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Report of the Commission of Inquiry

(Public Service Structure and Remuneration Commission)

1970-71

Chairman: D. N. Ndegwa, C.B.S.

Presented to His Excellency the President
May 1971

COMMISSION OF INQUIRY
(PUBLIC SERVICE STRUCTURE AND
REMUNERATION COMMISSION)
PRIVATE BAG, NAIROBI

May 1971

His Excellency the President
Mzee Jomo Kenyatta C.G.H., M.P.,
State House,
Nairobi.

Your Excellency,

We were appointed as a Commission by an Order made on 9th January 1970 and published in a Special Issue of the Kenya Gazette on that day, under the Commissions of Inquiry Act (Cap. 102). We were required to examine and investigate into matters affecting the Structure and Remuneration of the Public Services including the daily paid workers, teachers, Local Government staff, Police and Prisons, Judiciary and Statutory Boards but excluding the Armed Forces and expatriate officers.

We now have the honour to submit our report and also an expression of our highest esteem to your Excellency.

D. N. NDEGWA,
Chairman.
J. K. GECAU,
Member.
D. A. OMARI,
Member.
Prof. S. H. OMINDE,
Member.
P. J. MWANGOLA,
Member.
J. H. OYUGI,
Member.
R. G. RIDLEY,
Member.

Y. KOMORA,
M. J. NJENGA,
Joint Secretaries.

GAZETTE NOTICE NO. 131 OF 9TH JANUARY 1970

THE COMMISSIONS OF INQUIRY ACT

(*Cap.* 102)

Commission of Inquiry (Public Service Structure and Remuneration Commission)

WHEREAS the Government deems it is in the public interest to inquire into matters affecting the Structure and Remuneration of the Public Service including the daily paid workers, teachers, Local Government staff, Police and Prisons, Judiciary and Statutory Boards but excluding the Armed Forces and expatriate officers:

Now, therefore, in exercise of the powers conferred by the Commissions of Inquiry Act (Cap. 102), I, Jomo Kenyatta, the President of the Republic of Kenya and Commander-in-Chief of the Armed Forces, hereby make the following Order:—

1. There is hereby appointed a commission consisting of the following members:—

(*a*) D. N. Ndegwa, C.B.S., M.A., Governor of the Central Bank of Kenya.

(*b*) J. K. Gecau, M.A., Company Director, B.A.T. Kenya Ltd.

(*c*) D. A. Omari, M.B.E., B.A., Company Director.

(*d*) Prof. S. H. Ominde, Professor of Geography and Dean of the Faculty of Arts, University College, Nairobi.

(*e*) P. J. Mwangola, Regional Manager (Kenya), East African Railways Corporation.

(*f*) J. Oyugi, B.A., Personnel and Public Relations Manager, Kenya Shell Ltd.

(*g*) R. G. Ridley, Businessman.

2. D. N. Ndegwa shall be the Chairman of the Commission.

3. (1) The terms of reference of the Commission are:—

(*a*) To investigate the organization and structure of the Public Services and to recommend reforms wherever desirable.

(*b*) To investigate the remuneration and conditions of service of all grades of the Public Services and to recommend what changes may be necessary.

(*c*) To examine methods of recruitment and conditions of employment and provide for retention in the services of properly qualified personnel with adequate superannuation arrangements which allow mobility between public and private sectors.

(*d*) To inquire into any other matters which appear to the Commission to relate to the foregoing and which in the opinion of the Commission ought in the public interest to be inquired into.

(2) In presenting its recommendations the Commission shall pay special regard to:—

(*a*) The need to establish a structure and co-ordinated authority for the Civil Service which meets the requirements of an effective machinery of Government.

(*b*) The need to improve efficiency and economy in administration.

(*c*) The need to devise salary structures for the Public Services consonant with the capacity of the country to pay, but paying particular attention to each of the services.

(*d*) The need to devise new conditions of service appropriate to each of the Public Services.

4. In carrying out its duties and responsibilities the Commission may co-opt any member of the public and appoint consultants in such terms as the Commission may deem fit.

5. The Commission shall, in reporting its findings, embody in the report a full statement of the reasons which led it to those findings.

6. The Commission shall make its report to the Government as early as possible.

7. K. Mwendwa*, Chief Education Officer, and M. J. Njenga, Assistant Director of Personnel, shall be joint secretaries to the Commission.

8. The Commissioner of Police shall detail police officers to attend upon members of the Commission and to perform such functions relating to the Commission as the Commission shall direct.

9. This Order shall come into force on 15th January 1970.

JOMO KENYATTA,
President.

* Later replaced by Mr. Y. Komora by Gazette Notice No. 1468 in Kenya Gazette No. 25 of 22nd May 1970.

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CHAPTER I—THE CHALLENGE OF THE 1970's

1. Our terms of reference are wide and embrace many matters of vital importance to the future of Kenya. In accepting the challenge implicit in them, we are conscious that we have been offered an opportunity unique in the history of our country. No previous Commission has been charged with comparable terms of reference solely in relation to the Kenya public services. Furthermore, earlier East African Commissions were preoccupied with devising conditions of service which would be applicable in all three countries and were not free to conduct a comprehensive and objective review of the framework of the Kenya Civil Service alone. We therefore found that such a review was long overdue and this has necessitated a searching and time-consuming examination which has led us to formulate radical proposals regarding the grading and salary structure of the service. An equally important aspect of our task has been our investigation of a wide range of managerial and organizational problems relating to the machinery of Government some of which we consider to be of the highest significance in relation to the future development of the country. Many of these problems are complex and inter-related.

2. At independence many aspects of Kenya's public services were changed but many others were retained. The balance was determined by the urgent needs of the time and the still incomplete processes of emerging national consciousness. Seven years later there is an opportunity to reappraise the entire structure in the light of experience and the altered perception of needs. In our opening chapters, therefore, we attempt to ask some fundamental questions about the nature and purpose of Kenya's public services and especially the Civil Service. First we endeavour to establish a clear picture of the needs of the future and of the principles which we consider should animate the evolution of the Civil Service during the 1970's.

3. The crucial issue confronting us is the question whether the Civil Service inherited at independence, modified in some respects and staffed with Kenyans committed to the ideals of nation-building, is in fact well adapted to the task of development as it actually presents itself in the 1970's? Have the functions of a "development administration" been spelled out in sufficient detail? How far are the inherited structures adapted to such functions? How far have the ideals of "nation-building" been given a practical meaning sufficient to carry the Service beyond the early days of post-independence enthusiasm and give it confidence and a sense of direction in the long haul towards economic independence?

4. At this point we stand back from the specific historical situation of Kenya. Although it is vital to build on the strengths of the existing structure and to ensure that any innovations that are proposed are closely geared

to Kenyan needs and Kenyan values, we have noted that the most basic issues at stake are not unique to this country. All countries, including the most developed, face radical challenges to established administrative practices and structures. Traditional ideas about what a Civil Service is for have been called into question.

5. The complexity of modern society and the extent of government involvement in "managing prosperity" have destroyed the old conception of the Civil Service as essentially a transmitter of impulses received from the Cabinet. Nowadays the Service is also expected to be skilled in the management of a complicated government machine, working at high pressure in a rapidly-changing environment; and also a creative force constantly reappraising the problems confronting society, and enabling it to solve them by designing new solutions. The political parties and other organizations continue to play their part in developing policy, but problem-identification and problem-solving under conditions of rapid change have in our view become critical functions of a modern Civil Service, making the difference sometimes between a country's success or failure in preserving its prosperity and values and even the substance of its independence. In Kenya, the old conventional view is even less appropriate. There is one overwhelmingly dominant political party which, experience has shown, does not itself formulate new policies; other organizations which could contribute to policy-formulation are relatively few and weak; and the dependence of the economy on government activity for ensuring rapid growth is even more marked than in industrialized societies. We therefore consider it to be not only inevitable but essential that the Civil Service should be called upon to assume even greater responsibility for managing the economy, and for identifying and solving national problems.

6. We realize however, there is more to it than that. In an industrialized society the task of the Service is still ultimately adaptive. That is to say, it has to enable the country to respond effectively to changes that are occurring at an ever-increasing rate as a result of technological innovation and associated social changes. In doing this, it also tries to mould the future and achieve definite goals, but on the whole the rate of change, the dynamic element in society, is provided by forces within the private sector, at least to a very large extent. Government may deliberately foster or channel change, but it can usually rely on dynamic responses from industry, from local authorities, from merchants, from investors, and so on, who command both expertise and capital resources for exploiting new opportunities. In a developing country like Kenya the problem is often very different. It is often to induce people to want to do new things, and nearly always to discover the minimum "mix" of resources that must be supplied by government to make it possible for them to do new things once they want to. In other words, the dynamic element must very often spring from the government—i.e. from the Civil Service. A good Civil Service in a developing country must, there-

fore, have the capacity to identify and solve specific kinds of problems—problems of inducing and sustaining social and economic change in addition to the already formidable task of efficient management of the services for which it is now responsible. This means that it must be highly change-oriented; it must reward initiative and experimentation; it must have a high concern for cost-effectiveness and a routine habit of evaluating all ongoing programmes; it must be prepared to compromise between unified central control and the need for flexibility, variety and a degree of autonomy in field organizations charged with implementing policy; it must be extremely strong on action, time-sequences, logistics, and clearly defined goals; and at the same time it must retain a clear consciousness of its role as the servant, not the master, of the public, if its efforts to induce change are not to be self-defeating. This implies that at all costs it must ensure a powerful upward flow of information and frank critical analysis from its staff in the field. We recognize that these ideals are not easy to interpret or implement, but we must stress that they clearly distinguish a "development administration" from both the old-fashioned concept of administration as the passive executor of party policies, and also the more modern concept of a managerial and problem-solving administration in an industrial state.

7. To the extent that Kenya's Civil Service has been carried over unchanged from the structure established under colonial rule, it is obvious to us that there is likely to be room for considerable adaptation and change if it is to face up successfully to the tasks set out above. At the same time, we have not underrated the significant accomplishments of the post-independence years. In addition to coming through the extremely rapid and ill-prepared process of Africanization with its effectiveness substantially unimpaired, and in some respects enhanced, we are in no doubt that the Civil Service more than met the immediate demands made of it in the difficult transition years. The national security of Kenya has been safeguarded and we wish to emphasize that the duty of preserving the security and integrity of the state is one which does not disappear in face of the pressing problems of development but must always have a prime claim on the attention of the Civil Service. Indeed these two aims must never be seen as in conflict with each other. Without stability there can be no effective development and the more effectively the Civil Service contributes to development, the more it assures the security and integrity of the nation. The country has been enabled to establish its place authoritatively in the world of diplomacy and international affairs. A high overall rate of growth has been maintained, and a mechanism of development planning has been established and made increasingly effective; social services have been greatly expanded. These we consider to be grounds for legitimate pride. On the other hand, they are not grounds for complacency. A development administration cannot be judged by whether it meets the demands explicitly made of it, but by whether it is making the right demands on itself. There is also the question whether it is fulfilling its

tasks efficiently, at least cost in scarce human and financial resources, and as rapidly as possible. Furthermore we have felt bound to ask ourselves whether the enthusiasm of the first independence years which helped to make possible what has been accomplished is still as high and reliable as it once was, or whether a mood of routine performance and loss of a sense of direction may be gaining ground.

8. We now turn to consider briefly post-independence developments and their significance for the public services. By the end of 1964 the principle of "one nation, one government", had been unequivocally established. In the Development Plans of 1964, 1966 and 1970, and above all in Sessional Paper No. 10 of 1965, the Government announced a series of basic decisions about the goals of public policy. In addition to the overriding aims of national unity and national security, there was a commitment to political equality, social justice, human dignity, freedom from want, disease and exploitation, equal opportunities and high and growing *per capita* incomes, equitably distributed. Sessional Paper No. 10 made it clear that the economic goals involved in these aims were to be attained by a mixture of governmental action and private enterprise. The existing private sector would be maintained and further foreign investment encouraged to the maximum; at the same time, emphasis would be laid on Africanizing the private sector as fast as possible. The Government's part would be to foster this Africanization by various forms of aid to Africans entering business, and to promote the maximum rate of overall growth through planning and the efficient use of governmental resources, including external funds, for development purposes. This policy was the counterpart to the Africanization of the public services. Both the public and private sectors substantially retained their pre-independence forms, but were to be increasingly African-run. However, the policy of Africanization of decision-making was rapidly carried through in the public sector, whereas in the private commercial and industrial sector, progress has been comparatively slow.

9. These decisions concerning the character of the economy affect the problems confronting the Commission in numerous ways. For one thing, there is an obvious need for the Civil Service to take the lead in establishing national priorities and in ensuring the most productive use of national resources. It must also develop the capacity to control the private sector so as to protect the public interest, for instance by ensuring that unreasonable profit levels are not allowed to develop under excessive protection, that local reinvestment of earnings predominates over repatriation of profits overseas, that opportunities to substitute local products for imports are taken in preference to keeping local markets as an outlet for foreign goods, that labour-intensive methods are adopted in preference to capital-intensive, and so on. Another aspect is the problem created for the public services as a whole if the private sector is able to pay salary scales geared to those of developed countries, passing the cost on to the consumer. If the public services follow suit, it

not only is liable to strain the economy and divert resources from investment to consumption, but will also seriously widen the already excessive gap between the incomes of public servants and those of the majority of peasant farmers they are supposed to serve. A third problem is posed by the fact that the vast majority of the workers and decision-makers in the private sector are and will continue to be farmers, most of whom still lack basic skills and equipment and operate in a setting where the infrastructure is still rudimentary. In addition, the structure of the economy is still overwhelmingly geared to the export of agricultural commodities and the import of manufactured products with very few linkages between the different sectors of the domestic economy. The policy of relying as far as possible on private enterprise for economic development avoids many of the familiar problems of state enterprise but at the same time places a special obligation on the public services to act as catalysts of change and innovation for a vast private sector which is far from having attained self-sustaining growth.

10. We hope that the foregoing will provide a sufficient indication in general terms of the broad considerations we have had in mind during our deliberations. They indicate to say the least that the case for reform must be examined positively and objectively. But if change is needed it is still important to understand the historical and more recent constitutional developments which have led to the emergence of the services in their present forms so that we can identify what remains valid in what has been inherited from the past; it is to this aspect that our next chapter is devoted.

CHAPTER II—THE HISTORICAL BACKGROUND

11. The first phase of Kenya's history in this century can be said to have been centred on the building of the Kenya/Uganda railway and the need of the British Government to sponsor the economic development which would help towards meeting the costs of this, at the time, expensive project. This need coincided with a growing realization of the great agricultural potential of the country and the possibilities it offered for European settlement. The British Government decided to encourage this settlement and one of the first tasks of the administration was to build a Service designed to meet the needs of imperial control and the servicing of a settler economy. Local resistance had to be defeated, British authority imposed and trade established.

12. The initial framework of the administration was one of Sub-Commissioners and District Commissioners who established posts among the major concentrations of population north and south of the advancing railway line from 1895 onwards. This was the origin of the Provincial Administration which to this day remains as the distinctive scaffolding of the country's rural administration. The District Commissioners, acting through Tribal Police and a subordinate hierarchy of appointed chiefs, sub-chiefs and headmen, were responsible for law and order in the African areas, for the collection of taxes and assisting the settlers to recruit labour for their farms.

13. Overall local control was from 1895 vested in the Commissioner of the East African Protectorate. In 1905 however, responsibility in London was transferred from the Foreign Office to the Colonial Office and the first Governor appointed in 1906. Meanwhile, the East African Protectorate Order-in-Council had been made in 1902 and this provided a basis on which a legal and administrative structure could be erected. By 1903 there were already 15 distinct government departments and all the major services had been established by 1910.

14. Although some departments supplying professional services operated in what eventually became the African reserves, administrative policy as a whole was overwhelmingly oriented towards the settler areas. Hut tax, which was introduced in 1902 provides a good example. Ostensibly a source of revenue, the need for cash which it engendered provided a powerful incentive to Africans to move out of the tribal areas to work on European farms and thereby meet the increasing need for labour. We cannot but note that thus, even in those early days, the seeds of separate development were sown. This was to have a profound effect on the role and shape of the Civil Service and on all aspects of African development during the following half century.

15. From the beginning of the century through to the thirties the main object of the settlers as exemplified in the words and actions of their leaders was to establish in Kenya a self-governing colony with a European dominated Government. Yet, also from the beginning, this concept seems to have had little chance of success. The instructions to a new Commissioner taking up his appointment in 1904 stated "the primary duty of Great Britain in East Africa is the welfare of the native races." Although attitudes of Government both in London and Nairobi subsequently veered according to the strength of character and personal inclinations of successive Secretaries of State and Governors there seems little doubt that, when the chips were down, the sentiments expressed in 1904 continued to be the bedrock of British policy emanating from Whitehall. The final blow to the settlers' hopes of a white colony was probably delivered in 1929 when the report of the Hilton Young Commission on Federation was published. It reiterated an earlier declaration on the paramountcy of African interests and further declared that "What the immigrant communities may justly claim is partnership not control." The report provoked a political storm but in the end its views were endorsed by the British Government.

16. However, it is not our intention nor would it be appropriate to go further into these questions in detail. We only mention them because in our view they greatly influenced the type of Civil Service which evolved in the twenties and thirties, its powers and responsibilities. The virtually continuous political warfare which existed in those two decades between the Governments in London and Nairobi, the settlers and Asian interests, placed the Civil Service in a strong position. Its responsibility for law and order of course remained undiminished but in addition it had to hold the ring in the conflict between rival factions in a wide range of matters of public concern and maintain continuity of Government. In particular the Provincial Administration grew in size and authority; by 1939 there were four Provinces and three extra provincial districts with a hierarchy of Provincial and District Commissioners.

17. This era was decisively ended by the rise of the nationalist movement and the effects of the Second World War. In the 1930's the growth of the Kenya Independent Schools Association showed that Africans were determined to have an acceptable educational system for themselves; while the increasing strength of the nationalist organization, culminating in the formation of the KAU in 1945, finally forced the more farsighted officials to recognize that African grievances over land, economic opportunities and the lack of social services must be met if the majority of the population was to continue to accept colonial rule. From 1944 onwards a policy of accelerated development was adopted, including a policy of transforming the so-called Reserves. The Beecher Report (1949) on the development of African education and the Swynnerton Plan (1954) to intensify the development of African agriculture (and the removal of the restrictions hitherto imposed on it) were important landmarks in this process.

18. The Civil Service which emerged in the 1950's was substantially different from its predecessor, although its essential components remained largely unaltered. It became much more complex, the departments being arranged with 12 fully fledged Ministries in 1954, some of them being vastly expanded (this applied especially to the Department of Agriculture and Veterinary Services, which now had to staff the densely populated Reserves). In general, they now assumed responsibility for the provision of services in African populated areas on an ever-expanding scale, and a beginning was made in the breaking down of segregated services. At the same time, the emergency led to an equally rapid expansion of the Provincial Administration to provide for "closer administration" by the posting of a District Officer or Assistant to every Division, each of which was to have its own separate administrative headquarters. The result was the convergence in the African areas of two streams of new officials. The professional and technical staff were mainly specialists accepting directives only from their departmental superiors at headquarters where control over the allocation and disbursement of funds for development rested. The Provincial Administrators were formally superior to the field officers of the new Ministries but in practice had little direct control over their departmental activities. Provincial and District teams provided a measure of co-ordination which varied according to personalities and circumstances. But it seems to us that there were latent defects in the system which the increased scope and pace of development since independence has revealed. This is one of the most important problems we have had to try to resolve.

19. At least, however, an ethic of service towards the population at large began to emerge among the Civil Service generally, even though it was still paternalist in character and with a tendency to use strong-arm methods. This tendency was in conflict with the evolution during the same period of local government councils in which elected African councillors came to constitute a majority; few District Commissioners were willing to entrust them with much real power. Councillors were mostly seen by officials as an obstacle to the efficient performance of their duty which in their view consisted in doing what they saw as good for the people under their control. This attitude extended equally of course, to national-level political leaders. The Civil Service ethic of this period corresponded to the new development strategy implied by the decision to put resources into developing the reserves. It was a policy of parallel development of the African and European areas rather than of integrated development. The civil servant's duty was to be the servant of the British Governor and make his externally imposed policies work, not to be the servant of the people, whose spokesmen were challenging the whole idea of a dual economy in which African development was still supposed to take place outside the European dominated enclave.

20. By 1960 it was clear that this phase had in turn come to an end. With the decisive electoral victory of Kanu in the 1961 Elections, a fresh

series of changes occurred, initiated by the outgoing colonial government and carried substantially further by the incoming Kanu government after independence.

21. The British were responsible for five main changes. One was to complete the process of setting up a ministerial system on the Whitehall model; the various technical departments were "integrated" into ministries under the overall authority of generalist Permanent Secretaries, responsible to elected Ministers. Another was to start, however belatedly, training Kenyans to replace the key Administrative cadre. A third was to give new impetus to the desegregation of the services that were formerly run on racial lines. The court system was integrated. The government school system and hospital services became equally open to all races and so on. Fourthly, in the independence constitution, the British set up the Public Service Commission and also a Police Service Commission designed to insulate the appointments process from political and other influences. Lastly there was the *majimbo* constitution which affected the Public Service in many ways, the most striking being that the Provincial Administration was theoretically broken up and allocated among the new regional administrations.

22. The *majimbo* constitution, however, threatened the integrity of the State and the capacity of the Central Government to carry out its plans for development. Within a year of independence it was replaced by a fully unitary constitution, and some of the incidentals of the *majimbo* constitution, such as the Police Service Commission, were also eliminated. In achieving this reversal, the Provincial Administration played a key part, and in December 1964, it was restored to its former status and placed directly under the Office of the President. In face of the comparative weakness of party politics the Provincial Administration assumed greater and greater significance during the years following 1964 as a symbol of national unity and a link between the government and the people. This was particularly visible in the part played by the Provincial Administration in the Harambee movement. The Provincial Administration was thus one part of the Civil Service to receive a very positive re-endorsement after independence. This meant that the old problem of the relationship between the Provincial Administration and the spending ministries in the field was also carried forward into the new era.

23. The Africanization programme was accelerated, and by early in 1965 virtually the entire Administrative cadre consisted of Kenya Citizens. While this secured many important benefits for the service, it involved a serious dilution of experience and an over-burdening of comparatively young officials near the top. It also led to the well-known "promotion block" caused by the fact that most senior officials achieved their posts while comparatively young and are not due to retire for many years to come. This was aggravated as the incoming officers in more junior posts frequently tended to have had

more education than their superiors. It bred a tendency towards hierarchical and defensive attitudes, an avoidance of delegation among those at the top, and frustration among those lower down. The problem is not confined to any one part of the Civil Service, but can be found in nearly all its branches. Our recommendations on new structures and principles of management are primarily aimed at overcoming these shortcomings.

24. What had thus been achieved by mid-1965 was a strongly centralized administration, fully staffed by Africans at the policy making and general management level. To the old structure some new branches were added, notably the new Foreign Service and the new Ministry of Economic Planning and Development. Also, a number of pressing problems were tackled swiftly, in particular the settlement schemes for relieving land-hunger and a rapid expansion of school and health services. There was also a significant change of attitude from the paternalist, high-handed approach of the 1950's. The new Service had to accept the existence of a parliamentary majority and a cabinet elected by the people, to see itself as a servant of the people through their chosen leaders, to become more accessible and to rely on persuasion more than on force. In the years after independence, the challenge of nationhood and the task of nation-building was accepted by the Civil Service and provided the motivation for hard work and dedication. But when these things have been said, it remains true that to a large extent the structure and functions of the Civil Service were carried over into the post-independence period with little basic change. There was little time to consider changes, and a strong case existed for tampering as little as possible with a machine which had proved its effectiveness in many ways, and for giving the new African administrative cadre time to familiarize themselves with the exercise of power and responsibility. The Civil Service today embodies, therefore, most of the characteristics it had acquired prior to independence, both those which stem from the special historical conditions of Kenya which we have tried to outline, and those which derive from the traditional British pattern of Civil Service organization on which it was modelled in the last years of colonial rule.

CHAPTER III—THE CONSTITUTIONAL AND POLITICAL BASIS OF THE CIVIL SERVICE—PRIVATE INTERESTS

25. At this point we think we should refer to the legal and political basis upon which the duties and authority of the Civil Service have been established and with which our proposals are in no way designed to tamper. The Civil Service is, of course, ultimately an instrument of the executive authority of the Government of Kenya which is vested by Sections 23 and 24 of the Constitution in the President. The President creates and may abolish offices in the Civil Service. With certain exceptions, however, the function of appointing, disciplining and removing office-holders is vested in the Public Service Commission* also established by the Constitution and governed by the Public Service Commission Act. In carrying out his duties, therefore, a Civil Servant is first of all the valid holder of a post constitutionally created by the President; and secondly, he is carrying out the policies of the President, consistently with the provisions of the Constitution (e.g. not infringing the fundamental rights and freedoms of the individual enshrined in Chapter V of the Constitution) and with the provisions of any relevant law. Some Civil Servants hold offices which have been expressly created by Parliament (which also enjoys the Constitutional power to create offices) and they may be closely governed in their activities by the express requirement to implement the specific provisions of particular Acts; for instance the post of Director of Trade and Supplies is provided for under the Essential Supplies Act and his main duties are spelled out in the Act. Another officer, an Under Secretary in the Ministry of Lands and Settlement, holds a post that is purely the creation of the President, yet he too administers and is governed by the provisions of laws passed by Parliament, e.g. the Land Control Act and many others. None of this authority places the public servant above the law; he may be sued in court for any wrongful act committed in the course of his work but so long as he does not break the law he enjoys full constitutional and legal authority for all that he does.

26. We note that in Sessional Paper No. 10 of 1967 which contained the decisions of the Government on the recommendations of the Public Service Salaries Review Commission, 1967, it was stated that while the Government agreed that legislation was unnecessary so far as the status of the Civil Service was concerned it considered that there was a real need for legislation under which the responsibilities and functions of Civil Servants could be defined in

*Throughout this report we have used the term public services to cover the whole field of persons in public employment. There is however inevitably some confusion arising from the fact that the Public Service Commission is so named but in this context is responsible for the Civil Service only. (*See* Appendix 1)

detail. We endorse this view and hope that it will be found possible to introduce appropriate legislation at an early date.

27. During our inquiries we have found that the political basis has given rise to some degree of misunderstanding. We think it necessary to clarify this as well as we can, bearing in mind that in political, as distinct from legal matters, an element of discretion and an area of judgment cannot be dispensed with. We deal first of all with the relation between Civil Servants and political Ministers. Ministers are appointed by the President to advise him in the Government of Kenya; they are also collectively responsible to the National Assembly for acts done under the authority of the President, Vice-President or Ministers. The President may also make them responsible for the administration of particular government departments. It follows from this that Civil Servants in Ministries take their instructions from their Ministers, who bear the President's authority. A Minister may not, of course, instruct a Civil Servant to do anything unconstitutional or illegal. Furthermore there are important areas of administration, not involving policy, which are expressly assigned by law or by internal regulation to Civil Servants. For instance the Exchequer and Audit Act makes the Accounting Officer of each Ministry personally responsible for authorizing all expenditures, and all matters relating to the personal careers of individual officers are expressly entrusted to Permanent Secretaries and their equivalents, not to Ministers. But subject to these qualifications, Civil Servants are there to carry out the instructions of the Government.

28. A more problematic area concerns the relations between Civil Servants and the political parties. At one time Civil Servants were permitted to join political parties but this was later found to be contrary to the interests of the public in that it was capable of leading to discriminatory treatment of members of the public on party lines in matters where Civil Servants should use their discretion with complete impartiality. In our view the rule that Civil Servants should not be members of any political party must be maintained in any country which does not have a *de jure* one-party system. This does not mean that Civil Servants may be indifferent to party policies in performing their duties. They have a duty, on the contrary, to promote actively and publicly the policies of the constitutionally elected President and his government, which is a party government. In matters where they have discretion and where legitimate party interests are involved they must give precedence to those of the party in office. What counts as a "legitimate" interest is not always easy to define. Some areas of administrative discretion have been the subject of Presidential rulings. In others Civil Servants must be guided by the spirit of such rulings and their ultimate sense of responsibility for the welfare of the public. The support which the Civil Servant is thus expected to give to the party in power is subject to two main provisos. One is that this support must not include administering the provisions of the law in such a way

as to discriminate between members of the public on the basis of their party affiliations. The other is that they owe their support to the central leadership of the party, and above all to its President, who is also the President of the Republic; where the Civil Servant is in doubt about the validity of the claim made on his support by any other party leader, he is responsible for exercising his own judgment on the matter. These problems arise almost entirely in connexion with the Provincial Administration, rather than with central government officials. The President has made it clear, however, that the Provincial and District Commissioners are his personal representatives in their respective areas, and that in exercising their judgment in these matters they enjoy his authority.

Private Interests

29. We must at this point deal with a matter on which we feel bound to comment. It concerns the integrity with which the public services as a whole and the individuals comprised within them carry out their duties. The nation is entitled to expect that these duties should be discharged efficiently, honestly and fairly as between one citizen or groups of citizens and another. It is essential if confidence in the Government is to remain unimpaired and if its good name is to be preserved that this should be so. We consider it self-evident that public servants must therefore use the power which is vested in them and the information which comes into their possession with scrupulous care and in such a way that they further and safeguard the interests of the community as a whole. In other fields self-help has become a beneficial national characteristic; we consider that in the present context self-discipline has an equally important role.

30. We are not aware of any conclusive evidence which would indicate that corruption or dishonesty are prevalent or that the confidence of the public in its servants has seriously been undermined. But there have undoubtedly been occasions when the high standards which should be observed have been departed from and concern has been expressed in the National Assembly, in the press and elsewhere as to the extent to which they may be taking place. We therefore think it right that in the interests of everyone concerned this issue should be brought out into the open and examined objectively.

31. With the above considerations in mind we suggest there are certain general principles which should be observed in the conduct of Government business of all types and with which Ministers, Members of Parliament and all public servants would wish to associate themselves. We consider that all those who serve the Republic—

(i) should give it their undivided loyalty wherever and whenever it has a claim on their services;

(ii) should not subordinate their duties to their private interests nor put themselves in a position where there is conflict between their duty to the State and their private interests;

(iii) should not outside their official duties be associated with any financial or other activities in circumstances where there could be suspicion that their official position or official information available to them was being turned to their private gain or that of their associates;

(iv) should not engage in any occupation or business which might prejudice their status as members of a public service or bring any such service into disrepute; and finally

(v) should at all times maintain the professional and ethical standards which the nation expects of them in transacting Government business with efficiency, integrity and impartiality.

32. So long as the above principles are observed and subject to the proviso which follows there ought in theory to be no objection to the ownership of property or involvement in business by members of the public services to a point where their wealth is augmented perhaps substantially by such activities. But in common with many other African countries the achievement of independence in Kenya brought with it great opportunities for individual advancement both as to main careers and in other rather less orthodox ways. It is understandable that public servants should have taken their opportunities like other citizens but if the benefits in some cases seem to be out of proportion to the opportunities which have been available to them in common with other citizens it is inevitable that questions should be asked as to how this has come about.

33. This brings us to the proviso to which we have referred above. It relates to Civil Servants and it is in one sense unfortunate that they should be singled out for special mention in this context when in our experience the standards of the vast majority set an example which could with advantage be followed elsewhere. But they are after all under the President and Parliament at the heart of the conduct of the nation's affairs and therefore occupy a special position which as a service they will be proud to maintain. It is consistent with this line of thought and is to the credit of those responsible for the Civil Service that the problem has been recognized and that steps should already have been taken to deal with it.

34. The Government Code of Regulations contains a Section which lays down rules of conduct which are in general consistent with the principles we have stated. The essence of these rules is that officers acquiring certain private interests should bring them to the notice of higher authority and where appropriate seek approval of their actions; we regard it as essential that these provisions which are in fact designed to protect the individual Civil Servant should be rigorously observed. We have the impression that

this has not always been the case in the past and if this is so we suggest that the Government should consider requiring at some specific future date that all senior officers should make a complete statement of their interests as required by the amended Rules on the basis that failure to have done so hitherto will not of itself count against them. We realize this suggestion may be repugnant to the majority who have acted impeccably but we hope it would go far to convince public opinion that laxity or worse will not be tolerated.

35. We also take this opportunity to state our conviction that in the main this is a question of professional standards and discipline which the public services must resolve from within. So far as concerns the Civil Service we think it is imperative that nothing should be done which might derogate from the responsibility or the authority of Permanent Secretaries and the Head of the Civil Service in these matters. Indeed they deserve and should receive the fullest support in carrying out in the public interest duties which, when it comes to the point, are bound to be disagreeable.

CHAPTER IV—THE STATE OF THE CIVIL SERVICE

36. The appointment of this Commission was a clear indication that the President and his Government felt that the time had arrived to take stock of the present situation with regard to the state of the public services and consider how they might be adapted to meet the needs of the 1970's. Our inquiries have fully confirmed that the timing was apt. The next decade will in our view be of vital importance to our country. It is implicit in much of what we say in this report that during that period there should emerge a national ethos which is truly Kenyan in its origin and is built on the aptitudes, characteristics and ways of thought of the mass of the people.

37. If this is to come about it is essential that systems of conducting Government business should be found which can be understood by the people and can be seen to produce results especially in the rural areas. Later in this report we draw on experience in other parts of the world to make our recommendations about management practices and other means of achieving improved efficiency. But it will no more meet the needs of this country to copy without any attempt at development or originality what has been done elsewhere than would continuation of the systems inherited from the past. It will therefore be necessary for the Civil Service to take a view of its problems and devise its own solutions in the light of all the experience and advice that is available to it. This sounds deceptively simple but we are convinced that the Service will have to undergo a difficult and testing transition before it can be said that it has developed its own individuality, is fully responsive to national requirements and able to meet those requirements with the most economic and effective use of resources of finance and manpower. Many of the more important recommendations in our report could not be fulfilled unless there were to be changes of attitude and approach.

38. Furthermore there is a need to give new content to the ideal of nation-building which provided the most general impetus for the Civil Service immediately after independence. This is, of course, a problem of motivation and as such is easier to formulate than to solve. The immediate needs of the nation in 1964 were so pressing and so apparent that Civil Servants generally, and especially senior officials, did not need a very detailed exposition of the meaning of nation-building before committing themselves to work long hours at high pressure in the service of that ideal. Today, however, there are signs that the atmosphere of those years is wearing off and that a fresh definition of the vocation of the Civil Servant is required. To some extent this is a matter for the political leadership, assisted by the senior Civil Service, to give a lead on a number of important policy issues so that

the shape of the society which the Civil Service is called upon to help build is better clarified. But it is also a matter for the Civil Service itself. In the long run, the only lasting and reliable motivation for a Civil Servant is the professional satisfaction of a job well done. We are concerned that the establishment of fully professional standards for a development-oriented Civil Service has so far barely begun. There has been a clear shift of the focus of interest towards development but speaking generally, the working day of the average Civil Servant, the procedures he follows and the tasks he undertakes, have not been subjected to systematic reappraisal in the light of modern knowledge of the nature of the development process. Neither has there been much experimentation with new techniques or new systems of organization.

