend the inclusion in Estimates of £1,000 to provide for the temporary appointment on a month to month basis of two Assistants to work on game and vermin control and, where necessary, destruction. The Game Warden's proposals are that one such Assistant should pay attention to elephant in the Marmanet, Thomson's Falls and Laikipia Escarpment area, buffalo in the Mau area, hyaena in the Rift Valley, and baboons and bush pig in numerous areas; the other would deal with elephant in the Meru, Coast and Kisii areas and buffalo and baboons on the Tana. The Assistants would be engaged on a consolidated salary of £500 per annum each and the Game Warden has undertaken to find the necessary operation expenses from the votes proposed in draft Estimates. As against the proposed expenditure, it is estimated that a sum of £1,000 can be added to the estimate of revenue in respect of Ivory and Confiscated Goods (Revenue Head VIII, item 5).

Game and
Vermin
Control
Officers.

GAME DEPARTMENT EXTRAORDINARY.

The Committee understands that the provision for scientific instruments, and cedar chests for specimens, can be reduced from £250 to £200.

MISCELLANEOUS SERVICES.

The Game Warden informed the Committee that an increase in the Grant to the East Africa Natural History Society might be thought advisable when the Coryndon Memorial opened during 1929. The Committee noted that a further contribution might become necessary but considered that there was no cause to provide for this contingency in the Estimates for 1929.

Grant to East
Africa
Natural
History
Society.
Item 21.

It is anticipated that the Thomson's Falls Branch Railway will be opened for traffic at the beginning of May. The Colony has guaranteed the Railway Administration against loss in connection with the working of this branch line up to a maximum of the interest and redemption charges on the capital cost of the Branch. The Committee recommends that provision be made in Estimates for the Colony's liability in this respect. The final cost of the branch line cannot be determined until construction is complete. The tentative estimate put forward by the Acting General Manager in respect of the Colony's liability for the Thomson's Falls Branch during 1929 is £5,500.

Thomson's
Falls Branch
Railway
guarantee.
Item 32.

MISCELLANEOUS SERVICES—EXTRAORDINARY.

The Committee recommends that a sum of £1,000 be inserted in Estimates to assist the Civil Service Athletic Association in the erection of club buildings. It understands that a sum of about £2,000 has been raised by voluntary contributions and that much good has been done on behalf of the junior ranks of the Service by the provision of such amenities as the club offers. The Committee understands that this proposal is to be considered as a final grant.

Grant to Civil
Service
Athletic
Association.
Item 3.

The Committee had placed before it an appeal by the Young Women's Christian Association for funds to extend the building of their hostel, but was unable, on the case put before it, to recommend that provision be made for this purpose in the Estimates for 1929.

Young
Women's
Christian
Association.

LOCAL GOVERNMENT—CONTRIBUTIONS TO LOCAL AUTHORITIES.

A sum of £50 appeared in the Estimates for 1928 under the Head Medical Department for the cleaning of Crown Lands in Nairobi. This was omitted from the draft Estimates for 1929 owing to a misunderstanding and the Committee recommends that the necessary provision be made under this Head.

Cleaning of
Crown Lands,
Nairobi.
Item 6a.

The Committee was informed that owing to an error in the assessment of Government property in Mombasa for rating purposes, the amount provided in draft Estimates for the contribution in respect of rates payable to Mombasa Municipality should be increased by £2,250.

Contribution
to Mombasa
Municipality
in lieu of
Rates.
Item 8.

INTEREST.

The expenditure from loan funds of £74,093 on hospitals, the new Medical Laboratory, and certain other buildings referred to in Appendix D is calculated to entail an additional expenditure in respect of Interest on Advances pending the raising of Loans of £1,100 during 1929.

PUBLIC WORKS DEPARTMENT.

Staff on temporary agreements.

The Director of Public Works gave the Committee an assurance that the engagement of additional staff for Public Works was being undertaken on the basis of temporary agreements and that it did not impose upon the country any permanent liability. The staff employed for such work was in no case pensionable.

Commission payable on certain imported articles.

The Committee understands that in the case of certain articles bought in England through the medium of the Crown Agents, commission becomes payable not only to the Crown Agents for the Colonies but also to the local agents of the articles established in Kenya. It recommends that enquiry be made into the question with a view to obviating the necessity for making such double payments and to the stimulation of the system of making purchases locally.

Local Purchases

In regard to the general question of local purchases, it believes that a larger number of articles could be purchased locally, to the satisfaction of Government, if notice of requirements and specifications was given to the commercial community in advance and that by the adoption of this course the amount of money tied up in Unallocated Stores could be materially diminished.

Hydraulic Engineer.
Item 7.

The Committee recommends that, on re-engagement for a further tour of service on the completion of his present tour, the salary of the Hydraulic Engineer be raised to £1,000 per annum. In proposing this higher salary for the post the Committee has taken into account the fact that the appointment is not pensionable and it has made this recommendation on the understanding that no question arises as to the grant of pensionable status to the post in the future.

Expenses of Recruitment.
Item 55.

The Committee recommends that the title of this item be altered from "Labour Recruiting Fees" to "Expenses of Recruitment".

Kisumu Water Supply.
Item 85.

The sum of £400 for General Maintenance of the Kisumu Water Supply was inserted on the basis of expenditure for the first four months of this year. Subsequent experience has indicated that the amount of chemicals required is greater than anticipated and this is further affected by the fact that the demand for water is considerably greater than was expected. The Committee recommends, on the advice of the Director of Public Works, that the amount provided be increased to £700. The additional anticipated revenue more than covers the increase.

Water Boring.

The Committee regards the extension of water-boring operations as a matter of great importance to the settlement and development of the Colony. Difficulty has recently been experienced in obtaining an adequate staff of Drill Foremen but the Director believes that the grant of a bonus based on the number of feet drilled would remove this difficulty and enable work to be prosecuted with more vigour and success. With a view to extending this important branch of operations and making conditions more satisfactory, the Committee recommends:—

- (1) That four more drills be bought from surplus balances if available after the accounts for 1928 have been closed;
- (2) That provision for additional Drill Foremen and for the operating expenses of the new plant be made in the Estimates for 1929;
- (3) That a bonus of one shilling for each foot drilled be paid to Drill Foremen;

- (4) That the title Boring Supervisor be altered to " Boring Superintendent " and that as from the beginning of 1929 the salary offered to Mr. Fulham Turner be raised to £700, it being understood that, in proposing this higher rate of salary, the Committee has taken into account the fact that this post is not pensionable.