39. Obviously the key figures in this situation will be the Permanent Secretaries within the individual Ministries. At present there is an extraordinary concentration of functions in this omnibus office. In other systems these functions tend to be distributed among a number of more or less specialized officials, or to be exercised collectively by a group of top officials and advisers under the chairmanship of the man at the top. Responsibility for financial rectitude in a ministry's expenditures is clearly separated from responsibility for formulating policy advice, and the latter function is generally seen as a process calling for committee work and staff support on a highly routinized basis. The Permanent Secretary under the present system in Kenya enjoys the benefit of no such specialization. Instead of being the director and convenor of a team of specialized officials, each of whom is ultimately responsible for his particular function or set of functions, the Permanent Secretary is formally responsible for all of them, and by regulation and convention is actually expected to be personally responsible for most of them. From his point of view, his working day is filled with matters of detail to the exclusion of strategic planning and general management functions while from the point of view of his senior officers he stands between them and the full responsibility which they need in order to give of their best. Generally, there is little collective thinking at the top, but instead a series of bilateral relationships between top officials and the Permanent Secretary who, as things now are, must be brought into every important issue at every stage since he will be personally responsible for all of them. Given the multiplicity of these relationships, and the rule that he alone normally has direct relations with the Minister and Assistant Ministers, it is often quite hard for his senior officers to reach him. Kenya has been extremely fortunate in the calibre and dedication of her Permanent Secretaries. Yet it is clear that these qualities are far from being properly used in the service of development so long as the role of Permanent Secretary is as solitary and encumbered as it is now. The evidence given to us by the Permanent Secretaries themselves made it very clear that instead of being the key to development, the Permanent Secretary is often engaged in a constant struggle not to become a bottleneck.

40. At this stage therefore it seems to us that the immediate task is for the service, from top to bottom, to accept the need for change and prepare itself for the introduction of new systems and managerial methods. In all this the question of morale is fundamental. To find solutions action must, as always, begin at the top. Senior officers must take a firmer grip of their departments in matters of discipline and professional standards and must set and demand higher performance in these matters by their own example. At the same time there should be sensible and carefully regulated delegations of authority so that for example Permanent Secretaries can divest themselves to a proper extent of day-to-day routine matters and leave themselves more free to deal with important policy and managerial tasks. All this in our view can be done without waiting for the implementation of the more important and far-reaching suggestions we shall make later in this report. Indeed it can be said that it is an essential preparation for the efficient execution of those tasks. Mistakes may be made as a result of delegation but the dangers of excessive caution and the consequent difficulty of moving forward at all are in our opinion far greater. We have little doubt that the Government and the country as a whole will see the matter in this light.

41. The question further arises whether the Civil Service as a whole has the resources of spirit and ability to meet the challenges which lie ahead. We are in no doubt that it has. But equally we must recognize that running through much of the evidence we received there were strong indications that all is not well. There seems to be much too wide a range of levels of performance. The best, and this fortunately comprises the vast majority, seemed to us to be very good, but we gained the definite impression that the worst falls to quite unacceptably low standards. This is partly a question of organization and structure which can eventually be rectified; but in the main it arises from the fact that a small number of people in the middle and higher ranges of the service are either not up to their jobs or are not sufficiently interested or dedicated to apply to official business the talents they possess. The deficiencies of these officers are known and widely commented on among their colleagues and it is clear to us that the frustration and cynicism caused by their continued presence in the service is doing real harm. We repeat that the numbers are relatively small; but on the other hand these officers are sufficiently numerous and in some cases occupy such positions of responsibility that their inability to make a positive contribution or, indeed attain modest standards of efficiency is having, and will continue to have, serious effects quite disproportionate to their numbers. We regret having to express ourselves in these terms but we would be failing in our duty if we did not pay due regard to the evidence we received on this matter; evidence which impressed us by its sincerity and in our view was given with a proper sense of responsibility. Furthermore the Government of this country does not owe any of its citizens a living in the Civil Service at the expense of others. Civil servants occupy their positions to provide services which the country needs and for which Parliament provides funds; there should be no room for those

who cannot offer a service or are inadequate to the tasks they are called upon to perform.

42. By any objective assessment the officers concerned should be relieved of their appointments and either retired or employed in a grade and at a salary which is commensurate with their abilities. But it is obviously going to be extremely difficult to know where to draw the line and ensure that justice on both sides is done in all cases. Furthermore we have some sympathy for the officer who because of the urgent needs of a situation was offered and accepted in good faith a post for which he subsequently proved to be unsuitable. On the other hand we consider that the man who spends so much time and energy on his private interests that he fails to carry out satisfactorily his official duties would only get what he deserved if he were to be severely dealt with.

43. It is not possible for a Commission such as this, working outside the day-to-day operations of the Civil Service, to be sure of the nature and full extent of the problem. Nonetheless, we are sufficiently sure of our facts to recommend strongly to Government that it should take early action and above all show that it means business. A possibility which might be explored is that a small high-powered and authoritative tribunal, with which the Chairman of the Public Service Commission might be associated, should be set up to examine the situation and make recommendations as a matter of urgency.

44. Finally, since some of the comments we have made in this chapter may mistakenly be represented as being critical of the Civil Service as a whole we wish to emphasize that this is not our intention. We reiterate that our criticisms apply to a very small minority; our purpose in making them is to ensure that that minority should not be allowed to stand in the way of the service as a whole in realizing its full potential.

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CHAPTER V—DEVELOPMENT STRATEGY AND POLICY-MAKING FOR PLANNED GROWTH

45. It is an unsatisfactory feature of the present government machine that no effective structure exists which covers all facets of development policy, including the continuous evolution of overall development strategy, the shorter term determination of priorities and the systematic evaluation of performance. Nor is it clear that the necessary organization and expertise exists within the individual ministries to ensure that a continuous process of policy review is undertaken by the topmost officials, serviced and advised by their staff at the centre and in the field. To some extent the problem is one of ensuring that basic issues are clarified by the political leadership. Questions such as where the boundary will be drawn between the area of economic activity reserved to the State and the area left to private enterprise; or what limits and conditions should be placed on the repatriation of profits and local borrowing by the foreign-owned private sector; or how far foreign-owned local manufacturing should be encouraged rather than locally-owned importation of foreign goods, are examples of critical strategic issues that cannot be settled by the Civil Service. They call for prompt and effective determination by the Government. Yet even questions such as these need to be posed and clarified by the Civil Service through procedures designed for the purpose and it is clear that this capability is frequently lacking. So long as neither the organizational structures nor the necessary expertise are established, development strategy will tend to be unco-ordinated leading to delays, waste and loss of confidence. There will also be a tendency for new problems to emerge and reach serious proportions before they are properly tackled. Established ways of thought will tend to persist unchallenged. Analysing and forecasting the social implications of policies needs to become a routine part of the work of the Civil Service, linked by effective mechanisms to the political decision-making process.

46. We shall therefore be deeply concerned with the central control of policy and performance; the budgetary process; the functions, organization and training of administrative officers in the senior echelons of ministries. Speaking generally, none of these have hitherto been conceived of primarily in terms of development. Developmental functions have been added on to older functions, not necessarily to best effect. We see a clear need to spell out in some detail the contribution to development which each officer or institution involved should make, and to redistribute other functions so as to ensure that development has priority.

Structure and Organization for Development

47. We are convinced that fresh thought must be given to the nature of the policy-making process for planned development. There is a tendency in all

countries to think of planning as a once-for-all, or at best a periodic, process. The "once-for-all" approach tends to terminate in the creation of a ministry of planning or its equivalent, with few visible after-effects. The "periodic" approach is usually seen in the production of successive plan documents at intervals, this process being only marginally tied to the actual policy-making process or performance on the ground. In a genuinely planned process of economic growth, by contrast, plan-making, co-ordination, implementation, progress-reporting and evaluation must be a continuing cycle in the work of every unit of the government machine. To achieve this, all branches and levels of government need to evolve new procedures and to infuse their routine practice with "plan-mindedness" so as to play their part in the overall process. This can only occur if the basic framework of the process is clearly worked out at grass roots level and if the central co-ordinating organ of the Civil Service assumes responsibility for ensuring that all branches of government progressively conform to it. This organ must, we consider, be the Cabinet Secretariat. In a subsequent chapter the major structural and procedural changes which we think are required are described in outline. In our view a systematic reorientation of the administrative system to serve the aim of planned development has still to be put in hand.

48. The relationship between the Ministry of Finance and Economic Planning and the individual Ministries is another area which we think requires particular attention. As will be seen from our recommendations in Chapter XIII we do not think that very radical innovations are called for in this connexion, but there are some important weaknesses which can be eliminated. In particular, we make recommendations for a system of three-year "indicated budgets" within which individual ministries should prepare their estimates so as to improve their consistency with the Development Plan without impairing the Treasury's financial control. We also make recommendations for the co-ordination of the forward programmes of ministries through a special committee of officials under the Head of the Civil Service in the Office of the President. We are specially concerned to ensure that project preparation is improved and placed on a uniform footing throughout all ministries, and that formal procedures are established to ensure that projects are properly reviewed centrally before decisions are finally made on them. Lastly, our recommendations with regard to Statutory Boards are also meant to ensure that the Central Government is given effective, direct control over all important areas of economic policy.

49. A final area of special concern is that of the relations between the centre and the field in implementing planned development, together with the establishment of a proper system of project management and regional and local co-ordination and control. As we have seen, the relations between the Provincial Administration and the technical Ministries in the field are a weakness inherited from the past. There is the additional problem of the county councils which at present have been largely relieved of their functions and

are losing or have already lost their best personnel. The Provincial Administration claim they have responsibility without power, as regards the actual implementation of local programmes and projects, directly controlling neither the staff involved nor their budgets. The technical ministries have power, but no responsibility for overall policy, only for their particular specialized programmes. The closest approximation to such overall responsibility is vested in the Development Committees, and the District and Provincial Teams, but these have not proved very effective bodies either for plan-making or for co-ordinated plan implementation. This is partly because the Provincial and District Commissioners themselves are burdened with a vast range of detailed functions, and are unable to concentrate fully on their developmental role. But it is more fundamentally because the system of field administration was never designed around the concept of planned development and project management.

Accountability and Openness

50. The final area of concern which we wish to touch on briefly here is the degree of real accountability which it is necessary or wise to have in a Civil Service geared to development. One of the most obvious legacies of the past is a very low level of real accountability. Theoretically, the Civil Service is accountable to the public through the responsibility of Ministers to the National Assembly. However, this is a very limited kind of accountability, as the government's majority generally ensures that no motion of censure will ever succeed. Parliamentary questions provide at best a rather haphazard spot check on particular items of administrative performance. Other procedures, such as debates on the Estimates of Expenditure, are by convention concerned with general policy, not with financial details. The Public Accounts Committee does provide more detailed supervision, but it is retrospective and concerned mainly with financial propriety and only marginally with the substance of administrative behaviour. Also the principle of secrecy has been reinforced since independence by the need to arouse in Civil Servants a concern for national security and to exclude the improper influence of foreign interests. The net result of all this is that to a very large extent the public services today operate almost entirely behind closed doors. The parastatal bodies are even less accountable to the public than the ministries, being only indirectly answerable to the National Assembly through a Minister. The problem we have to face is how far this is desirable, and if changes are required, what form these should take.

51. In theory there are some definite advantages in this immunity from criticism and inspection. It makes it possible for the public services to operate without fear or favour. It permits officials to pursue their work as they consider best without interruptions from outside, and without constantly looking over their shoulder to ward off adverse criticism from outside. In a developing country, where many members of the public are relatively un-

aware of their rights and of the services the state can provide, the Civil Servant is frequently obliged to assume the responsibilities of a guardian to protect the weak against the superior resources and abilities of the strong. This involves him in taking positions on behalf of those who may not know how or where to present their case, who cannot afford to engage lawyers, and so on, and exposes him to the risk of personal attack and the threat of blackmail unless he is confident that the system as such will protect him. The Provincial Administrator, in particular, must often be willing to pit his own judgment of what the public interest requires against the pressures and demands of parochial politicians or self-interested factions. For all these reasons we should be extremely cautious in contemplating a reduction in the public servant's immunity from outside criticism and accountability.

52. On the other hand, the dangers are equally clear. Although secrecy makes it possible for the public services to work without fear or favour it does not guarantee this; it also makes it possible for fear and favour to influence its work behind the scenes. Immunity to outside evaluation and criticism, while making it possible for the public servant to pursue his duty without interruptions, also makes it possible for him to neglect his work, or even to abuse his powers. Although this happens only in isolated cases, it would be dishonest to pretend that these do not occur, and we are concerned to reduce their incidence in the future. Perhaps even more importantly, immunity to outside criticism means that the Civil Service is entirely dependent on self-criticism for the continuing reform and improvement of its development capability. History gives little grounds for optimism that any social institution will exhibit this quality of constant self-renewal if it is not subjected to effective pressure from outside to do so. In the case of a developing country like Kenya, moreover, there is the special danger that established ways will be reinforced by the fact that so many of the men in senior posts in the Civil Service had to assume heavy responsibility very early in their careers, making them more inclined to rely on the system as it stands, and less inclined to experiment. There is a danger that any Civil Service in these circumstances may take on the character of a "guild", or vested interest, concerned too much with the benefits of office and too little with the performance given to the public.

53. We think, therefore, that there is a clear case for shifting the balance substantially in the direction of greater accountability, though in such a way as to reduce the disadvantages to a minimum. To deal with the danger that fear and favour may operate behind the wall of official secrecy, and with the danger that powers may be abused, we have no hesitation in recommending as a matter of urgency the creation of a Kenyan equivalent of the "Ombudsman" or Parliamentary Commissioner, which has now been established in many countries of the world. The details are spelled out in Chapter XXII The essential feature of this proposal is that there should be a highly qualified and authoritative institution, with powers of access to all official files

and powers to question all public servants and any member of the public, which can receive and investigate any bona fide allegation that an abuse of power or improper use of office has occurred. This must be coupled with an obligation to make a public report on all such investigations, and if necessary, to refer such reports to the proper quarters (including, where appropriate, the Public Service Commission or the Attorney-General's Office) for action. We would like to emphasize that this proposal is not merely designed to safeguard the public from abuse of power. It is also important to protect the public services from false allegations. What is needed in such cases is the existence of a routine system of impartial inquiry such as we are recommending.

54. To deal with the wider problem of subjecting the ongoing performance of the public services to effective outside review and criticism is a more delicate and difficult task. The ultimate responsibility of Ministers for the work of their Ministries remains a cardinal principle of the Cabinet system of Government; this must not be undermined, even in the conditions of diminished accountability of Ministers in a one-party Parliament. For this reason we are doubtful if it would be proper, even if it clearly lay within our terms of reference, to suggest a development of accountability through any new system of committees of MPs, as has been long proposed and partly accepted elsewhere. It is also very important that accountability should be heavily oriented towards the needs of the public interest for a continuing improvement of performance in relation to development, not towards the demands of this or that special interest or competing claims of different localities for scarce resources. Above all, the accountability we have in mind should be accountability towards a highly-trained and sympathetic body which would be seen by the best elements within the Civil Service as an ally rather than an inquisitor. There are various foreign models, such as the famous inspectorate of the French civil service, but we think that, in this sphere especially, the need is for an institution based on the special character and history of the Kenyan service. For these reasons, therefore, we have concluded in favour of building on the experience and reputation of the Directorate of Personnel, by adding to it a carefully constituted and staffed division charged with a continuing inspection, review and evaluation of the work of the public services as a whole. This division should have power to call for any official documents and for the appearance of any public servant, and would be required to prepare an annual public report, in which its main findings would be recorded. We envisage, however, that its main work would be carried out in collaboration with Ministries and other parts of the public services (including the parastatal bodies but excluding the police and armed forces) in the form of systematic reviews of performance, the identification of weaknesses, the preparation of plans for improved organization and work plans, and so on. These would issue in the form of restricted reports made to the branch of the public services in question, and copied to the Head of the Civil Service, the Cabinet Secretariat, etc. Throughout, the emphasis would be on setting

new standards of performance to achieve accelerated national development, and for this reason we recommend that the division should be known as the Management Services Branch of the Directorate of Personnel. Details of the composition, staffing and initial procedures proposed for the Division are given in Chapter XV.

55. We are now at the end of the first part of our report. In it we have attempted to identify the problems which have to be solved, the objectives to be attained and the means by which this can be accomplished. In formulating the recommendations which are set out in the following chapters we have made use of the advice of consultants and other experts who have assisted us in dealing with certain specialized aspects of our work; we are most grateful to them for the contribution they have made in various ways to this report.

CHAPTER VI—ECONOMIC BACKGROUND

56. We propose in this chapter first to describe past developments with regard to employment and wages in the modern sector of the economy. The public sector will then be examined in more detail. After the present situation has been briefly described the case for an increase in the remuneration of the Civil Service will be examined in the light of the cost of living, market pressures and the growth of Gross Domestic Product (G.D.P.). We shall also discuss two major constraints which affect this question—the capacity of the country to meet the cost of an increase and the income distribution between persons and regions.

57. Before proceeding on the above lines, there are however some general comments we must make. In the first place the public sector employs close to 40 per cent of all wage earners in the modern sector which, in addition to the public sector, we take to include all establishments in urban areas, large farms (20 acres and more) and large-scale enterprises located in rural areas. Our recommendations may, therefore, have considerable impact on the wage level and structure of the modern sector as a whole. They may influence the relationship between wage earners and self-employed and since the bulk of the wage earners live in the urban areas they may affect the relationship between rural and urban incomes. In brief the Government wages policy will influence the allocation of total national resources, human as well as physical. Finally it is clear that problems of incomes policy are very difficult to solve. None of the technologically-advanced countries have succeeded in designing a generally accepted incomes policy and economic scientists are unable to produce unequivocal answers. This is not surprising because contradicting objectives and conflicting interests have to be reconciled.

Employment and earnings in the modern sector: Past trends in employment

58. The purpose of this section is to describe the growth of the wage bill, employment and distribution within the public sector. Further comparison will be made with the private sector.

59. Table 1 shows employment and the wage bill in the modern sector, broken down by (1) agriculture (farms of 20 acres and over); (2) private sector, and (3) public sector. According to the data shown in Table 1, the national wage bill of the modern sector grew from £79.6 million in 1959 to £154.4 million in 1969 or at an annual compound rate of 6.9 per cent. At the same time, total wage employment in the modern sector grew from 597,200 to 627,200 or at an annual compound rate of 0.5 per cent over the same period. These figures are somewhat misleading, because of two reasons. In the first

place there was a change in coverage of employment in private industry and commerce in the year 1964. According to Table 1, employment rose from 1963 (164,000) to 1964 (191,300) by 16.6 per cent. However according to the Economic Survey 1965 more than 10 per cent was the result of an additional coverage and only 6 per cent could be considered as the real growth of employment.

Table 1.—Employment and Wages (modern sector)*

Year	Agriculture and Forestry		Private Sector excluding Agriculture		Public Sector	
	Wage Bill	Employment	Wage Bill	Employment	Wage Bill	Employment
	£*mill.*	'000	£*mill.*	'000	£*mill.*	'000
1959	10.9	251.7	38.0	185.1	30.7	160.1
1960	12.5	271.8	40.1	189.0	32.3	161.4
1961	12.3	252.0	40.2	170.8	37.3	167.0
1962	11.6	245.5	40.0	167.3	37.1	167.0
1963	11.8	215.7	43.7	164.0	37.8	159.5
1964	12.4	202.1	47.9	191.3	42.9	182.0
1965	13.1	202.4	49.7	191.4	51.4	183.2
1966	12.9	188.1	56.2	196.9	58.0	200.4
1967	11.7	172.7	62.2	212.7	62.9	212.1
1968	12.3	173.0	66.9	211.5	67.1	221.9
1969	13.0	178.7	69.5	210.9	71.9	237.6
Annual Compound Rate of Growth:						
1959/69	+1.8	−3.5	+6.2	+1.3	+8.9	+4.0
1964/69	+0.8	−2.5	+7.7	+2.0	+10.8	+5.4

SOURCE.—Statistics Division, Ministry of Finance and Economic Planning.

* Unless otherwise indicated the source of statistical tables throughout is the Statistics Division, Ministry of Finance and Economic Planning.

60. In the second place the employment figures of agriculture are affected by structural changes in that sector. Total acreage declined from 7.318 million in 1963 to 6.555 million in 1968. The decrease of wage earners on the big holdings was accompanied by an increase of workers on small holdings. Nevertheless, the number of workers *per acre* on the big farms showed a decrease over the past few years, which may have been arrested by 1968. (*See* Table 2.) If attention is focused on the modern sector, excluding agriculture between 1959 and 1969, and these figures are corrected for the additional coverage, the wage bill rose at an annual compound rate of 7.3 per cent, whereas employment rose at a rate of 2.2 per cent. Separating the private and the public sectors leads us to the comparisons shown in Table 3.

Table 2.—Workers per acre on big farms

Year	No. of workers per acre
1963	0.305
1964	0.311
1965	0.321
1966	0.312
1967	0.282
1968	0.287

SOURCE.—Agricultural Census 1963–1968.

The average annual decrease of employment in modern agriculture over the past 5 years is estimated at about 1.3 per cent.

Table 3.—Annual Compound Rate of Growth

Sector	Period	Employment	Wagebill
		%	%
Public	1959–1969	4	8.9
	1964–1969	5.5	10.9
Private excluding agriculture ..	1959–1969	1.3	6.2
	1964–1969	2.0	7.7
Total modern sector excluding agriculture.	1959–1969	2.6	7.5
	1964–1969	3.75	9.25

This table shows that the growth of employment and earnings accelerated after independence and that the public sector grew faster than the private sector.

61. Summarizing the past trends of wage employment, it may be observed that wage employment in the private modern sector was stagnant for over a decade. During the five years after independence, wage employment in this sector (including big farms) declined from 393.4 thousand to 389.6 thousand wage earners. If these figures are corrected for the structural changes in modern agriculture, there was an increase of 7 thousand wage earners for this sector over a period of five years in spite of the fact that the growth of G.D.P. of the modern sector in real terms, over the same period amounted to 7½ per cent per annum.* Though the absorption capacity of the modern sector was lower than might be expected as a result of the high growth rates of G.D.P., the number of jobs for Africans increased at higher rate than total employment. From Table 4 it appears that the process of Africanization started at an earlier time in the public service than in the private sector, but after independence, speeded up in the private sector. On big farms the picture is distorted by structural changes. For that reason, big farming is not included in the following table:—

* *See* Table 15 corrected for price increases.

Table 4.—Racial Distribution of Wage Earners ('000)

Year	Total No. of wage earners		No. of Africans		Africans as per cent of Total
PRIVATE SECTOR					
1959	185.1		148.0		80
1964	191.3		154.0		81
Increase over 1959 (Numbers)..		6.2		6.0	
1969	210.9		179.0		85
Increase over 1964 (Numbers)..		19.6		25.0	
PUBLIC SECTOR					
1959	160.1		140.0		87
1964	182.0		168.2		92
Increase over 1959 (Numbers)..		21.9		28.2	
1969	237.6		226.0		95
Increase over 1964 (Numbers)..		55.6		57.8	

Distribution of Employment within the Public Services

62. The distribution of employment and earnings within the public sector is shown in Tables 5 and 6. Table 5 shows that the highest contribution to employment in absolute terms came from the Government. The contribution of the East African Community services is on the other hand low and seems to call for some explanation. For example, though the wage bill increased by 8 per cent per annum the number of employees of the E.A. Posts and Telecommunications remained the same from 1965 through 1969.

Table 5.—Employment in the Public Sector 1965–1969

	('000)					Annual Compounded Rate of Growth
	1965	1966	1967	1968	1969	
Kenya Government ..	85.1	93.5	94.9	99.1	109.1	6.4
Statutory Boards	Na	Na	13.4	14.1	17.0	12.3
Local Government ..	59.4	60.2	59.8	63.1	67.3	3.2
E.A.C. General Fund Services	3.3	3.1	3.0	2.9	2.8	—4.0
E.A. Railways and Harbours	24.3	26.4	25.4	25.3	25.1	0.8
E.A. Posts and Telecommunications	4.8	4.7	4.9	4.8	4.8	0
E.A. Airways Corporation	2.1	2.5	2.8	3.0	3.3	12.0
Others*	9.2	10.0	7.8	9.6	8.2	—2.5
TOTAL	188.2	200.4	212.1	221.0	237.6	6.0

*Provisional.

Table 6.—Earnings in the Public Sector 1965–1969 *K£ Million*

	1965	1966	1967	1968	1969*	Annual Compounded Rate of Growth
Kenya Government ..	22.8	26.2	27.1	29.4	32.0	8.8
Statutory Bodies	Na	Na	3.4	3.9	4.3	12.4
Local Government ..	11.6	12.0	14.2	14.5	15.9	8.3
E.A.C. General Fund Services	1.9	2.0	2.0	1.6	1.5	−6.0
E.A. Railways and Harbours	7.7	8.9	7.6	8.2	8.4	2.2
E.A. Posts and Telecommunications	2.2	2.5	2.7	2.9	3.0	8.0
E.A. Airways Corporation	2.0	2.7	3.0	3.2	3.6	15.9
Others	3.2	3.7	3.0	3.5	3.2	0
TOTAL	51.4	58.0	62.9	67.1	71.9	8.6

*Provisional.
SOURCES.—Economic Survey, 1969, 1970.

Past trends in wages

63. While wage employment has been at a virtual standstill, total wage bill has not. Over the decade, total wages increased by well over 80 per cent. Table 7 below shows average wages over the period 1959-1969. This table shows not only that wages are far greater in the private and public sectors than in agriculture but that the average wages are growing much more rapidly in these sectors than in agriculture. For example, in 1964, average wages in the private and public sectors were about four times that in agriculture, while in 1969, they were nearly five times as great.

Table 7.—Average Wages in absolute figures and index 1964=100

YEAR	Agriculture, Forestry and Fisheries		Private Sector Excluding Agriculture		Public Sector	
	Average Wage Sh. per month	Index (1964= 100)	Average Wage Sh. per month	Index (1964= 100)	Average Wage Sh. per month	Index (1964= 100)
1959	72	70.6	342	82.0	320	81.4
1960	77	75.5	354	84.8	334	85.0
1961	81	79.4	392	94.0	372	94.7
1962	79	77.5	398	95.4	370	94.1
1963	91	89.2	444	106.5	395	100.5
1964	102	100	417	100	393	100
1965	108	105.9	433	103.8	455	115.8
1966	114	111.8	476	114.1	482	122.6
1967	113	110.8	487	116.7	494	125.7
1968	113	110.8	527	126.4	504	128.2
1969	121	118.6	549	131.7	504	128.2

64. The increase in average wages during the last decade is seen by many economists as an indicator of a rapid increase in real wages. In consequence a rapidly increasing wage level was regarded as an explanation for increasing unemployment. Two trains of thought can be found. The first is that the rapid growth in real wages tends to induce a substitution of other inputs for labour; labour becomes expensive relative to other inputs and firms avoid using labour if possible. The second way of thinking, not inconsistent with the first, is that the increase in wages tends to widen the income gap between urban and rural areas, thus stimulating migration to the urban areas and increasing the urban labour force far beyond the absorptive capacity of the modern sector. Both arguments are valid and will be discussed later in more detail. Here we need only say that changes in average wages are not reliable indicators. Entrants into positions with a higher wage than the average tend to increase the average wage. Similarly, entrants into positions below the average wage tend to decrease the average wage. This probably explains why the average wage of the public sector, according to Table 7, has remained stable for the years 1968 and 1969. Given the 4 per cent built-in annual increment, it may be deduced that the majority of the new entrants entered the public service at less than the average wage.

65. The discussion of simple overall averages for a sector as for the economy as a whole also conceals other noteworthy wage developments. For example, it conceals the fact that the average wage of Africans has been increasing more rapidly than that of other groups. This development is attributable to the Africanization of posts at senior levels (and higher pay grades). Table 8, below, compares the developments in wages for Africans with general wages over the last decade.

Table 8.—Change in Average Wages of Africans and Total Sector 1964=100

Year	Agriculture Average Wage		Private Sector Average Wage		Public Sector Average Wage	
	Africans	Total Sector	Africans	Total Sector	Africans	Total Sector
1959	68.5	70.6	67.0	82.0	53.0	81.4
1960	73.8	75.5	71.2	84.8	57.5	85.0
1961	77.8	79.4	80.3	94.0	63.8	94.7
1962	77.4	77.5	84.8	95.4	68.0	94.1
1963	91.1	89.2	98.1	106.5	78.4	100.5
1964	100.0	100.0	100.0	100.0	100.0	100.0
1965	107.7	105.9	103.2	103.8	114.9	115.8
1966	113.1	111.8	136.1	114.1	121.0	122.6
1967	108.1	110.8	133.0	116.7	123.7	125.7
1968	114.9	110.8	155.9	126.4	129.8	128.2
1969	118.8	118.6	164.3	131.7	132.6	128.2

From Table 8 it is clear that average wages in non-agricultural employment for Africans increased at a more rapid rate than average wages for other groups. In the public sector there is a jump from 1963 to 1965, thereafter the development is much slower. In the private sector the jump takes place from 1965 to 1966. In modern agriculture, the average wage for Africans did not increase beyond the average wage for that sector as a whole. In using 1959 as the base year, the development of average wages shows a slight increase in agriculture compared with other sectors. However, it should be noted that increases in the private sector (excluding agriculture) and public sectors were almost the same; in total the increase in the public sector is slightly greater than that in the private sector.

Table 9.—Index of Average Wages of Africans and Total Sector 1959=100

Year	Agriculture		Private Sector excluding agriculture		Public Sector	
	Africans	Total Sector	Africans	Total Sector	Africans.	Total Sector
1959	100	100	100	100	100	100
1969	173.4	168.0	245.2	160.6	250.2	157.5

Average Wages within the Public Services

66. The average salaries of the various branches within the public sector are shown in Table 10.

Table 10.—Average Wage in the Public Sector 1965–1969

	K£ Per Annum				
	1965	1966	1967	1968	1969*
Kenya Government	267·9	280·2	282·5	296·6	293·3
Statutory Bodies	—	—	253·7	276·5	252·9
Local Government	195·3	199·3	237·5	229·8	236·3
E.A.C. General Fund Services	575·8	645·2	666·7	551·7	535·7
E.A. Railways and Harbours	316·9	337·1	299·2	324·1	334·7
E.A. Posts and Telecommunications ..	458·3	531·9	551·0	604·2	625·0
E.A. Airways Corporation	952·3	1,080·0	1,071·4	1,066·6	1,090·0
Others	347·8	370·0	384·6	364·5	390·2

*Provisional
Source: Tables 2 and 3.

This Table shows that the highest average salaries are paid by the East African Airways Corporation, followed by E.A. Posts and Telecommunications. This is understandable because of the differences in occupational skills needed

for the various operations. Kenya Government, Statutory Boards and Railways and Harbours are more or less in the same category. Local Governments are slowly catching up with the Central Government. Though the starting point was lower, the average salaries increased more rapidly than those in the Central Government between 1965 and 1969. Table 11 below, shows the annual compounded rate of growth of average salaries for the various branches of the public sector.

Table 11.—Annual compounded rate of growth of average salaries within the Public Sector 1965–1969

Branch	Annual growth in percentage
Kenya Government	2·3
Statutory Bodies	−0·5*
Local Government	4·9
E.A.C. General Fund Services	−1·5
E.A. Railways and Harbours	1·3
E.A. Posts and Telecommunications	8·1
E.A. Airways Corporation	3·4
E.A. Cargo Handling Services	2·9
TOTAL	2·7

*1967—1969

SOURCE: Economic Survey.

The annual compounded rate of increase in average salaries appeared to be 2.7 per cent for the entire public sector. The Central Government is well below this rate of increase. For obvious reasons mentioned before, local governments have a higher increase than the average. The highest increase has been observed with the E.A. Posts and Telecommunications; with 8.1 per cent per annum, this Corporation is at the top of the list.

The Present Situation

67. There are a number of factors which distort the current structure of remuneration. First, there is the differential impact of fringe benefits which play an important role in remuneration. For example all Government employees are eligible for Government housing, or in the absence of a house, a housing allowance is given. This contrasts with the position of the private sector where it is often the employee's responsibility to provide his own housing without compensation from his employer. Secondly, investigations of the Statistics Division of the Ministry of Finance and Economic Planning show that there are important disparities between average wages in the private sector and a relatively small but very important "high wage sector". The average annual earnings of unskilled labour (non-agriculture) is £101, but the "high wage" sector pays £260 p.a. For semi-skilled labour, these earnings are respectively £265 and £345 per annum. A few big enterprises, interviewed about the prevailing wage policy of their firms, admitted without

exception that the wages they paid for unskilled labour, like sweepers, is considerably higher than the market wage. In their opinion a wage of Sh. 350 to Sh. 400 per month provided only the barest essentials of food, clothing and shelter for a family to live in Nairobi at a minimum standard of health and decency. The differences between the average wages of the private sector and the wages paid in the relatively small "high wage sector" may continue to widen in the future. Wages paid by the big firms increased annually by about 5 to 8 per cent per annum to make up for rise in cost of living and increased productivity—and will do that for some time to come. These firms can afford this because either the productivity is rising steadily or they can pass on the increasing labour cost to consumers because they operate in a sheltered market. Thirdly, Tables 10 and 11 show that the public sector has exercised much restraint with regard to wages and salaries since 1964. Most of the employees in this sector enjoyed only small increases because of the built-in system of annual increments or—if they reached their maximum—no increase at all.

68. All of this leads to the conclusion that there are growing inequalities in remuneration among employees. Important differences have developed between wages paid by big firms and those paid by small firms. What is actually happening is that a relatively small group of people are fortunate enough to be employed by those concerns to whom most of the benefits of recent economic development of the private sector have gone. To this group we must add a large part of the public sector which is offering financial and job security that the private sector as a whole is unable to provide. On the other hand, the large group of employees in small firms with low wages and insecure employment and the peasantry do not share proportionately in the growth of the economy. The following table illustrates this development:—

Table 12.—Distribution of Wages in 1969 (Africans only)*

Sector	Percentage of Wage Earners Earning Less Than		
	100 shillings per month	150 shillings per month	300 shillings per month
Central Government	3·2	4·7	45·1
Rest Public Sector	3·4	7·3	47·6
Private Sector excluding Agriculture	7·9	23·4	60·0
Modern Agriculture	55·6	85·9	96·8

*Wages include housing allowance minus nominal rent. If a house is provided free a nominal rent is subtracted from wage earned.

Evaluative criteria

69. *The Cost of Living.*—Increases in prevailing wage and salary levels, to compensate for increases in the cost of living as ascertained by consumer price indices, is a commonly accepted means to prevent erosion of the standards of living. Unfortunately, only a partial consumer price index exists

for Kenya; the index is partial because only a limited number of items in the consumer budget are covered and because the index is limited to Nairobi only. Moreover, the list of items is outdated. Nevertheless, the index published is at least a crude indicator of price changes in some important consumer goods items. An important inadequacy is that rents are not included in the index. This may be of little importance to those living in houses provided by the Government and those who are in some way protected from rent increases. However, for those who are exposed to increasing rents the index is largely irrelevant because rents make up between 15 and 25 per cent of family income, depending on income class.

Market Pressures

70. From an economic point of view it is necessary to determine whether the current salary structure reflects the manpower supply and demand in specific occupational categories; we are clear that this is not the case and our proposals in the chapter on salary structure are designed to remedy this situation. We also comment in the next two chapters on the need to improve remuneration for officers with professional qualifications. All we need say here is that for Kenya to achieve manpower self-sufficiency in occupational categories which demand skill and expertise at a high level it will be necessary for competitive salary structures to be devised.

71. An additional point should be made that experience in other countries indicates that the existence of a high-wage structure for these occupations generates strong pressures to increase the lower part of the salary scale. It should be noted that these pressures based on arguments of equity are not valid in terms of the economics of labour markets where wages and salaries should reflect not only the demand for but also the relative scarcity of specific skills. This does not mean that the argument in equity does not possess elements of validity in terms of social justice. The argument based on social justice is understandable once it is recognized that access to opportunities for education, and especially higher education are limited. Further it is very important politically and sociologically for citizenry to feel that social justice is one objective of Government's development efforts. Lack of social justice is a disintegrating factor in any society and could bring the development efforts to a halt for a number of years.

72. Competition between the private and the public sector may also add to market pressures. There is no evidence that one-sided competition between these two sectors really exists. According to an investigation by the Federation of Kenya Employers, 164 persons with a salary of £600 per annum or more left their position in the private sector to enter the public services between 1965 and 1970. On the other hand 230 persons in the same income group left the public service to join private firms during the same period. Among those leaving the private sector were, i.e. artisans, accountants, engineers, factory managers, foremen, secretaries, etc. Among those leaving the

public sector were, i.e. accountants, foremen, clerical officers, machine operators, secretaries, planning officers and two Permanent Secretaries.

73. In the higher income brackets of the public services there are some complaints that the private sector is offering higher salaries than the public services. It is certainly correct that the number of positions with an income of Sh. 4,000 per month and higher is more than twice as many in the private sector than in the public sector. However, the number of Africans in those positions is twice as high in the public sector than in the private sector. Table 13, below, gives the absolute numbers for these positions in 1969.

Table 13.—Number of positions of Sh. 4,000 per month and more in 1969

Branch	Africans	Asians	Europeans	Total
Public Services excluding Central Government	97	87	495	679
Central Government	192	23	154	369
SUB-TOTAL	289	110	649	1,048
Private Sector	143	517	2,156	2,816
GRAND TOTAL	432	627	2,805	3,864

It is true everywhere that the private sector has more high-income jobs than has the public sector. Nevertheless the number of openings for Africans in higher positions within the public sector is still so many that the supply of appropriately-trained people will not be sufficient to fill these positions for a long time to come. A more detailed look at those positions show that there are more opportunities for higher-paid jobs in the private sector than there are in the public sector.

Table 14.—Comparison of incomes in the Public Sector and Private Sector 1969

Income Group Sh. per month	PRIVATE SECTOR			PUBLIC SECTOR EXCLUDING CENTRAL GOVERNMENT		
	Africans	Asians	Europeans	Africans	Asians	Europeans
4,000–4,999	79	252	694	58	38	225
5,000–5,999	34	149	456	24	18	140
6,000–6,999	13	69	336	8	14	54
7,000–7,999	7	30	289	3	6	40
8,000–8,999	5	13	203	3	8	13
9,000–9,999	2	3	107	1	2	10
10,000–14,999	1	1	49	—	1	10
15,000 and up	2	—	22	—	—	3
TOTAL	143	517	2,156	97	87	495

The Growth of Gross Domestic Product (G.D.P.)

74. In order to use the growth of G.D.P. to analyse past developments in production, employment, wages and other incomes, a minor but necessary change has been made in the official publication of G.D.P. at factor cost. G.D.P., as published, is broken down into non-monetary and monetary sectors. Instead a breakdown has been devised in terms of "traditional" and "modern" sectors. The difference concerns the marketed production of small farms which has been subtracted from agriculture in the monetary sector, and added to the non-monetary sector.

75. There are two important reasons for this change. Mainly, reliable data with regard to wages and employment exist for the modern sector, which allow for a proper analysis. There exist data on wages and employment for the traditional sector, but these are based upon small samples, and therefore are not as reliable as the data for the modern sector, which involves an actual remuneration and well-structured samples. Another reason for distinguishing between a traditional and a modern sector is that wage earners live in the modern sector and observe the modern way of life, with many amenities. Their aspirations should be measured by the yard-stick of the performance of the modern sector, and not by the total G.D.P. which is a mixture of two different worlds.

76. The growth of the G.D.P. for the years 1964 through 1969 is shown in Table 15.

Table 15.—Gross Domestic Product at factor cost, current prices *(K£Million)*

Industry	1964	1965	1966	1967	1968	1969	Average Annual rate of growth
TRADITIONAL:							
Monetary ..	21·15	18·45	26·16	27·81	28·81	29·83	7·1
Non-monetary ..	88·89	80·49	101·53	107·18	108·95	113·59	5·0
TOTAL	110·04	99·94	128·29	134·99	137·76	143·42	5·5
MODERN:							
Agriculture	33·55	30·26	32·83	30·49	31·76	34·47	0·6
Non-Agriculture ..	187·35	199·97	223·55	241·09	272·50	298·68	9·8
TOTAL	220·90	230·23	256·38	271·58	304·26	333·15	8·5
Total G.D.P. Modern and Traditional ..	330·94	330·17	384·17	406·57	442·02	476·57	7·6

SOURCE: Statistical Digest, September 1970, Vol. VIII No. 3.

This table shows that the monetary part of the traditional sector is increasing rapidly. However, this is mainly the result of increasing numbers of small firms and not of increasing productivity. The opposite occurs in

modern agriculture where the number of workers is decreasing. In the modern non-agriculture sector a rapid increase in G.D.P. at an average of 9.8 per cent per annum took place.

77. The next step is to compare the growth of the total wage bill with the growth of G.D.P. in the modern sector. The significance of a change in the relationship of the G.D.P. at factor cost with the total wage bill is that it reveals a changing relationship between income from labour and income from other sources such as capital, including depreciation (interest and profits) and land (rent). It should be noted that this relationship is analytically complex and a direct comparison as is made here is only one indicator of relative factor shares. Another indicator is a comparison between G.D.P. at factor cost per worker with average wages, which also reveals changes in income distribution. Table 16 shows the total wage bill as a percentage of total G.D.P. at factor cost in the modern sector. Further, this table shows the wage bill in the agricultural sector as a percentage of the contribution of this sector to G.D.P. Finally, the table shows the wage bill of the modern sector excluding agriculture as a percentage of the contribution of this part of the modern sector to G.D.P.

Table 16.—Wagebill as a percentage of G.D.P.

Year	Total Modern Sector	Modern Agriculture	Modern Sector Excluding Agriculture
	Contribution to G.D.P. $\times 100$		
1964	46·7	37·0	48·5
1965	49·6	43·3	50·6
1966	49·6	39·3	51·1
1967	50·4	38·4	51·9
1968	48·1	38·7	49·2
1969	46·3	37·7	47·3

Source: Table 15 and Table 1.

The most salient points of the relationship between G.D.P. per worker (wage earners and self-employed) and average wages is shown in Table 17 below:—

Table 17.—Average Wage as a percentage of G.D.P. per worker

Year	Modern Agriculture	Rest Private Sector	Public Sector
1964	16·8	68·6	64·6
1965	17·2	69·1	72·6
1966	16·5	68·7	69·5
1967	15·7	67·6	68·5
1968	14·8	66·2	63·3
1969	14·4	65·2	59·8

Source: Commission Consultant.

78. The decrease of the wage bill as a percentage of G.D.P. shows that the increase of average wages has not consumed the profits of the modern private sector. It may be argued that the high increase in the average wages induced employers to economize on labour, by introducing labour-saving techniques and that this accounts (under special assumptions) for the decrease in the wage bill as a percentage of G.D.P. However, data do not exist to make this case. All that can be said with certainty is that the productivity of the labour force has increased more rapidly than average wages (*per capita* G.D.P. has increased more rapidly than average wages). It may also be assumed that the quality of the labour force should have improved in recent years as new entrants to the labour force are increasingly in possession of better education and more training.

79. It should be pointed out that higher-quality labour will command higher wages. If this line of argument is followed it would remain true that improved productivity of better-quality labour was not compensated by proportionately higher average wages. However, employment may be jeopardized. What we would prefer to see is a wage bill increasing proportionately to G.D.P. with increases in the total wage bill almost entirely attributable to increases in total wage employment; in this case average wages remain relatively constant. What we would prefer not seeing is exactly what is happening in Kenya, i.e. rapidly rising average wages with the total wage bill rising less rapidly than G.D.P., and with relatively small increases in employment. Somehow instruments must be devised which maintain labour share in G.D.P. not through substantial increases in average wages but, rather through increases in wage employment. If productivity increases accrue to capital rather than labour, Government must be assured that profits are not in excess of that which would have justified investment in the first instance. Such excess profits must either be taxed away or otherwise be removed through lower prices. This would be by far the best way to give labour a share in increasing productivity. It would also have a remedial effect on the internal terms of trade (*see* Table 22).

The Constraints

80. The country's capacity to pay constitutes a constraint on Civil Service remuneration. Since a shilling can be spent only once, an increase in the wage level competes with an increase in either the social services or Government investments. Increasing the social services may have an ameliorating effect on income differences if the social policy is well designed. An increase in the number of wage earners is—in the light of the high urban unemployment—generally preferable to increasing wages.

81. The following table shows the percentage increase over previous year for the average wage in the public sector, and for employment in the public sector:—

Table 18.—Changes in Average Wage and Employment in Public Sector percentage increase over Previous Year

Year	Increase in Average Wage	Increase in Employment
1963..	+6·7	−4·5
1964	0	+14
1965..	15·7	0·6
1966..	5·9	9·0
1967..	2·4	5·8
1968..	2·0	4·2
1969..	0	7·0

SOURCE: Economic Survey, 1970.

Since 1965 the percentage increase in public sector average wages has consistently declined. Given a built-in annual increment of nearly 4 per cent the years experiencing increase in average wages in excess of this percentage implies a change in the composition of public sector employment in favour of the higher wage scales. Similarly those years experiencing less than a 4 per cent increase indicates a change in favour of the lower pay-grades. From 1966 to the present, the largest increment in public service employment has been in those pay-grades below the public sector average.

Table 19.—Total Expenditure, Tax Revenue and Wage Bill of Central Government

Year	£ Million Tax Revenue	£ Million Wage Bill	WAGE BILL AS A PERCENTAGE OF	
			Tax Revenue	Total Expenditure
1965	42·03	22·8	54·2	30·8
1966	48·87	26·2	53·7	32·2
1967	65·30	27·1	41·5	30·3
1968	62·52	29·4	47·0	29·6
1969	68·86	32·0	46·5	28·1

SOURCE: Economic Survey, 1969–70.

Table 19 shows a comparison between recurrent receipts of Central Government taxation and Central Government's wage bill. The table shows that in 1965, the Central Government wage bill was far more than 50 per cent of the total tax receipts. Since 1964, however, tax receipts have grown at an annually compounded rate of 12.5 per cent whereas the wage bill has grown at 8.9 per cent. The consequence is that the wage bill now constitutes only 46.5 per cent of total tax receipts. Reviewed in these terms the fiscal constraint imposed by total revenues of Government has sharply lessened. In short, it would appear, on a basis of these data only, that the Government should be in a position to afford some increase in the public sector wage level.

82. Further evidence that the Government is in a position to absorb some increase in salaries is given in Table 20 which shows a rapidly improving position on the recurrent account since 1964/65. The recurrent

account has moved from a deficit of K£8.04 million to a surplus of K£3.85 million in the face of a remarkable increase of capital formation and a reduction in the flow of resources from abroad.

Table 20.—Financing Government's Capital Outlay *K£Million*

Year	Capital* Formation	Surplus+ Deficit on Recurrent Accounts†	Internal Loans†	External Loans and Grants†	Surplus+ or Deficit— (3+4+5)—2
1	2	3	4	5	6
1964/65.. ..	7·84	−8·04	−0·32	18·65	+2·45
1965/66.. ..	9·39	−5·24	−1·08	11·70	−4·01
1966/67.. ..	13·02	−2·00	+7·18	8·49	+0·65
1967/68.. ..	15·88	+2·05	+7·69	7·62	+1·38
1968/69.. ..	20·36	+3·85	+6·82	6·42	−3·27

SOURCES: Economic Survey.

*Table 10.9 Economic Survey excluding loan repayment.

†These figures are corrected for repayment of loans.

Income Distribution

83. While fiscal considerations do not impose insurmountable constraints, the objective of a more equal income distribution imposes very stringent constraints on possible increases in remuneration in the public services. There are two comparisons which will be made with respect to income distribution. They are:—

(*a*) Agriculture versus non-agriculture.

(*b*) Among all wage and salary earners.

Agriculture versus non-agriculture.—A calculation has been made of the comparison between G.D.P. in the modern sector, excluding agriculture and all other activities, i.e. modern and traditional agriculture, and the money value of all other traditional activities outside the monetary sphere. In order to calculate income *per capita* in these sectors some assumption had to be made. The potential working population has been estimated at 35 per cent of the total population. Further it has been assumed that there is an unemployment in the modern sector, excluding agriculture, of 25 per cent of the labour force. Table 21 summarizes the results of the calculations:—

Table 21.—G.P.D. per capita worker in agriculture and non-agriculture

	1964	1965	1966	1967	1968	1969
G.D.P. per capita worker in non-agriculture modern sector ..	361·9	380·6	406·8	411·9	456·6	482·9
G.D.P. per capita in agriculture and traditional sector.. ..	53·8	48·2	55·1	47·1	57·0	57·9
Agriculture as a percentage of modern non-agriculture ..	14·87	12·66	13·55	13·86	12·48	11·99

This table indicates not only that income of rural activities is about 1/7 to 1/8 of income in the modern non-agricultural sector, but that this relationship is constantly deteriorating over time.

84. The deteriorating share of agriculture in G.D.P. is partly caused by a built-in mechanism of increasing cost of living and increasing prices for agriculture inputs on the one hand and decreasing unit prices for agriculture produce. A rough calculation shows the internal terms of trade between agriculture and the rest of the economy. The downward trend of the purchasing power of the farmers is shown in Table 22.

Table 22.—Internal terms of Trade—Agriculture versus rest of the economy

	1964	1965	1966	1967	1968	1969
PRICE INDEX:						
Agriculture Produce	100	96·9	98·8	94·0	87·9	87·2
COST OF LIVING INDEX:						
For Farmers	100	105·4	108·0	109·1	111·4	113·3
PRICE INDEX:						
Cost of Living Index ..	1·00	0·92	0·91	0·86	0·79	0·77

The index has been calculated roughly and more research is needed in this field. Nevertheless a number of calculations have been made to construct this table with various weights. Though the index has to be used with much caution the many calculations show that a downward trend is unmistakable.

Income Distribution between Wage Earners

85. Data on income distribution between wage earners are only available for the year 1969. These data show large inequalities. For the private non-agriculture sector 65 per cent of the wage earners earn only 21 per cent of the total wage bill in that sector. On the other hand, in the Central Government 46 per cent of those who are employed earn 18 per cent of the total wage bill. The top 2.6 per cent in the private sector earn nearly 26 per cent of the total wage bill while in the public sector (excluding Central Government) the top 4.2 per cent earn nearly 27 per cent of the total wage bill. These figures reflect a questionable pattern of distribution of wage income. Whether this income distribution is contradicting the stated objectives of African Socialism cannot be ascertained from the figures mentioned above because many Europeans and some Asians join the private sector and the public service temporarily and have to be paid according to international standards. Table 23 contains data on wage distribution among Africans. It should be noted that the wages include housing allowances.

Table 23.—Wage Distribution Among Africans—Modern Sector

	Percentage of Wage Earners	Earning Percentage of Wage Bill
BOTTOM OF WAGE DISTRIBUTION:		
Central Government	45·1	19·9
	81·3	50·1
Public Sector excluding Central Government	47·6	21·2
	67·0	36·6
Private Sector excluding Agriculture ..	35·2	12·5
	60·0	30·2
TOP OF WAGE DISTRIBUTION:		
Central Government	4·1	20·1
Public Sector excluding Central Government	5·9	23·4
Private Sector excluding Agriculture ..	4·8	18·4

From other information available to us we consider that Table 23 indicates that the income distribution among Africans does not show such wide disparities as the aggregate income distribution among all wage earners. Further the table shows that the income distribution in the public sector is by no means better than that in the private sector. In the Central Government, the relationship between the highest-paid civil servant and the lowest-paid, is more than 40:1 a relationship observable only in a few countries. The disparity between the lowest incomes and the highest is the result of the colonial past. This is common knowledge and needs no elaboration. But it is not always fully understood that a percentage increase of the salaries in the Civil Service across-the-board tends to widen the absolute difference between the wages and salaries at the bottom and those at the top. In short, flat across-the-board increases preserve the historical income distribution.

Conclusions

86. The public sector has exercised a rather unusual restraint in maintaining an average of 2.7 per cent per year increase in average wages over the past five years. This restraint is the more unusual given an average of 2 per cent per year inflation over the same period. At the same time the increase of *per capita* income in real terms in the modern sector of the economy (excluding agriculture) was very high; somewhat in excess of 5 per cent per year. It is understandable that strong pressures are building up to increase the wages and salaries for the public services and indeed a strong case can be made for a rather sizeable increase of incomes for the public sector employees.

87. The fact remains that any increase in modern sector wage remuneration in excess of approximately 1.7 per cent will widen the gap between wage income in the modern sector and income of the largest social and economic group within the Kenyan society, that is the population of the rural areas.

To make matters worse, a widening gap between farmers' incomes and wages in the modern sector will accelerate the migration to the cities. This will cause the Government to spend money in the cities which could better be spent in time voluntarily to improve the infrastructure in the rural areas. This is not to say that a wage increase in the modern sector be limited to approximately 1.7 per cent. This would neither increase the rate of growth of farmers' incomes nor slow down the high growth rate of the modern sector as a whole. Such a decision would only adversely affect the income distribution between labour and capital within the modern sector.

88. All of this indicates that since an increase in the wages and salaries of public sector employees is unavoidable because of the pressures built up during the last few years, this decision should be accompanied by—

(i) an intensification of existing Government policies for the development of the rural areas;

(ii) a policy which could reverse the trend of the internal terms of trade, shown in Table 22; and

(iii) changes in the tax system, so that labour-intensive production methods will be encouraged. This will improve the capacity of the modern sector to absorb labour.

Finally, it is desirable that serious efforts should be undertaken to lessen the existing disparities in personal incomes.

CHAPTER VII—CIVIL SERVICE SALARIES

89. We now turn to what has without doubt been the most difficult part of our task—difficult not only because of its inherent complexity but also because of our strong realization of the impact our recommendations will have on the well-being of so many people.

90. In approaching the question of salaries we have been guided by a number of factors. We have interpreted our terms of reference as requiring us to make recommendations which will enable Government, as a good employer, to ensure for Civil Servants a fair monetary reward for the services they render to the nation. On the other hand we have assumed that Government cannot establish that reward at such a level that the general public would have grounds for feeling that an excessively large part of the general revenue of the country was being devoted to salaries to the extent where other pressing claims, for example those of development, were being given less than their rightful priority. We have also had in mind that whatever action Government may decide to take as to the remuneration of the public sector may influence the attitude of the private sector with regard to wages and salaries; but on this point we consider that the evidence conclusively points to the fact that Government seldom if ever takes the lead. We have also given much thought to the problems of income distribution, as will be seen from the previous chapter on the economic background. They obviously cannot be disregarded by a Commission with such wide terms of reference as our own and we have to the best of our ability borne them in mind in making our recommendations particularly in relation to the pay of the lowest groups. But they raise such wide and important issues of general government policy particularly in relation to the well-being and development of the truly rural areas that we have concluded it would have been outside our terms of reference had we allowed them to become the decisive influence in the overall consideration of wages and salaries. Finally, we have not been able to ignore the recent increases in emoluments which have been approved for Ministers, Assistant Ministers and Members of Parliament. But we must make it clear that this development, while not making our task any easier, has not unduly influenced our recommendations. It has been one factor like others which we have had to take into account.

91. We have found that the task of undertaking a major regrading and restructuring exercise with all the conversion and other problems which are involved has been an exacting one which has occupied much of our time and thought. To have to combine that exercise with a salaries revision has been an exceptionally complex undertaking and even now we cannot be confident that we have found all the right answers. We feel very strongly that such a situation should not be allowed to develop again. Our proposals in

relation to job evaluation contained in Chapter IX, Personnel Management Function and Appendix 4, the Grading Structure Manual are designed to ensure that in future grading questions are dealt with in an orderly fashion as they arise; certainly they should never again be allowed to accumulate until they add up to a massive problem which requires the appointment of a Commission to find solutions. But there are other shortcomings which we have found to be a considerable handicap in our deliberations. The first of these is the lack of authentic and up-to-date information in a form relevant to our inquiries as to the cost of living of the various groups of citizens from whom the public services are constituted—in the rural areas, the municipalities and the major cities of Nairobi and Mombasa. The availability of reliable and comprehensive information about the purchasing power of money in the different categories and situations with which we have been concerned is essential if future arrangements for salary revision are to work smoothly and become an integral part of the Government machine as in our view they ought to be. The second major shortcoming is the lack of any provision for the systematic collection of reliable and up-to-date information about wages and salaries movements in the private sector. Such information collated specifically for their purposes ought to be available to Government so that meaningful comparisons can be made between the two sectors. It seems to us highly desirable that there should be a continuing dialogue between Government and employees' representatives conducted responsibly against a background of accurate statistical information, such as we have referred to above, and the economic and financial situation of the nation. But before this dialogue can usefully begin it seems to us after many months of study of these questions that it will be necessary for Government to improve the arrangements for the collection and examination of relevant material (e.g. cost of living figures for different groups); we recommend strongly that this should be undertaken as a matter of some importance and urgency.

92. The present salary levels in themselves and the salary relativities between the different grades and branches of the Civil Service are to a large extent based on the work of two earlier major Commissions, the Lidbury Commission of 1954 and the Flemming Commission of 1960. Both Commissions were concerned with the Civil Services of East Africa as a whole (including the then High Commission Services) the middle and senior ranks of which were mainly filled by British expatriate officers. Both Commissions also were conscious of the imperative need, as it appeared at the time, to preserve uniformity of conditions of service throughout East Africa. It will be clear from this that there is little point or relevance in our analysing and discussing in any detail the findings of these two Commissions. But nonetheless they were associated with certain major developments which still have a bearing on the service as it is today.

93. The most important of these developments was probably the recommendation in the Lidbury Report that salary differences based on race

should cease. This led to a system of basic salary scales with inducement allowances for expatriates; the basic scales are in the main those which apply in the Civil Service to this day.

94. The appointment of the Flemming Commission coincided with the decision of the U.K. Government to introduce the Overseas Service Aid Scheme under which it provided financial support to meet the cost of "overseas addition" (or inducement allowance as it was also called) and certain other expenses relating to expatriate officers. The principle of common basic salaries plus overseas addition was thus not only endorsed but given strong financial backing. The Flemming Report in consequence recommended relatively small changes in the basic salaries of the main or long scales but a considerable increase in overseas addition. The super scales which had been introduced after Lidbury consisted of consolidated salaries, that is each salary point included an inducement element which was not shown separately. In view of the prospect of further constitutional development and the need to prepare the way for localization of the top grades Flemming extended the concept of basic salary plus overseas addition into the super scales. The outcome was a reduction of the consolidated salaries by £100 to produce new basic scales; and a very substantial award of overseas addition.

95. In considering the salaries aspect of our task it would obviously have been of help to us if present salaries had been established on a firm and recognizable basis which owed its origins to and was directly related to conditions in Kenya. In fact, the sequence of events we have described above has produced a confused situation especially in relation to the Senior Civil Service. The salaries now applicable to the Africanized Civil Service at these higher levels (i.e. approximately £600 p.a. and above) are the old basic scales introduced as a result of the Lidbury Commission and slightly modified by Flemming. While it might not be accurate to say that those basic scales were directly related to salary levels in the U.K. there is no doubt in our minds that the main consideration at the time was to devise scales which, with the overseas addition, would be attractive to expatriates and would encourage their recruitment and retention in the service for some years to come. This was after all the declared objective of the Overseas Service Aid Scheme. What is abundantly clear is that these scales were not devised specifically for Kenya citizens with a Kenya situation in mind, i.e. local cost of living, the requirements of the economy and financial capacity to pay, the market rate in East Africa and above all the needs of national development. In that context they were probably too high in the beginning but the passage of time since Flemming has changed that situation. But the main disadvantage from our point of view has been that no logical starting line based on local conditions has ever been established. In consequence the normal practice of relating wage and salary movements in the public sector to the rate of national economic growth (G.D.P.) has on this occasion been invalidated to a considerable extent.

96. There is another factor to which we must call attention. The Civil Service at the time of both the Lidbury and Flemming Commissions, was, for reasons which we have described elsewhere in our report, dominated by the Administrative grades who considered themselves to be the *élite* of the service and to have responsibilities and authority which set them apart from most of their professional colleagues. Recruitment standards in Britain for these grades were high and there was a shortage of suitable candidates. On the other hand there was a steady and more or less adequate supply of professional staff (though special salary arrangements were made for doctors and veterinary officers); the demands of the U.K. market were being met and the remarkable surge of overseas development, which was to take place in the 1960's and in which Kenya has participated with such success, had not yet begun.

97. The position in Kenya is now vastly different. The work of the Administrative grades—the Provincial Administration and senior staff in Ministries—is as important as ever but they share a common objective and duty of nation-building with their colleagues. They are no longer a group apart. There is no shortage of graduates and others with suitable experience and academic qualifications coming forward for entry into the junior administrative grade.

98. On the other hand the position with regard to the professional cadres of the service is far from satisfactory and in some crucial areas important development projects are held up because of lack of qualified staff. There are not enough doctors to staff our hospitals, engineers to build our roads or economists to plan and advise on our overall development particularly at district level. These are obvious areas of deficiencies but there are others, where the problem is just as great. For the time being some of these deficiencies can be met with the help of overseas aid donors and the international agencies but even that help, welcome though it is, does not match the problem because of world shortages in key professions.

99. The answer is that Kenya to the greatest extent possible and as soon as possible must meet its requirements from among its own people. Programmes of educational development of course already show an awareness of this but we are convinced that insufficient emphasis is as yet being placed on the overriding importance of encouraging young men and women to follow professional careers and of providing the higher educational facilities which will permit them to do this. We deal with the latter point in the education section of our report. Our concern here is to consider what measures in relation to salaries can have a helpful influence on the situation. We consider this question must be judged not on the basis of out-of-date relativities inherited from the past but on the contribution professional staff can bring to solving the technical and developmental problems which confront the nation on its road to prosperity and security. In Chapter VIII, Salary

Structure of the Civil Service, where details will be found, we recommend therefore a general up-grading of professional salaries throughout the service.

Proposals for Salary Increases

100. In making our recommendations as to salary levels we are required in our terms of reference to pay special regard to the capacity of the country to pay. We have established in the chapter on the economic background that while there are unlikely to be purely financial constraints which would rule out across-the-board increases there are important social and economic reasons for not widening the gap between the highest and lowest paid workers and particularly between rural and urban incomes.

101. In any case we must add a question of our own—can the country afford *not* to pay? In our view this question has special application to the middle and higher grades of the service in whose ranks are found the technicians, the staff with professional qualifications and the senior administrators. These are the people upon whom successful Government and development depends; it is their skill, resourcefulness and dedication which will shape the future of the country.

102. We have referred elsewhere to the commanding role the Civil Service plays and must continue to play in conducting the business of the nation in its many aspects; paragraphs 5 and 6 comment on this in detail and we invite reference to them because they have special relevance to the question we are now discussing. We are throughout our report emphasizing the need for improved efficiency and for the modernization of the service. Our recommendations particularly those in our chapter on Management Practices will require renewed effort and make further demands for the time being on an already hard-pressed service.

103. It is a fact that since 1960 there has been no increase in salaries in the middle and upper ranges of the service save for a recent addition at Super Scale levels. The Pratt and Millar-Craig reports considered this question but broadly speaking came to the conclusion that financial constraints ruled out improvements in salaries for those above the £600 p.a. level and that such funds as were available should be devoted to bettering the position of the lowest paid. These were disappointing decisions for the rest of the service. To disappoint them again would, we are convinced, have a very serious and widespread effect on morale.

104. We have asked earlier in our report whether the sense of dedication which inspired the service at independence may be losing some of its impetus. We think there is a real risk of this. We believe there is a need for rededication to the tasks ahead; while this is obviously not just a question of money, it is difficult for even the most dedicated man to meet his commitments without it. If he is to give of his best he must feel that he is being fairly treated and that his worth is recognized.

105. We propose therefore to recommend increases something in excess of what a narrow interpretation of the economic facts would suggest. We take this course because we consider that at this stage of Kenya's progress greater emphasis on people and their skills is necessary if plans for development are to be successfully implemented. We expect the nation to get better value for the money invested in development. Furthermore we note the substantial improvement which has taken place in recent years in the state of the economy and the financial position of Government for which the Civil Service can justly claim a large share of the credit.

106. Finally, we must underline the fact that the salaries aspect of our work has been anachronistic and is in itself a symptom of the outworn management practices which have carried over from the past. In most modern free societies such as Kenya, pay questions are settled by negotiation between representatives of employers and employees; it is only when negotiations break down that outside authorities are called in to produce a solution. We, on the other hand, with the help of the evidence submitted to us, have had to make our own assumptions about the merits of both sides of the argument from the very beginning. In fact we are strongly of the opinion that had the salary question been settled by direct negotiations, Government would have been bound to press for, to use modern terminology, a productivity agreement and this is in effect, what our proposals taken collectively add up to. Our salary recommendations are therefore designed for and intended to apply to a reconstructed and motivated service—a service which however well it has done up to now is for reasons we have explained elsewhere still not yet fully meeting the nation's needs in the vital area of development and especially rural development. We are in these circumstances committing an act of faith that both sides will carry out their share of the bargain we have sought to negotiate on their behalf. First that the Government will accept the need for the improvements we are suggesting and will press on vigorously with their implementation; and second that the public services will respond by backing up wholeheartedly the efforts of Government and by putting its own house in order. This is the key responsibility facing the Civil Service in the 1970's, equal to that of Africanization which was the key issue of the 1960's. We trust that this responsibility will be met with the same resolve and determination that achieved such success in the Africanization programme. Only in this way can a truly effective Civil Service be created, one necessary for growth and development.

107. We now discuss the effect of our salary proposals in more detail. While there is little doubt that there has throughout the economy been a rise in the cost of living over say the last six years, we do not feel that the evidence on this point which has been available to us is sufficiently clear in its implications for us to rely upon it as a firm indicator in devising our salary increase proposals. We have not therefore felt justified in using it as a basis for recommending a uniform percentage increase across the board or for

separate groups in the service. But we have in the following chapter recommended a radical reconstruction of the salary structure and we have decided that the most feasible course open to us is to write into the conversion arrangements by incremental adjustment the net upward movement of salaries of about 4 per cent which we have in mind. In practice the adoption by Government of the arrangements we are recommending would mean that most of the new salary groups will receive a net increase of this order. But in addition, the incremental progression provides for higher maxima in the new scales; and in some cases we have thought it right to provide for a substantial lifting of maximum figures. In approaching this part of our task we were confronted with a maze of salary scales which defied any logical or systematic analysis. We hope we have produced reasonable solutions but none the less we are conscious that there may be some inconsistencies in the details of our recommendations. We have however examined the figures with great care and are satisfied that no major inequalities are likely to rise.

108. There are special considerations which have led us to make exceptional recommendations in relation to Group A of the new salary structure, the lowest paid workers; the case for doing this emerges very clearly, in our view, from the chapter on the economic background. We consider that on grounds of social justice alone Government has an obligation to raise the minimum level of salary applicable to its employees; in other words they should receive a wage which will allow them to live at a more socially acceptable standard for themselves and their families. We therefore recommend that the lowest salary point in the new structure should be £120 per annum (Sh. 200 per month) as against the present minimum figure of £78 per annum (Sh. 130 per month). In making this recommendation we are conscious of the fact that for reasons to which we have already drawn attention the accurate assessment of the minimum wage requirement is made difficult by the lack of detailed information about other wages and their purchasing power in both the urban and rural areas. The Carpenter formula devised in 1954, which was a scientific assessment of the food and basic requirements of the working man and has in the past been regarded as the most acceptable formula for constructing a basic minimum wage is, for example, now out of date. In our view it is essential that an up-to-date analysis should be made of the relative costs of basic essential commodities necessary to support a minimum standard of living in both the urban and rural areas. We consider that this would provide Government with the information which would enable it to give a progressive lead in maintaining the minimum of salary payable to the subordinate and unskilled workers at a tolerable level.

109. In the meantime however while we are convinced that in making our recommendation we have moved in the right direction, we feel that we have gone as far as we can in present circumstances. We have been particularly concerned about the repercussions in other areas arising from our proposals especially with regard to the wages of agricultural workers. However strongly

we and others may feel about the social justice aspect of the minimum wages paid by Government, it is a fact that a possible consequence of the introduction of the rates we have suggested would be for agricultural wages to rise and the number of people in employment in the agricultural sector to fall. As we indicated at the beginning of this chapter this raises basic issues relating to the whole field of Government domestic policy which are outside our terms of reference and upon which we do not feel competent to comment.

110. The exceptional treatment we have recommended for the Group A tapers off through Groups B and C; from Group D up to Group L the percentage increases we are recommending are of the order of 4 per cent.

111. We have given special consideration to the adequacy of the emoluments of the officers in the highest grades of the service—Under Secretaries and their equivalents and above. In this connexion we wish to call attention to the following comment in the 1960 Flemming Report:—

> "As a result of constitutional developments there is likely to be a continuing process of change in the weight of responsibility falling on the holders of some of the most senior posts in the service and in the way in which the work is organized at or near this level. Consequential salary changes may well be justified. These should be considered on their individual merits, i.e. in relation to actual changes in organization and in the weight of responsibility as they occur in the administration concerned."

112. It is a pity that the invitation implicit in this comment was, so far as we can judge, never followed up. For our part we are entirely satisfied—indeed it is obvious—that for most of the occupants of these top posts there has in fact been a great increase in responsibilities. There is clear evidence that purely domestic issues have become more difficult and complex. The principles implicit in policies of African Socialism and nation-building ensure that the country as a whole has a say as to the style of Government and the development measures which will meet the needs. There is consequently a necessity for much greater consultation with the people and their representatives, which while willingly accepted by the Civil Service as essential, complicates decisions and adds to the burden at the top.

113. Furthermore, the range of responsibility is much wider, especially in the international field. This range now includes matters of great importance and complexity in international politics and trade; aid negotiations with international and other donors; and often highly specialized discussions on matters of scientific and professional interest. Kenya's high reputation abroad owes a great deal to the manner in which she has been represented at such international negotiations and conferences by her senior officials.

114. For these reasons we have come to the conclusion that a considerable increase can be justified for the top cadres of the service. We therefore recommend percentage increases rising to about 12 per cent for Permanent Secretaries*; by extending the appropriate P. scale by one point which will apply to the Secretary to the Treasury alone, we preserve the principle of a special rate for this post. From representations we have received we are aware that the view is strongly held among the grades of officers concerned that a good case can be made out for a greater increase than we have recommended. We have some sympathy with this view but on the other hand the work load has been broken down to some extent by the division of Ministries and there are now more Permanent Secretaries and senior officers to share the burden than there were in either 1961 or at independence. Bearing this in mind together with the considerations set out in the chapter on the economic background we think our proposals represent a reasonable compromise and hope they will be accepted as such.

115. We now come to the question of the salary of the Permanent Secretary, Office of the President, who is Head of the Civil Service; this is at present £3,200 per annum as compared with £2,900 per annum for Permanent Secretaries. It is beyond question that the duties and responsibilities of the post are very great and that its holder has an onerous burden to carry. Apart from the President and Ministers this is probably the most important and exacting appointment in the country. We have no hesitation in recommending a very substantial increase to £3,960, the entry point for the Group Q Scale. We recommend the same salary for the Chief Justice who as Head of the Judiciary has equally high responsibilities although of a different order.

*In the Grading Structure Manual (Appendix 4) we recommend that the post of Permanent Secretary should be redesignated Principal Secretary.

CHAPTER VIII—SALARY STRUCTURE OF THE CIVIL SERVICE

116. We have recommended not only changes to individual salary scales based on a variety of economic, social, political and administrative factors but have also proposed a complete re-structuring of the salary system. This reflects an entirely new approach to salary administration in the Civil Service; an approach both comprehensive and intensive to ensure that salary administration is an integral part of Civil Service management. In addition to salary as a fiscal reward given for services rendered, we consider it a key incentive to help create a more effective Civil Service, as a motivator to encourage greater productivity. As such, this salary structure should be considered in the context of our management improvement recommendations as set forth in Chapters IX, X, XI and XV of this report. We believe this to be a sound structure, but equally we believe it can work effectively only within such a management environment as we propose in those chapters.