The effect on Estimates of the above proposals is as follows :—

Item	HEAD AND SUB-HEAD.	Provision in Draft Estimates	Proposed Provision
		£	£
PERSONAL EMOLUMENTS.			
121	Water Boring Superintendent ..	600	700
121 ^a	Water Boring Inspector (£540 by £20 to		
122	£600) .. .. .	..	540
123	Thirteen Drill Foremen*	3,840	5,520
124	Four Assistant Drill Foremen†	550	1,236
124 ^a	Clerk	336	336
	Total Personal Emoluments	5,326	8,452
OTHER CHARGES.			
125	Labour	1,000	1,000
126	Passages	74	266
127	Travelling Allowances	300	300
128	Local Transport and Travelling	1,000	1,000
129	Transport of Machinery	750	800
130	Fuel and Oil	1,000	1,200
131	General Tools and Plant—Consumable Stores and Casing	3,000	4,000
132	Repairs	600	700
132 ^a	Bonuses to Foremen .. .. .	..	1,000
132 ^b	Contingencies .. .. .	..	225
	Total Other Charges	7,724	10,491
	Total Water Boring Branch	£ 13,050	18,823

* Five additional appointments—Two for nine months ; two for six months.

† Two additional appointments.

The Director of Public Works gave the Committee a satisfactory report of the progress made in the technical training of Africans.

On the advice of the Director of Public Works, the Committee recommends that the title of Superintendent in the Timber Seasoning Branch be changed to that of " Assistant Engineer ". No alteration in the amount provided in Estimates is involved.

PUBLIC WORKS RECURRENT.

Maintenance and Improvement of Roads and Bridges.

The Committee considered the provision made in draft Estimates for the maintenance and improvement of existing roads and bridges. Exclusive of main road grants to Nairobi and Mombasa Municipalities, that provision consisted of:—

Maintenance and Improvement of Roads and Bridges (Head XXXI, Item 1)	£ 48,802
Basic Road Grants, exclusive of overhead (Head XXVII, Item 15)	28,978
Main Road Grants (Districts) (Head XXVIIa, Item 1) ...	12,500
Renewals of Bridges and Improvements on Existing Roads (Head XXVII, Items 3, 6, 7, 8)	25,800
Total ...	<u>£116,089</u>

The comparable figure included on the Estimates for 1928 was:—

Maintenance and Improvement of Roads and Bridges, excluding expenditure on Mombasa Township Roads (£6,500), and £2,500 for Temporary Works Staff subsequently transferred to Public Works Department Estimates	£ 83,664
Renewals of Bridges and Improvements on Existing Roads—from Public Works Extraordinary ...	29,550
	<u>£113,214</u>

Resolution of Central Road Committee.

The employment of machinery has resulted in very considerable improvement in the road system of the Colony. In June, 1928, the Central Road Committee passed a resolution to the effect:

“ That this Committee is of the opinion that, to prevent the deterioration of the road system of the Colony, there must be a considerable increase in the expenditure for maintenance of roads for 1929, and is satisfied that the statement before them, totalling £150,000, represented a fair estimate of expenditure that would be urgently required for Public Works Recurrent (Appendix H) Maintenance and Improvement of Roads and Bridges in the Estimate for 1929. This Committee therefore strongly recommends that the amount be approved for consideration with the Estimates for 1929.”

The figures of £150,000 included a sum of approximately £10,000 in respect of Mombasa roads which are being dealt with in the Estimates of 1929 as a part of Mombasa Municipality expenditure. As compared with the balance of £140,000 proposed by the Central Road Committee, therefore, approximately £116,000 was included in the draft Estimates for existing roads.

District Roads

The proposals of the Central Roads Committee amounted to an increase of approximately fifty per cent. in the provision for Maintenance and Improvement of Roads and Bridges throughout the Colony. As regards District Roads, apart from the sum allowed for overhead charges, an increase of forty-four per cent. over the total provision made for District Roads in 1927 on the basis of the figures supplied by the Director of Public Works to the Local Government Commission has been made.

Existing Main Roads.

The provision for existing main roads, etc., was, however, in the neighbourhood of £75,000 only, viz., approximately £49,000 for recurrent expenditure on maintenance and improvement, and £26,000 for non-recurrent renewals of bridges and improvements on existing roads, and the Committee considers that the figure of recurrent expenditure should be increased by £20,000 over and above the amount provided for this purpose in the draft

Estimates for 1929, in order to ensure that some of the additional provision of main roads and roads in Native Reserves. The total sum now inserted in respect of this item is therefore £68,802.

The Committee discussed with the Director of Public Works a revised statement of the proposed distribution of funds for the maintenance and improvement of roads and bridges, totalling £68,802, which appears as Appendix H in the revised volume of Estimates, and recommends approval of his proposals subject to the definite addition of a sum of £1,350 to the items for the maintenance of Township Roads in that Appendix and a proportionate reduction in the other items there named, this additional sum to be divided, *pro rata* among the Township Roads in question.

Distribution of Funds.

Since the Local Government Commission considered the question of grants to be made in respect of roads maintained by District Councils, mechanical road plant has been brought into operation in the Colony with very successful results. The Committee feels very strongly that each District Council as it comes into being and assumes responsibility for the maintenance of District Roads should be assisted by the gift of a tractor and grader unit, estimated to cost £1,200, and recommends that a sum of £10,000 be found for this purpose from 1927 surplus balances.

District Road Plant.

The Committee also considers that during the year 1929 such mechanical road plant as can be spared from main roads and Native Reserve roads for use on District Council roads should be loaned to the District Councils free of cost for hire of plant, but not free of operating expenses other than staff charges and also that the question as to the handing over to District Councils of plant used at present on District Roads should be examined by the Central Roads Board. The experience gained during 1929 of the extent to which District Councils make use of the Colony's mechanical road plant and of the cost involved, will enable an estimate to be prepared of the revenue to accrue from such use on a charge being made in 1930 and subsequent years.

The total addition proposed to the item for Maintenance and Improvement of Roads and Bridges under Public Works Recurrent is therefore £20,000, and the total sum now inserted in respect of that item is £68,802.

In addition to the sums mentioned in the first paragraph of this section, the Government proposed that certain expenditure on existing roads should be met from 1927 surplus balances, and from 1928 surplus balances if available. These sums were calculated at £6,865 and £13,000 respectively, so that the total expenditure on existing roads, apart from Nairobi and Mombasa road grants, contained in the programme placed by Government before the Committee amounted to £135,954. In addition to this, the programme included provision for £42,672 to be spent on new roads. The total expenditure from all sources contemplated for the full road programme was therefore £178,626.

Other expenditure proposed.

In the course of its work on the Estimates, it has been necessary for the Committee to re-cast the schedules of non-recurrent expenditure placed before it by the Government.

It has also been decided to recommend that the detailed allocation to the various roads in the Colony of the money made available for roads, whether in the Estimates for the year under Public Works Extraordinary or in schedules of works to be charged against balances, should be entrusted to the Central Roads Committee, which would consider requirements in relation to the general road programme. (The Committee understands that the constitution of the Central Roads Committee includes the Colonial Secretary, Chief Native Commissioner, Commissioner of Local Government, Lands and Settlement, General Manager of Railways, Lord Francis Scott, Mr. Conway Harvey, Mr. O'Shea, Captain Kenealy, and Colonel Durham.)

Central Road Committee.

Alterations
proposed.