117. We have recommended a system of job evaluation whereby the present 78 Civil Service salary grades would be rationalized and placed into 15 Job Groups. (*See* Appendix 4, the Grading Structure Manual.) This new 15-tier structure covers the entire Civil Service from top to bottom, including the Police and Prisons Services. This is a simple method of job ranking, based on task analysis, qualification requirements and subsequent representative assignments, derived from a pragmatic recognition of the salary "clusters" that now exist. It is accompanied by typical posts that appear to represent the work now allocable to that Job Group. We believe this offers a great improvement on the existing incoherent situation; it presents a practical tool for bringing job analysis and evaluation into the Civil Service personnel management machinery. Further, since it evolves from the existing salary situation, it should be more readily understood and accepted than would be an entirely new system imposed from without (even if such were theoretically a more precise and comprehensive method).

118. The 15 Job Groups are defined in the Grading Structure Manual. There are listed representative posts in each Group, as well as the task analysis and the specifications/qualifications required for entry into posts within the Group. There are 20 such Job Group definitions, 1 for each Group A through Q, and an additional 5 for Groups J through N to accommodate professional posts in those levels. It should be noted that these professional posts are included with all the others, within the same 15 Job Groups and the 95-point single salary structure. In this way, the special emphasis on remuneration of professionally qualified staff, which we agree is and will continue to be a crucial factor in staffing the Civil Service,

can be contained within this structure.* We recommend strongly to Government that this approach should prevail in solving future salary problems; that is, by working within the common structure and not creating different salaries for different job categories and thus reverting to the situation of many conflicting and incoherent salary scales.

119. In time and with experience, this system will be strengthened and refined by increasing its precision through work investigation and analysis. Benchmark job descriptions and specifications must be developed for each Job Group standard against which individual jobs can be compared, evaluated and then placed into the most appropriate Group. This will be a continuing programme of analysis and evaluation by the Directorate of Personnel and will cover in time all the 1,100 job categories in Government. This will either confirm them in the Job Group in which they were initially placed (based primarily on their existing salary), or re-allocate them upwards or downwards.

120. This evaluation and allocation of all Civil Service jobs into the 15 Job Groups will render a variety of benefits to more effective management. Relating all jobs, both within the same Job Group and sequentially amongst the 15 Groups will permit more effective recruitment, selection, training, career planning, skills utilization and the like, since each of these personnel actions, as well as many others, depends upon a full understanding of the job requirements. But, another programme of prime importance that should be

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* We here use the word "professional" to include those jobs which normally require a recognized university degree, 3 years post-Form VI and/or registration by an appropriate professional board, society or similar official organization. (For expansion on this principle *see* the definition for professional posts in Job Group J.) As of now, the posts specifically included in this category are:—

1. Professional agricultural posts, and, for example, botanists, entomologists, etc., in Ministry of Agriculture and other Ministries.
2. All engineering posts.
3. Assistant Government Chemist.
4. Biochemist.
5. Geologist.
6. Hydrologist.
7. Zoologist.
8. Architect.
9. Inspector of Factories.
10. Quantity Surveyor.
11. Valuer.
12. Staff Surveyor.
13. Town Planning Officer.
14. Medical and Dental Officers (including Radiologists, Parasitologists, etc.).
15. Legal and Judicial Officers.

Meteorologist
Diploma in Meteorology
Fisheries and Game Biologist
Veterinary officer
Legal officer before admission to the Roll of Advo

16 Accountants. ✓
17 Librarians *
18 Teaching Professn.

based upon a sound structure of job analysis and evaluation is salary administration. Indeed, now with the Kenya Government as has been the case with most other organizations, the priority reason for introducing job analysis and evaluation is salary administration.

121. The salary structure we recommend here is based upon not only the concepts of job analysis and evaluation, but a single salary structure for the entire Civil Service. That is, our 95-point salary structure is a single continuum from the minimum entry point of £120 p.a. for a new recruit into a Job Group A post to £4,584 for the maximum of Job Group Q. This forms a single pay ladder from bottom to top, with typical entry points (based on qualification requirements) at different rungs on this ladder. For example, those with an education of less than CPE will normally enter into a Group A job, CPE holders will normally enter into a Group C job, EACE holders will normally enter into a Group F job, and so on.

122. While such entry points are typical, they are not definitive. That is, a person with qualifications beyond just educational achievements, may be recruited into a job in a Group other than that typical for his educational level. (Once in the service, of course, an officer would be eligible for promotion on merit to a post in the next higher Job Group, if he could meet the requirements of the job specification. This, in turn, enhances the concept of a single, unified Civil Service with broad opportunities for those who wish to compete.) In any event, under this system the man is recruited into a job which is in one of the 15 Job Groups. His pay is therefore that of the pay scale set for that particular Job Group, based on job factors for those occupations. That is, his pay reflects the job requirements, not the particular qualifications of the individual (e.g., all occupants of a job in Group C, say Ungraded Nurse, will receive the pay assigned to that Group, £201x9–264x12–300).

123. Most job salary scales, then, are those of the Job Group within which the particular job is classified. This means normally the entry rate of the Group, with annual increments up to the top rate for that Group. There are, however, jobs for which special pay considerations must be given. This could be due to their scarcity, or market value, or because of the difficulty of attracting students into such occupations, or such other reasons as the Government may deem appropriate. To accommodate such a staffing situation, the Government must be able to use flexibly this single salary scale by giving to a particular job an entry point higher than the minimum set for the appropriate Job Group. We realize that this has been the Government's policy, and we recommend that it be continued under our proposed single salary structure.

124. Except for the jobs included in Group J Professional Cadre, we do not here make specific salary recommendations for such other individual jobs as may be considered under this policy. We believe this to be the pre-

rogative of the Government. (We note, for example, previous such salary conversions, as Personnel Circulars No. 37 of 4th August 1964 and No. 6 of 5th March 1968 where the recommendations of other Salaries Review Commissions were accepted and implemented into Civil Service pay structures by the Director of Personnel.) Also, while there are jobs that appear rather obvious to us as included in any such exercise (i.e., the professional posts included in Job Group J and above), there may be others with which we are not familiar, or which will become unique in the future and therefore require special salary consideration. For these reasons, we here state the principle of pay flexibility within the single salary structure to meet special requirements and recommend this approach to Government.

125. With a single 95-point salary structure divided into 15 segments for the Job Groups, several important considerations arise regarding pay increments. First, we believe that every job requires time for an individual to achieve full operating competence. Depending upon the scope and complexity of the work assignment, a person is learning and growing in efficiency for the early years of his appointment. Obviously, this is more true of higher-level managerial and professional posts than lower routine assignments. This should be reflected in a growing incremental salary scale; one that pays more for an experienced and hence more productive officer than a new recruit although both would be on the same scale set for the job itself. We propose, therefore, an incremental pay scale for every Job Group with no more fixed salaries for any individual post. If you pay more for an experienced driver, you surely should pay more for an experienced Permanent Secretary. This is especially true of a young Civil Service, as here in Kenya where the average age of the Permanent Secretaries is less than 40.

126. Following on this concept, the number and size of increments should also reflect other factors, as, level of work, cost-of-living and incentives. Lower level posts should have longer salary scales. This is because such job categories typically do not offer the same chances for promotion as do higher posts. Thus, many serving officers must look to their career in that particular Job Group rather than to the higher levels of the service. Concurrently with this is the factor of cost-of-living where meeting a longer term price creep must be considered within the grade itself, rather than over the entire salary structure. Consequently, we have proposed such a decreasing incremental structure, ranging from 11 annual increments in Job Groups A-E, down to 5 annual increments in Job Group Q. (Note that the lower groups with 11 annual increments include 72,652 employees, or 83 per cent of the total Civil Service.)

127. In addition to numbers of increments, the size of these increments, to our mind, is very important. Here again, pay concepts relate to job evaluation, viz., as the complexity and difficulty of the job rises, and hence its grade level, so too should its remuneration, both in total amount and in

annual rises. Thus, while lower level jobs should have longer pay scales with smaller increments, higher level jobs should have shorter pay scales with higher increments. Our recommended structure reflects this, both in the numbers of increments (as already noted) and in their size, rising gradually from a minimum of £6 in Group A to a maximum of £156 in Group Q. (These increments average between 4 to 5 per cent of the salary for each Job Group.)

128. We believe also in overlapping salary scales within this single salary structure. This reflects the concept that a senior, experienced worker in, say, a G Job Group post is more productive and hence more valuable than a fresh employee in an H Job Group post. This is particularly necessary in a new system of job evaluation such as we propose where precise differentiations between Job Groups cannot really be made. Rather, we must recognize that these Job Groups represent broad bands of work, not yet clearly demarcated one from the other; that is, they describe work that is typical of that group. In time, as the documentation for each Job Group is developed, the "grey" areas between these groups will lessen and more clear boundaries will emerge. Thus, for reasons of both seniority and productivity as well as job evaluation, we recommend overlapping incremental pay scales.

129. As we point out in Chapter X of this report, there are many ways to motivate people towards greater commitment to meeting work goals and targets. These include both monetary and non-monetary incentives. We have made a number of specific recommendations to improve the working climate whereby the civil servants will be encouraged to devote greater and more sustained efforts towards setting and meeting organizational goals. But for all the advances over recent years in applying the findings of behavioural science research to management practices for more productive work enviroments, pay is still a key factor in motivation. Thus we recommend for Job Groups K and above, fewer but more substantial wage increases to reflect increasing competence of these officers in effecting their duties and responsibilities. Beyond this, further pay increases must come from promotion to a post in the next higher Job Group. We do not see at these higher levels extended salary scales reflecting longevity. Here we expect that competition for promotion (and thus higher remuneration) will be a major motivational factor for achievement and productivity in senior Civil Service posts.

130. We believe that increments should be earned. They should not be awarded automatically, as has been the case. The prime problem here is how to measure objectively work effectiveness to judge whether an officer should or should not receive his increment. Up to now, the Government has had no such reliable measure. However, with a meaningful system of Performance Evaluation, especially coupled with the programme of Management by Objectives which we recommend, we can measure the work effectiveness of the officer, how he has met or failed to meet his objectives. Thus, all

increments should be based on an evaluation of the officer's job performance over the preceding year. Unsatisfactory performance would result in the withholding or reduction of an increment, while exceptional performance could merit a double increment. In other words, you should pay for what you get. While in theory this should apply equally to all officers in all jobs, realism makes us recommend that this be tried on a pilot basis in a selected job group, preferably K due to the nature of the work typical of that Group. We are aware that such a merit-based system of gaining salary increments involves the risk of favouritism, but in our opinion the potential incentive effect is well worth taking a risk. Such a management change could well infuse the senior levels of the Civil Service with a high achievement motivation.

131. Consistency, both internal within the organization and external to comparable jobs in other organizations, is a basic requirement for any good salary structure. We believe our recommended structure offers the opportunity to achieve such consistency. It relates, through the 15 Job Groups, Civil Service job values by a gradual rise from the most routine and repetitive assignments and their consequent qualification requirements up through the most difficult, complex and responsible assignments. It thus reinforces the principle of equal pay for equal work (and its corollary, unequal pay for unequal work). Under this plan, wage differentials can be seen and understood, because they are based on a system of work appraisal shown in task analysis, qualification requirement and representative posts (with, in time, benchmark job descriptions and specifications) for each Job Group.

132. Also, such a salary system would allow for more meaningful job comparisons between the Civil Service and other employers. This establishment of true comparability between jobs is the most serious problem in determining external wage consistency. Until you can establish that, say, a "secretary" in one organization is comparable in duties, responsibilities and qualification requirements to a "secretary" in another organization, you cannot make valid wage comparisons. This proposed job and salary structure will go a long way in helping solve this comparability problem, and thus in establishing valid wage comparisons. In this way, more meaningful wage relationships between the public and private sectors can be had. (We believe this would offer benefits to Kenya's total economy, not just the Civil Service.)

133. We anticipate that additional material benefits will accrue to Government were it to accept and implement this structure. This would reflect the administrative advantages of moving from an incoherent *mélange* of 78 salary scales with 193 separate and inconsistent salary points to a single 95-point salary scale, with systematic progressing incremental pay steps. Aside from the savings in paperwork, alone, not reflecting cost benefits from increased efficiency in computer usage, the reduction in payroll errors will bring benefits to increased staff morale. We were not able to do a detailed study on these administrative overhead costs, but we are convinced that substantial savings, as well as increased efficiency will occur.

134. In closing this commentary on the principles, concepts and methodology of our recommended salary structure, we must acknowledge that we were not able to go as far or change as broadly and deeply as we originally wished. For example, there are more pay increments for the Job Groups than we would have proposed under our management theory. That is, long salary scales encourage a "time serving" attitude by the Civil Servants. They are not an incentive to increased work performance, because salary increases come with tenure in post, not with promotion based on measured work achievement. We would have preferred, therefore, fewer and larger increments more closely related to the "rate-for-the-job" concept, except for those posts in the lowest Job Groups. More, we would have preferred larger increments in the first 3 to 4 years after appointment to reflect immediate growth in the job and consequent performance improvement and productivity. We should have liked the later increments to be smaller and at three-yearly intervals (rather than annual) to reflect longevity and cost-of-living factors, where increased time in the job becomes less related to basic work requirements. Further, we would have liked to have abolished the principle of automatic increments by tying performance evaluation to all Job Group pay advancements. Lastly, we believe that flexible salary ranges, rather than annual increments would be better for the senior grades (e.g., Job Groups M-Q), where the individual's salary would be set within the grade range based on measured work achievement. All these, we believe, are valid principles of sound salary administration and their adoption would benefit the Civil Service.

135. But as with all our recommendations, be they on structure or remuneration, we opt for practicality over philosophy, for reality over rationale, for doing over doctrine. We present this report as a useful document, as a practical guide to Government to help develop and sustain a more effective Civil Service. Thus, though we point the way towards which we hope the Service will move in time to ever-increased management efficiency and productivity, we always temper these longer-term goals with immediate, practical recommendations that can be implemented now. So with this salary structure. While not an optimum arrangement in support of sound and comprehensive salary administration theory, it is a vast improvement over the present situation; further, it is practical. It is the first major step towards a modern, management and production-oriented salary structure. It can be effected today within the resources now available. From our studies, we see no major anomalies in converting existing posts into this proposed structure. We have every confidence that this can be done effectively and quickly by the Directorate of Personnel. Its use, we believe, will bring both the immediate benefit of creating a rational and consistent pay system out of the present disarray, as well as the long-term benefit of a sound base upon which can be made gradual and consistent improvements.

CHAPTER IX—THE PERSONNEL MANAGEMENT FUNCTION IN THE CIVIL SERVICE

136. In common with most British colonial administrations, the personnel management function, or rather its establishments forbears, developed as a separate entity in the Kenya Government only after World War II. The Establishments Division in the Office of the Chief Secretary was created in 1947, and this continued as a central personnel unit of the Civil Service until 1961. This division was then split into the Service and Training Branch, which remained in the Office of the Chief Secretary, while the numbers and gradings of posts, salaries, allowances, advances, pensions, and related financial aspects of the work went to the Establishments Division of the Treasury. Personnel Circular No. 1 of 1963, dated the 2nd April 1963, created the Directorate of Personnel in the Office of the Prime Minister (later the Office of the President, after Kenya became a Republic on 12th December 1964). This organization has continued on to today, with few major structural or functional alterations.

137. These successive organizational and nominal changes reflected the changing dimensions, demands and priorities of personnel administration. Until the early 1960's and the oncoming of independence, the Establishments Division carried out the normal routine of what was then considered personnel work, viz., recruitment, postings, promotion, pay, allowances, advances, travel, leave and the like. Due to the nature of the colonial Civil Service, these services were, perforce, oriented primarily towards the requirements of the large expatriate officer segment of the service. In any event, the emphasis was on applying the then Code of Regulations, as well as Colonial Office directives, to individual officer's affairs to ensure consistency and equity.

138. The advent of independence brought a new impetus to the personnel function, namely localization of the Civil Service. This need led to establishing the Service and Training Branch in the Office of the Chief Secretary. Headed by a Deputy Secretary who was responsible to the Deputy Governor, this Branch was primarily interested in beginning training schemes to prepare and qualify Kenyan citizens for upper and middle echelon posts. In addition, it continued the establishments work of the previous organization, including: matters arising from compensation schemes, policy concerning the (then) Civil Service Commission and Judicial Service Commission, staff relations, confidential reports, staff lists, confirmation of appointments and language examinations.

139. This impetus continued and was enhanced when the new Directorate of Personnel was established on 2nd April 1963. The first African Director of Personnel was appointed on 11th March 1964, and the Directorate was

organized into the Service Branch (which attended to the continuing, normal establishments needs of the Civil Service) and the Africanization and Training Branch (which, as the title indicates, concentrated on assessing the priorities for Africanization of the service and initiating ways and means of best achieving these priorities). This included the massive training for common cadre posts (e.g. personnel, accounts, executive officers, clerks, typists, stenographers, secretaries, etc.) at the Kenya Institute of Administration, Maseno Government Training Institute and the Government Secretarial Colleges at Nairobi and Mombasa as well as training leadership and administration for other more specialized training activities, both in Kenya and abroad. It also included the quarterly statistical progress reports on Africanization, the Kenyanization Survey, and the gearing of the recruitment and training efforts to meet the manpower needs of Kenya, as specified in the 1964 Kenya Manpower Report.

Present Structure of the Personnel Management Function

140. This brief historical review leads to the present situation for effecting the personnel management function in the Civil Service. There are five organizations responsible for this function: (i) the Directorate of Personnel; (ii) the Public Service Commission; (iii) the Judicial Service Commission; (iv) the operating Ministries and Departments; and (v) the Provincial Personnel Branches. Each plays a role, complementary to the other, to form the overall structure. A summary of each of these is set forth here for easy reference:—

(i) *Directorate of Personnel.*—Located in Nairobi, as part of the Office of the President, the Directorate of Personnel is divided into three branches: Establishments, Training, and Management Services. Also included in the Directorate are the following training institutions: Kenya Institute of Administration, Maseno Government Training Institute and the Government Secretarial Colleges, Nairobi and Mombasa.

(ii) *Public Service Commission.*—Located in Nairobi, the Public Service Commission consists of a Chairman, a Deputy Chairman and five Commissioners, supported by a Secretary and a staff of administrative, executive and clerical officers. It is independent and executive; independent in that it derives its authority from the Constitution, and is not subject to any other authority in the performance of its functions, and executive in that its decisions are final. Sections 106 and 107 of the Constitution of Kenya specify the membership, functions and coverage of the Public Service Commission. The pertinent section that is quoted here to clarify the role of the Commission in the present structure for personnel management is 107 (1), which states:--

"Subject to this Constitution, the power to appoint persons to hold or act in offices in the public service (including the power to confirm appointments), the power to exercise disciplinary control over persons holding or acting in such offices and the power to remove such persons from office shall vest in the Public Service Commission:

Provided that the Commission may, with the approval of the President and subject to such conditions as it thinks fit, by directions in writing delegate any of its powers under this section to any one or more of its members or to any officer in the public service."

(iii) *Judicial Service Commission.*—Sections 68 and 69 of the Constitution of Kenya specify the membership, functions and coverage of the Judicial Service Commission. Sections 69 (1) and (2) particularly apply here and show that this Commission has similar responsibilities for the Judiciary as does the Public Service Commission for the Civil Service, that is, the power to appoint, the power to exercise disciplinary control and the power of removal, all subject to such delegations as the Commission may think fit.

(iv) *Ministries and Departments.*—Most major Ministries and Offices have their own personnel branches, headed either by a Chief Personnel Officer or a Personnel Officer of lower rank, depending on the size of their establishment. These range from 54 in the Office of the President (*see* paragraph 140 (v) below) down to only three in the Ministry of Defence. These offices are involved in the daily routine of establishment work of their Ministries (including other Ministries, where a cross-servicing arrangement exists, as with the Ministry of Works and the Ministry of Natural Resources), either in taking action on those posts where authority has been delegated to the Authorized Officer, or proposing action to the Directorate of Personnel or Public Service Commission, depending on the nature of the case.

(v) *Provincial Personnel Branches.*—These are located in the seven provincial headquarters under the line control of the Provincial Commissioner and the functional direction of the Chief Personnel Officer in the Office of the President. (In large part, this is the reason for what would appear an inordinate number of personnel officers in this organization.) In addition to establishment work for the Provincial Administration, they act as a central personnel office to serve those field offices of Ministries and Departments in the Province not having their own personnel staff.

141. The historical development and functions of the Directorate of Personnel have already been mentioned. The Public Service Commission is of more recent origin, having been established in 1955, as a result of

the report of the Holmes Commission in 1948. Titled then as "The Civil Service Commission", it played an advisory role to the Governor on filling posts that did not require approval of the Secretary of State. It assumed its present executive role and title of "Public Service Commission" on Kenya's attaining internal self-government on 1st June 1963. (During the interim "Majimbo Constitution" there were Public Service Commissions for each of the regions, as well as the Central Government; these were abolished and the single Public Service Commission that exists today was created under the Republican Constitution of 12th December 1964.) The Ministries and Departments of the Government initiate personnel actions on such matters as recruitment and appointment, promotion and discipline, which are delegated to them by the Directorate of Personnel or the Public Service Commission in respect of officers earning below £456 per annum, and all those on temporary terms. For officers above this salary level, Ministries make recommendations to the Public Service Commission. Other personnel actions (e.g., postings within the Ministry, salary advances, loans) are taken by the Ministries themselves within prescribed regulations issued by the Directorate of Personnel and the Public Service Commission.

142. The main facets of personnel management as it now functions in the Civil Service are: (i) establishments; (ii) recruitment, appointment, promotion, discipline and removal; (iii) management services; and (iv) training. Regarding the first of these, establishments, the Directorate of Personnel issues the regulations within which establishment actions are taken, either by itself or by the Public Service Commission, or by the Ministries and Departments for those posts for which responsibilities have been delegated. These specify terms and conditions of service, including such diverse items as confidential annual reports, rules of conduct, salaries, advances, allowances, housing, medical privileges, passages, examinations and uniforms. They also include the criteria for action by the Public Service and Judicial Service Commissions, where such powers have been vested in those bodies. The key meaning of this facet of personnel management is procedural and regulatory; the standards and methods to be followed in handling the daily routine of man management.

143. As stated above, the powers for appointments, certain retirements, terminations, interdiction and disciplining action are vested in the Public Service Commission and Judicial Service Commission. (*See* sections G.35-G.54 of the Code of Regulations.) Thus, a major portion of the responsibility for personnel management lies outside the line of executive authority in the Government. This is to ensure an impartial, objective and detached approach to such important matters. Thus, it is hoped, such factors as tribalism, nepotism, corruption and politics will not be used in Civil Service staffing. Rather, that it will ensure a merit system where qualifications, experience, and talent will be the only factors for initial appointment, as

well as promotion, and that disciplinary actions will be based on fact, and not the subjective whim of the employees' supervisors. (*See* paragraphs 160 to 163.)

144. The Management Services Branch of the Directorate of Personnel, established in 1969, reflects a newer and more positive approach to personnel management. This branch is responsible for management reviews, organizational analyses, and staffing studies to ensure an orderly growth and balance of the overall Government establishment. This requires studying the functions, structure and staffing of the Ministries and Departments of Government to recommend such reorganizations as may be appropriate to achieve more effective and economical work programmes, and to ensure better utilization of the Government's manpower resources. Some idea of the variety of this branch's efforts can be appreciated by such studies as the Voice of Kenya, the Ministries of Agriculture and Works, the Motor Transport Section of the Police, the National Social Security Fund, and the Land Adjudication Department. While new and small (to date there are only seven posts in this branch, four of which are filled), this function appears to this Commission to represent the future priorities for personnel management. The Commission notes with approval the establishment of this branch and recommends its strengthening for an expanded and intensified effort.

145. The Training Branch of the Directorate of Personnel, while charged with responsibility for all Civil Service training matters, in fact has little executive control over specialized training schemes which constitute by far the largest efforts in the Government. Aside from common cadre training, the Training Branch is far more involved in training financial administration than the actual training of manpower. While the quantitative demands for Africanization-directed training over the past decade have been largely met under this structure, the changing training priorities, reflecting a more qualitative staff-development orientation, require a new, more imaginative and comprehensive approach. Our recommendations on training are contained in Chapter XI of this report.

146. The scheme of service for the personnel officer cadre was issued on 10th November 1966 (Personnel Circular No. 31 of 1966). This set the standards for entry, training for promotion and increased work efficiency, required examinations and posting arrangements for all personnel officers in the Civil Service. At present there are 205 personnel officers in Ministries and Departments (in addition to the 12 in the Directorate of Personnel who have Government-wide responsibilties). This staff services a working employment of 83,901, giving an average personnel officer: serviced staff ratio of 1:409. This average reflects a wide variation of from 1:163 in the Ministry of Works to 1:737 in the Office of the Vice-President/Ministry of Home Affairs (the latter figure reflecting Police and Prisons).

147. Evidence given to the Commission indicates that the personnel officers in Government are not usually considered part of "the management team". That is, they are not relied upon by the senior administrators as their advisers on personnel, on the manpower considerations in policy decisions or programme implementation. Rather, they are more in the routine establishment business of processing individual officer's personnel actions in accord with applicable rules and regulations. This situation was confirmed in hearings, both in Nairobi and the provinces and by the personnel officers themselves, as well as various senior line officials. In short, the personnel officer, as he now operates in the Civil Service, does not enjoy a high prestige. To a degree, this reflects the calibre of the serving Personnel Officers. Many of these officers have long experience in establishments work and are thus well qualified to process actions according to the governing rules and regulations. For the most part, however, they are not well qualified in the more professional aspects of personnel management, in the development and utilization of human resources to help meet organizational goals. Thus they are not equipped to advise the Permanent Secretary and his senior staff on such matters.

148. In so far as the local authorities and statutory boards are concerned, these organizations all enjoy wide autonomy in personnel management. Each conducts its own such programme either with a separate personnel office, or as part of an administrative or executive office, depending upon the size and complexity of the organization. In any event, these bodies are free to conduct the full range of personnel work (or more accurately, those aspects of personnel work they deem appropriate and necessary) for their staff, excepting only the very senior officers whose terms and conditions of service are set by the responsible, cognizant Ministry.

NEW PROGRAMME RECOMMENDATIONS

149. As a result of our hearings and reading the evidence presented to us, as well as studying the present role, structure and staffing of the personnel management function in the Civil Service as set forth in paragraphs 140 to 148, we believe that a number of changes are required to make personnel management a more effective tool of total management. These changes pertain to setting personnel management objectives and targets, the organizational structure upon which the various personnel programmes can be mounted, the new programmes, techniques and methods by which personnel management can be best effected, and lastly the personnel staffing required to man and operate this machinery to achieve these programme objectives. Our recommendations on these points are set forth in the following paragraphs of this section of the chapter. Then, in paragraphs 195 and 196 we make our recommendations for operational improvements in the existing personnel programmes.

150. These new programmes will require the co-operative effort of the Directorate of Personnel, as well as the Ministries and Departments, both by their senior line managers and their Personnel Officers. That is, as with all personnel management, this will require joint line: staff co-ordinated effort to ensure that the operating requirements of Government are met within consistent and equitable standards. We see the prime role of the Directorate of Personnel as that of policy and programme initiation (in close consultation with the Ministries and Departments), standards setting and consequent review to ensure adherence to standards, as well as being the centre of management consultancy upon which the operating officials can rely for advice and assistance. We see the prime role of the Ministries and Departments as the daily operating machinery where most personnel decisions will be taken. Here, the Personnel Officers in the Ministries and Departments should take the key role in working with line management to see that its priority needs are met, within the requirements of the total Civil Service personnel system.

151. Kenya's manpower priorities have changed since the early 1960's. Now the attention and energies of Government, as well as the people, must be directed to the struggle for economic development. This embraces such activities as determining needs, setting priorities, recognizing ways and means of fostering growth and development and investing in such areas that ensure a good return. All this involves managing change, a concept that brings an entirely new and challenging dimension to Kenya's public administration. This new dimension places new demands upon the public services. Things get done through the people and by the people. The primary objective of the personnel management for the coming decades, therefore, is to man the machinery of Government in such a way as to make it more effective and productive.

152. The challenge of the 1960's was to Africanize posts within the Civil Service. The challenge of the 1970's will be to reshape and adapt, in fact to Africanize, the very structure of the Civil Service itself, that is, to revise and enhance the methods of effecting Government policy decisions into developmental programmes and projects that will foster a higher standard of living for all. Such an objective will require more modern methods of personnel management. It will mean both improving present programmes, as well as introducing new dimensions to the Government's personnel administration. The former will call for more intensive and continuing training of those now charged with the task of personnel administration, as well as restructuring the organization within which they must work. The latter will call for assessing new man management needs, installing new ways and means of best meeting these needs, and evaluating their effectiveness.

153. This personnel management objective must be specified, of course, into particular goals and targets. This should be done by the Directorate of Personnel with full and continuing consultation with the operating Ministries

and Departments of Government to ensure their understanding, acceptance and co-operation in the programme and projects mounted to meet those goals and targets. The prime existing document that defines the current role of the Directorate of Personnel, Presidential Circular No. 2 of 1964, states in part that:—

> "The Directorate of Personnel is an integral part of the Office of the President. The Director of Personnel is responsible to the President for the day-to-day administration of the Civil Service including the co-ordination and planning of Africanization and training programmes for all Ministries, but excluding those matters relating to Pensions, Widows' and Orphans' Benefits, Provident Fund and any allied matters which remain the responsibility of the Treasury. The Director of Personnel is the President's principal adviser on the Civil Service and will submit his advice on matters concerning the general administration (including staffing, efficiency and welfare) of the Civil Service to the President through the Permanent Secretary to the President."

154. This statement is more one of functions and responsibilities than programme objectives. We recommend that it be expanded and clarified to include the roles of the Authorized Officers in personnel management. Further, their roles must be related to achieving the overall objectives. Once this is done, then, specific programmes and projects can be designed and installed to meet these objectives. Only by working within such a frame of reference can a personnel management programme function as a positive force for a more effective machinery of Government; otherwise it will remain an establishments routine of servicing individual officer's affairs within existing rules and regulations.

New Structure for Personnel Management

155. Personnel is a staff service function. Outside of managing his own internal organization, the prime responsibility of a personnel manager is to serve line management by ensuring that their manpower requirements are met. This means getting and placing the right people in the right sequence in the right jobs at the right time to perform the priority work of Government. This does not mean a passive role of merely responding to requests for certain manpower needs. If the personnel management function is to assume the role recommended by this Commission, the personnel manager will become the chief consultant to the line managers in determining manpower aspects and consequences of policy decisions. Finally, however, decisions on manpower, as with other resources, must lie with line management; with those officers who are responsible for using these resources in meeting the goals of Government.

156. This means that personnel should exist as a staff office, reporting directly to the highest level of management. In Ministerial terms, this normally means the office of the Permanent Secretary, although in major, auto-

nomous departments this could be the Departmental Head. Properly staffed and headed by a qualified personnel manager (*see* paras. 192 to 194 below on this staffing aspect), there will be no need for an intervening administrative officer, e.g., Principal Finance and Establishment Officer. Thus personnel, along with such other staff-supporting functions as finance, planning, and supply, can participate as a member of the management team, rendering advice to the Permanent Secretary on policy decision-making and then helping effect these decisions by supplying the necessary staff.

New Relationships

157. Such a role and structure would require new working and functional relationships, both between the Directorate of Personnel and the operating Ministries and Departments, as well as within those organizations themselves. Here, the key word is "delegation". There needs to be increased delegated responsibilities for personnel management decisions to the Permanent Secretaries and Heads of Departments. The implications of these increased delegations include intensified training of personnel officers, both those posted to the Ministries, as well as in the Directorate; a redrafted and clarified Code of Regulations, more easily understood and hence consistently applied to varying situations; and a strengthened inspectorate role for the Directorate to audit personnel actions by the Ministries to ensure their correctness. In turn, these delegated authorities should be redelegated within the Ministries and Departments down to the lowest feasible level of supervision, especially to programme officers in the field. In this way, not only would personnel management become an integral part of public administration in Kenya, it would be delegated outward and downward to the maximum extent possible to ensure that timely, effective decisions are made by those who know the problems and the facts. In this concept, we recommend abolishing the present Provincial Personnel Branches, and that the Ministries and Departments, within the operating situation already described, be responsible for their own personnel management programme, whether in Nairobi or the field service.

158. *Directorate of Personnel.*—To function effectively under this new arrangement, as well as assume management functions that extend beyond "personnel" as such, the role, functions and structure of the Directorate must be redefined, and its new staffing requirements laid down. We believe that this organization is crucial in the Government's acceptance and implementation of this report, and have therefore set out our recommendations on the Directorate in Chapter XV, The Central Management Machinery. This specifies the new Central Management Office in the Office of the President which we propose establishing. This would replace and absorb the present functions of the Directorate of Personnel, among others, to create a strong central management agency for the Civil Service. However, throughout this chapter, as well as elsewhere in the report, we continue to refer to the Directorate of Personnel. This we must do, for until the Central Management Office is established, the

Directorate will be the central personnel agency for the Civil Service and thus the organization that will be centrally involved in implementing most of our recommendations.

159. Another section of Presidential Circular No. 2 of 1964, states that:—

> "The Minister for Finance is responsible at Ministerial level for pay and allowances of the Civil Service. Normally these matters can be determined at the official level by the Director of Personnel but when a Ministerial decision is required the Director of Personnel will submit the papers directly to the Minister for Finance after having obtained the opinion of his official colleagues including the Permanent Secretary to the Treasury. If he is unable to obtain agreement with any Ministry on a major Civil Service matter or a matter involving an important Civil Service principle, the Director of Personnel may prepare a paper for consideration by the appropriate Cabinet Committee."

On this point, and in considering how best to structure the Personnel Management function so as to enhance its effectiveness, this Commission makes the following observations and recommendations regarding the Directorate:—

(i) *Office of the President.*—The effective use of human resources is the central problem of management. Within the context of the Kenya Government, the Director of Personnel must report directly to the Head of the Civil Service (Permanent Secretary and Secretary to the Cabinet) and act as his chief adviser on Personnel Management. Such a key central placement is necessary to ensure consistency throughout Government, as well as the authority to enforce, when necessary, regulations and decisions. In Chapter XV we give our recommendations for certain structural changes to make for more effective co-ordination. This includes the strengthening of the post of Head of Civil Service and his supporting organization. We recommend that the Directorate of Personnel should be an integral part of that office to ensure a single, consistent personnel management programme for all of Government.

(ii) *Treasury.*—No man can successfully serve two masters. Consequently, we recommend that the present dual reporting of the Director of the central personnel agency to both the Head of the Civil Service and the Minister for Finance should cease. Rather, as recommended above, the Director should be accountable only to the Head of the Civil Service. Personnel policy and programmes then should be developed and set by the Director, under the control of the Head of the Civil Service. Treasury would retain residual financial responsibility in personnel matters, as indeed it does in all matters of Government. This would clear away the last vestiges of "Treasury Control"

over personnel policy and determinations. Inherent in the implementation of this decision would be the transfer of two personnel management functions from Treasury to the Directorate. These are (*a*) Pensions, and (*b*) O. & M. The mechanics of assessing and paying pensions is a financial matter which can continue to be carried out by the Treasury, or by the accounting units under delegated authority from the Treasury, within issued standards and procedures. Deciding on pension schemes and eligibility of pensioners is a personnel matter which rightly belongs to the Directorate. For our longer term recommendations regarding superannuation *see* Chapter XXI. Regarding O. & M., which is a management function that already is being carried out by the Management Services Branch of the Directorate, all such posts should be consolidated within the Directorate to ensure the maximum impact on job requirements. The Computer Section (of O. & M.) should remain in the Treasury, as the central data-processing centre for Government, but functioning in close liaison with the Management Services Branch.