In these circumstances, the Committee is unable to make any accurate discrimination between the sums which will be spent on existing roads as compared with new roads. The following comparison therefore relates to total provision. It excludes Nairobi and Mombasa roads grants.

	Original Proposals	As proposed by the Committee
	£	£
Maintenance and Improvement of Roads and Bridges	48,802*	68,802
Basic District Road Grants	28,987	28,987
Main Road Grants (Districts)	12,500	12,500
Non-Recurrent Items— Estimates, 1929	34,800	14,500
Surplus Balances, 1927	16,397	35,000
Surplus Balances, 1928 (if available)	37,140	39,000
Road Plant for Districts (Surplus Balances, 1927)	..	10,000
TOTAL.. £	178,626	208,789

The comparable figure contained in the Estimates for 1928, including provision to the extent of £19,500 for new roads, is £132,714.

Allocation of
Funds to
Districts.

The organisation of the Public Works Department separates the Colony into divisions which do not conform to Administrative district boundaries. The Committee considers that for the purposes of estimates of expenditure on roads and other Public Works items, any division of funds should show allocations in respect of Administrative districts. This applies in particular to the form in which Appendix H is prepared, that Appendix showing the proposed distribution of funds for the maintenance and improvement of roads and bridges—other than District roads—throughout the Colony.

Mosquito Nets.
Item 4.

The Committee considered a proposal put forward by the Government for making a bi-annual issue of mosquito nets at a cost in 1929 of £2,673, as part of their furniture allowances, to the quarters of all Government officers entitled to quarters, but is of the opinion that the responsibility for providing mosquito nets for the personal use of themselves and their families should rest on the individual and not on the State.

PUBLIC WORKS EXTRAORDINARY.

Programme of
non-recurrent
works put
forward with
draft
Estimates.

The programme of non-recurrent works placed by the Government before the Committee was divided into three parts, viz. :—

- (1) Works to be included in Third Supplementary Estimates, 1928 ;
- (2) Works proposed for inclusion in the Public Works Extraordinary Schedule in the 1929 Estimates ;
- (3) Works to be undertaken against 1928 surplus balances if available.

The programme was as follows :—

	Third Supple- mentary Estimates 1928	Estimates 1929	1928 Sur- plus Balances if available
	£	£	£
BUILDINGS.			
Police Station, Kabete .. .. .	..	1,950	
„ „ Kericho .. .. .	..	2,250	
Total Buildings .. .. .	..	4,200	
ROADS AND BRIDGES,			
Eldoret Roads and Drains .. .. .	..	4,300	
Other Roads and Bridges	16,397	30,500	37,140
Total Roads and Bridges	16,397	34,800	37,140
WATER SUPPLIES AND DRAINAGE.			
Rogers Road, Mombasa—Piping	500		
Nakuru Water Supply—Extension of Piping	1,000		
Kisumu Drains .. .. .	..	2,000	
Kitale Water Supply .. .. .	..	13,000	
Nyeri Water Supply .. .. .	..	4,000	
Anti-Malarial Measures .. .. .	..	10,000	
Minor Works—Water Supplies .. .. .	..	3,000	
Total Water Supplies and Drainage	1,500	32,000	
MISCELLANEOUS.			
Weighbridge (Traffic Ordinance)	760		
Furniture for New Buildings and New Appointments .. .. .	..	8,000	8,000
Minor Works .. .. .	..	6,000	6,000
Reserve .. .. .	..	3,000	
Total Miscellaneous	760	17,000	14,000
TOTAL PROGRAMME	£ 18,657	88,000	51,140

TOTAL IN ALL CATEGORIES :—£157,797.

Government also placed before the Committee a list of proposals for non-recurrent expenditure, apart from buildings, for which funds had not yet been made available in the programme. During consideration of Estimates certain further additions to the programme were suggested.

The Committee considered the programme as a whole after dealing with other Heads of Estimates and with the question of surplus balances. It had before it, therefore, details of the amount of money available both from 1927 surplus balances and in the Estimates for 1929 after taking into account the alterations in Estimates proposed by the Committee, and it has suggested allocations to both of these schedules as well as to the schedule of works to be carried out from surplus balances for 1928, if available.

Money
available.

1927 Surplus
Balances.

The Colonial surplus at the end of 1927 was approximately £ 693,000
The Committee has proposed the following reservations :—

	£
Cash for working capital	50,000
Unallocated Stores	110,000
Reserve (10 per cent. of actual net revenue for 1927)	230,000
Reserve for Land Bank purposes	200,000
	590,000
Balance available for Works ...	£103,000

Estimates for
1929.

After making allowance for all other expenditure proposed for inclusion in Estimates, the excess of revenue over expenditure exclusive of Public Works Extraordinary was approximately £120,000. This enables approximately £45,000 to be devoted in Estimates to Public Works Extraordinary while maintaining a surplus large enough to provide for a decrease in revenue of £75,000 with a view to a reduction in the cost of living.

1928 Surplus
Balances.

The Committee worked on the assumption that the amount of money which may be available from surplus balances in 1928 will be in the neighbourhood of £80,000. The actual figure cannot be determined until the accounts for 1928 are closed, but, as the Committee does not propose that any expenditure should be incurred against 1928 surplus balances until the accounts have been closed, early in 1929, the schedule of works placed in this category must be regarded as purely tentative.

Programme of
works
proposed by
the
Committee

The programme of works, and the allocation of funds as between the three categories, proposed by the Committee, is as follows :—

PROGRAMME OF WORKS

FUNDS TO BE FOUND FROM

	Available Surplus balances for 1927.	Estimates 1929.	Surplus Balances for 1928 if available.
POST OFFICE AND TELEGRAPHS— EXTRAORDINARY.	£	£	£
Nairobi Telephone Exchange	20,000		
Tractor and Trailer	320		
Mombasa Wireless Station—C.W. Panel	500		
Kitale Telephone Exchange	600		
Kericho—Chemagel Line	1,360		
Total Post Office and Telegraphs—Ex- traordinary	22,780		
LOCAL GOVERNMENT—CONTRIBUTIONS TO LOCAL AUTHORITIES—EXTRA- ORDINARY.			
Road Plant for District Councils ..	10,000		
PUBLIC WORKS EXTRAORDINARY. BUILDINGS.			
Police Station, Kabete		1,950	
„ „ Kericho		2,250	
Electric Light—Eldoret and Kitale Schools		1,320	
K.A.M.C. Buildings for 75 Africans ..		2,000	
Six Portable Houses (Medical)		3,000	
Buildings at Lokitaung and Wajir ..	1,500		
Total Buildings	1,500	10,520	

PROGRAMME OF WORKS.

FUNDS TO BE FOUND FROM.—(Contd.)

	Available Surplus balances for 1927.	Estimates 1929.	Surplus Balances for 1928 if available.
	£	£	£
ROADS AND BRIDGES.			
Eldoret Roads and Drains .. ..	..	4,300	
Other Roads and Bridges	34,000	10,200	39,000
Total Roads and Bridges	35,000	14,500	39,000
WATER SUPPLIES AND DRAINAGE.			
Mombasa Water Supply—Extension of Piping	500		
Nakuru Water Supply—Extension of Piping	1,000		
Kisumu Drains	2,000		
Nyeri Water Supply	4,000		
Kitale Water Supply	13,000		
Anti-Malarial Measures	10,000		
Water Boring Plant .. .. .	..	..	7,000
Minor Works, Water Supplies	3,000		
Total Water Supplies and Drainage	33,500	..	7,000
MISCELLANEOUS.			
Town Plots—Roads and Drains .. ..	..	1,000	
Furniture for New Buildings and New Appointments .. .. .	..	8,000	8,000
Laboratories, Nyanza .. .. .	..	400	
Other Minor Works .. .. .	..	6,000	6,000
Reserve .. .. .	..	3,000	
Total Miscellaneous .. .. .	..	18,400	14,000
Total Public Works Extraordinary ..	70,000	43,420	60,000
TOTAL PROGRAMME OF WORKS £	102,780	43,420	60,000
GRAND TOTAL :—£206,200			

The following notes are added in respect of various items included in the programme :—

The Committee regards it as important that the wiring installed in connection with the electric light installations at the Eldoret and Kitale Schools should be of such a kind that it will be capable of use in connection with a general electric lighting installation when installed in Eldoret and Kitale.

Proposals for erecting buildings at Takaba and Kakuma were also considered, but the Committee is of opinion that the sites of these centres are not yet sufficiently definite to warrant the expenditure of money on buildings. The Committee has no objection to the question of erecting buildings at

Electric Light,
Eldoret and
Kitale
Schools

Buildings in
the Northern
Frontier
Province.

Takaba being considered in Supplementary Estimates during the course of the year as soon as it is established that an adequate water supply is available on the site.

Bura-Lamu
Road.

The question was raised whether funds could be provided for developing the Bura-Lamu Road. It was decided that this matter should be referred to the Central Road Committee, whose opinion should be sought as to whether funds could be allocated from the money provided for Roads and Bridges.

Turkana and
Northern
Frontier
Province
Roads.
Nyeri-Nanyuki
Road.

Similar recommendations were made in respect of the provision of further funds for the development of roads in Turkana and the Northern Frontier Province and of money for the construction of a serviceable road through the "Black Sea" on the Nyeri-Nanyuki Road.

Nanyuki
Water Supply.

His Excellency instructed the Director of Public Works to investigate the cost of providing a pipe line water supply for Nanyuki, with a view to considering the insertion of provision in Supplementary Estimates 1929. The majority of the Committee was opposed to a suggestion that a water furrow should be constructed in that town.

Windmills in
Turkana.

The Chief Native Commissioner is anxious for funds to be provided for windmill pumps at Lodwar and Lokichar in Turkana at a cost of £250 each. The Committee recommends that funds for this purpose be made available from the vote for Minor Works, Water Supplies.

TRADE, INFORMATION AND PUBLICITY BUREAU.

The Committee considered the organisation of this Bureau with particular reference to the experience gained of its operation in association with the Department of Overseas Trade and expressed concurrence in the opinion that it was overweighted on the trade side and was not sufficiently equipped to deal adequately with the other activities which should devolve upon the Bureau.

The Committee recommends that the Kenya and Uganda Railway Administration should be approached with a view to securing co-operation between that Administration and the Colony in establishing a separate Kenya and Railway Office in the Trade, Information and Publicity Bureau in London, which should have certain funds at its disposal for carrying out the information, settlement and publicity sides of the work, and that the amount of such fund should be deducted from the gross contributions made by the Colony and the Railway to the Bureau as a whole.

His Excellency stated that this proposal would be placed before the Inter-Colonial Railway Council at its next meeting and that if such co-operation was agreed to by the Railway he would discuss the matter in January in London.

Signed—

R. CLIFTON GRANNUM.
J. E. S. MERRICK.
C. M. DOBBS.
W. M. LOGAN.
DELAMERE.
CONWAY HARVEY.
FRANCIS SCOTT.
E. VAUGHAN KENEALY.
R. W. B. ROBERTSON-EUSTACE.
C. G. DURHAM.
J. G. KIRKWOOD.
T. A. WOOD.

Nairobi,

19th December, 1928.

Mr. Grannum adds the following note :—

Although I have signed the report I wish to make it clear that I would prefer to see provision made in each year's Budget to cover all anticipated revotes, thus complying with what I conceive to be the spirit of the Colonial Regulations as more particularly expressed in Colonial Regulation No. 235 which provides that in the case of works not annually recurrent which will extend over more than one year there should be shown (in the Budget) not only the estimate for the year but also the original estimate for the whole work, the revised estimate (if any) the total amount actually expended so far as accounts are complete and the total amount likely to have been expended on the work up to the beginning of the year of estimates.

The omission of revotes from the Annual Estimates means that the expenditure involved in such revotes is unprovided for to the extent (if any) by which the surplus of the year preceding the year to which the Budget relates may fall short of the amount of the revotes.

I have no doubt that the surplus of 1928 will exceed the revotes carried forward from 1928 to 1928, and that there will, therefore, be ample funds available to cover such revotes in 1929, and it is because of this belief that I have found it possible to sign the report subject to the views expressed in this note.

R. CLIFTON GRANNUM.

In view of the references in the Report to Closer Settlement, the proposed Land Bank, and the Fencing and Dipping Act, 1928, and in view of further information in my possession which I did not possess when the Select Committee considered these points, I feel bound to qualify, somewhat, my signature to the Report.

I earnestly recommend to Government a postponement of action under the three heads enumerated until a strong and representative Committee, such as is suggested by Lord Delamere's resolution before Council, has fully examined all detail in connection with the Farming and Planting Industries of this Colony.

Closer Settlement must, I presume, be based upon Agricultural Industry fully established; equally, the Land Bank requires complete security for its advances. I submit that a Fencing and Dipping Ordinance should only be introduced at a time when it can be assured that the expenditure thereunder, in the majority of cases, can be met by those concerned without borrowing.

In my opinion, a detail examination of the Agricultural Census, 1927, suggests a *prima facie* case of the strongest nature that the above qualifications cannot be satisfied. A full enquiry, as is suggested by Lord Delamere's resolution, should prove the case one way or the other.

H. F. WARD.

20th December, 1928.

SCHEDULE.

AMENDMENT TO DRAFT ESTIMATES PROPOSED BY SELECT COMMITTEE.