160. *New Role of the Public Service Commission.*—This organization, as it is now structured and staffed, appears in some ways unresponsive to Government's staffing needs. There are a number of reasons that can explain this problem: (*a*) the concept of requiring professionally unqualified Commissioners to decide on such matters as recruitment appointments, promotions and disciplinary actions, and (*b*) the concept of divorcing these vital management functions from the line managers of Government. At best this is a cumbersome arrangement causing delay and frustrations in vital personnel decisions. At worst, it is a breach of basic management principles, in that the staffing of key Government positions is denied to Government managers. Against this argument is the fact that the Commission works independently, thus helping to ensure that personnel decisions are made objectively, on merit alone. Also, it has been able to act as a shield in areas where otherwise various accusations of victimization or prejudice could be levelled against managers.

161. In theory, the Public Service Commission should be merged with and its functions incorporated into the Directorate of Personnel. Under this concept, the Director, in turn, should delegate to the maximum extent possible, these responsibilities to the Permanent Secretaries and Heads of Departments. Thus, the full spectrum of personnel management from recruitment to retirement would be centred in the Directorate. Government would then have a true central personnel agency, both responsible and accountable to the senior management of Government for proper and adequate staffing. Following on this proposal, the Public Service Commission would be replaced by a Public Service Appeals Board. This Board, whose appointments would be made by the President (on terms not unlike the present Public Service Commission arrangements), would hear appeals by aggrieved employees, or

applicants, who feel they have been treated unfairly by Government. These appeals would cover all aspects of personnel management, as they affect individuals. Such a board would be empowered to hear evidence, call for relevant information and conduct its business so as to ensure a full and fair review of all appeals. It would recommend action to the Head of the Civil Service, based on its findings. Such a body could allay fears that might arise from consolidating the entire personnel management function within the Directorate of Personnel.

162. While we believe this consolidating all personnel management responsibility within the Government's management structure, and the Public Service Commission thereby moving from an executive to an advisory and appellate body, to be sound theory, we also believe it to be premature in the context of the Civil Service. That is, we believe this is a longer-term management goal towards which the Government should move in due course. For now, we must recommend continuing the present executive role of the Public Service Commission, but with increased delegations of authority to the Permanent Secretaries and Heads of Departments for appointments, promotions and disciplinary actions. At present, this authority extends only to posts where the annual salary does not exceed £456. We recommend that this be extended to include posts up to the present grade of Administrative and Professional Class and above, and its equivalent (Job Groups A-L as set forth in the Grading Structure Manual).

163. Such increased delegations of authority require, inherently, consequent increases in inspectorate power to ensure consistent compliance with standards. We recommend, therefore, establishing a separate inspection unit in the Public Service Commission to carry out such inspections of Ministries and Departments as the Commission deems necessary. We anticipate that there will be close co-ordination of personnel operations between the Public Service Commission and the Directorate for the maximum benefit to Government, as well as the optimum utilization of scarce resources. Consequent upon these recommendations, we also recommend the following—

(i) that individual officers should be allowed to appeal directly to the Public Service Commission, rather than be restricted to channel their appeals solely through their Permanent Secretaries;

(ii) that more effective staff support be given the Public Service Commission to enable it to reach equitable and timely conclusions (especially *see* our recommendations below on Performance Evaluation); and

(iii) that a working party be established with representatives from both the Public Service Commission and the Directorate to review present methods and procedures to ensure maximum programme and operational co-ordination.

164. *Statutory Boards and Public Corporations.*—As already stated, these parastatal organizations have had a relatively free hand to administer their personnel in the manner that they have seen fit. This has resulted in a wide variety of terms and conditions of service, not the least of which is remuneration. Such a situation has led to misunderstanding and dissatisfaction among many officers in the Civil Service. We considered recommending extending the responsibility of the Directorate of Personnel to include the parastatal sector; this to bring about reasonable consistency in personnel management throughout the entire public services. While attractive in theory, we believe this would be impracticable, primarily due to the staff constraints facing the Directorate, especially in the light of our other recommendations extending and strengthening its role in the Civil Service. Also, we believe in the necessity for management flexibility to enable these boards and corporations to achieve their various goals and objectives. Indeed, it is this necessity, *inter alia,* that caused the creation of these organizations; that they could not readily achieve their goals within the confines of the bureaucracy. Bringing them within the purview of the Civil Service personnel machinery would inevitably introduce some measure of rigidity, thus inhibiting the management capacity required of these organizations.

165. We recommend, therefore, the continuation of the present methods of personnel management in the Statutory Boards and Public Corporations. We recommend further, however, that more substantive Ministerial support be given to increasing the effectiveness of such personnel management. In turn, the Directorate of Personnel should be available for support, both in a consultative role as well as rendering assistance by its Management Services Branch to the Inspector of Statutory Boards as deemed appropriate.

166. The primary concern for personnel consistency between these parastatal bodies and the Civil Service is in remuneration. We acknowledge that there is a case for rationalizing the salary structures of these bodies, both regarding the Civil Service as well as the private sector. We recommend, however, that such rationalization be achieved either through the operations of a National Incomes Policy or through Ministerial directives. Here again, we recommend the Inspector of Statutory Boards as the prime nexus in achieving such rationalization, balancing the desire for reasonable consistency against the needs for management prerogatives to compete successfully in the commercial sphere. (*See* Chapters XVIII and XIX.)

167. *Local Authorities.*—Our recommendations on personnel management for the local authorities are set forth in Chapter XX of this report. It is reemphasized that the key consideration must be the maximum delegation of operating authority commensurate with a common system for all the authorities, that is, the Local Government Service Commission should allow the maximum management flexibility to the chief administrative officers of the authorities, as should the Public Service Commission to Permanent Secre-

taries and Departmental Heads. Such delegations are both desirable and feasible under a unified service, with a Local Government Service Commission. Also, we believe that the commendable progress already made by the National Joint Negotiating Council in setting terms and conditions of service for employees in the salaried grades of the local authorities gives a firm foundation upon which to build a comprehensive personnel management programme for this sector of the public services.

168. *New Dimensions.*—As mentioned above, new programmes must be added to the existing personnel function if it is to become an integral part of the total management effort. This relates both to programmes of long standing in the personnel field, notably manpower planning, job analysis and evaluation, performance evaluation, induction and orientation, employee grievances and career planning, as well as new aspects of personnel research, particularly those relating to the findings of the behavioural sciences, their concepts and management applications. Before speaking on these items in the following paragraphs, please note that these should be in addition to, not in lieu of, those aspects of the personnel function now in existence. For our recommendations regarding these, *see* paragraphs 195 and 196 below.

169. *Manpower Planning and Utilization.*—Manpower planning and forecasting has become a matter of prime concern in economic planning, as well as management. It has two main inter-related functions, the first of which is to provide knowledge about current manpower resources and capabilities. The second, and perhaps the more important function, is to anticipate the future. Effectiveness in performing these two functions of determining current needs and forecasting future needs depends upon three basic inputs:—

(i) information on organizational plans and objectives;

(ii) knowledge of present manpower resources; and

(iii) information on the manpower environment.

170. If responsibility for manpower planning is vested in the personnel management function, information on the organization's policies, objectives and plans must be made meaningful in manpower terms. Such policies and objectives, as well as the plans and projects formulated to achieve them, must be reduced and specified into an expression of manpower required for each year of the planning cycle, in terms of type and level of skill. This statement of manpower required, this determining the organization's manpower needs, is the central core of manpower planning. In turn, this sets the quantitative frame of reference within which the personnel management function must operate.

171. We realize that there is a manpower planning unit in the Ministry of Finance and Economic Planning. We believe, however, that this programme must be more closely allied to the Directorate of Personnel so that manpower planning can play a more effective role in the personnel management process.

Such quantitative criteria form a basis of meaningful personnel programmes; they set the frame of reference, as well as the priorities for the manpower resources needed to effect the Government's business. All the various personnel programmes and projects should be designed to help meet these needs. As such, this programme needs to be co-ordinated with the organization primarily responsible for Government staffing—the Directorate of Personnel. While appreciating the broader economic aspects of manpower planning that effect programmes other than personnel management, primarily educational planning and investment, this Commission recommends that the operations of this unit be so restructured and redirected as to foster close and continuing liaison with the Directorate so as to become an integral part of the personnel management function. In our view, this would make manpower planning a far more effective tool of management for the Kenya Government.

172. In addition to quantifying manpower requirements by planning, priority attention needs be given to the qualitative aspects as well. That is, to so utilize skilled manpower as to ensure that the investment in developing skills is returned in the application of these skills to productive work. This requires investigation, analysis, and evaluation of the organizational structure, work systems and supervisory methodology in the Ministries and Departments. Only by such continuing review can a working environment be created and maintained that fosters the relevance of the employees' skills and abilities to work demands. We recommend, therefore, that the manpower utilization programme of the Management Services Branch of the Directorate of Personnel be extended and strengthened to enjoy high priority in the Government's personnel management function.

173. *Job Analysis and Evaluation.*—The best starting point for practically every phase of personnel management is an accurate and reasonably detailed description of the work to be done in each job in the organization. Selection, training, setting of wages, promotions, transfers and the like, all require, first of all, a knowledge of just what the employee does or is expected to do. Each draws from the general description of the job the specific information needed. For selection, emphasis is placed on what skills, aptitudes and other special qualities are required for success on the job. For the planning of training, the emphasis is on what knowledge, skills and attitudes will be needed that are not usually possessed by new employees. For job evaluation, such factors as the degree of difficulty and responsibility, the consequences of errors, and the education or special training required of a beginner, are highlighted. Each of these illustrative phases of personnel management (as well as many others) starts with the job description and the job specification, and much of the success of each depends on the skill and care that goes into preparing and analysing this description and specification.

174. Because of the special importance of this programme, particularly in support of a more rational, consistent and equitable wage and salary structure, it has been given separate consideration. Our presentation and recommendations for a salary structure based on job analysis and evaluation are contained in Chapter VIII—Salary Structure of the Civil Service, as well as the Grading Structure Manual, Appendix 4. This is not a perfected structure based on a sophisticated system of job evaluation; rather, it is a simplified method of ranking, based on task analysis and qualification requirements. This we recommend deliberately, for it can meet the main needs of Government and it is workable, that is, it can be implemented now, with a minimum of documentation and staff training. We believe that the managerial benefits of reducing the present 78 incoherent salary scales to 15 related job groups and a single, consistent salary scale for the entire Civil Service are self-evident. Further, this manual forms the basis for further extensions and modifications as experience may show in the continual process of analysing and evaluating jobs by the Directorate. We recommend strongly, therefore, its acceptance and implementation by Government.

175. *Performance Evaluation.*—This Commission is convinced that there is now no useful method or system for evaluating a Civil Servant's work performance. There is the Confidential Annual Report that, according to Section F of the Code of Regulations, is to enable the Government to gauge the suitability of an officer for advancement. This it fails to do, according to all evidence received during our inquiry, including that given to us by the Public Service Commission. We are not surprised at this, for it is an anachronism, a highly subjective document, with no attempt at setting standards against which the rating officer can perform his responsibility of rating the work performance of another. Nor is there training for rating officers in the principles or techniques of evaluating work performance. Thus, as it now operates, it not only fails to meet its objective, but acts as a demotivator as well. Consequently, this Commission recommends abolishing the Confidential Annual Report.

176. In lieu of the Confidential Annual Report, this Commission recommends that the Government adopt a modern system of performance evaluation, whereby the work performance of its employees is evaluated objectively against standards, quantified wherever possible, for the purpose of improving performance, to the mutual benefit of the employees themselves and of the Government. Performance Evaluation has been developed over the last few decades primarily in private industry, but also in public organizations, as a significant management tool to develop and use more effectively human resources in increasing productivity. This objective can be achieved by:—

(i) identifying an employee's capabilities to match them to the requirements of the job for greater job satisfaction, reducing staff turnover, and improving employee morale because of personal confidence in the knowledge of producing good work;

(ii) planning manpower based on relevant, and current information regarding employees' strengths and weaknesses, their training needs and eventual readiness for advancement (thus relating Performance Evaluation to Manpower Planning);

(iii) inducing in supervisors a greater sense of responsibility towards their subordinates so that superficial opinions are avoided; due note is taken of an employee's tasks and achievements; uneven workloads are detected and rectified; salary merit awards or promotional recommendations are not based on vague notions of productivity or personal preferences; alternatively, disciplinary actions can be based on definite and specific situations, not on generalities (i.e., "dead wood");

(iv) motivating employees through recognizing their measurable achievement; escape from the anonymity of a large organization; and fair treatment based on merit. (This relates Performance Evaluation to Management by Objectives. *See* our recommendations on this programme in Chapter X.)

177. Such an evaluation system is based on the concept that the manager listens, advises, guides and encourages the subordinate to develop his potential. This requires genuine participation by both men, for commitment to objectives only follows from joint participation in setting them. This in turn calls for training in interviewing and in the proper use of the appraisal procedures. We recommend such a system to Government. It is, we believe, the key to a true merit system; a system where people are appraised and rewarded on the basis of their work achievement against mutually agreed upon standards of performance.

178. *Induction and Orientation.*—More can be done to make or mar the new employee's future in the first few days on the job than in weeks or months at any other time. His attitude towards the employing organization, and hence his morale, motivation and consequent productivity is to a very great extent set in his initial exposure to his work site, his supervisor and his fellow employees. It is here that the tone and direction of his employment is set; it is here that a career is begun, or that the dry rot sets in that results in dead wood.

179. From the evidence presented to this Commission, it is clearly evident that no induction or orientation programme exists in the Civil Service, except perhaps in individual offices due to the care and concern of individual supervisors. It is depressingly symptomatic that Section E of the Code of Regulations, "Appointment, Promotions and Transfers", does not even mention induction or orientation procedures for new employees. This gives official confirmation of the evidence given to us of the lack of concern, or

even understanding of the benefits of such a programme. In the opinion of this Commission, it is long overdue that such concern and understanding come about, and that an induction and orientation programme be installed.

180. We recommend, therefore, that such a programme be implemented as an integral part of the personnel management function. Also, that an Employees Information Handbook be prepared to aid in this effort. This handbook should be designed to give the new employee a welcome to the service, ensure his complete knowledge of his terms and conditions of service, enough of the objectives, functions and structure of the service to give him an appreciation of his role and place in the organization, and in so doing to give him a feeling of pride in belonging to the Civil Service. This booklet, as well as the programme itself, should be designed by the Directorate of Personnel in consultation with the Ministries and Departments, who, as the employers, must play a key role in the process. (Such a handbook would be intended for use throughout the Service. Additional sections, especially directed to individual Ministries and Departments could be developed in time to further help in orienting new employees into specialized work situations.) Since induction is a form of on-the-job training, it is included in the Training Chapter of this report. It is, in fact, a co-operative effort both by the line managers who are ultimately responsible for orienting and developing their employees, as well as the personnel staff specialists, both in the Ministries and Departments and the Directorate, who assist the line managers in performing this important aspect of their work.

181. *Employee Grievances.*—A grievance is anything concerned with pay, working conditions or personal relationships that irritates an employee and causes him to be unhappy and frustrated in his work situation. In the opinion of this Commission, a well planned personnel management programme will ensure that all grievances are fully investigated and settled. Any attempt to do this, however, is complicated by the fact that many grievances, probably by far the larger part of them, are never called to the attention of management. They are either borne silently, or discussed only with fellow employees. It is these unreported grievances that are the ones which do the most harm to morale, because whether they are actually real or only fancied, they are very real to the feeling of the employee and grow more serious in time. Worst of all, management has no chance to settle such grievances because it does not even know about them.

182. Evidence given to this Commission has revealed an unawareness as to the true feelings (and hence grievances) of its employees by the senior management of the Civil Service. Both the Senior Civil Servants Association and the Civil Servants Union, as well as innumerable individuals have pointed this out. Not only is the staff negotiating machinery rusty from infrequent use, there is no set formula or procedure for individual employees to get the people at the top to listen to their grievances and if possible to help them.

This Commission believes that this is another serious shortcoming in the present personnel management programme of the Civil Service. We recommend, therefore, that an employee grievance policy and procedure be developed and publicized throughout the Civil Service. That is, that its existence be made known to all employees, but that it need not be over-emphasized. Again, the Directorate of Personnel should be the prime agent in developing this, in close and continuing consultation with the operating Ministries and Departments, to ensure understanding, acceptance and use.

183. This Commission notes that some senior officials expressed the fear that developing such a formal grievance procedure and printing it in an employee information handbook, as recommended above in para. 180, will invite grievances. Possibly they are correct, but we do not consider this a bad thing, for there will be grievances whether or not there is a formal plan for their handling. The formal plan, properly presented and administered, brings them out into the open and gives management a chance to settle them. This is really a problem of communications. Management should endeavour to keep the employees informed as to the organization's programme, goals and progress whilst the employees should at the same time inform management of their problems and desires. In this, we recommend the holding of more regular, informal staff meetings to encourage such open two-way communication, for the benefit of both management and the employees. In our opinion there is tremendous potential here for improving the morale of the Civil Service.

184. Lastly, turning to the staff negotiating machinery of Government, this Commission recommends a fresh look into the entire operation. Section C.9 of the Code of Regulations states that "The Government attaches great importance to strong and healthy staff organizations, and is in favour of officers joining those staff organizations which are recognized by Government as representing the categories of staff to which they belong." Evidence presented to us during our inquiry leads us to believe that this statement of intent is not followed in daily practice, that is, the machinery for staff negotiations is infrequently used. The staff organizations are dubious of its usefulness and therefore tend not to participate (a reluctance matched by the official side), and thus the purpose for which such negotiations exist is not being met. Many of the complaints given to this Commission should, in our opinion, have been aired and solved in the normal procedures of negotiations and consultations. We recommend, therefore, firstly a review of Section C of the Code of Regulations to ensure a machinery responsive to the needs of today's staff negotiations; and secondly, a better appreciation of, and a more attentive attitude to, staff negotiations by senior officials of the Civil Service. The role trade unions play in creating good will and employee co-operation has been amply demonstrated in the private sector. We believe similar benefits can accrue to Government.

185. *Career Planning.*—There is a lack of career planning in the Civil Service, that is, of charting the career of an employee so that work assignments and training experiences are arranged to develop best his aptitudes, skill, abilities and talents for his benefit as well as that of the service. Even in the somewhat *élite* Administrative and Professional Class where one would have expected to see such efforts, we found a rather haphazard career pattern. To a great extent, this reflects the chronic and continuing skilled manpower shortage that has plagued the Civil Service since independence. This hinders career planning, as it does formal training schemes, particularly for the upper levels. But, the input of new officers with higher educational qualifications should alleviate this situation in the near future.

186. This Commission recommends that career planning be adopted as an integral part of the personnel management function. A career plan, at least in broad outline, should be developed for each officer. Initially, this should be done for officers serving in the A Scale or Grades G4/3, as now constituted, or in Job Groups G and above in our recommended Job Evaluation System as set forth in the Grading Structure Manual. Later, this programme could be extended down the grade scale to the extent considered beneficial and feasible. The personnel officers in the Ministries and Departments would be responsible for developing such career plan projections, in close consultation with the employees themselves and, of course, line management. Those for officers in common cadre posts would be developed by the cognizant Ministry.

187. Career planning, of course, relates to the manpower planning and utilization programme recommended above in paras. 169 to 172. Indeed the prime purpose of career planning is to best select, develop and deploy all available skilled manpower so that the Government's objectives and goals are met. It applies the same systematic approach to individual development as do schemes of service to occupational development, that is, it develops an individual officer's potential within the career structure of his job group. It relies also upon a meaningful system of performance evaluation, a consequent planned training programme and posting guidelines to ensure full skills development and utilization. Its acceptance and implementation would alleviate two chronic weaknesses now existing in the Civil Service, and about which we received considerable evidence, viz., firstly the too-rapid and apparently unplanned, haphazard staff postings that prevent continuity in office and hence weaken programme effectiveness, and secondly the waste of training investment by irrelevance of post-training work placement to the intent and coverage of the training experience.

188. We realize that in such an effort, undue hopes of rapid promotion to high posts may be raised. An army cannot be staffed only with generals and no privates. We recommend, therefore, that career planning be done with caution and that the employees are made to realize its true goal is developing

their full potential to meet current and foreseeable work requirements, not as a device for quick and easy promotion. Still, the staffing benefits that can accrue from careful, well-planned career development makes us recommend it to Government as part of its personnel management function.

189. *Personnel Research.*—In addition to these new dimensions to personnel management, this Commission believes that a research effort needs to be added to the role of the central personnel agency. Primarily this is needed to assess the motivation of the Kenyan Civil Servant, and what form of incentives are most effective in increasing his work commitment and productivity. All of the proposed new programmes we have so far recommended, as well as improvements in the already existing programme listed below, in paras. 195 and 196, are designed to achieve such increased staff effectiveness.

190. But can we be sure that this will be the case? Are these programmes and techniques, based upon personnel research findings over the past 30 years, primarily in North America and Western Europe, really effective in Kenya, or indeed Africa as a whole? We think they are, but cannot state so with certainty. Hence, we recommend a research effort, both descriptive as well as behavioural science-based, to gain the necessary understanding of our work force so as to design a more relevant, responsive and thus effective personnel management function. This we believe is the real Africanization challenge of the future that Government should face and master.

191. Such an effort need not be large, grandiose or expensive. It would need, we think the professional skills of sociology and psychology (preferably industrial), married with operating personnel management, to ensure research closely oriented to practical results, useable by management in solving manpower problems. Such a mix of academic and professional skills with pragmatic work appreciation would be the best formula for a successful research venture. We believe that the proper venue for this research effort would be the central training organization as proposed in the chapter on Training.

192. *New Staffing Requirements.*—Basic changes to personnel staffing must be consequent upon these new dimensions to the personnel management function. Now, more demanding qualifications and training are called for, as well as better utilization of these skills. Personnel Circular No. 31 of 1966, Scheme of Service—Personnel Officers, requires a comprehensive revision to ensure a far higher calibre of officer. Professionalism must be infused into the cadre, to enable it to play the management consultant role recommended by this Commission. Here we mean professionalism both in the sense of being skilled and experienced in the methods and techniques of personnel management, as well as a fundamental mastery of the principles and concepts involved to allow free movement with unimpaired work effectiveness of these men throughout the Civil Service. We understand that this revision has already begun under the Directorate of Personnel. This Commission com-

mends this effort and recommends that it be completed and effected as soon as possible. Every possible organization and institution germane to personnel management development should be involved to ensure maximum benefit of available talent and resources. As with every tool of management, personnel is as good as the man who uses it. From evidence gained by us during this inquiry, this Commission believes that the serving personnel cadre in the Civil Service is in sore need of increased and improved training, as well as a higher quality input into the occupation. Coupled with career planning as recommended above, we are confident that such talent can be selected, developed and deployed to effect a far more meaningful personnel management function in Government.

193. We believe the present common cadre approach to personnel staffing, whereby the individual personnel officers in the Ministries and Departments of Government operate under the functional programme control of the Directorate of Personnel, while working under the daily supervision of the senior line manager (Permanent Secretary or Department Head) is correct and recommend it be continued. This parallels other specialist cadres (e.g., Accountants, Economists, Administrative Officers) where functional programmes require Government-wide adherence to standards and systems, while assuring that the line managers receive the staff specialist support they require. Such a line: staff arrangement is common to all large organizations, public or private. To function effectively, however, this requires close and continuing communications and an environment of mutual trust and acceptance of common goals and programmes. To help achieve this management climate, we have recommended introducing a number of new management practices. (*See* Chapter X of this report.) We believe the implementation of these practices, coupled with the staffing improvements called for in the personnel officer cadre itself, will ensure a more effective programme.

194. In addition to up-grading the quality of personnel officers, there is need for quantitative improvements. As noted above in para. 146, the present working ratio of personnel officers to serviced employees is 1:409. This is far too low, if truly professional personnel work is to be achieved. Such substantive work will require raising this ratio towards an optimum staffing goal where consultation, research and analyses of personnel problems and requirements can take place. We were not able to recommend a specific ratio. Rather, we recommend that the Directorate analyse and evaluate the personnel staffing needs of the Government, both regarding professional and sub-professional services and to so gear its recruiting and training and staffing efforts as to meet these targets within reasonable time limits.

OPERATIONAL IMPROVEMENTS IN THE EXISTING PERSONNEL MANAGEMENT PROGRAMMES

195. Aside from these new programmes that we believe need to be added to the Government's personnel management function, we recommend a series of improvements in the existing machinery for man management. These

reflect the evidence received by the Commission and our analysis and evaluation of the programme as it now operates. Certain such recommendations have already been made above, relating to our moves towards new dimensions. These include:—

(i) revising Presidential Circular No. 2 of 1964 and Personnel Circular No. 29 of 1964 (11th May 1964) to state more clearly the objectives of personnel management and the policies and programmes designed to achieve these objectives;

(ii) transferring certain functions and organizations into the Directorate of Personnel;

(iii) increasing delegations of authority for personnel management operations to the Ministries and Departments;

(iv) revising Personnel Circular No. 31 of 1966 (Scheme of Service—Personnel Officers);

(v) abolishing Provincial Personnel Branches;

(vi) controlling the far too rapid and apparently haphazard transfers and postings of officers;

(vii) abolishing the Confidential Annual Report;

(viii) modifying and amending the Code of Regulations; and,

(ix) numerous recommendations regarding training, as specified in Chapter XI.

196. Other recommendations for improvement to the present personnel management function are:—

(i) revise the methods by which foreign university degrees and professional qualifications are appraised for acceptance into posts of the Civil Service;

(ii) review the present use of examinations for entry into Civil Service posts, as well as promotions, to ensure relevance to job requirements and consistency of application;

(iii) review the policy of tools allowances; why certain trades get free tools issued by the Government (e.g., electricians and mechanics) while others have to buy their own tools (e.g., carpenters, masons, plumbers);

(iv) review the policy of trade testing for appointments and promotions; also, why not the feed-back of test results to people taking tests to help them correct their weaknesses;

(v) review the policy of posting lower-ranked employees, including subordinate service, from one Province to another, thus incurring apparent needless expense and local frustrations;

(vi) ensure that allowances, once determined to be valid, are paid to employees promptly, to alleviate personal hardships (especially regarding transfer expenses);

(vii) set reasonable time limits on temporary appointments, e.g. maximum of 1 year to ensure that employees do not continue on such "temporary jobs" for as long as 10 years or more; and

(viii) consider the desirability of registering Medical Assistants, upon their qualifying for practice, in a manner similar to nurses and other medical occupations.

CHAPTER X—MANAGEMENT PRACTICES

197. Kenya's Civil Service is a large, complex, varied and growing organization. Today it employs over 90,000 people (excluding the Teaching Service), compared to only 59,000 in 1956. In 1959/60 the Budget totalled only £32,759,851 compared to £67,001,800 in 1969/70, an increase of over 100 per cent in just a decade. Not only is this a rapid increase in size, but the scope and variety of tasks in which the Civil Service is now involved goes far beyond that of the previous colonial régime. These new aspects of public endeavour primarily reflect the demands of social and economic development; that is, in managing change, in acting as an agent in recognizing opportunities and developing and directing the ways and means of profiting from these opportunities.

198. Evidence presented during our inquiry indicated that there are serious shortcomings in the effectiveness of present operations of the Civil Service, not only in meeting these new challenges of change, growth, and development, but also in the routine administration of public business. This evidence, gathered both in Nairobi and throughout the Provinces and provided by members of the public as well as Government officials of various ranks, revealed service-wide weaknesses in properly utilizing its human resources towards meeting the requirements for effective programmes. Symptoms of such problem areas include: little or no delegation of operating responsibility from the senior officers down to their juniors; consequent overburdening of these senior officials with minor, routine work decisions at the expense of their concentrating on major matters of policy and programmes; misunderstanding by some junior officials of their job purpose and, more important, of their role in the organization especially in relation to their fellow officials; over-centralization of authority in Nairobi; poor communications, both within the Ministries and Departments themselves and between these separate organizations; consequent lack of programme co-ordination, both at headquarters and in the field; poor employee-management relations, reflecting misunderstanding, fear and frustrations on the part of the junior Civil Servants and an apparent lack of concern for their problems by their seniors; weak and irregular discipline by management that engenders lack of commitment by the staff to meeting programme objectives within set time targets; and, overall, an operating situation that under-utilizes the human resources now in the Civil Service.

199. We realize that such symptoms are not unique to the Civil Service, that they reflect the stresses and strains of most organizations facing a tremendous job with limited resources under heavy pressures. According to available research findings, organizations have unwritten codes by which

their employees work and live. That is, each has a "living system", so to speak, that sets the tone, the environment within which its people function. Almost always with large public bureaucracies, a common feature of such a system is self-protection and extreme caution. They thrive on deference, on movement by slow and carefully measured steps, and above all on a tendency to let the system itself dominate the individuals within it. The system in such organizations operates so as to protect itself from both internal and external assault, even when those assaults are designed to make it more effective in achieving the organization's main objectives—it's reason for existing. The instinct of most living systems is to survive by insulating itself, not by adapting itself. This is why anachronistic organizations sometimes survive for a long time, even after they have ceased to be relevant to the purpose for which they are created. What does change is the individual in these organizations; the man himself, and the change is usually toward dependency and frustration. Unfortunately, this describes too large a portion of the Civil Service today, where so much talent, so expensively obtained, has in many instances been poorly applied.

200. But in spite of this, Kenya can have legitimate pride in the many achievements in public administration over the recent years. As we have acknowledged elsewhere in this report, major challenges have been met, not the least of which has been the almost total Africanization of the Civil Service within tight time limits, while at the same time expanding social services, initiating a wide variety of development projects, and defending the security and integrity of the nation. All this reflects the intensive and continued devotion to responsibility of Kenya's Civil Servants, especially those in senior positions, over the past seven years since independence. We believe, however, this instrument of talent and energy succeeded in spite of, not because of the working environment of the Civil Service. Further, we believe that the time has come to create a new environment designed to support and enhance—motivate—the application of staff skills and abilities to work achievement. This must be done if the increasing demands of development are to be met. We must build on existing strengths and correct existing weakness, as well as extend new management efforts into new areas. In short, we must create an organization structure that is responsive, that is flexible, that recognizes priorities and acts upon them, that sets objectives and most important of all, marshalls its prime resources, its people, to meet these priority objectives.

Recommendations for Improvement

201. Our purpose here is to recommend practical ways of coming to grips with this organizational climate that makes less than optimal use of its available human resources. What are the ways and means of restructuring the organization so as to encourage and develop the energies and personal commitments of its members? This is really what matters; creating the type of climate that is conducive to encouraging behaviour which will ultimately

benefit both the individuals themselves and the organization. Reshuffling of boxes and lines on charts, or transferring functions from one part of the organization to another can be mere exercises in paper work, or too often politics. To create and develop an effective organization we must look to its people. That is, we want to so modify the management climate of the Civil Service so as to uncover and use the latent talents and energies of its people. It could then accomplish so much more without substantially increasing either capital or material investment.

202. To achieve these ends, this Commission recommends that the Government adopt and implement a wide variety of management practices and techniques. These include:—

(i) Manpower Planning and Utilization.

(ii) Induction and Orientation.

(iii) Job Analysis and Evaluation.

(iv) Performance Evaluation.

(v) Career Planning.

(vi) Employee Grievances and Staff Negotiations.

These together form part of the spectrum of personnel management functions. Normally, they constitute separate, but complementary programmes within the personnel system. Also:—

(vii) Goal-Setting.

(viii) Communications.

(ix) Incentives.

(x) Delegation.

These are separate management techniques that can be introduced individually. Together, however, they can form the essential prerequisites to management programmes that include them. Two such programmes are:—

(xi) Management by Objectives.

(xii) Organizational Development.

203. As we have stated in our chapter on Personnel Management, some of these already are done, after a fashion, but need substantial improvement (e.g., Manpower Planning and Utilization, and Staff Negotiations). Others have been accepted in principle, but not yet implemented in practice (e.g., Job Analysis and Evaluation, and Career Planning). Still others are as yet completely untried in the Civil Service (e.g., Management by Objectives and Organizational Development).

204. We have allowed for this uneven terrain in recommending these reforms, that is, we recognize, confirm and recommend strengthening existing programmes, especially those of the Management Services Branch of the

Directorate of Personnel. We recommend, also, introducing other methods and techniques, that will complement and extend the management system to ensure a more effective Civil Service. Some of these, as (i) through (vi) above, we have already proposed in the Personnel Management Chapter. This is because these practices are usually associated with personnel, and are run as integral parts of that management function. Others, such as (vii) through (xii), are rather broader than personnel management, as such, and are thus recommended here as part of our overall approach to management improvement.

205. One vital aspect common to all these management techniques is that they aim to increase the organization's effectiveness partly or wholly by improving the motivation of the work force from top to bottom. Motivating workers means primarily two things. First, on the negative side, it means not giving the workers any real reason for doing poor work. Amongst such reasons could be inadequate remuneration, terms and conditions of service, unsatisfactory working conditions, or lack of regard for subordinates as people on the part of their superiors. (These are often termed "dissatisfiers".) Second, on the positive side, it means giving them valid reasons to do a good job (often termed "satisfiers"). Amongst other things, this may mean involving workers at all levels in the decision-making processes. Employees tend to feel committed to plans and decisions which they have helped to formulate, since their own self-image and self-esteem are involved. Conversely, they have little reason to feel any such commitment to plans and decisions that are simply handed down from above without explanation.

206. Many of the recommendations in other parts of our report are aimed at dealing with the negative aspect of motivation, that is, they aim to remove dissatisfaction with conditions that act as disincentives. This is important, but even if we were to succeed in removing all such disincentives (which we acknowledge to be virtually impossible), it would not follow that a highly motivated and effective Civil Service would automatically result. Something more is needed to provide the positive incentive to do a good job, which in turn can change the Civil Service into the effective developmental organization that it should be.

207. All of these practices, we believe, could be brought with good effect into the management machinery of the Civil Service. All would help create a more open, flexible, and effective organization, responsive to the needs of Kenya today and into the future. But we recognize the impracticability of recommending such a wholesale move into such a variety of management development programmes. First, we do not believe the Civil Service culture would be ready for such a massive change in the ways and means of conducting its business. Second, these are not jobs for eager amateurs; they require professional consultancy, both for implementation and initial operation, especially in developing the capabilities within the Civil Service itself necessary to carry on the programmes. The cost of such consultancy, let alone its availability in terms of the numbers and quality of personnel required, forces us

to choose priorities and recommend a specific, reasonable beginning towards improving the management climate of the Civil Service. In this, we opt for a more comprehensive, systematic approach; one that should bring greater and more immediate benefits to Civil Service management, than an individual, piecemeal approach of several separate techniques.

208. We recommend to Government that it give serious attention to Management by Objectives (MBO) as a priority programme to accept and implement. This is a method based on the human aspect of the management process; improving the performance of the individual manager as a human being, operating in a network of human relationships with fellow managers. It requires setting clear and precise objectives for each manager, a time table for achieving these objectives, standards of performance required, and a job improvement plan to enable the manager to proceed in meeting his objectives. Further, it requires senior managers to ask themselves fundamental questions about what the organization is really doing and where it is going. Following on this, is the setting of individual managerial goals and objectives to concentrate staff attention and energies on meeting these overall organizational goals and objectives.

209. Foremost among the many facets of MBO as a tool of management is the motivation of the individual officer in greater personal commitment towards accepting and meeting corporate goals, short and long-range planning, and productivity. That is, in progressing beyond knowing what to do and how to do it, to actually doing it; getting the job done, correctly and on time. In fact, we believe it would be better to extend the title of this programme to "Management by Objectives; Evaluation by Results". For that is the real benefit of using MBO, viz., better results in achieving organizational goals by improving managerial performance through the adoption of a practical and systematic approach. Such an approach, by identifying key result areas in line with overall organizational goals, enables scarce managerial resources to concentrate on those priority tasks which are critical to success.