Head	Item	DETAILS	Amount provided in Draft Estimates	Amount proposed by Select Committee
REVENUE.				
II	8	Licences under Traffic Ordinance	27,500	36,500
	16	Petrol Tax	40,000	24,000
		Total Licences, Duties, Taxes, etc. ..	919,417	912,417
III	22	Percentage on estimated value of Government House Furniture	350	..
		Total Fees, Municipal Revenue, and Payments for Specific Services ..	119,131	118,781
IV	2	Reimbursements—Post Office and Telegraphs ..	37,266	38,370
	21	Audit	4,000	3,800
	24a	Extra Allowance for Acting Governor .. ..	..	62
		Total Reimbursements	809,423	810,389
VIII	4	Posho (other than Forest Department) ..	1,915	2,107
	5	Ivory and Confiscated Trophies	8,000	9,000
		Total Sale of Government Property ..	18,325	19,517
XII	1	Special Receipts—Stand Premia for Farms and Town Plots	46,000	47,000
		Total Land Sales	46,000	47,000
EXPENDITURE.				
IV	24	Local Transport and Travelling, etc.	3,000	2,586
		Total His Excellency the Governor ..	18,814	18,400
VIII	2	Senior Commissioners, 2nd Class (6)	6,000	7,200
	9	District Officers (102)	66,210	67,640
	14a	Duty Allowances to married Officers in N.F.P. and Turkana .. .. .	..	600
	35	Secretaries (2)	810	1,530
	36	Lands Secretary	690	..
	50a	Clerk to Kathi .. .. .	..	50
	64	Station Hands	1,888	2,088
	87	Labour Inspector	600	..
	88	Labour Inspectors (4)	1,381	..
	92	Liwalis, Kathis and Mudirs	2,627	2,745
		Total Administration	265,571	267,220
IX	2a	Mechanic, Statistical Machines .. .. .	..	300
	6a	Rent of Statistical Machines .. .. .	..	530
		Total Statistical Department	22,558	23,388
X	7	Clerks (Grade A) [5]	4,032	4,932
	8	„ (Grade B) [8]		
	9	„ (Learners and Grade C) [7]		
		Total Treasury	26,177	27,077
Total Medical Department				

SCHEDULE.—(Contd.)

AMENDMENT TO DRAFT ESTIMATES PROPOSED BY SELECT COMMITTEE.

Head	Item	DETAILS	Amount provided in Draft Estimates	Amount proposed by Select Committee
EXPENDITURE.—(Contd.)			£	£
XI	31	Boatmen, Lampmen, Sweepers, etc.	800	750
	33	Upkeep of Boats and Station Plant	350	400
		Total Customs Department	48,128	48,128
XIa	1	Motor Launch .. .. .	..	400
		Total Customs Dept., Extraordinary ..	..	400
XVI	5	Assistant Superintendents (16)	7,158	7,583
	26	Sergeants (African 2nd Grade) (27)	1,218	1,265
	27	Sergeants (African 3rd Grade) (55)	1,844	1,914
	28	Corporals (122)	3,257	3,367
	30	1st Grade Constables (234)	5,448	5,616
	31	2nd Grade Constables (390)	8,665	8,893
	32	3rd Grade Constables (806)	17,063	17,409
	33	African Recruits (202)	3,785	3,881
	41	Clerks (48)	8,576	8,696
	55	Uniforms	6,082	6,195
	58	House Allowances	250	286
	60	Arms and Equipment	708	832
	61	Ammunition	60	76
	62	Miscellaneous Stores	2,425	2,450
	64	Local Travelling	6,106	6,666
	75	Rations	2,340	2,844
	78	Passages	5,393	5,458
	79	Travelling Allowance	1,400	1,431
		Total Police	161,375	164,459
XVIII	21	Medical Officers (46)	27,796	31,696
	22	District Surgeons	1,300	1,550
	26	Nursing Sisters (39)	9,160	9,820
	27	Uniform Allowances	730	795
	42	Motor Car Drivers	250	390
	44	Native Attendants of Hospitals, etc.	11,200	12,680
	46	Sanitation Officers (11)	7,418	7,748
	49	Sanitary Inspectors (20)	8,152	8,432
	54	Nursing Sisters (9)	1,520	1,940
	55	Uniform Allowances	126	161
	69	Laboratory Assistants (6)	1,965	2,235
	75	Native Laboratory Attendants	492	642
	77	Medical and Surgical Stores, Equipment, etc. ..	19,750	21,300
	80	Training of Africans	730	1,430
	82	Medical and Nursing Attendance on Government Officials, etc.	1,000	1,200
	83	Passages	8,740	10,460
	84	Local Travelling	10,200	11,520
	85	Motor Transport	1,150	1,526
	86	Travelling Allowances	1,900	2,560
	89	Upkeep of Native Hospitals	7,500	7,900
	95	Fees and Expenses of Medical Officers attending Courses of Instruction in England	1,100	1,700
	101	Anti-Malarial Measures	800	1,800
	108	Medical Grants to Missions	2,650	2,900
	111	Grants to Private Hospitals	400	1,015
	112	Outfit Allowances	300	540
	118	Propaganda	150	2,200
		Total Medical Department	213,845	233,506

SCHEDULE.—(Contd.)

AMENDMENT TO DRAFT ESTIMATES PROPOSED BY SELECT COMMITTEE.

Head	Item	DETAILS	Amount provided in Draft Estimates	Amount proposed by Select Committee
			£	£
		EXPENDITURE.—(Contd.)		
XVIIIa	3	Anti-Malarial Measures .. .. .	..	3,000
	4	Equipment for New Hospitals, etc. .. .. .	..	3,400
	5	Two Motor Lorries .. .. .	..	484
	6	Cinema Camera, Projectors, Lanterns, etc. .. .. .	..	200
	7	Motor Lorry fitted for Propaganda Purposes .. .. .	..	350
	8	Model Village, Kavirondo .. .. .	..	400
		Total Medical Dept. Extraordinary	7,221	15,055
XIX	17	Passages	1,060	930
	27	Assistant Mistresses (31)	9,225	10,023
	30	Assistant Matrons (7)	1,359	1,539
	35	Menials	1,521	1,721
	37	Passages	3,550	1,816
	41	Contributions to Schools, including Evening Classes	370	1,020
	53	Menials	355	391
	58	Passages	417	450
	61	Grants in Aid	4,453	5,053
	64a	Evening Classes .. .. .	..	125
	70	Native Teachers and Instructors.. .. .	5,408	6,408
	83	Grants in Aid to Schools	23,587	25,292
	84	Grant to Alliance High School	2,105	2,772
	88	Passages	1,844	1,175
		Total Education Department	172,493	175,954
XIXa	1a	Capital Grant to Loreto .. .. .	..	500
	12	Wireless Apparatus	300	50
		Total Education, Extraordinary	13,805	14,055
XX	46	Indian Carpenters (2)	372	276
	47	African Carpenters (2)	48	96
	73	Arms, Equipment, Uniforms and Ammunition.. .. .	9,543	13,543
		Total Military	124,155	128,107
XXI	6	Junior Postmasters and Postal Clerks and Telegraphists (30)	13,568	13,940
	20	Telegraph Inspectors (19)	7,714	8,086
	26	Clerks (163)	31,455	31,635
	39	Linesmen, 1st Class (13)	1,204	1,384
		Total Post Office and Telegraphs	166,413	167,517
XXII	10	Sheep and Wool Officer	400	..
	12a	Personal Allowance to Mr. H. S. Land.. .. .	..	50
	40a	Expenses of Tick Survey .. .. .	..	1,000
		Total Agricultural Department	147,886	148,536
XXIIa	4	Expenses in connection with <i>Stephanodores</i> .. .. .	..	5,000
		Total Agricultural Dept., Extraordinary	2,350	7,350

SCHEDULE.—(Contd.)