210. There are several key factors in the successful use of MBO. The first of these by far is top level understanding, support and commitment. Without it MBO cannot succeed. In terms of the Civil Service, this means that the Permanent Secretaries must really understand MBO and how it can benefit their Ministries, the inevitable problems of installation, and be ready to work with and support the consultants to ensure that it is properly planted and takes root. More, in our opinion the Cabinet itself must be involved, at least in the initial installation stages, to ensure commitment to MBO by the highest level of Government. This might include discussions, films and related efforts by the consultants so that the policy-making echelon appreciate this method and its potential for creating a more responsive and effective executive machinery for implementing policy decisions. Secondly, MBO is essentially a co-operative effort by the manager and his superior. It must be a dual

effort at all stages—setting objectives, key result areas, key tasks, performance standards, job improvement plans, performance reviews—if it is to be understood mutually and more important, accepted. Without this dialogue and mutual acceptance, you will never gain the individual's commitment to meeting set objectives within agreed time limits. Lastly timing, especially of the performance reviews, is crucial to the success of MBO. Whatever this timing, be it semi-annual or quarterly or monthly, it should be based on the critical incident technique of performance appraisal. It must tell the man how he is doing by relating his actual work performance with the performance standards set for the position, he having participated in setting such standards.

211. MBO has proven itself to be a very successful tool of management in both public and private organizations in a variety of countries. In fact, it already is in operation here in Kenya, including the Maize and Produce Board where we believe it is working well and has helped that organization in its management improvement programme. Therefore, we think that the time is ripe to extend MBO into the wider scope of the public sector. We recommend a pilot scheme approach, installing MBO in a particular section of Government, correcting and strengthening its operations based on the actual working situation, and only then extending it across the other Ministries and Departments. We believe that the most suitable organization for this purpose is the Directorate of Personnel in the Office of the President. Amongst other things, the Directorate is responsible for management improvement of the Civil Service, and for this reason we believe that the introduction of MBO should start here. The consequent potentiality for extending MBO throughout the Ministries and Departments would be strong, especially after Directorate staff gain competence in the method by working with the consultants. Further, we recommend that the Ministry of Finance and Economic Planning be brought into the scheme at the earliest possible stage, again because of its key, influential role in overall governmental operations. In this exercise, we believe Government can profit from the experience of the Maize and Produce Board.

212. By itself, however, MBO cannot perform management miracles. As with other techniques to which we have referred it is only as good as its users will allow it to be. It must operate within a system that accepts the need to change and grow, that recognizes problem areas, acknowledges shortcomings and tries to correct these to build a more effective organization. In short, for MBO to succeed it must function in a climate conducive for re-evaluation and correction, with personal confidence in problem solving and achievement. As stated before, we do not believe that such a climate now exists in the Civil Service. So, to engender this necessary environment within which MBO, or indeed any management improvement method can succeed, we recommend a developmental programme called "Organizational Development" (OD).

213. OD is a strategy employing the widest possible means of experience based behaviour in order to achieve more and better organizational choices to meet changing situations and demands. As such, it equips an organization to adapt itself and meet the needs for change by means of a newly evolved set of techniques for facilitating the employees in setting and revising their own group goals and motivating them to carry them out. It builds on a base established by sensitivity training, extending the lessons learned from that technique into the actual job situation. We believe it is a suitable approach to remedy two of the most pronounced weaknesses in the public service, viz.—

(i) the lack of positive motivation; and

(ii) the lack of clear objectives, without which goal oriented management is impossible.

214. The ultimate object is to enable the organization to develop organically from within, in such a way that it adapts itself continually to meet changing needs in the most effective way. To achieve this, OD employs the device of a trained, impartial third party to act as the catalyst in bringing about desired changes. It also makes great use of "team building" as a means of clearing the air and establishing genuine communication between managers and subordinates and involving the whole group in setting goals and planning the steps to reach them, including necessary changes. For further particulars on this management improvement programme, *see* Appendix 5 (Attachment E).

215. As we made clear in the preceding chapter on the Personnel Management Function, we are bound in the absence of evidence tc the contrary, to act on the assumption that the same factors that influence motivation in North America and Europe influence motivation in Kenya. But in fact, we cannot be sure that this is so. In the most highly developed country outside North America and Europe, Japan, there is evidence that the factors influencing motivation are different. Such an understanding of the motivational incentives germane to the Kenyan work force will only come with personnel research designed, conducted and evaluated here in Kenya.

216. The only scientifically based attempt to increase the motivation of individuals as workers that, as far as we know, has ever been carried out on the African continent, is a programme that has been developed at the Management Training and Advisory Centre, Kampala. This programme, in which Professor David C. McClelland of Harvard University has played a leading part, is based on cross cultural psychological studies into the causes of achievement motivation. Reports reaching us indicate that this programme is proving successful and although we have not seen direct evidence of the effects of the programme and the extent to which it has succeeded, we consider that the approach represented by the programme is important. We regard developing achievement motivation in individuals as complementary to the

general improvement in levels of motivation throughout an organization, which we hope will be brought about by OD. We recommend, therefore, that the Kenya Government should investigate the motivation training being carried out in Kampala and consider whether a similar programme should be introduced in Kenya. The appropriate body to conduct this investigation would be the central training organization, as we propose in our Training chapter.

217. To introduce OD into the Civil Service we recommend first that a suitable firm of management consultants be employed. We suggest that the consultants should be asked to introduce a programme of Organizational Development in one key Ministry in the first instance as a pilot project. As with MBO, we believe that the most suitable Ministry for this purpose is the Directorate of Personnel. Thus these two programmes could be developed simultaneously to meet the management development needs of the Civil Service, adapted to accommodate the particularities of these specific needs.

218. At the same time it will be necessary to select a number of officers to be trained by the consultants in the techniques of OD. These officials will be trained so that they can eventually take over from the consultants and act as third parties. It is logical that the consultants who are given the contract to introduce OD in the Civil Service should also be given the responsibility for training Kenyans in OD. If this is done, the bulk of the training could be given in Kenya and the trainees will be able to work alongside the consultants during the process of introducing OD in Ministries. The officers trained in these techniques should form part of the Management Services Branch of the Directorate of Personnel.

219. In summary, this Commission believes that a more open, responsive and mutually supportive management climate is needed to make the Civil Service an effective machinery of Government, especially for its role in fostering economic change, growth and development. To achieve this management climate, we recommend that Government adopt a series of management techniques and practices, the first of these being Management by Objectives. Further to aid in the installation and success of MBO, as well as the other programmes, we recommend the Government install a programme of Organizational Development as the means by which the Civil Service can best utilize these tools of management. Lastly, we stress the need for adaptation and timing; adapting these techniques and methods to meet the management needs of the Civil Service in the cultural and national climate of Kenya, and phasing their implementation over an appropriate time span to permit the understanding and acceptance so vital to their success.

CHAPTER XI—TRAINING

220. Current Central Government training activities can be conveniently divided into two halves. There is specialist training carried out by Ministries for their own staff and there is common cadre training, for which the Directorate of Personnel is responsible.

221. The specialist training carried out by Ministries can be further divided into staff training and extension training. The Ministry of Agriculture, for example, runs Farm Training Centres as part of its extension services. It also runs institutions such as the Embu Institute of Agriculture which trains personnel for the Ministry. Here we are primarily concerned with staff training rather than training as an extension service.

Training Facilities

222. A number of Ministries run their own training centres, but a great deal of use is also made by Ministries of facilities such as those of the Kenya Polytechnic. The training of technicians for the Ministry of Works, for example, is carried out at the Polytechnic.

223. Common cadre training is organized by the Directorate of Personnel for all Ministries and Departments. The two principal training institutions are the Kenya Institute of Administration (the K.I.A.) at Lower Kabete and the Government Training Institute (the G.T.I.) at Maseno. In addition there are two Government Secretarial Colleges, in Nairobi and Mombasa.

224. The K.I.A. caters not only for Central Government trainees but also for trainees from local government, co-operative societies, and the police, as well as, to a limited extent, the private sector, voluntary agencies and the armed forces. G.T.I. Maseno caters entirely for the Central Government apart from one class for Community Development Assistants who are local authority employees.

The role of the Directorate of Personnel

225. Training policy is the responsibility of the Directorate of Personnel. This responsibility is exercised largely through the Directorate's control of the common cadre training institutions and of training posts, which are included in the estimates of the Directorate and not of the Ministry concerned. The present role played by the Directorate in training matters appears to be one of monitoring training activities rather than a creative development oriented role. There appears to be insufficient liaison and collaboration between Ministries over training. Without carrying out a detailed survey we cannot be sure but we suspect that there may be duplication of training

efforts and under-utilization of training facilities which could be avoided if there were closer liaison by the Directorate. There are certainly gaps in training, one of the most obvious being clerical training. The amount of clerical training at present being carried out is completely inadequate to meet the demand for improvement in clerical services.

Selection for pre-service training

226. The machinery whereby school leavers, wishing to join the Civil Service, are selected for training posts in the Civil Service seems to us to be unnecessarily cumbersome. At present school leavers fill in career forms in which they state a preference for their employment. When School Certificate results are known these forms are processed in the Directorate of Personnel and the Kenyanization of Personnel Bureau, which in turn provide Ministries on request with lists of candidates. The formal approval of the Public Service Commission is also required before an applicant is appointed to a training post. Thus in order to fill a training post in, say, the Ministry of Agriculture the agreement of the Directorate of Personnel in whose establishment all training posts appear and the approval of the Public Service Commission must be obtained by the Ministry.

227. It would not appear to be difficult for this system to be streamlined. If each school leaver was asked to state a first, second and third preference instead of just one, and if all details of school leavers could be computerized, a Ministry with vacancies could be provided with a full list of all candidates with the desired qualifications who had given that Ministry as one of their preferences. We recommend that the possibility of streamlining the procedure along these lines should be investigated as soon as possible.

Overseas Training

228. There are two further functions carried out by the Directorate of Personnel that deserve mention. The first is the co-ordination of overseas study awards. A number of other Ministries are often also involved (including the Ministries of Finance and Economic Planning and of Foreign Affairs) when awards by foreign governments are concerned, but all such awards are channelled through and require the approval of the Director of Personnel. This is in our view a proper function of the central personnel agency and we do not recommend any change in this arrangement.

Bonding of Civil Service Trainees

229. The second function is the administration of bonds by which trainees undertake to serve the Government of Kenya for a given period of time after their training, or, in default, to pay a sum of money.

230. There are two aspects to bonding. One of its purposes is to ensure that Kenya citizens who have been given training to enable them to do a certain job in the Civil Service actually do that job on completion of their training.

The other aspect is the Kenya Government's desire to protect its financial investments in training. If the Government spends several thousand pounds to train a man as a medical specialist to fill a post in the Ministry of Health and the trainee decides on completion of his training to go into private practice, the money invested in his training would in a sense be lost. Of course, if he set up in private practice in Kenya, his training could be said to have ultimately benefited Kenya but even so the Government would still be faced with finding another trainee and paying more money to train him in order to fill the post in question.

231. The bonding arrangements at present in force must be judged by the extent to which they meet the two purposes described above. The Director of Personnel has recently had an inquiry carried out into bonding arrangements and this has revealed that the arrangements cannot be said to be working satisfactorily.

232. First, the period of service stipulated by the bond is normally only three years, so that after serving a comparatively short period the former trainee is free to seek other employment. Second, if a returning trainee wishes to secure employment outside Government service, the bond does not in reality prevent him or her from doing so. There are, for example, numerous instances of commercial undertakings buying out bonded trainees. Even when there is no one to buy the trainee out, it is questionable whether it is worth while compelling someone to work in a Government post when he would strongly prefer to be working elsewhere. An unwilling employee is not likely to give of his best.

233. In the context of a national approach to training there are two possible answers to the bonding problem. One is to abolish the present system altogether and let market forces operate. Those whose natural inclinations are towards the public services will join the public services. Others will join the private sector. We believe it should be possible to devise a means whereby the costs of training those who enter the private sector can be recovered through the training levy.

234. The other possibility is to tighten up existing rules. The length of service demanded by a bond could be increased to five years and the penalty in default could be related proportionately to the full costs of the training. Thus if a person bonded for five years left after two years' service, he or she would have to pay 3/5 of the total training costs. If they served four years they would pay 1/5 and so on.

235. We believe that Kenya's best interests are likely to be served in the long run by letting trained persons do the work for which they have the greatest inclination and we therefore favour the first of these two alternatives and recommend that it be adopted.

236. It cannot be said that bonds adequately protect Government's financial investments in training. The costs of training some categories of Civil Servant run into several thousand pounds, but the amount of money to be paid in default of serving for the required number of years, as stipulated in the bond, is usually only a proportion, sometimes quite small, of the costs incurred in training. We consider, therefore, that this whole matter requires further investigation and that more satisfactory arrangements than the present ones should be worked out.

Local Authorities

237. Unlike some African countries, Kenya has no separate local government training institute but the Local Government Department of the Kenya Institute of Administration is the nearest thing in Kenya to a national Local Government training institution.

238. The Local Government Department is in fact one of the busiest departments in the Kenya Institute of Administration. Set up in February 1962 it has offered courses in accountancy and administration. Originally these courses were linked to the syllabi of the Institute of Municipal Treasurers and Accountants for accountancy and of the Corporation of Secretaries (now merged with the Chartered Institute of Secretaries) for administration. But training in Kenya for the examinations of U.K.-based professional bodies did not prove entirely satisfactory and it was largely through the initiative of the former Head of the Local Government Department at K.I.A. that local qualifications in accountancy and administration were introduced. These are the Certified Public Accountant and Certified Public Secretary qualifications administered by the Kenya Accountants and Secretaries National Examinations Board. All training in accountancy and administration now carried out by the Department of Local Government of the K.I.A. conforms to the syllabi laid down by the National Examinations Board and leads to the trainee sitting the various stages of the C.P.A. and C.P.S. examinations.

239. The long-term purpose of the training at the K.I.A. is to provide local authorities with staff that are professionally trained and professionally qualified. The full training leading to the C.P.A. and C.P.S. qualifications involves three years' full-time study for School Certificate holders. There are examinations at the end of each one-year stage. It is not envisaged that all trainees will be able to complete all three stages, nor that those who do complete the third and final stage will do so by means of an uninterrupted three-year period of continuous study. Each stage has therefore been designed to be a qualification of some standing in its own right. So far the K.I.A. is offering courses for the first and second stages, and hopes to introduce the third stage course in 1972.

240. In addition to this training, senior officers of local authorities (e.g. clerks to councils, treasurers and their deputies) have in the past made up

about 20 per cent to 25 per cent of the participants on Management Development and Senior Management Courses at the K.I.A. Training for Community Development staff of local authorities is also available at K.I.A. and Maseno.

241. The arrangements described above are satisfactory as far as they go. We do not however, see any particular justification for the professional training of local government staff in accountancy or in administration to be regarded as separate and distinct from the training of Central Government staff in the same subjects. We appreciate that the training needs of local government accountants are not identical to those of Central Government accountants, but from the syllabi of the courses run for the two streams it is clear that there is a great deal in common between the two. It appears to us that instead of training one group of accountants and one group of administrators in one self-contained department at the K.I.A., while other groups are trained in other self-contained departments, it would make for a better use of scarce resources if the K.I.A.'s departmental structure were functionally based so that all accountants, whether local government, Central Government or co-operative, would be trained by an accountancy training department and all administrators by a department of administrative training.

Statutory Boards

242. Training for the Statutory Boards and Corporations proceeds on a a very *ad hoc* basis. There is no central institution offering training for the Statutory Boards in the way that the K.I.A. provides training for the Central Government and local authorities. Although general directions on policy are issued by the parent Ministries, there is no co-ordinated programme for training the staffs of the boards. The training needs of the boards vary considerably from one another. In general the boards and corporations have made use of the facilities of such training institutions as Egerton College, the M.T.A.C., K.I.A., the East African Staff College, etc. Some of the top men have been sent on management courses with Messrs. Urwick Orr in the U.K.

243. Although it is difficult to generalize without being unjust to some boards, major gaps in training are revealed by the inadequacy of many of the middle level staff. Also the needs for effective in-service training of junior technical staff on which the whole work of some boards depends are not being adequately met.

244. A complaint is made that the accounting side of many boards is weak, even when the services of qualified accountants are obtained. This is believed to be due to the fact that, although the accountants are trained, in the sense of having passed their professional examinations, they have not received the practical in-service experience and training which is required before they can become really effective.

245. The general picture that emerges is one of unco-ordinated *ad hoc* efforts to train staff. While some boards are making determined efforts to improve staff efficiency, others have done and are doing so little that their future ability to perform the functions for which they were created is in jeopardy.

Private Sector

246. Compared to the public services the private sector as a whole got off to a late start in training Kenyans for senior posts and the leeway has still not yet been made up. Generalizations of this sort are inevitably unfair to some firms, which have been in the forefront in developing Kenyan managerial talent. In general, however, there has been until recently a reluctance among many firms to train Kenyans for top posts. The small firm finds difficulty in carrying supernumerary strength for training purposes. Thus even to release a member of staff for a training course lasting more than a few days places considerable strain on the smaller firm. However since under legislation now before the National Assembly these firms will be required to pay contributions to training programmes it it almost certain that they will demand a return for their contributions and will in future start making greater use of the training that is available.

247. With regard to the training of Africans for high managerial positions, sufficient training is not at present available and we make proposals below for a National Management Development Centre. But though we regard the provision of high level management training as essential, we also regard adequate experience as a prerequisite to successful performance in the top posts. It therefore is essential that the men and women in the private sector with management potential should be identified as early as possible so that they can be placed in positions now in which they will gain the necessary experience to fit them for the higher management positions.

248. The general picture is one of wide disparity not only in training programmes but in attitudes towards training and staff development in different firms. There is a nucleus of training activity offered centrally by the Management Training and Advisory Centre, the Polytechnic at Nairobi, the Mombasa Technical Institute, the Kenya Institute of Management and to a lesser extent the K.I.A. and the East African Staff College.

Staffing of Training Institutions

249. The present problems of staffing training institutions appear to us to resolve themselves into the following—

(i) the need to provide a sufficiently attractive career structure for those who enter training as a career;

(ii) the need to find ways and means to give suitable practitioners an incentive to serve on secondment in training institutions without prejudice to their promotion prospects;

(iii) the need to provide training in the arts and methodology of training; and

(iv) the need to improve staff morale in training institutions.

250. The morale of an institution depends on the quality of the leadership of its head and his immediate subordinates or departmental heads. We recommend that only men and women with the necessary leadership qualities be appointed to such posts in future. Some cross posting may be necessary to ensure that men at present in senior positions in training establishments and who have shown themselves to be "square pegs in round holes" are moved to other jobs where their real talents can be more effectively utilized and that others, more suited for training work, moved in to the training positions. (We do not necessarily regard it as a criticism of anyone to say that he is not suited for a top training post. These posts require certain special qualities that are not the same as those demanded for some other, equally important, tasks.)

Objectives of Training

251. The objective of any training programme is to enable the trainees to acquire the ability to perform effectively some activity or series of activities that they could not perform effectively before training and these objectives must be related to clearly established needs. Every course must have clear objectives. The effectiveness in terms of job performance of the training given must be evaluated. Otherwise an organization may run ineffective or redundant training programmes. To have clear objectives for a training programme implies that the trainers must know and understand what activities the trainees will be required to perform after training. They must also know certain things about the trainees, such as their general educational level and past experience, without which it is very difficult for the trainers to tailor a course to the needs of the trainees. Unfortunately we find that this indispensable information is by no means always available to the trainers.

252. We believe that there is a need for a thorough examination of course objectives and the introduction of a continuing programme of evaluating the effectiveness of courses in all major training institutions maintained by the Government. Without wishing to single out individual training institutions or programmes we believe that there is much training that is carried out which lacks clear objectives and must therefore be of doubtful value. This situation has come about partly through the repetition of courses. A course may originally have had quite clear objectives (though we suspect that some training courses have never had very clear objectives) but due to the passage of time these objectives have been lost sight of. Circumstances

have changed rendering a change of emphasis desirable. For example, the educational level of trainees has risen; the content of many jobs has changed; the average age of trainees on some courses has altered drastically. All these factors underline the need for a very clear scrutiny of the objectives of every course. Training is an extremely expensive activity, both in terms of finance and of opportunity costs, and the Government has the right to be assured that it is actually receiving value for the money spent on training.

253. In the years immediately after independence there was one overriding objective in all training activities in Kenya. This was the need for Africanization in the shortest possible time. Training was therefore geared to producing Kenyans to take posts in the public services over from foreigners. Although there are some important gaps, particularly in the technical and professional areas, that still have to be filled before Kenyanization is complete, 95 per cent of posts in the Civil Service are now filled by Kenyans. Training for Africanization is therefore no longer the main objective of training in Kenya. It can be said that the quantitative aspect of training has been successfully dealt with and training institutions such as the K.I.A. and the G.T.I., Maseno, have played a decisive part in this.

254. The training institutions now have a double task ahead of them. Firstly they have to produce sufficient skilled Kenyan manpower to meet the needs of the expanding economy and the increased services now provided by the Government. Secondly, they have the job of improving actual job performance at all levels. In the Civil Service this includes improving clerical standards, improving the standards of the vital middle part of the service typified by the executive and technician grades, and equally helping the men and women in the top positions of the service to become more effective administrators and managers.

255. This change of emphasis and change of fundamental objectives should be reflected in drastic changes in training programmes. So far this has not come about. We cannot stress too strongly the need for a review to be carried out which will establish clearly the extent to which the present general objectives of training are being met and what changes are needed in training programmes to meet these objectives. Secondly, we repeat, there is a need for the specific objectives of each individual course to be examined and for it to be established whether each training programme is both relevant in today's circumstances and is effective in meeting its objectives.

A NATIONAL APPROACH TO TRAINING

The Integration of Training Efforts

256. A number of recent events have emphasized the awareness of political and other leaders in Kenya of the need for training in all sectors of the economy. The introduction of the industrial levy reflected the awareness of

the needs for training in the private sector, both in the interests of Africanization and of economic development. In a recent speech to the E.C.A. Seminar on Training Methods and Programmes for Directors of Training Institutes, the Head of the Civil Service made it clear that he did not consider a state of normality had been reached yet and that a very great deal of further training activity was needed to raise standards of efficiency and effectiveness in the Civil Service to the desired level. The training for another section of the public sector, represented by the large number of parastatal bodies, has tended to be haphazard. Whereas some parastatal organizations have effective training programmes, others have none at all. Our recommendations in Chapter XX regarding the future structure of local government stress the need for training for improved efficiency among local government staff and the stepping up of training leading to the new local qualifications, of Certified Public Accountant and Certified Public Secretary.

257. The Government through the various Ministries controls a large number of training institutions. Some of these offer training of a specialized technical type such as the Embu Institute of Agriculture or the Forestry School at Londiani. Others, such as the K.I.A. and the G.T.I., Maseno, offer a wide range of courses and train officials for all Ministries. Apart from the training institutions within the Civil Service there are others such as Egerton College, which are autonomous bodies, but train a large number of people who either are already in the Civil Service or who join it on completion of their training. These institutions do not, however, train exclusively for the Civil Service.

258. All in all there is an immense amount of training effort in Kenya, but it is probably not as effective as it should be owing to a lack of co-ordination and to consequent duplication in some areas and gaps in others as well as to a lack of clarity over objectives and the absence of evaluation of training programmes. This is true within the Civil Service and all the truer if the Kenyan economy is looked at as a whole.

259. There is a need for an integrated national approach to training and it is important that this should be developed as the implementation and implications of the new legislation affecting the private sector are worked out. Public service training must be viewed in the context of national manpower development of which it is an important part. The role of the Directorate of Personnel should be active and catalytic, causing things to happen. It should be the prime mover in identifying training needs, setting training objectives, evaluating training effectiveness.

A NEW STRUCTURE FOR PUBLIC SERVICE TRAINING

The role of the K.I.A.

260. The Kenya Institute of Administration is the Government's principal instrument for the execution and implementation of its training policies relative to the Civil Service and to local government and, potentially, also

to other sectors of the economy. The K.I.A. has been an effective instrument of Government policy in that the first major objective of post-independence training efforts, the Africanization of the Civil Service has been almost completely achieved. The K.I.A. was the major agent in effecting this.

261. The vital importance of the K.I.A. to the effectiveness of the public services has been recognized, among other ways, by the grading of the post of Principal on the salary applicable to Permanent Secretaries. As we have said, it is generally recognized that the fact that the Africanization of the Civil Service is 95 per cent completed does not mean that training needs are diminished. Rather the direction of training has changed from the task of producing citizens to fill posts in the service to the equally vital task of raising standards of performance at all levels in the service. It is envisaged that the K.I.A. will have as major a part to play in this second phase of post-independence training activity as it did in the Africanization phase.

The Control of Civil Service Training

262. The "policy" Ministry responsible for Civil Service training, and therefore for the K.I.A., is, as has been stated above, the Directorate of Personnel within the President's Office. It must be emphasized that training is only a part of the Directorate's wider responsibilities for the management of the service. The training section is headed by one of three Assistant Directors (of Under Secretary status). A result of this is that the official within the Directorate who is responsible for training policy and who issues directives to the Principal of the K.I.A. is in fact two ranks lower than the Principal. Admittedly the Assistant Director of Personnel (Training) when signing letters does so on behalf of the Director of Personnel as the Permanent Secretary. Nevertheless the position is anomalous and there is sufficient evidence on the files in the Directorate to show that it has led at times to embarrassment and even to acrimony.

263. The time is approaching when the central personnel agency will have to accept a wider responsibility for training. "Civil Service" training is giving way to "public service" training involving parastatal bodies and local government, and in the long term a national approach to training will replace the present sectoral approach. We therefore consider that the time has come for a restructuring of the Government's central training organization on lines which we set out below.

Secretarial Training

264. The two Secretarial Colleges at Nairobi and Mombasa at present form part of the central training branch under the Directorate of Personnel. The fact that these two colleges which are an important part of the commercial education stream in Kenya are the responsibility of the Directorate rather than the Ministry of Education is largely the result of

historical accident. In pre-independent Kenya, secretarial jobs were almost entirely the preserve of foreigners. There were therefore no secretarial training facilities available and the Government had to create its own. Since they were training for the Civil Service they were the responsibility of the Directorate of Personnel. Now the position has changed and there are a large number of African girls trained as secretaries. The problem is now that many of the girls trained at these two government colleges for the Civil Service are attracted away by firms in the private sector offering higher salaries.

265. We do not consider that the two Government Secretarial Colleges should continue to be run as special training institutes, outside the general stream of commercial education. We recommend that the two colleges should become the responsibility of the Ministry of Education and be regarded simply as part of the commercial education facilities available in this country.

Special Training Programmes

266. Other specialist training institutions should continue, as at present, to be run by Ministries. We see no good reason why Ministries should not have complete control of their own trainees and consider that training posts should in future be shown in each Ministry's own estimates rather than under the Directorate of Personnel. The approval of the Directorate would be required before new posts could be created. But once the posts were created it would be for Accounting Officers to make their recommendations direct to the Public Service Commission regarding the filling of the posts. If the Directorate is freed of this book-keeping function it will have more time to devote to its real role as co-ordinator and initiator in the training field.

Co-operation between Public and Private Sectors

267. The needs for and the benefits of close co-operation between the private and public sectors in training matters should be obvious to all. This close co-operation already exists to some extent. For example a number of firms in the private sector have been generous in providing assistance in the running of the management courses at the Kenya Institute of Administration, which are open to participants from all sectors. We believe that much more of this type of co-operation should take place with assistance being given and received on both sides. We appreciate, however, that closer collaboration over training matters is only likely to occur in the context of a fully national approach to training.

The Need for High Level Management Training

268. There is one field of training in which, we feel, there must be complete co-operation between public and private sectors. This is the area of management training. We are aware that the needs of the private sector as regards management training are not identical to those of the public sector, but we

believe that there is a large area which is common to both. This is the area which can equally well be called "administration" or "management" and for which high level training is almost non-existent in Kenya at the present time.

269. There is clearly a need for a programme to be developed that is suitable for and attractive to the top management in both the public and private sectors. Such a programme would need to have the highest possible prestige attached to it and support from the very highest authorities in Kenya, but perhaps most important of all it would need to be staffed by a very high calibre, through probably quite small, staff. The programme would need to be linked to the central training organization in Nairobi and suitable times and venue for the programme would have to be decided.

270. In effect our proposal amounts to a proposal for the creation of a National Management Development Centre. The creation of such a centre as the peak of Kenya's training facilities in administration and management has implications for the structure of the Government's central administrative and management training facilities as a whole. We have stressed the need for the integration of training programmes and facilities and we feel that this should be reflected in the organizational structure.

A Proposed New Organization for Management Training

271. We leave the details to be worked out by the Committee of Review on training matters which we propose below, but we recommend that there should be an organization on the following lines. The Government's main common cadre training institutions should be harmonized to form a new autonomous body. The new organization should be largely self-financing, charging economic fees for all the training it offered, whether to Ministries and other public bodies, to private enterprises or to individuals. We believe that charging economic fees would help to ensure that it offered effective training programmes. Neither public nor private sector organizations would continue to pay for training that did not produce results.

272. It would be governed by a Board composed of representatives of the Government, Local Government, Statutory Boards, the private sector, the University, the Kenya Institute of Management and the accountancy profession. There would be a Director, based at the National Management Development Centre in Central Nairobi. The Director would have to be a man of exceptional ability who would enjoy the confidence not only of Ministries and other organizations in the public sector but also of firms in the private sector. There might be considerable advantages in obtaining the services of a Kenyan who had enjoyed a conspicuously successful career in a major commercial industrial organization as the first Director. The salary for the post would have to be commensurate with the type of man to be

recruited, i.e. it would have to be on a par with the salary of a General Manager of a major enterprise.

273. To assist the Director there would be a Deputy Director (Training Programmes). This post might almost equally well be named Director of Studies but for the fact that it would be undesirable to have two posts both called "Director". This post is to provide the Director with a Deputy charged with the direction, planning and evaluation of training courses and with the development of training staff. The post would require a man of very high calibre and qualifications who must be a training specialist. Since the new organization would by definition be an agent of change, he must be forward looking, innovative, receptive to new ideas and ready to experiment with new training methods and techniques. He must be a man who would inspire confidence amongst his professional colleagues. Like the Director, the Deputy Director (Training Programmes) would be based at the National Management Development Centre, which would be the apex of the new organization.

Training in Reading Efficiency for Senior Managers

274. There is one particular area of training which we feel we should mention and for which we believe the central training organization should make itself responsible. The men in the highest posts of all major organizations in Kenya, as in other parts of the world, are expected to read an ever increasing quantity of paper. Minutes, memoranda, reports and other documents come flooding into the in-trays of the senior man. Many of these documents are important and many of them are long. An example of a very important but lengthy document with which all senior Civil Servants should be familiar is the Development Plan 1970-74 which runs to 571 pages. Even for highly educated men and women whose first language is English the problems of getting through the amount of reading which they ought to do in order to do their jobs properly becomes almost insuperable. For Kenyans, for whom English is not their mother tongue, the difficulties are even greater. Experience on the K.I.A. Senior Management Courses has revealed that nearly all participants have slow reading speeds in English. We derive great benefit from training that would improve their reading speed and believe that most senior civil servants and managers in Kenya would their comprehension of what they have read. Such training is available in Kenya. The M.T.A.C. offers three-day faster reading courses. The Language Department of the K.I.A. has run a short programme in reading improvement as part of the Senior Management Courses. (We notice with regret that this has been dropped from recent course programmes and hope that it will be reinstated as soon as possible.) We recommend that courses for improved reading efficiency should be made available in a central location on a part-time basis for all senior civil servants and managers in Nairobi. If possible such courses should be extended to other major urban centres such as Mombasa and Nakuru.

In-service "On-the-job" Training

275. Despite the great importance which we attach to the new restructured central training institution which we have recommended, we would stress the equal or greater importance of the less formal training that is given on the job in each organization within the public services.

276. The responsibility for organizing its own on-the-job training programmes must remain with individual Ministries, individual Boards and Corporations, etc., but we believe that the proposed new central training organization can do much to assist the individual organizations in the running of their own in-service programmes. Specifically, it could assist in working out with departmental trainers the details of an on-the-job training programme and in the training of the men who will carry out the instruction.

277. There are many areas in which on-the-job training is required but we single out two for special mention. The first is clerical training. The Civil Service alone contains many thousands of clerical workers and, quite apart from any other considerations, the sheer numbers involved rule out the possibility of dealing with their training by means of sending them all on the residential clerical training courses at present run at the G.T.I. Maseno. We feel that the only realistic solution to the problem of raising the standards of clerical work in the public services is the introduction of a service-wide programme of carefully planned on-the-job training on similar lines to the in-service programme successfully operated by the Standard Bank. The introduction of such a scheme would involve the training of a large number of departmental instructors. The scheme would also require to be centrally administered. We believe that Maseno would be the appropriate place for this activity to be based.

278. The second type of on-the-job training which we consider requires special attention is the induction and orientation of new employees. In Chapter IX on Personnel Management we have commented on the inadequacy of the induction given to most new employees at present. Yet it is during the first days and weeks that there is the greatest opportunity to win the employee's loyalty, stimulate his interest and get him into a satisfactory work pattern. It is the time to make him feel he *belongs* to the organization and is a vital part of it. A detailed programme for the induction of new employees should be introduced in the public service.

Research

279. We believe that the central training organization should have a research function complementary to its training function. Although research should only represent a small proportion of the total activities of the organization we believe that a programme of properly directed and relevant research

would be beneficial not only to the institution itself, but also to the organizations it serves. We believe that the research should be concentrated in two areas:—

(i) *Training Research.*—This includes the research necessary to produce new training materials such as case studies, up-to-date instructional manuals, etc. It also includes the scientific evaluation of the effects, both short and long term, of the training being offered, and investigation of the relative advantages and disadvantages of different training techniques.

(ii) *Personnel Research.*—We have mentioned already in Chapter X on Management Practices, that the management techniques we have recommended are based on certain assumptions regarding the motivation of workers. Although research carried out in North America and Western Europe has established the validity of these assumptions in those areas, no comparable research has been carried out in Africa. Much of the work of management and public administration in Kenya is based therefore on assumptions that are untested and possibly only partially valid or even, in some cases, totally invalid. We therefore recommend that the central training organization in close conjunction with the central personnel agency and interested departments of the University of Nairobi, should carry out research into the psychological factors affecting work performance in Kenya. It should also investigate the possibility of developing aptitude testing materials suitable for local use.

PROPOSED FURTHER INQUIRY

280. We have not been able in the time available to consider training in the depth we would have wished, but in view of the importance of training in the future development of all sectors of the economy of Kenya we feel that an in-depth study of training should be made.

281. The last major survey of training activities was that carried out by the Committee of Review under the Chairmanship of Mr. A. L. Adu which reported in 1964. The Committee was charged with considering the future of the Kenya Institute of Administration, then as now the Government's main training instrument. The Adu Committee made recommendations to cover the next three years but recommended that after that time a further review should take place to reconsider training needs in the light of changed circumstances. The new review did not in fact take place in 1967, but the Principal of the Kenya Institute of Administration last year requested the Director of Personnel to appoint a Committee to consider the future of the

Institute. Such a Committee was set up in April 1970 by the Director of Personnel with following terms of reference—

(i) to examine the existing policy, objectives and programmes of the Institute in the light of current and foreseeable training priorities of Government and recommend what changes may be necessary;

(ii) to examine the organizational structure of the Institute and recommend what changes may be necessary to make it a more effective instrument for implementing Government's training policies;

(iii) to advise on the staffing needs of the Institute to enable it to meet its objectives and responsibilities in the Government's training programme;

(iv) to examine and comment on the respective roles of the Institute and other training centres in the light of the total training needs of Kenya; and

(v) to assess and advise on the financial implications that might arise from the Committee's recommendations.