AMENDMENT TO DRAFT ESTIMATES PROPOSED BY SELECT COMMITTEE.

Head	Item	DETAILS	Amount provided in Draft Estimates	Amount proposed by Select Committee
			£	£
		EXPENDITURE.—(Contd.)		
XXIV	4a	Temporary Game and Vermin Control Officers	..	1,000
		Total Game Department	11,066	12,066
XXIVa	1	Scientific Instruments, etc.	250	200
		Total Game Dept., Extraordinary ..	250	200
XXVI	6	Inferior Establishment	636	594
	18	Upkeep of Boats	120	..
		Total Government Coast Agency ..	5,874	5,712
XXVII	6a	Cleaning of Crown Lands (Nairobi) .. ..	..	50
	8	Contribution in lieu of Rates (Mombasa) ..	8,858	11,108
		Total Contributions to Local Authorities	92,771	95,071
XXVIII	32	Guarantee in respect of Thomson's Falls Branch Railway .. .. .	..	5,500
		Total Miscellaneous Services	46,352	51,852
XXVIIIa	3	Grant to Civil Service Athletic Association ..	..	1,000
		Total Miscellaneous Services Extraordinary	4,000	5,000
XXIX		Interest	28,035	29,135
XXX	7	Hydraulic Engineer	800	1,000
	85	General Maintenance—Kisumu Water Supply ..	400	700
	121	Water Boring Superintendent	600	700
	121a	Water Boring Inspector .. .. .	..	540
	122	Drill Foremen (13)	3,840	5,520
	123	Assistant Drill Foremen (4)	550	1,236
	126	Passages	74	266
	129	Transport of Machinery	750	800
	130	Fuel and Oil	1,000	1,200
	131	General Tools and Plant, etc.	3,000	4,000
	132	Repairs	600	700
	132a	Bonuses to Foremen .. .. .	..	1,000
	132b	Contingencies .. .. .	..	225
		Total Public Works Department ..	138,908	145,181
XXXI	1	Maintenance and Improvement of Roads and Bridges	48,802	68,802
		Total Public Works Recurrent	140,718	160,718

SCHEDULE.—(Contd.)

AMENDMENT TO DRAFT ESTIMATES PROPOSED BY SELECT COMMITTEE.

Head	Item	DETAILS	Amount provided in Draft Estimates	Amount proposed by Select Committee
			£	£
		EXPENDITURE.—(Contd.)		
XXXII.	2a	Electric Light—Eldoret and Kitale Schools ..	..	1,320
	2b	Kenya African Medical Corps—Buildings for 75 Africans .. .. .	..	1,500
	2c	Six Portable Houses (Medical) .. .. .	..	3,000
	7	Eldoret Roads and Drains	4,300	4,300
	3-6-8	Other Roads and Bridges	30,500	10,200
	9-13	Water Supplies and Drainage	32,000	..
	13a	Town Plots—Roads and Drains .. .. .	..	1,000
	14a	Laboratories—Nyanza .. .. .	..	400
	15	Other Minor Works	6,000	6,000
		Total Public Works Extraordinary ..	88,000	42,920

APPENDIX A.

DESTRUCTION OF LOCUSTS.

MEMORANDUM BY THE ACTING CHIEF NATIVE COMMISSIONER.

1. The following statement of measures adopted and instructions issued for the destruction of locusts is published for general information.

2. Administrative Officers have been informed that the supervision of the crusade against locusts must be regarded as the most urgent duty of the Administration at the moment, and it has been impressed upon them that the success of their efforts will depend upon co-operation to the fullest extent of their powers with the Deputy Director of Agriculture, who has been seconded for locust work. Senior Commissioners have been instructed to visit the affected areas themselves in order to make themselves personally acquainted with existing conditions and so to be in a position to decide from first hand knowledge how best to deal with this plague.

3. An effort will be made to increase the Administrative staff in any affected area where the existing staff is inadequate to deal with the situation.

4. His Excellency the Governor has ordered that if it appears probable that there will be an insufficient number of administrative officers available to meet the demands of the campaign all leave of administrative officers will be stopped.

PARTICULAR.

5. The Acting Chief Native Commissioner has approved "The Destruction of Locusts in any stage of Development" to be a purpose for which a Headman may issue orders under § 8 of the Native Authority Ordinance to be obeyed by natives within his jurisdiction.

6. Administrative Officers have been instructed that it is their duty to do their utmost to see that all available local labour is forthcoming when required for the work of locust destruction.

7. Natives are instructed to collect eggs whenever possible. As an encouragement to them to do so they are to be paid a double volume of posho for any volume of eggs brought in.

8. Thirty temporary locust officers have already been appointed and the necessary equipment has been provided. Some of these officers are now in the field, while others are being trained. These officers, their transport, camp equipment and material for locust destruction are all provided by the Director of Agriculture. The Director of Agriculture also provides technical advice and instructions on the methods of destruction to be pursued.

9. Administrative Officers since April last have been under orders to report to the Department of Agriculture any information received of the presence or movement of locusts. These instructions have been supplemented by a recent circular ordering all officers in charge of districts (other than districts of the Coast Province) to forward weekly reports, whether locusts have been seen in their districts or not, and it has been emphasised that it is the duty of every officer of Government of whatever Department to act as an observer and as an intelligence officer at this time.

APPENDIX B.

HIDES AND SKINS.

Hides of cattle form the major portion of the trade in hides and skins and therefore will be specially dealt with.

The problem is threefold :—

(a) The preparation of hides is so poorly done in Kenya that the hides have a low market value;

(b) The completeness of collection is far short of optimum on account of low value;

(c) The price paid to the native following the usual custom of traders in Native Reserves, takes no account of variation of quality.

(a) and (b) should depend largely on making operative the variations in price to the producer so that he will be encouraged to prepare hides properly and enable itinerant traders to go further afield for good hides, thus making collection more complete.

The Committee would resolve : In order that the fullest oversea market price be obtained for our hides, that grading and baling be done in an approved fashion at Mombasa, the point of export.

Some markets are now demanding that all hides shall have been suitably disinfected. This involves the passing of hides through a perchloride bath with subsequent stretching, drying and baling. The appearance and preservation could be improved in this way. Subsequent sorting into classes should be thoroughly done. Baling uniform hides thereafter would result in a better and steadier price for a known product in the world's markets.

The Committee feels that it is not competent to advise as to the best means of overtaking preserving, sorting and baling, and that exporters could give sound advice as to this matter, but would recommend that grading, disinfecting and baling be adopted after careful consideration.