282. The Committee is under the Chairmanship of Mr. W. Wamalwa, Chairman of the Public Service Commission. The other members are S. W. Karanja, Registrar of the University of Nairobi, Mr. K. Matiba, Managing Director of Kenya Breweries, Mr. J. Grainger, Head of the I.L.O. Project at the Management Training and Advisory Centre, and Mr. G. C. Maina, Principal of the K.I.A. Mr. Maina has also undertaken to act as Secretary to the Committee.

283. The Committee has so far only met once and at their first meeting we understand the members came to the conclusion that they should postpone further deliberations until the recommendations of this Commission were known since our recommendations were likely to have important implications for future public service training.

284. We welcome the setting up of the Committee of Review and we consider that the Committee was justified in deferring further consideration of the matters referred to it. Our own investigations have led us to the conclusion that training should be considered in a national context and while we are in full agreement that the time has come for a new appraisal of the Kenya Institute of Administration and its role in manpower development for the public services we consider that this should form part of a wider review of the Government's training effort as a whole. The review should concentrate primarily on training for the public sector but should also take into account the training developments in the private sector. We believe that training is a field in which maximum co-operation between public and private sectors is essential if Kenya's resources are to be optimally utilized.

285. We therefore recommend that the terms of reference of the Committee of Review should be widened and we suggest the following—

(i) to examine the Government's existing training policy, objectives and programmes in the light of current and foreseeable training priorities and recommend what changes may be necessary;

(ii) to examine the structure of the Government's training organization and consider what changes may be necessary to make it a more effective instrument for meeting Kenya's needs for manpower development and improved job performances;

(iii) to advise on the most suitable methods of staffing and financing training institutions;

(iv) to consider how best to achieve optimum collaboration between training institutes and co-operation between the public and private sectors in training matters;

(v) to advise on methods for the selection of trainees and the evaluation of the effectiveness of training; and

(vi) to assess and advise on the financial implications that might arise from the Committee's recommendations.

286. We also recommend that the membership of the Committee be varied and broadened. Although we fully appreciate that those members of the present Committee who are actively involved in running training institutions may have a great deal to contribute to the Committee, it would be more appropriate for them to serve the Committee in an advisory capacity and as resource personnel rather than as members. They are in a sense "interested parties" and their presence might inhibit the free and frank discussion that we believe to be necessary. We would suggest adding to the Committee in their place two persons, preferably Africans, from outside Kenya who are very knowledgeable in training matters.

CHAPTER XII—FIELD ADMINISTRATION FOR DEVELOPMENT

287. As mentioned in Chapter V, we believe that a more effective form of Civil Service structure is required to foster rapid, consistent and continuing development. From our own investigations and from evidence presented to us it is clear that there is a widespread feeling that the co-ordination of the many aspects of Government activity must be improved to get maximum results. This is, of course, a never-ending quest by any organization created to achieve results; how can we do a more effective job, how can we gain more rapid and better results from our efforts? In other chapters we recommend a variety of management practices and methods to increase the effectiveness of Civil Service organizations. Here we consider the overall problem of structure to ensure maximum co-ordination of these various organizations towards meeting the nation's development goals.

288. The basic problem is developing horizontal working relationships within a vertically structured organization. That is, under the ministerial system of Government, functional portfolios are assigned by the President to his Cabinet Ministers. Thus the working system of Government runs from the Ministers down through the Permanent Secretaries and Department Heads to operations in the field with ultimate responsibility to the President and Parliament. This is best reflected in the printed Estimates of Recurrent Expenditure where the overwhelming preponderance of the Government's resources (men, money and materials) are allocated on a functional basis.

289. There are already certain organizations within this structure whose prime purpose is to foster inter-Ministerial co-ordination. These include the Office of the President (including the Directorate of Personnel), Ministry of Finance and Economic Planning, the Public Service Commission, and the Exchequer and Audit Department. Their programmes are designed to ensure that certain Government activities are conducted according to specified standards and procedures, thus bringing consistency and equity. We make recommendations for change and improvement in these operations in subsequent chapters.

290. But these, in themselves however well conducted, will not bring about the basic changes needed for more effective programme co-ordination. They relate primarily to people and money and are essentially procedural and regulatory in that they attempt to ensure that Government programmes meet specified standards and methods. We believe the Government must go beyond this co-ordinating form and move into the ways and means of co-ordinating substance.

291. A possible means of achieving this would be to create a more powerful focal point, probably in the Office of the President, which could so direct the various workings of the Government machine that a co-ordinated effort would naturally result. In effect, this would re-create the old Chief Secretary's Office, with similar concentrations of operating responsibilities in the provinces and districts. While this appeared a neat and plausible way to harness the many activities of Government into an effectively co-ordinated team, we decided against it. Primarily, this could not work within the Ministerial system of Government, founded on the concept of functional portfolios and responsibility to Parliament for their accomplishment. This is Kenya's system of Government and it is within this system that we make our structural recommendations for a more effective and co-ordinated machinery.

292. We recommend, therefore, a form of systems management to achieve this goal of co-ordination. We believe this can work, in a modified but still effective way, within the framework of the Civil Service. The detailed methods and procedures are set forth in Appendix 5, which was prepared for us by a management consultant from Action Programs International. The key to this proposed system is stated in paragraph 2.6.3. of the Appendix which we quote here for emphasis:

> "There is no objective means of establishing overall priorities among Ministries' activities, nor is there a formal co-ordination authority charged to do this. In realistic terms, overall priorities for the entire spectrum of Government activity cannot be determined through any 'system', although theoretical models do exist. What can be done within the Kenya Ministerial structure is to develop improved individual Ministry priorities and practical means of co-ordinating them, and this is the essence of the proposed system."

293. This system will have to be tested and evaluated in actual practice. No doubt experience will indicate the need for modifications or additions. This is as it should be, for in this recommendation as with the others pertaining to changes in management and structure, we intend a feasible, useful and acceptable way for doing better the many jobs of Government. We consider that this pragmatic approach is met by the system proposed in Appendix 5, for it is designed to fit into the existing structure of Government and make it work more effectively.

294. However, even if this system is accepted and implemented there will still be a need for increased co-ordination to ensure a full impact, especially at the operating level of Government. Systems management is designed to give effect to policy by planning, programming, budgeting and then implementation. The project controller concept is the key factor in the implementation aspect of this system. In turn, for this to work not only on a project or functional basis but on a geographical basis as well, we must

consider the problem of co-ordinating field operations. In Kenya this means, primarily, the District, where the operations of Government come into the daily lives of most of its people.

295. Accelerating the pace of development in the rural areas has been a major and increasing concern of the Government since independence. Consequently we have given special importance to the problem of injecting new resources and greater rationality into the machinery of rural administration. At the centre of this machinery stands the Provincial Administration. We are in no doubt that one of the keys to improving field operations lies in enlarging and strengthening the capacity of the Provincial Administration. Too often in the past scarce talent has been drawn away from the Provincial Administration in the field to the Ministries at the centre, where the need was certainly acute. But this has meant increasingly that in spite of every determination to make the Administration into an agency of development, it has not been provided with the capacity to fulfil this role. In our view, this must be the prime goal of all change in the field of rural development.

296. Rural development must also mean planned development. This means that the process of planning, both plan-making and plan-implementing, must be extended down to the level of the District, and even into the Division, where the administration comes to grips with local realities. At present this is not really the case. So far, the machinery of planning extends only to Provincial level. Moreover, the machinery of plan implementation—the apparatus of field officers of the various Ministries, together with the Provincial Administration—is not integrated within the context of the National Development Plan. For this to be possible, there must be a strong focus for planned rural development at the District level. The Provincial Administration must be equipped to provide that focus. The structures and relationships between it and the other branches of government at District level must be rationalized and defined. Lastly, the Provincial Administration itself must build up a more specialized, professional staff structure to enable it to perform the specialized tasks of development administration.

297. Several of these points have already been touched upon in previous chapters. The situation within the Provincial Administration itself, however, calls for some further discussion. The Provincial Administration is first of all a major organ of political authority in the country-side. The Provincial Commissioner represents the authority of the President in the Province, as does the District Commissioner in the District. At the present stage of national political development, this will undoubtedly remain an important guarantee of order, and an important part of the relationship which links government and people. This authority-bearing function, however, has not been well linked so far to the developmental function, much of which is necessarily

carried out by the professional staff of the various Ministries responsible for different aspects of rural development.

298. A second need, closely connected with the first, is to provide for some devolution of power from the Provincial to the District levels within the Administration. If the District is to be an effective focus of development administration, and we believe that it should be, it is essential to give a good deal of independent authority to the Administration at that level, i.e. to the District Commissioner and his staff.

299. This raises the third major problem we have identified in this respect. At present, every member of the Provincial Administration, from the Provincial Commissioner down to the Sub-Chief is, in fact, essentially a multi-functional officer for a given territorial area. Members of the Administration often refer to themselves, with justice, as jacks of all trades and maids of all work. This may have been adequate in the days of colonial administration, at least in the early days when the emphasis was still heavily on political control and the maintenance of order, but it is not compatible with the needs of professionalized development administration today. There must be some division of labour at the key levels of the Administration. This has already begun to appear in practice with the appointment of Provincial Planning Officers of the Ministry of Finance and Economic Planning, who work closely to the Provincial Commissioners. If the District is to be made an effective focus for rural development, with specified responsibilities for both plan-making and plan-implementation, there must be substantial division of labour at that level. The key recommendation we make in this connexion is to create a new post within the Administration, under the general authority of the District Commissioner but having specific responsibilities, and some specific independent powers, for the developmental aspects of the Administration's work at the District level. We have called this a 'District Development Officer (D.D.O.). Such an officer will have to be specially trained to entirely new professional requirements for this work. Also, if he is to be at all effective, he will require some specialist staff. We recommend, therefore, the creation of District Planning Officer (D.P.O). who will be charged with plan formulation and the monitoring of progress of plan implementation under the District Development Officer.

300. Fourthly, we consider that fresh thought should now be given to the range of agency functions still performed by the Provincial Administration for other Ministries. In the past, when new legislation created new tasks to be performed in the field, there was a tendency to entrust these to the Provincial Administration because it was already there and had a known high level of administrative competence. As a result, the Administration has become burdened with an extremely wide range of functions. Some of these should probably remain in its hands, either because of the need for a strong element

of central authority in the performance of the functions in question, or because there is still no other appropriate official in the field to whom it could be transferred. But in other cases there is now an adequate field staff of the ministry concerned, relieving the Administration of routine work and thus giving it more freedom to concentrate on its primary functions. Examples might be the recommendation of individuals for trade loans, some of the functions of licensing and chairing Land Control Boards. However, we do not here recommend the transfer of specific functions, but only that the Office of the President should initiate inquiries with each of the various Ministries concerned on the basis of which as much reduction as possible might be made in the scope of these agency functions.

301. The foregoing recommendations concerning the Provincial Administration can be summarized as follows: (*a*) ending the separation of authority in the field from the planning and plan-implementing process; (*b*) making the District the focus of rural development administration, by devolving to it real and effective powers; (*c*) providing for new types of specialization and division of labour within the Provincial Administration at the District level, to enable it to become a real focus for development; and (*d*) reviewing the agency functions of the Provincial Administration, to see how far it can be relieved of duties which other Ministries ought now to perform for themselves.

302. Given these key changes and new resources, we believe the Provincial Administration at the District level will be able to assume a more positive, intimate and professionally effective role at the centre of an integrated development effort in the country-side. In the following sections we outline the ways in which we consider the other components of Government in the field need to be related to the Provincial Administration in order to achieve this result. In these proposals we have not tried to sketch some ideal structure that might exist in a fully rationalized and ideal world. We are concerned to find something that will work, that is reasonable, and that is likely to be an effective system in Kenya in the 1970's. At the same time, it will very likely be possible to improve on some aspects of our proposals. What we have attempted to do is to provide just sufficient detail to make clear the essential principles underlying our proposals.

303. The main components of Government field operations which we think must be brought into a new relationship with a restructured and strengthened Administration are—

(i) the field officers of the various spending Ministries concerned with rural development;
(ii) the planning process, which is the responsibility of the Ministry of Finance and Economic Planning;
(iii) County Councils; and
(iv) "project managers" responsible for special projects, where these exist.

304. In the chart on page 121 we indicate in simplified form the relationships which we propose should be established. Some of these are not very different from those which, in theory, now exist. For example, the membership of District Development Committees already includes most of the field officers of the spending Ministries at District level. However, the evidence given to us makes it clear that these committees have not yet succeeded in playing the key role in rural development which is essential if that development is to become systematic, planned, efficient and properly integrated with national development objectives. To a large extent this is because the former Ministry of Economic Planning and Development lacked the personnel to give proper guidance to these committees. But it seems to us to have been due also to two other factors: (*a*) they could not become effective unless the Provincial Administration was enabled to make them so, implying the need for the new professional cadre within the Administration which we are recommending; and (*b*) the actual duties and responsibilities of all the members of these committees, and the routines to be followed in plan-implementation, progress-reporting and plan-revision at the District level were never defined. Up to now these committees have at best been able to play an indeterminate role in providing local suggestions for the guidance of the national-level planners in plan-formulation at the centre. There has never been a District Plan and consequently there has never been any significant role for these Committees to play in plan implementation. If rural development is to be made a serious priority, it is obvious that the part played by these Committees must be transformed. This example illustrates the point already made of our desire to make practical and workable proposals. We do not propose that the Development Committee structure should be done away with. What we do propose, however, is that it should be given both a fresh and more ambitious job to do, and the tools to do this job.

305. We do not recommend any change in the overall responsibility of District Commissioners for the general administration and welfare of their Districts. The District Commissioner would continue to represent the authority of the Government in the District, to be responsible for law and order, security and intelligence, tax collection and the performance of those agency functions still entrusted (after the proposed review) to the Provincial Administration on behalf of other Ministries. This range of responsibilities would similarly be retained by District Officers at the Division level.

306. The developmental responsibilities of the Administration should be clearly placed, however, on the shoulders of the District Development Officers. These officers, with their special training and qualifications, would be senior members of the Administration at the District level; they would be responsible to the District Commissioner for the efficient performance of their duties, but would be entrusted with a large measure of independent authority and specific duties in relation to the development process. These things must be clearly spelled out in administrative circulars, so that the functions and duties of

other officials in relation to the District Development Officers are fully understood and can be enforced by the District Commissioner, if necessary. The District Development Officer's task would include—

(i) responsibility for making the District Development Plan, within the guidelines laid own by the Ministry of Finance and Economic Planning and the Provincial Development Committee;

(ii) responsibility for monitoring progress in the implementation of the District Plan, and for ensuring that appropriate steps are taken to remedy failures in implementation, or to revise the plan targets;

(iii) chairing and convening the District Development Committee and its sub-committees; and

(iv) monitoring, and controlling, where necessary, the self-help programme in the District.

307. As we have said, the District Development Officer would need help. As a minimum he would require a District Planning Officer, also professionally trained, to carry out the basic work of analysis, project and programme evaluation, plan formulation and progress reporting and analysis on which the work of the District Development Officer would depend for its effectiveness. A large District would require more than one such officer, with a division of labour between plan formulation and revision, and progress reporting, troubleshooting and general monitoring and evaluation of implementation.

308. It would be essential to plan the training of both the District Development Officer and the District Planning Officer cadres in such a way as to attract and retain men of very high quality. We do not propose to make specific recommendations on the kind of training programmes that would be required. But we should make it clear that nothing in the nature of a "crash programme" would be appropriate. We assume that if these proposals are accepted in principle, a phased programme of changeover to the new system would be adopted, spread over as many years as necessary to ensure that high standards could be set and maintained. We anticipate, for instance, that only a small number of Districts would be scheduled for the change in the first and second years, with larger numbers making the complete change in the succeeding years, with perhaps some taking several years to make the change. Similarly in any given District some elements in the change might be adopted in advance of others. For instance, the appointment of a District Development Officer might precede the appointment of a District Planning Officer, pending which the District Development Officer's range of duties and powers would be geared to the limitations of the time which one man could give to them. This is, however, a matter for detailed planning at a later stage. We wish only to emphasize that the programme must be such that a cadre of District Development Officers and District Planning Officers can be identified and trained not only in general developmental knowledge and

planning techniques, but also in the specific routines and procedures which need to be developed for the continuing performance of their jobs in the Districts.

309. The main relationship between the field officers of the spending Ministries and the Administration would be through the District Development Committee, of which the District Development Officer would be the chairman. We do not propose that there should be any diminution in the responsibility of these officers to their superiors in their respective Ministries. But we do recommend that they should be formally obliged to participate in the fullest way possible in the work of the District Development Committees, and that for the performance of this duty they should be responsible to the District Development Officer and, ultimately, to the District Commissioner. This recommendation is essential to ensure that the process of plan formulation and plan implementation becomes the real framework within which the work of the various Ministries goes forward. Much has been said about the responsibility of the Administration for co-ordinating the work of all the field officers in a District. In the absence of adequately manned District Headquarters for planned development work, however, this has too often assumed a negative aspect in the eyes of some Ministry officials, who have been obliged to apply to the Administration for authority to hold any meetings with the public, but who otherwise have tended to come into formal relationship with the Administration only when some major difficulty involving other officials had to be resolved. In our view, co-ordination can only be given a more positive meaning in the context of effective planning, and effective machinery for monitoring the progress of plan implementation. We recommend, therefore, that careful attention should be paid to spelling out in some detail the mutual duties and obligations of the District Development Officer and the District level officers of the Ministries.

310. We have referred several times already to the District Development Committees. These should be charged with responsibility for determining the main features of the District Plan, within the guidelines and budgetary constraints given to the District Development Officer by the Ministry of Finance and Economic Planning, through the Provincial Planning Committee and the Provincial Planning Officer. The District Development Officer would be chairman. Only in this way can he be assured of the necessary authority, and the Committee be assured of the close attention and servicing, that would be required to make its work effective. The Secretary would be the District Planning Officer, or as an interim measure, a District Officer at District Headquarters. In addition to the other members of the existing District Development Committee however, we recommend that it should include the following—

(i) the M.P.s whose constituencies are in the District;
(ii) the Chairman of the Kanu District Branch;

(iii) the Chairman of the County Council; and

(iv) one councillor from each Division in the District, nominated by the Divisional Committees of the Council.

(In other words, we consider that the committee should include elected representatives of the people, whose support for the District Development Plan would be vital if it is to enlist all the co-operation that is needed from the public.)

(v) the Divisional Officers;

(vi) the manager of any special project within the District (e.g., the Mwea-Tebere project in Kirinyaga District); and

(vii) the secretary of the principal Co-operative Union for the District.

311. We would emphasize the last category because of the special importance of the co-operatives as the main channel for cash crop marketing. It may be that certain other key economic organizations in a District, such as the Kenya Tea Development Authority in a tea-growing area, should also be closely associated with the planning process. We recommend that the Committees should have limited power to co-opt other members for this purpose, subject to approval by the Provincial Commissioner.

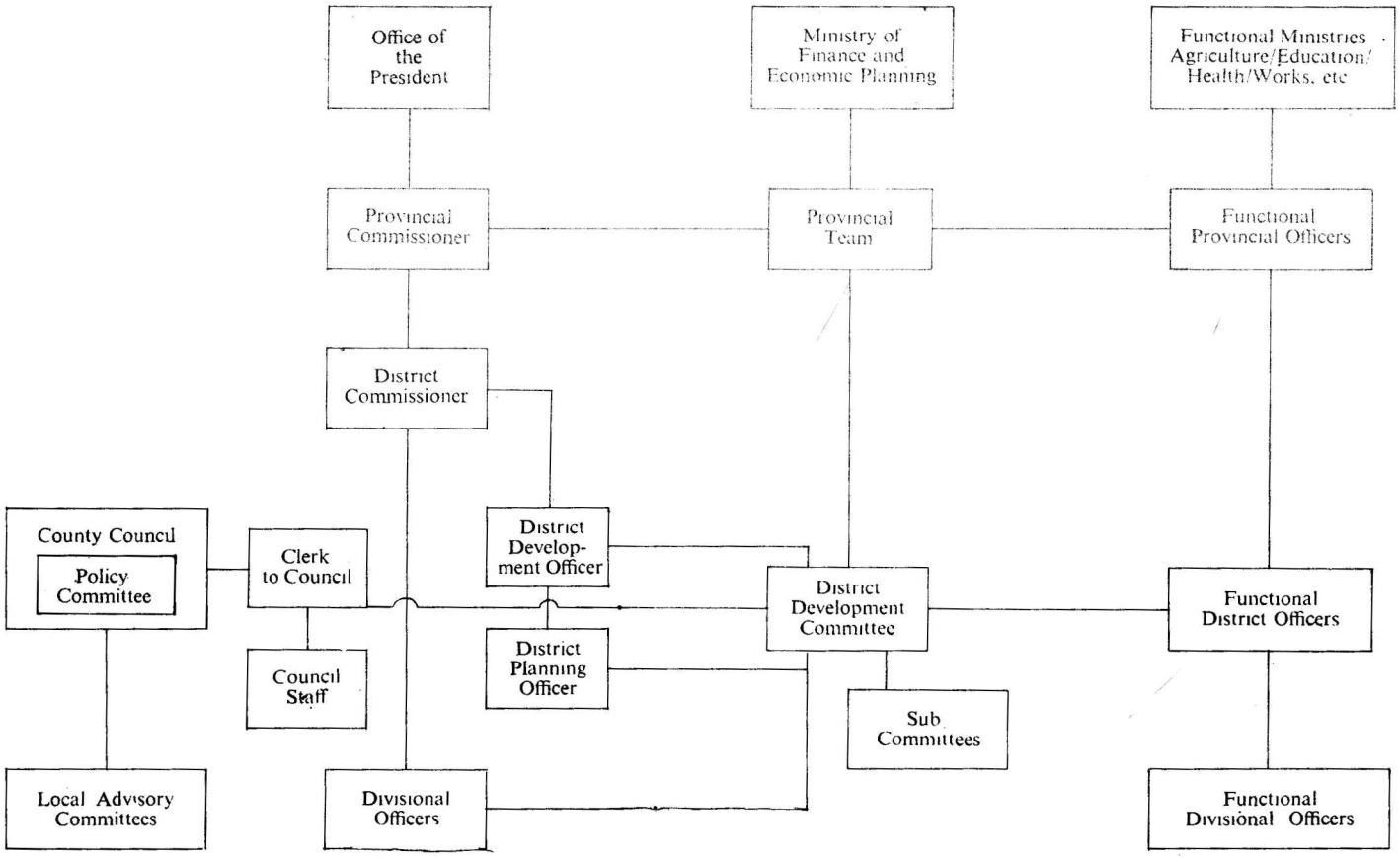
312. These recommendations imply that a District Development Committee would consist of up to about 20 people. This is large, but not too large for effective work under the chairmanship of a trained and able official. Such Committees would meet perhaps every two months, and there would be sub-committees, mainly but not exclusively consisting of officials, to deal with specific problems and to prepare agenda items for plenary meetings. The main function of these Committees would be to approve proposals concerning the priorities and distribution of activities under the District Development Plan, to receive reports on progress with implementation, and to authorize action to improve performance or, subject to approval at the Provincial and Ministry levels, to revise the plan where necessary. This implies that decisions would be taken as far as possible by consensus, and if necessary by majority decision. In cases where, in the opinion of the District Development Officer, it would be unwise to resolve conflicts in this way, the issues would be referred to the Provincial Commissioner for resolution. We would emphasize that the process of planning and development through planning is inherently political, and that conflict is to be expected. In our view the District Development Committees are the proper place to confront such conflicts as arise, and to find sound compromises and solutions. This only emphasizes the importance of what we have already said about the need to ensure a very high level of ability and professional competence in the District Development Officers. We think that this can be ensured. The rural areas need, and ought to get, men of this calibre and qualifications specializing in development.

313. The County Councils must be part of the developmental complex at the District level. In a subsequent chapter, we make recommendations for rationalizing the internal organization of both the Councils and their staff. Essentially these changes involve abolishing the Standing Committees of the Councils and replacing them with a single Policy Committee which would act as an executive body between meetings of the full Council and prepare policy recommendations for the Council on the matters for which it is responsible. Additionally, we propose that the Councillors from each Division would constitute themselves as a Local Advisory Committee of the Council, meeting regularly in the Division, and permitting a public exchange of views or issues particularly relating to the affairs of that Division. Finally, we propose that the staff of the Councils should become a unified service appointed by a Local Government Service Commission, and responsible to the County Clerk with independent authority on staff and routine administrative matters, working to the Chairman of the Council. It is the County Clerk who would sit on the District Development Committee together with the Chairman and other Councillors, and in this way ensure that the Council's activities were fully integrated into the District planning process.

314. The Divisional Officers would be members of the enlarged District Development Committees. They must continue to play a large part in ensuring that the momentum of development activity is sustained at the grass roots level. This means that they must have a number of specific responsibilities towards the District Development Officer, which would need to be specified. We emphasize that this would not detract in any way from their direct responsibilities to the District Commissioner in respect of the much wider range of functions which they would still have to carry out as his representatives in the Divisions. But with the advent of a planned and systematic approach to rural development reaching down to the District level, the officers in charge of Divisions would also have to acquire new kinds of expertise and learn to operate according to new routines and procedures in respect of their developmental work. In this they would need guidance and instructions from the District Development Officer, who must be empowered to give them. Some of this relationship would be routine, once the procedures have been established. Other aspects would concern particular problems, where the District Development Officer needs specific action taken by Divisional Officers on his behalf. In giving these instructions, it would be necessary to provide that he should consult fully with his superior, the District Commissioner, and keep him informed. The dual responsibility of the District Officer to the District Commissioner and the District Development Officer that is implied here is, in fact, more apparent than real. The District Development Officer would have his distinctive functions and powers in order to enable him to perform the specialized tasks of development on behalf of the District Commissioner. In the developmental sphere, the responsibility of the District Officer to the District Commissioner remains, but would be channelled through the District Development Officer.

315. In conclusion, we would like to stress again that our recommendations are intended only to outline the main elements of what we think must be done to give an impetus to rural administration for development. They are not a blue-print for an ideal world. There are many important changes which we have considered, and some of which we think are probably desirable, but which we think it wiser to leave alone at this stage. For example, it has been very persuasively argued before us that to bring about a fully rational approach to rural development, there should be a single, unified District Budget, covering all the various Ministry programmes in the District, and administered by a District Manager or Administrator with a large measure of independent power and authority over all field officers. We believe that a basic change of this nature, while sound in theory, would be premature. Another proposal that we have considered is that since the existing Provincial boundaries were determined on political rather than on economic grounds, some intermediate tier of regions is desirable for developmental purposes, covering areas which are geographically, ecologically and in other ways suitable units for comprehensive planning. For example, one such area would be the hinterland of Kisumu Town, which is at present divided between three different Provincial authorities. Here again, we have concluded that whatever merit this proposal may have, it should be left for later consideration in the light of further experience. For now, the requirement for harmonizing inter-district planning is met by the Provincial team, under the chairmanship of the Provincial Commissioner. In time, such plan harmonization need not be confined within existing provincial boundaries. Our proposals, while as realistic and modest as we could make them, will themselves take time and resourcefulness to implement and consolidate. It will be for those who are entrusted with such changes to determine in the light of experience what the next steps should be in the continuous process of adaptation and reform.

RELATIONSHIP BETWEEN CENTRAL GOVERNMENT AND FIELD OPERATIONS



CHAPTER XIII—MANAGEMENT OF PUBLIC FINANCE

316. A full exposition of the historical development of financial management in Kenya is not essential to the understanding of the weaknesses of the present system and the reasons for our recommendations for change. It will be sufficient, therefore, to outline the main features.

317. The earliest systems provided for financial operations to be supervised by an officer of the Government reporting direct to the Secretary of State in London in whom full power in this as in other fields was vested. The Secretary of State progressively delegated authority to responsible officials in Kenya leading eventually to full local financial autonomy, so that by 1955 Kenya had adopted an Exchequer system and had the machinery for full control of its own financial affairs. The transfer of power at independence and the introduction of a full ministerial system with Cabinet responsibility placed financial control in the hands of the National Assembly. All the devices, constitutional and technical, which are required to control the finances of Kenya are therefore already available to the National Assembly. The object of this paper is to consider whether they are effective, if not, why, and consequently what improvements are required.

318. The financial and accounting procedures of the Government are at present based on the Exchequer system, the main features of which are as follows—

(i) that there shall be operated a Consolidated fund;

(ii) that all revenues, including all internal and external loans, shall be paid into what is known as the Exchequer which, in itself, is the credit side of the Consolidated Fund maintained by the Central Bank of Kenya; (The term Exchequer is used almost synonymously with "Consolidated Fund".)

(iii) that no withdrawals whatsoever shall be made from the Exchequer (or the Consolidated Fund) except by specific authority of Parliament; and

(iv) authority of Parliament normally springs from three sources only—

(*a*) a specific Act which provides for the expenditure of public moneys, an example being the Pensions Act;

(*b*) the Constitution itself, which provides for certain payments to be a direct charge upon the Consolidated Fund and these include the salaries of certain officers such as the President, the Chief Justice and the Controller and Auditor-General, etc. etc. In this connexion it will be noted that annual appropriation is not necessary;

(*c*) the annual Appropriation Act.

319. It will be seen, therefore, that in the best principles of modern democracy, Parliament and Parliament only, has full control of public finance through its overriding power to control the Consolidated Fund. Withdrawals from the Exchequer are made on application by the Treasury to the Controller and Auditor-General who, for this purpose, acts as Controller of the Exchequer, and permits withdrawals to be made only if they comply with one of the above three specific mechanisms and, as regards the Appropriation Act, that they lie within the ambit and to the extent of the Vote granted by Parliament. The Paymaster-General has a function in this process (which can hardly be said to be a system) and, as will be seen later, his future position is to be reconsidered under an Accountant-General System. His present function is to account for the actual transfers as authorized by the Controller from the Exchequer to the Paymaster-General's Account, and the issues therefrom to Ministries. In this respect his function is very much that of a clearing banker to Ministries.

320. It is an essential feature of the system of government in Kenya that every aspect of Government activity is covered by a Ministerial portfolio so that a Minister is answerable to Parliament for the conduct of these activities. The only exception to this principle is the Controller and Auditor-General, who, under the Constitution, reports direct to Parliament although for administrative purposes he comes under the Minister for Finance.

321. We have already referred to the constitutional position of the Controller and Auditor-General, and it may be useful to emphasize his very close relationship with (though independence of) the Treasury. This seems to spring from his function of Controller of the Exchequer and the rapid exchange of authorities this gives rise to, and his function as Auditor-General in which he retains the right not merely to criticize the errors and omissions of routine accountability, but also the right to comment upon policy and/or management which seems wasteful of public funds though not necessarily irregular. In a commercial context the Auditor acts on behalf of the shareholders and preserves his independence from the management. In a constitutional context, the Controller and Auditor-General acts for Parliament and it may be that his independence would be seen to be more positive if (even administratively) he were placed within a different portfolio. We suggest there is merit in considering whether the independence of the Controller and Auditor-General would be endorsed by his attachment to the Office of the President. This re-organization would not affect his reporting responsibilities set forth in section 105 of the Constitution.

322. While a Minister is responsible for overall policy, his Permanent Secretary in his role as Accounting Officer (of which more will be said later) is financially responsible and accountable to Parliament. The Permanent Secretary/Accounting Officer is not responsible, however, for his Minister's policy. The portfolio (and the role) of the Ministry may therefore be sum-

marized by saying that it is a convenient group of functions under a Minister to implement policies directed by Cabinet decision within the Votes granted by Parliament. The financial responsibility lies, however, with the Accounting Officer.

323. This may be a convenient point at which to refer to certain other features of the financial system which, to us, seem to warrant some review. We refer first to the closure of the financial year. The Appropriation Act, which authorizes the expenditure of public funds, ceases each year on the 30th June and this dictates the end of the financial year since the Government has no power to spend further after the 30th June. However, due to problems of geography and communication (time for District accounts which close also on 30th June, to reach Nairobi) and the mass of inter-Ministerial accounts (which will have already been paid by 30th June but now requires settlement within the Government) known as agency and clearance accounts, the books are kept open to the 15th August to permit the incorporation into that year's accounts of this considerable volume of data. We consider this delay of six weeks and the complexities of the book-keeping (coupled with a new financial year which will by now have commenced on the 1st July) thus generated should be revised. We consider that whilst all Government accounts for the old financial year should close on the evening of the 30th June, and accounts for the new financial year open on the morning of 1st July, as at present, the absorption of accounts in transit (for the last week of the old financial year) should be completed by 31st July or earlier, after which the final trial balance could be extracted and final accounts drawn up. This would be facilitated considerably if District Treasuries worked directly to the proposed Accountant-General's Department.

324. In addition to the foregoing, in order to standardize and accelerate the procedures for dealing with agency and clearance accounts a system of sundry debtors and sundry creditors should be progressively introduced.

325. The object of the changes is to eliminate the excessive delays in the preparation of Government's end of year accounts, and thus make financial information available to those charged with the conduct of the nation's affairs whilst it is fresh and vital.

326. Secondly the present restricted authority of an Accounting Officer to reallocate expenditure, and indeed the whole field of reallocation of allotted votes is a key problem in installing more flexible and responsive financial management practices in Government. Whilst the powers of Parliament to vote must not in any way be diluted, and recognizing the very real problems which are inherent in any transfer of funds, between one approved project and another, we suggest a more liberal approach based upon a more precisely defined financial plan. That is, with better financial planning you can have broader authorities to spend within the plan.

327. Since the subject of this chapter is the management of public finance, it is appropriate to consider the mechanics of Government expenditure and revenue collection systems. It is important to note the very real distinction (but interaction) between financial control turning upon policy decisions, as opposed to mechanical control turning upon sound accountancy systems. Financial control arises from policy decisions giving rise to a ministerial financial plan and operated as a financial plan, by an Accounting Officer. The accounting system is designed to process the result of authorities and decisions arising out of the financial plan, and to this extent, any accounting system is a service function common to all financial plans within the Government.

328. In Nairobi a number of accounting units service a greater number of Ministries and have responsibility for the financial functions and operations of those Ministries. Since any financial plan demands a varying degree of delegation to officers in the field, it follows that an effective accounting machinery must be established throughout the field. In pre-independence times 46 District Commissioners each had a District Accountant to look after the accounting affairs of their district. With independence, and the original *Majimbo* Constitution, a greater degree of financial autonomy existed at what was then called Regional Headquarters. This co-ordinated the financial affairs of the various Government Departments in the Region, and the accounting functions of what became called the District Treasuries within that Region. With the disappearance of the *Majimbo* Constitution, Regions disappeared, and financial control reverted to the centre. It was decided, however, that the accounting system at Provincial and District level should be preserved. Since that time, this system has progressively been developed to serve the affairs of all Departments (with a few notable exceptions) in the field and gradually the focus for local control has become the District Treasury.

329. The actual functions of the District Treasury (managed by the District Accountant) are—

(i) to co-ordinate District accounts of the various departments and advise the Departmental Heads;

(ii) to provide a clearing house for the revenues collected, and funds expended locally, for all local representatives of all Ministries (with the exceptions of the Armed Forces with their special arrangements, and the Ministry of Lands and Settlement with its high volume and special problems connected with personal accounts);

(iii) to issue, control and account for all accountable documents in its area; and

(iv) to instruct and guide non-technical field officers in the proper management and control of the funds allocated to them.