Following on the adoption of such a proposal and prior to it, where Mombasa merchants purchase from storekeepers on grade, a differential price could be paid to suppliers and the methods employed in cotton purchasing are considered to be the most effective means.

The Committee therefore resolves that it be an offence to purchase hides in trading centres except on grade or quality and that the price to be paid for each of the three qualities of hides be exhibited by properly licensed storekeepers. The operations of such storekeepers could be watched as is the case with cotton. Natives on their occasional visits to trading centres would note the operation of this innovation and soon learn sufficient about variations in hides to demand and secure a price comparable with quality. This would react towards the better field preparation of hides which is the solution of the problem.

It is recommended that hides be bought at a price per pound, and that they be bought from natives, each hide singly and not in batches, so that sorting will have to be done to some extent at trading centres. The native when selling would therefore observe and learn practically of variations in value of his produce.

District Administrative and Departmental Officers could be kept informed of the variations in the market price of hides, as is done in the case of cotton.

We resolve that : " Itinerant buyers of hides in order to secure a licence will have to satisfy the issuer that they are fully informed as to variations in quality and value of hides, so that they themselves will be able to secure the

best prices at trading centres and uniform buying in districts will be possible. It is not recommended that they exhibit prices and it is recommended that they be permitted in a district only where the Administrative Officer in charge deems their activities essential to trade. They certainly assist in completeness of collection of produce such as hides which, on account of their comparatively high value and the fact that they require no special packing to prevent deterioration, may be carried long distances to market."

The Committee had the benefit of the experience of Mr. Murrell, District Commissioner, Masai Reserve, Tanganyika. There, all traders are licensed to trade in hides in one area only, some instruction is given to natives in the better preparation of hides, better prices are given for shade-dried hides, and known itinerant buyers are licensed. The proportion of good hides sent in is increasing.

Improvement in Preparation at the Source.

In Kenya, only 10 per cent. of the hides brought in may be classed as good. Excessively and badly branded, diseased, badly prepared, and neglected hides are the rule. Good hides can be prepared by the use of stretching racks which are simple in construction, and also by drying the hides out of the direct rays of the sun. Flaying, too, needs to be done more efficiently.

Natives are able to do this work well, and that it should pay them to do so is clear from the difference in price which may in places be secured for better prepared hides. This on the average amounts to ten cents per pound. However, this is not secured universally, but it is felt that the price variations will come about quickly as the proportion of good hides increases.

The Committee would therefore resolve that every effort towards improvement be made by instruction, demonstration, the dissemination of leaflets, advice and demonstrations at Barazas, on the better preparation of hides.

It would also recommend that at suitable centres permanent demonstration bandas should be established, to which the people may bring green hides to observe the treatment given by a trained native stationed thereat. Numbers of natives are undergoing training and it is recommended that the training should be more gradually given. It is possible that trained natives may establish themselves close to slaughter poles in reserves and purchase green hides which they will prepare and market themselves as a business.

It would resolve that in every native reserve a definite number of actual demonstrations be given each year in order to acquaint the people of the system and its significance.

The Committee feels that it is not in a position to make any recommendations at present as regards the preparation and marketing of skins.

E. HARRISON, Chairman.
G. V. MAXWELL.
H. H. BRASSEY-EDWARDS.
F. O'B. WILSON.
G. de P. COLVILE.

Nairobi,
April, 1928.

APPENDIX C.

REPORT OF THE JOINT COMMITTEE COMPOSED OF A SUB-COMMITTEE OF THE SELECT COMMITTEE ON ESTIMATES OF LEGISLATIVE COUNCIL AND THE ADVISORY COMMITTEE OF THE EUROPEAN HOSPITAL, NAIROBI, APPOINTED TO CONSIDER THE RUNNING OF THE EUROPEAN HOSPITAL, NAIROBI.

YOUR EXCELLENCY,

We, the members of the above Committee, have the honour to report as follows :—

1. The Committee met on Wednesday, December 5th, at the European Hospital, Nairobi, and considered, discussed and inspected the general management and running of the Hospital, with the assistance of the Resident Surgical Officer and Matron.

2. The Committee was informed of the recent improvements which had been effected and formed the opinion that the Hospital was being efficiently run.

3. The Committee desired to make the following recommendations :—

- (1) That water-borne sewage is desirable;
- (2) That a waiting-room be installed for out-patients : this could be done at a small cost ;
- (3) That the telephone communication be extended to the Resident Surgical Officer's office by means of a switch from the clerk's office ;
- (4) That a female European accounts and telephone clerk be appointed in place of the present Asian clerk ;
- (5) That a Complaints and Suggestions Book be kept ;
- (6) That a small extra provision of money be made to allow for additional items of diet not now provided for in the diet sheets.

We have the honour to be,

Your Excellency's most obedient servants,

Signed—

JOHN L. GILKS, *Chairman.*

E. VAUGHAN KENEALY
C. G. DURHAM
H. F. WARD

Members of the
Select Committee
of Legislative
Council.

H. E. WELBY
P. C. M. WATSON
A. D. WILLIAMS
G. V. ANDERSON
R. W. BURKITT

Members of the
Advisory Commit-
tee for the
European
Hospital, Nairobi.

C. G. DURHAM

APPENDIX D.

LOAN EXPENDITURE ON HOSPITALS AND CERTAIN OTHER BUILDINGS.

The Sub-Committee of the Committee on the 1929 Estimates which was appointed to examine with the Director of Public Works and the Superintending Engineer the proposed Loan Expenditure on Hospitals to be erected as part of the Anti-Malarial Scheme submitted to the Committee by the Director of Medical and Sanitary Services, and to ascertain whether so high an expenditure—an average of £100 per bed—is justified, has the honour to report as follows :—

After full discussion with the Director of Public Works, the Superintending Engineer and the Director of Medical and Sanitary Services, the Sub-Committee is satisfied that the estimate of cost for the hospitals included in the scheme as submitted by the Director of Medical and Sanitary Services, *viz.*, £14,000, is too low, and that a further sum of £3,537 should be added thereto, bringing the total estimated cost of the four hospitals to £17,537. A statement showing in detail how this estimate is arrived at is attached.

The Sub-Committee also considered the estimate of cost for housing the staff which it is proposed to appoint under the scheme and recommend that this be increased from £20,500, shown in the draft Report of the Select Committee on Estimates, to £21,556. The Sub-Committee's estimate under this head includes provision for eleven Class III houses and three Class IV houses, instead of eleven Class III houses and four Class IV houses as shown in the draft Report of the Select Committee. The omission of one Class IV house will, in the opinion of the Sub-Committee, be justified if the Class II house already provided for in the Loan Schedule to be erected at Kakamega, but the erection of which has been postponed by the Loan Works Building Committee, is proceeded with, as, in the opinion of the Sub-Committee, it should be. A statement showing how the estimate of £21,556 is arrived at is attached.

The Sub-Committee understood from its Chairman that it was the wish of the Government that the Committee should also consider and report whether the Loan Funds required to erect these hospitals and houses should be met by a re-allocation of Loan Funds already approved, or by adding an amount for the purpose to the Loan Works Schedule. The Sub-Committee is of the opinion that in order to enable these works to be started without delay a re-allocation of funds should be made from the amount—£80,000—already approved in the Loan Schedule under the head "Other Buildings, Nairobi—New Lines and Quarters for King's African Rifles." They consider that this re-allocation will require both the sanction of the Legislative Council and the Secretary of State, and attach hereto a draft resolution which they suggest should be submitted during the present session to Legislative Council.

The Committee was also asked to make recommendations as to the source from which funds should be found for the erection of a new Medical Laboratory. The Committee is of the opinion that the cost of this building is a fair charge to Loan account, and consider that in order to enable the work to be proceeded with forthwith its cost should also be met by a re-allocation of funds from the amount—£80,000—already approved in the Loan Schedule for New Lines and Quarters for the King's African Rifles. The Sub-Committee has accordingly included an amount for this purpose in the schedule to the draft resolution referred to in the preceding paragraph.

Signed—

— R. CLIFTON GRANNUM,

C. M. DOBBS,

F. H. WARD,

C. G. DURHAM.

APPENDIX D
ESTIMATE OF COST OF FOUR HOSPITALS PROPOSED TO BE
ERECTED AS PART OF THE ANTI-MALARIAL SCHEME
REFERRED TO IN THE REPORT OF THE SELECT COM-
MITTEE ON THE 1929 ESTIMATES.

NATIVE HOSPITALS.

Kiambu.

50-Bed Hospital as follows :—

	£	£
1. Two 24-Bed Wards with Sanitary Annexes— P.W.D. 5214/2 and 5235 at £900	1,800	
2. Observation Ward and Annexe 4-Bed (2 rooms) ...	300	
3. Administration Block	600	
4. Hospital Kitchen	225	
5. Operating Theatre	290	
6. Laundry	65	
7. Mortuary (cheap type)	120	
8. Unmarried Boys' Quarters for 16 Boys, Type V (2 Blocks)	400	
9. Kitchens, Latrines and Bath House for ditto ...	95	
10. Incinerator	37	
11. Stores (say)	200	
12. European Latrines	40	
13. Lay-out, Drainage, Water Supply, etc. (Surface Drainage) (say)	400	
	4,572	
14. Add 12 per cent. Establishment Head (say) ...	549	5,121

Kericho.

30-Bed Hospital as follows :—

1. One 24-Bed Ward with Sanitary Annexe ...	1,080	
2. 6-Bed Isolation Ward with Sanitary Annexe ...	425	
3. Administration Block	465	
4. Hospital Kitchen (small)	185	
5. Operating Theatre	340	
6. Laundry	75	
7. Mortuary (cheap type)	130	
8. Unmarried Boys' Quarters for 8 boys, One Block, Type V	235	
9. Kitchen, Latrines and Bath House for ditto ...	100	
10. Incinerator	40	
11. Stores	240	
12. European Latrine	42	
13. Lay-out, Drainage, Water Supply, etc. (Surface Drainage)	425	
	3,782	
14. Add 12 per cent. Establishment Head (say) ...	454	4,236

Kerio.

	£	£
30-Bed Hospital as follows :—		
1. One 24-Bed Ward with Sanitary Annexe	1,150	
2. 6-Bed Isolation Ward with Sanitary Annexe	450	
3. Administration Block	500	
4. Hospital Kitchen (small)	200	
5. Operating Theatre	365	
6. Laundry	80	
7. Mortuary (cheap type)	140	
8. Unmarried Boys' Quarters for 8 Boys, One Block, Type V	250	
9. Kitchen, Latrines and Bath House for ditto	110	
10. Two European Closets	45	
11. Incinerator	40	
12. Stores	255	
13. Lay-out, Drainage (surface), Water Supply, etc. (say)	450	
	<hr/>	
	4,035	
14. Add 12 per cent. Establishment Head (say)	484	
	<hr/>	4,519

Digo.

30-Bed Hospital as follows :—		
1. One 24-Bed Ward with Sanitary Annexe	850	
2. 6-Bed Isolation Ward with Sanitary Annexe	285	
3. Administration Block	400	
4. Hospital Kitchen (small)	170	
5. Operating Theatre	275	
6. Laundry	60	
7. Mortuary (cheap type)	115	
8. Unmarried Boys' Quarters for 8 Boys, One Block, Type V	380	
9. Kitchen, Latrine and Bath House to ditto	85	
10. Incinerator	35	
11. Stores (say)	200	
12. European Latrine	39	
13. Lay-out Drainage, Water Supply, etc. (Surface Drainage)	375	
	<hr/>	
	3,269	
14. Add 12 per cent. Establishment Head (say)	392	
	<hr/>	3,661
	<hr/>	
TOTAL		17,537
		<hr/>

HOUSING.

	<i>Including Establishment as for Out-stations. £</i>
<i>Kyambu.</i>	
1 Class III house for M.O.	1,203
1 Class III house for Nursing Sisters	1,203
<i>Kerio.</i>	
1 Class III house for M.O.	1,586
<i>S. Kavirondo (Kisi).</i>	
1 Class III house for M.O. (Highland type)	1,450
1 Class IV house for Sanitary Inspector	1,250
<i>Kericho.</i>	
1 Class III house for M.O.	1,493
1 Class III house for Nursing Sisters	1,493
<i>Central Kavirondo (Kisumu).</i>	
1 Class III house for M.O. (Lowland type)	2,016
<i>Malindi.</i>	
1 Class III house for M.O. (Lowland type)	2,016
<i>Digo.</i>	
2 Class III houses for M.O.	3,496
1 Class III house for Nursing Sisters	1,748
1 Class IV house for Sanitary Inspector (Lowland type)	1,551
<i>Machakos.</i>	
1 Class IV house for Sanitary Inspector	1,051
Total, including 10 per cent. for Establishment as for Out-station Houses	£21,556

RESOLUTION.

Be it resolved :—

“ That this Council hereby approves of the expenditure of a sum of £74,093 upon the purposes specified in the Schedule hereto as a charge against Loan Account and further approves provision being made therefor, by re-allocations of the amount from the sum already approved for New Lines and Quarters for King's African Rifles.”

SCHEDULE.

	£	£
Public Buildings—Housing for Government Servants ...		21,556
Public Buildings—Medical Buildings, Hospitals at Digo, Kericho, Kyambu and Kerio	17,537	
Public Buildings—Medical Buildings, Medical Labora- tory, Nairobi	35,000	
		52,537
Total ...		£74,093

Housing

Establishment of
for Out-stations
£

1,308

1,308

1,388

London

1 Class III house for M.O.

1 Class III house for Nursing Sisters

Kent

1 Class III house for M.O.

2

1

1

1

1

1

1

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1

1

1

1

1

1

1

1

£ 1,308

£ 1,308

Total