330. The District Treasury is therefore the focal accounting and control point for revenue collection, and expenditure processes for the district. The present situation is complicated by administrative boundaries (which vary between Ministries) and creates anomalies such as—

(i) the necessity for Kiambu (ten miles from Nairobi) to route its accounts through Nyeri (100 miles away) simply because the latter is the Provincial Headquarters;

(ii) Nanyuki (25 miles from Nyeri), routes its accounts through its Provincial Headquarters at Nakuru (130 miles away);

(iii) Machakos (40 miles from Nairobi) routes its accounts through Embu as its Provincial Headquarters (125 miles away); and

(iv) departmental representatives deal with the District Treasury that falls within their Ministry's concept of the area, rather than the one nearest to them.

331. The present Boundaries Review Commission will no doubt remove many of these difficulties. But whether it does or not, the District Treasury should be above administrative boundaries since it is merely a service point so placed to serve all who can conveniently make use of it. There is no problem inherent in the use of a Treasury by an officer on safari from another area, since present coding systems provide for such an event.

332. The District Treasury closes its books weekly, and forwards these, with all supporting documentation, to the Provincial Accounts Branch under which control it comes. It will be seen that the Treasury is not a book-keeping centre but merely a cash clearing house.

333. The Provincial Accounts Branch now checks all Treasury cash books, and processes the results by machine for onward transmission to Nairobi. We feel the processing part of the Provincial Accounts Branch is now largely redundant and should be reviewed. The present situation is therefore that some 48 District Treasuries offer service to almost the whole of Government in their District, and feed back, through seven Provincial accounts branches. These, in turn, consolidate information and transmit data to the Treasury computer, which analyses the data and disseminates it to individual Accounting Officers. We believe that this phase of activity has now served its purpose and that the emphasis should be upon the development of a direct link between District Treasuries and the centre. This concept envisages the disappearance of the Provincial accounts branch, since every Provincial Headquarters already has an effective District Treasury which, if circumstances demand, can be expanded to accept additional responsibilities and functions.

334. It has been said above that Parliament possesses all the necessary machinery to exercise effective and positive control over the public purse, and we have already demonstrated how this is achieved through the Exchequer System. It is necessary, however, for Parliament to have its own

vehicle for independent assessment of the effectiveness of the machinery provided to it, and also the ability to criticize and question Government's activities, in regard to the use of funds voted by Parliament. This vehicle exists in the form of the Public Accounts Committee, which is a Committee of Parliament, comprises Members of Parliament and is chaired by a Member of Parliament. This Committee has a vital function. Not only must its existence be protected at all costs, but its power must be endorsed, and if necessary, expanded, and its credibility made abundantly apparent to all concerned in the administration of public finance. The Committee is assisted by the Treasury and the Controller and Auditor-General, since it is through that official's Annual Report that the Committee sees its basis for effective criticism. The Public Accounts Committee meets annually to consider the report of the Controller and Auditor-General, and has unlimited powers to require the attendance of Accounting Officers to answer for the proper administration of their votes and of any other officer who may be able to assist the Committee in its deliberations. This Committee is therefore of fundamental importance in the present system of control of public finance, and as already said, must be preserved and if necessary strengthened by measures which we shall suggest in the recommendations in the following paragraphs.

Proposed System

335. The proposed system revolves round a central office attracting, processing, and disseminating financial information, gathered from some 48 peripheral accounting units servicing the day-to-day financial requirements of every Government Ministry and Department throughout the country. We must emphasize that the changes we have in mind are not intended to detract in any way from the present power and responsibilities of Permanent Secretaries and other Authorized Officers. To the contrary, they are designed to relieve them of routine accounting functions and provide them with a more accurate and up to date flow of information. We are confident that this should enable them to devote more time to the more important aspects of financial management and make these operations more effective.

336. In detail the advantages flowing from the system would be—

(i) faster retrieval and dissemination of accurate, detailed financial information facilitated by an interlocking system of account numbers throughout Government;

(ii) neither the account numbers or the system generally will be affected by a reshuffle of ministerial portfolios, which in the past has, in many cases, rendered the extraction of accurate financial information well nigh impossible, a position which must not be allowed to prevail;

(iii) closer control of revenue collections, earnings of Government Ministries and Departments,. and other income (loan monies for example);

(iv) closer control of expenditure, especially at the all-important field level, by the refusal of District Treasurers to accept vouchers in excess of available provision;

(v) cash flow control and forecasting, both of income and expenditure, and of *actual cash availability* on daily/weekly, etc., basis (not just the amount available in the P.M.G.'s account, but throughout Government), thus allowing finer judgment of borrowing needs, and the minimization of interest paid on overdrafts and Treasury Bills, plus consequential savings on servicing charges; and

(vi) the standardization of budgeting and accounting procedures, together with the consequential benefits of systems flexibility, staff training, interchangeability of staff, more logical promotion prospects, decreased frustration both of staff and users, quicker "turn-round" of accounts, and so on.

337. A disadvantage foreseen is that a certain slackness might creep in as a result of routine processing of a large mass of paper through a standardized system, but it is thought that this could largely be avoided by understanding imparted through training. We believe that the estimates of expenditure no longer present a satisfactory financial plan; indeed, they greatly inhibit any progressive and rational coding and analysis by the accounting system. It must be emphasized that the pattern of the Estimates dictates the accountant's work and the subsequent accounts he produces. No substantial improvement towards a system of either management accounting or programme budgeting can be made given the present restrictive form of the estimates and their construction on a subjective pattern. A further criticism is that the separation of the recurrent estimates from the development estimates makes the planners task more difficult, and also prevents the accountant from so designing his system that total patterns for control and information services can be produced. Again, the time span of one year, though understandable from a purely legislative point of view, is quite inadequate for any rational forward project planning. We recommend, therefore, the following improvements—

(i) combining the recurrent and the development estimates into one integrated financial plan;

(ii) presenting the Estimates on a three-year-moving scale with each first year subject to specific Parliamentary Votes. Such a presentation would require a matching cash-flow calculation; we see no great difficulty in this, given stable patterns of revenue policy. The cash flow forecast would no doubt be a document for internal use by the Treasury and closely associated bodies such as the Central Bank.

At the same time we consider that the present Exchequer Return (published fortnightly in the Gazette) should be developed to present a much more informative and more easily understood picture possibly in the traditional forms of a side-by-side or vertical balance sheet. This publication would probably be adequate on a monthly basis;

(iii) the adoption of an objective pattern of classification which controls expenditure within projects or costs centres such as a hospital, or a road or an agricultural project, as opposed to the subjective pattern of the recurrent estimates which controls expenditure by classes such as personal emoluments, transport and travelling, and so on;

(iv) Parliament to grant a gross vote equal to the gross estimate with the Appropriations-in-Aid system being abandoned, the latter to become Exchequer Revenue in the same way as all other sources.

(v) serious consideration should also be given to the powers of the Accounting Officers to reallocate expenditure. These powers should be expanded to allow them to reallocate between sub-heads, provided such reallocation does not distort the agreed financial plan by going outside the ambit of the vote, or envisaging a completely new capital project which would have to be financed in subsequent years. Obvious Treasury objections could be satisfied by restricting such reallocations between sub-heads up to a level of, say £5,000, and at higher levels with the permission of the Minister for Finance. Such an extension of reallocation powers, however, depends upon a properly constructed and soundly based initial financial plan, and Accounting Officers (with their supporting financial planners) must regard this as one of their major responsibilities. Although the accounting officer's financial plan accords with his Minister's policy and portfolio responsibilities, any variation or reallocation would clearly have to be within the ambit of his vote and in accordance with the national plan; and

(vi) finally and most important, we believe that having successfully negotiated his financial plan, the Accounting Officer should be able to manage it with the minimum of restriction, and accept fully his accountability to Parliament. The essence here lies in the efficient negotiation of all aspects of finance to enable him to carry out the policy and plans of his Minister. Taken together, the gross estimate principle and the full accountability of the Accounting Officer should make for much more realistic financial planning and put him on a par with his commercial counterpart, and enable him to act in the best principles of modern management practice.

338. We recommend also that the traditional agency period between the statutory close of the financial year on the 30th of June, and the actual close on the 15th of August, be discontinued, and that the close of the financial year should both in fact and in practice be the 30th of June, with the books being kept open only for internal adjustments and accounts actually in transit) and which can be incorporated not later than the end of July. We suggest that too much effort is directed to minute accuracy, and that a prompter outturn of accounts would be of more value. From this we would see a speeding-up in the production of the annual accounts to provide for them to be in the hands of the Controller and Auditor-General not later than the 31st of August, a move which requires a minor amendment to the Exchequer and Audit Act. We also recommend a further amendment to provide for the Accounts to be laid before the 31st of December in the same year.

339. We have referred already to the role of the Accounting Officer. The fundamental point of accountability to Parliament by virtue of the Exchequer System need not and should not be disturbed. What is essential is a clearer definition of accountability, for the efficient construction (originally and by subsequent discharge) of a properly negotiated financial plan based upon agreed national policy. In this we question the need for specific appointments as Accounting Officer. The Permanent Secretary is by definition, the Chief Executive of his Ministry and is thereby already responsible for all its operations, technical, administrative and fiscal. Modern management looks to the Chief Executive as such and it does not appear to us that Government poses any special problems inhibiting this concept. We suggest that the Permanent Secretary, as Chief Executive, be responsible and accountable in his financial plan though in certain special cases another officer may be appointed the Accounting Officer by virtue of his executive position. The appointment by H.E. the President of a Permanent Secretary could no doubt be suitably worded and a simple amendment of the definition of an Accounting Officer (in the Exchequer Act) could accommodate the new principle. We understand that a formal handing over is necessary when Permanent Secretaries change, or hand over temporarily to a relief. Such a handover report could no doubt include reference to fiscal responsibilities.

340. It is wrong, indeed quite impossible, to expect an Accounting Officer to be aware of every detail of expenditure and to be held responsible for it. It is this rigidity which has given rise to the quite erroneous belief by Accounting Officers that they must have an accounts branch under their own direct control. That this is a fallacious proposition has been demonstrated in two previous Commissions of Inquiry and it is strongly urged that a fresh concept must now be demonstrated and applied with maximum force. We consider that the Accounting Officer's responsibility extends from the policy-making stage, through the construction of the financial plan, the negotiation of that plan into agreed votes and then the issue by him of authorities for

expenditure to proceed, and in the manner he directs on projects within his financial plan. By "financial plan" is meant the annual recurrent and development estimates, based on the needs of the country falling within a Minister's portfolio, negotiated as such through the Treasury in conformity with the National Plan, and for which funds are voted by Parliament.

341. Although the words "financial plan" are to an extent synonymous with "Vote" or "Budget" they indicate a more scientific (a less stereotyped) financial pattern based upon definite, feasible, objectives or development targets. They also form a part of, and assist an understanding of, the three-year moving budget.

342. From that point, an effective accounting system must take over and, as mentioned elsewhere and as will be developed below, this must be an executive department directed by an Accountant-General responsible for his technical function in no lesser degree than the Accounting Officer's accountability. The Accounting Officer should account for the propriety, and effective management of his financial plan, and his Letter of Appointment must be so worded. Accounting Officers must no longer believe that they must personally or directly see every voucher or every cent of expenditure, rather that they must, with the inception of an Accountant-General system, place full reliance upon that system, for the detailed technical processes which flow from their financial authorities.

343. In order to control effectively the processes following upon financial authorities issued by Accounting Officers, there must be a service department charged with full responsibility and be centrally directed by a truly executive officer. There is nothing in the Exchequer and Audit Act which precludes such a department; indeed the gradual move to the processing of accounts on the Treasury computer and the absolute essentiality of common terminology of patterns demanded by the planners themselves, dictates a more centralized system. We recommend most strongly, therefore, establishing an Accountant-General's Department charged with full responsibility for the total management of the accounting system wherever it be situated and with whatever specialized functions may be required. The Accountant-General would have full executive authority over this Department and be held responsible in the same way as the Accounting Officer for its efficiency to the Public Accounts Committee. We envisage this Department having a nucleus of senior branch heads at headquarters each responsible for a particular function. One of these would be the person and the function now known as the Paymaster-General. We doubt if there is any merit in continuing this separate function since the Accountant-General would absorb these responsibilities and be regarded as the complete technical head of all processes springing not only from the Exchequer system but from fiscal decisions by Accounting Officers. His line responsibilities would extend right down to Districts but might probably exclude particular accountants who have a

specific function peculiar to their own Ministry only. We see the accounting function commencing with all expenditure and revenue transactions, including those of local government, feeding into a District Treasury and from there direct to the Treasury computer and Accountant-General's Department.

344. A computer unit is essentially a service bureau to work impartially for all approved customers. The fact that the Government's central unit is located in the Treasury is purely historical. We do not suggest that the computer should not have been installed in the Treasury but we do wish to emphasize the service nature of such a unit and the need for its services to be planned, co-ordinated and fully utilized by all Ministries.

345. Following upon this and recognizing the development within the Government of a Management Services Branch in the Directorate of Personnel, we suggest that the computer unit be co-ordinated with the Management Services Branch. Since the latter, by definition, is to be concerned with the techniques of and facilities for better management of Government functions, such a valuable tool as a computer unit must, we suggest, come within the Branch's planning projections. The Treasury itself is a customer of the computer unit but, we understand, not an extensive user. Again, since the Management Services Branch would, no doubt apply such techniques as cost/benefit to its various operations the concept of paying for service should be endorsed.

346. The computer must not be considered as a source only of accounting/financial information; its possibilities cover an almost limitless range of data and analysis, technical, scientific and statistical. Since this chapter deals primarily with finance, however, it is appropriate to suggest the data that management might reasonably require in this specific field. As noted earlier, much would depend upon the construction of the Estimates, but as a minimum—

(i) Permanent Secretaries would require monthly progress reports covering all aspects of their financial plan, to include all available information regarding payments, with approved fiscal limits, actual authorized levels, expenditure (and later, commitments) against those both for the period and accumulatively, and variations from plan;

(ii) the Treasury would require the same information as in (i) but probably on a less detailed basis;

(iii) the Accountant-General would require weekly cash control statements, by District Treasuries, with these related to Votes and Exchequer Issues per Vote. He would require monthly statements against authorized allocations (A.I.E.) made by Chief Executives, by District Treasuries for building up the data required for (i). From these and other subsidiary patterns, he would build up monthly accounts, schedules of commitments by votes for all Accounting Officers

and exception conditions. Cost statements for specific items would also be a by-product of such outputs. He might also require similar data based upon stores operations;

(iv) the Controller of Revenue would weekly require statements showing revenue projections of all classes by Districts, actual collections, and proportionate under or over collections; and

(v) Economic Planning would require a modified form of (i) showing actual progress against approved plans, commitments and variations, with the Accounting Officer giving reasons for variations.

347. These five main areas are to a great extent complementary and all statements could be achieved from the same classified source data. The requirements, particularly under (iii), (iv) and (v), are minimal but indicate the type of data and its correlation that must be fed back to those controlling public finance and those controlling the national plan.

348. It is necessary to outline briefly then what we see to be the present defects in the use of the computer unit. These are—

(i) with all due respect to those who introduced the unit and to the Treasury whose responsibility it now is, there is still no overall appreciation of what the computer can do, not only on global statistics, but in removing detailed and routine problems from an Accounting Officer. Further, because of this lack of appreciation the computer has up to now been regarded as little more than a very fast book-keeping or statistical machine;

(ii) projects have come forward to the computer which are quite inadequate for assessment and in themselves very often not projects for a computer use; and

(iii) so long as the computer is regarded as merely a service unit which gives it service free, Ministries will continue to burden it with work and changes without any appreciation whatsoever of the real costs of such projects or changes.

349. We recommend, therefore, a much better appreciation by all concerned of the unique value that this tool can offer to management. On the other hand, it must not be regarded as the automatic solution to all problems. We consider it to be wrong to allow the idea to develop, as it is developing, that any problem can be solved by transferring it to the computer. Although Ministries must be made aware of the functions of the computer and the services it can offer and the benefits it can bring, their main function overriding all else must be their ability to define their problem and specify their requirement. This calls for a much improved service of systems analysis in the Government since quite often what has been thought to be a computer problem has, following an analysis, proved either completely unnecessary or capable of solution far more economically by improved manual or simple mechanized methods.

350. We recommend further that the computer unit should charge for its services. Ministries must learn that if they want an application to be transferred to the computer, they must pay for its introduction. Subsequently, if they wish to make changes to the programme, they similarly must pay. What appears to be a simple change to a Ministry may in fact involve the complete re-writing of a programme, a process quite often costing hundreds of pounds. Not only would this charge fall where it should do, upon the user, but it would enable the Treasury to judge the full benefits of the computer service it provides and possibly fund it for future expansion and development.

351. Any reporting system depends, *inter alia,* upon adequate, efficient, and speedy data preparation; a clearly defined channel; and a clear specification, by Accounting Officers and others, of exactly what it is they want, when they want it and in what form. Clearly the answer to the first two of these lies in the province of the proposed Accountant-General. It is the construction by him of an efficient technical system and the centralized collection by his Department of all data that would enable him to provide an efficient feed back of information. The effectiveness of his system from District Treasuries to the centre and efficient processing in the centre would ensure the speedy handling of data under centralized control. At the same time, the construction by his Department of a logical, fully descriptive coding of expenditure, revenue, statistical sources, and other resources classifications, would enable him, in consu'tation with the computer manager, to produce patterns in whatever form they are required. We do not think this point needs further detailed elaboration since it is fundamental to the thinking of the progressive and up-to-date Accountant in any sector.

352. We have touched already upon the separate roles of the Accounting Officer and the Accountant-General. It is upon these two officers that the whole theory and practice of accountability should and must rest. Enough has been said of their functions, but we must emphasize that this is an area in which, possibly more than any other, there can be drawn a clear definition of their responsibilities. The Accounting Officer is responsible for the financial plan, the issue of authorities and issue of directions sufficiently adequate to enable those to whom he has issued his authorities to discharge their functions properly. It must be emphasized that only the Accounting Officer should issue financial authorities and instructions for their execution. In contrast, it is the Accountant-General who would accept responsibility from the point at which authorized officers start to execute the financial authorities given to them. There is no overlapping in these functions; the Accounting Officer would be accountable for his financial plan, and the Accountant-General for the efficient processing of that by his Department.

353. Enough has been said to indicate the position of the Public Accounts Committee, its future role and to whom it will look for explanations and advice. It already has, and should continue to have, the advice of the Treasury

and the Controller and Auditor-General. But in matters of the financial plan and the management efficiencies and processes associated with that plan, it would continue to look to the Accounting Officer. Should either the Controller and Auditor-General or the Accounting Officer, or indeed the Committee, itself, feel that there has been a technical deficiency or that an Accounting Officer has been embarrassed in the conduct of his financial plan by such a technical deficiency it should, we consider, look to the Accountant-General. We believe, however, that the Public Account Committee must not merely be a review and questioning body, but should extend its activities to examining financial plans. This would not only counter political arguments that the citizens of Kenya do not know what Government is doing, but also educate Members in the complex issues and priorities involved. Pursuant to this, we recommend that the Public Accounts Committee should meet regularly, at least quarterly, so that important matters of concern to Parliament may be considered while they are still timely.

354. We recommend further that the Public Accounts Committee (or another committee of the National Assembly) be brought into the examination of financial plans. This would not include any executive function, but would enable the Public Accounts Committee to become more familiar with the plans for which the House provides the votes, and the problems of managing such plans.

355. Finally, we recommend that Accounting Officers whose votes are grossly underspent should be called upon to explain their situation to no less a degree than the Accounting Officer whose vote is overspent. Considerable underspendings might indicate a too ambitious plan in the first place (possibly at the expense of more deserving projects), bad planning, shortage of men and/or materials, or lack of drive. All of these areas should be subjected to scrutiny.

CHAPTER XIV—ORGANIZATION OF MINISTRIES

356. We have made recommendations on various aspects of organization and structure, as well as management practices, which we hope will help to ensure more effective co-ordination among the many components of the Government machinery and to revitalize these components themselves, increasing their ability to set and meet their work objectives. The primary unit of Government is the Ministry and it is essential not only that the work of the different Ministries should be effectively co-ordinated but that each individual Ministry should become fully effective in performing its tasks.

357. Our terms of reference include "the organization and structure" of the Civil Service and this could be taken to include the allocation of functions to Ministries. A number of representations have been made to us that certain departments should be moved from their present Ministries to other Ministries and, by implication, that certain functions should be moved from the portfolio of one Minister to that of another. We do not feel, however, that this is an appropriate matter on which we can make specific recommendations. It is the prerogative of His Excellency the President to allocate portfolios to Ministers and we consider that this should continue to be so. The President holds the ultimate responsibility for the co-ordination of all Government activities. We therefore feel that any proposals for changes in Ministerial portfolios are outside the scope of this inquiry.

358. We have received ample evidence that the Government has realized the need for the internal restructuring of several Ministries to make them more effective. In particular we have noted with satisfaction the reorganizations of the Ministries of Agriculture and Works which have given these Ministries a structure that is more relevant to their present tasks. The reorganization of the Ministry of Agriculture was achieved through a joint effort of the Ministry and the Directorate of Personnel. For the Ministry of Works a firm of management consultants was employed. We approve of this flexible approach to solving problems that are different in scope and dimensions. We recommend that this flexibility be continued, but with the proviso that, whenever outside consultants are called in, they should work in close collaboration with the Management Services Branch of the Directorate of Personnel. We believe, firstly, that this will help to develop the professional capacities of this Branch (thus incorporating a basic concept of staff training that, in our opinion, should be an inherent part of any technical assistance project) and, secondly, it will ensure that the understanding needed for effective follow-up and review will be available in the Branch.

359. The Ministry of Finance also underwent an internal reorganization designed to help it to meet the heavy demands placed upon it. This was

done before the recent amalgamation of the Ministries of Finance and of Economic Planning and Development. We understand that the programmes of the two sides of the Ministry are being studied and adapted to ensure maximum co-ordination. We commend the attitude displayed by the management of the Treasury in recognizing the need to restructure their organization to meet the new demands being placed upon it. This is the kind of management outlook that we believe is needed throughout the Civil Service.

360. One fact that has struck us about many Ministries is that they do not appear to be sufficiently concerned with their public image. The evidence given to us frequently indicated that members of the public, and sometimes even members of staff of Ministries, had very mistaken impressions about Ministries. We feel that there is a definite need for Ministries to take steps to improve their public image and to see that the public are fully informed about their activities. We recommend that in every Ministry there should be an officer who is given the specific responsibility, under the Permanent Secretary, for the public relations of the Ministry. We are aware that there has been some controversy over Press statements by Permanent Secretaries and other top Civil Servants. We can see no objection to the practice whereby Senior Civil Servants make public statements on behalf of their Ministries, provided that such statements are confined to the elucidation of facts for the information of the public. We also recommend that only Permanent Secretaries or other very senior officers should make such public statements.

361. We have made specific and detailed recommendations for the restructuring of the Ministry of Education and the Directorate of Personnel, which we propose should be transformed into the Government's Central Management Office. Both of these proposed restructurings are intended to make these two important parts of the Government machinery more effective and better able to meet the challenge of changing times, as was also the intention of the restructuring of the Ministries of Agriculture, Works and Finance.

362. These are not the only Ministries whose effectiveness could be improved by some internal restructuring, but given the resources of the Management Services Branch of the Directorate of Personnel it is necessary to set priorities. Our recommendations regarding the Ministry of Education and the Directorate of Personnel are intended not only to benefit these organizations themselves but also to serve as models for future similar exercises which the Management Services Branch will carry out in collaboration with Ministries. We recommend that priority should be given to the Ministry of Information and Broadcasting and the Ministry of Labour. According to the evidence we have received both these Ministries have suffered as a result of the lack of the right type of manpower being available to fill professional posts. They have a common need for qualified staff.

363. We have commented on the need for Ministries to improve their public image. The Ministry of Information has the wider responsibility for the public image of the Government as a whole. It projects and presents to the *wananchi* the policies and the achievements of the Government. In doing so it must work in harmony with all Ministries and Departments.

364. Within the Ministry of Information and Broadcasting we are particularly concerned with the needs of the Voice of Kenya and we wish the following points to be borne in mind when the restructuring of this Ministry is being considered:—

(i) *Finances.*—We do not consider that at present the V.O.K. receives the necessary funds to enable it to perform adequately its responsibilities to inform, educate and entertain the public. The V.O.K. should receive sufficient funds to enable it to purchase and produce high quality programmes and to obtain the technical equipment it needs.

(ii) *Advertising.*—We do not consider the present practices regarding commercial advertising on V.O.K. to be satisfactory. At present, according to written evidence by the Ministry, "the V.O.K. is called upon to raise Appropriations-in-Aid through advertising and licence fees so that progressively it becomes financially independent of Government's subvention". We have seen no evidence that commercial advertising was a Government requirement when the former Kenya Broadcasting Corporation was nationalized and the Voice of Kenya created in July 1964. Moreover, considering the role of the V.O.K. as a public service broadcasting organization, we believe that its primary functions of informing, educating and entertaining the public are being compromised by the need to raise advertising revenue. At peak listening times both radio and television services are punctuated with commercial advertisements or advertising programmes which are not relevant to, and are sometimes inimical to, Kenya's needs and national development. On television especially the choice of programmes by the management of V.O.K. is, in our view, too much influenced by the need for commercial sponsorship. We recommend therefore that television advertising should be reconsidered in the light of the V.O.K.'s role in nation building. Advertising on radio services should also be closely scrutinized, to ensure that it does not compete with the public service function of broadcasting.

365. Finally we consider that the role the Voice of Kenya can play in educating and informing the *wananchi* is vital. We realize that the points we have made regarding finances and advertising involve greater expenditure of public funds on broadcasting services, but we believe this is justified. However, unless the need for high quality staff is also met, our recommendations regarding finance and advertising will be ineffective.

CHAPTER XV—THE CENTRAL MANAGEMENT MACHINERY

366. This Commission realizes that if the Government accepts the majority of our recommendations it will be some time before they can be implemented fully. Some of these (primarily relating to remuneration and terms and conditions of service) are capable of implementation immediately. Others (primarily relating to organization, structure and management) are longer term requiring phased implementation often on an experimental basis. In the area of management practices and new organizational structures, especially, we foresee a period of from three to five years to install such new programmes and have them operating at required levels of efficiency and productivity.

367. It would be short-sighted on our part, then, to expect the Government machinery. already so heavily committed to meeting the nation's requirements for public services and economic development, to be able, unaided, to undertake this acceptance and implementation effort. This would be of such scope, complexity and duration that special methods and machinery must be established to achieve what we propose. This we believe would be especially true for the management and structural recommendations which would require surveys, trial runs, alternate approaches and evaluations, etc. These would require basic changes not only in the procedures. but the principles of public administration. In fact, this report calls for the most searching and demanding revision of Government operations ever undertaken in Kenya.

368. We recommend, therefore, a special machinery for implementation. The organization, functions, relationships and, most important, the staff that would be needed to make this report a reality are set forth in the following paragraphs. Not all the details are included; deliberately, for we cannot foresee all the problems nor recommend their solution. But in the main we believe that an approach of this dimension—and this determination—is needed to do this very big job.

369. This recommended machinery must be centrally located to know and meet the total needs of Government, as they relate to this report. In our opinion, this means the Office of the President. Further, it must be so placed as to have direct access to the highest executive authority, and thus be able to speak and be heard throughout Government. This top level understanding and support is absolutely essential if Government is to succeed in reforming and strengthening the Civil Service along the lines we recommend. Without such an executive commitment, publicly stated and widely understood, the forces of inertia and fear of change cannot be overcome. Lastly, this organization must have either within itself, or by co-opting from the total Public

Service, or by outside consultants, the professional and managerial capacity to assess, install and monitor the very wide variety of programmes and projects recommended in this report.

370. This very important and sensitive problem has two main aspects and we make the following proposals, which are illustrated in the Chart on page 145 for dealing with them. We have already referred to the first aspect in paragraph 291 of Chapter XII—that is the need for an authoritative focal point to improve the co-ordination of Government business with particular reference to development. Furthermore, the report on "A Management System for Economic Planning and Operations" (Appendix 5) recommends the setting up of a Committee of senior Officials to be presided over by the Permanent Secretary, Office of the President (paragraphs 3.5.9—12 of Appendix 5).

371. To carry out the new co-ordinating function we recommend the creation of a new Programme Co-ordination Division in the Cabinet Secretariat. Part of this function should, we consider, be the servicing of the Committee of Officials; it would, no doubt, be a convenient arrangement if the head of the division were also Secretary to that Committee. We also envisage that this division should eventually be built up so that it would have the capacity to be at the disposal of the Government as a whole and would, under the overall supervision of the Secretary of the Cabinet, determine basic development strategy and provide a basis for collective policy decisions.

372. The second aspect is concerned with our proposals with regard to organization, structure and personnel management. For this we recommend the creation of a Central Management Office (CMO) in the Office of the President. The CMO would replace the present Directorate of Personnel, utilizing most of its existing staff and facilities. It would, of course, require additional resources to meet the additional programme demands that would result from our recommendations. We view this organization as vital to the success of our inquiry, for without a strong and capable machinery for implementation our report will remain mere words on paper.

373. While this organizational and functional chart shows the structure, responsibilities and relationships of the CMO, two aspects of this programme require special mention. First, the Personnel Division would, *inter alia*, carry on such establishment work of the former Directorate of Personnel as is deemed appropriate. As we recommend very substantial delegation of authority for such establishment actions to the Ministries and Departments, such functions as eventually remain in the CMO should relate primarily to setting standards and guidelines, as well as operating procedures for use by the Ministries and Departments in taking such actions, consistently and correctly. Only such establishment actions that have essential Government-wide implications or for similar reasons are considered best retained for centralized consideration should remain in the CMO.

374. Secondly, concomitant upon this delegation is the necessity for auditing such personnel actions to ensure their adherence to the issued standards. We believe this necessary auditing function should be separated as clearly as possible from the management services and development aspects of the CMO programme. It is difficult to be effective as both consultant and policeman. Therefore, we recommend that this inspectorate be placed in the Public Service Commission, where close liaison can be had with the Personnel Division of the CMO. The Personnel Division would be responsible for the continuing administration of the Personnel Officer cadre, and assignment of Personnel Officers to this inspection function in the Public Service Commission offers an excellent training experience for career development. We recommend further that this inspectorate liaise with the Exchequer and Audit Department so that any personnel implications from their financial audits may be pursued. This arrangement we believe, would permit the CMO to delegate broad authorities to the Ministries and Departments, while at the same time ensuring an equitable, fair and consistent personnel programme throughout the service. (Note that this inspectorate function in the Public Service Commission, designed to ensure that delegated authorities to take personnel actions are effected in accordance with issued standards and procedures, is quite distinct from the advisory, consultative and supportive role of the Management Services Branch in the CMO. There the emphasis is on assessing management needs and offering solutions by working with the Ministries in solving these problems.)

375. We recommend that the post of Director, Central Management Office be placed in Job Group P, at par with the Permanent Secretaries. This would be a redesignation of the post of Director of Personnel. While reporting to the Head of Civil Service, we see the Director, CMO as a senior Permanent Secretary operating with a wide delegation of authority to effect management improvements throughout the Civil Service. This is a prerequisite for successfully installing so many basic changes in structure and management.

376. Only the most sensitive, controversial and policy-affecting problems should have to be referred to the Head of Civil Service for decision. Indeed, such a working situation would be necessary, in the light of the very heavy demands already placed upon the Head of the Civil Service, demands that will be increased reflecting other recommendations in this report (especially in regard to the Provincial Administration and Cabinet Secretariat).

377. To support the Director, CMO in this programme we recommend a highly qualified staff. This need not be large; in fact, it would be preferable for the permanent CMO staff to be kept to a minimum, with the co-opting technique being used to meet heavy work load demands. Personnel research has shown that the creative teamwork so necessary in effecting management change and development is possible only in small groups. We have designed, therefore, the CMO structure on this concept of interlocking small groups.

We envision a professional staff of not more than 30 for the CMO, including the staff of the inspectorate within the Personnel Division. The emphasis here must be on quality, not quantity. Periodic demands for additional staff should be met by co-opting specialized staff from Government Ministries and Departments, or where appropriate, from the Statutory Boards and Local Authorities. In this way, you would get a more flexible and economic utilization of skilled staff, as well as furthering the understanding and competence in such management techniques and methods throughout the public services.

378. This demand for quality would require intensive training and staff development efforts. If our recommendations are accepted and implemented, we consider that much of this training would be done in the proposed restructured central training organization. Additional training outside of Kenya would also be required, however, especially in the newer management techniques, as for example Organizational Development. Yet another form of on-the-job training would be working with consultants who would come to help install new programmes (e.g. Management by Objectives). This teaming would offer the dual advantage of both staff development by working with experts in the field, as well as continuing this expertise in daily operations after their consultancy is completed. In any event and by various means, the CMO staff must be highly competent in all the areas within which they function, for it would be through their efforts that the new management culture of the Civil Service would be created.

379. In addition to such training efforts, we foresee the need here for some technical assistance. This would be primarily in the Management Services and Management Development Divisions. Specialist advisers in organizational planning and personnel management for the Management Services Division and in training for the Management Development Division would augment the capabilities necessary in beginning and expanding this programme. In addition we suggest the necessity for other specialist training advisers in the proposed restructured central training organization. The primary contribution we see these specialist advisers playing in the CMO is staff development by various ways and means of on-the-job training. They would reinforce and extend the skills and knowledges gained by the CMO staff through formal training experience. In the immediate future, however, they could play a vital role in adding to the operating capabilities of the CMO in accepting and implementing the key projects emanating from this report.

380. Such an organization, so structured and staffed, could be the effective machinery for improving the Civil Service. This we see as a long-term, continuing effort. The first priority of the CMO, of course, would be implementing the programmes and projects recommended by this report. In the process of doing this, however, they would be creating a new working environment in Government. This, in turn, would call for new and better ways and means of conducting public business, as well as meeting demands we cannot yet fore-

see. That is, the CMO would be the centre of professional competence and leadership for the continuing effort of making the Civil Service the responsive, effective tool for the nation's growth and development. It is to this end that we wrote this report; it is to this end we recommend strongly establishing the Central Management Office in the Office of the President to ensure this transition to a Civil Service equipped to meet the demands of today and into the future.

Central Management Office Functions

381. The Central Management Office should be responsible to the President for the day-to-day administration of the Civil Service including manpower requirements, management improvement, staff development, personnel administration and training programmes for all Ministries and Departments. The Director, CMO should be the President's principal adviser on matters concerning management, organization and structure of the Civil Service (including staffing, efficiency and welfare) and should submit his recommendations through the Permanent Secretary to the President. The Director, CMO should act also as principal adviser to the Permanent Secretaries and Heads of Departments on all aspects of management, organization and structure, as well as personnel administration. He should encourage the adoption of new projects and techniques and their implementation. He should determine the extent of delegation of authority in these areas and monitor such delegated authority to ensure consistency in standards and management principles.

382. The Management Services Division under the immediate direction of the Deputy Director (Management Services), should render management services and consultancy to the Ministries and Departments of the Government, as well as other segments of the public services as and when deemed appropriate. In collaboration with senior Ministry officials it should develop programmes, conduct studies and make recommendations relative to organization, staffing, training, work methods and procedures, communications and the like. With appropriate senior officials, it should design implementation programmes to effect recommendations and work on such programmes until the organization is able to complete implementation. It should introduce a programme of producing job descriptions and specifications for all posts in the Civil Service. It should develop or assist in developing manuals, charts, forms, reports and other types of communications covering the Government's organization and staffing programmes, policies and procedures. It should recommend new and improved administrative practices and management techniques for Government-wide use. It should conduct research into new and improved management techniques, practices and trends through membership and participation in professional groups, such as the Kenya Institute of Management, liaison with universities, and the like; maintain close relations with individuals and organizations whose efforts are devoted to management improvement, especially as related to developing countries; test and evaluate the applicability of such techniques to the environment of Kenya. In co-

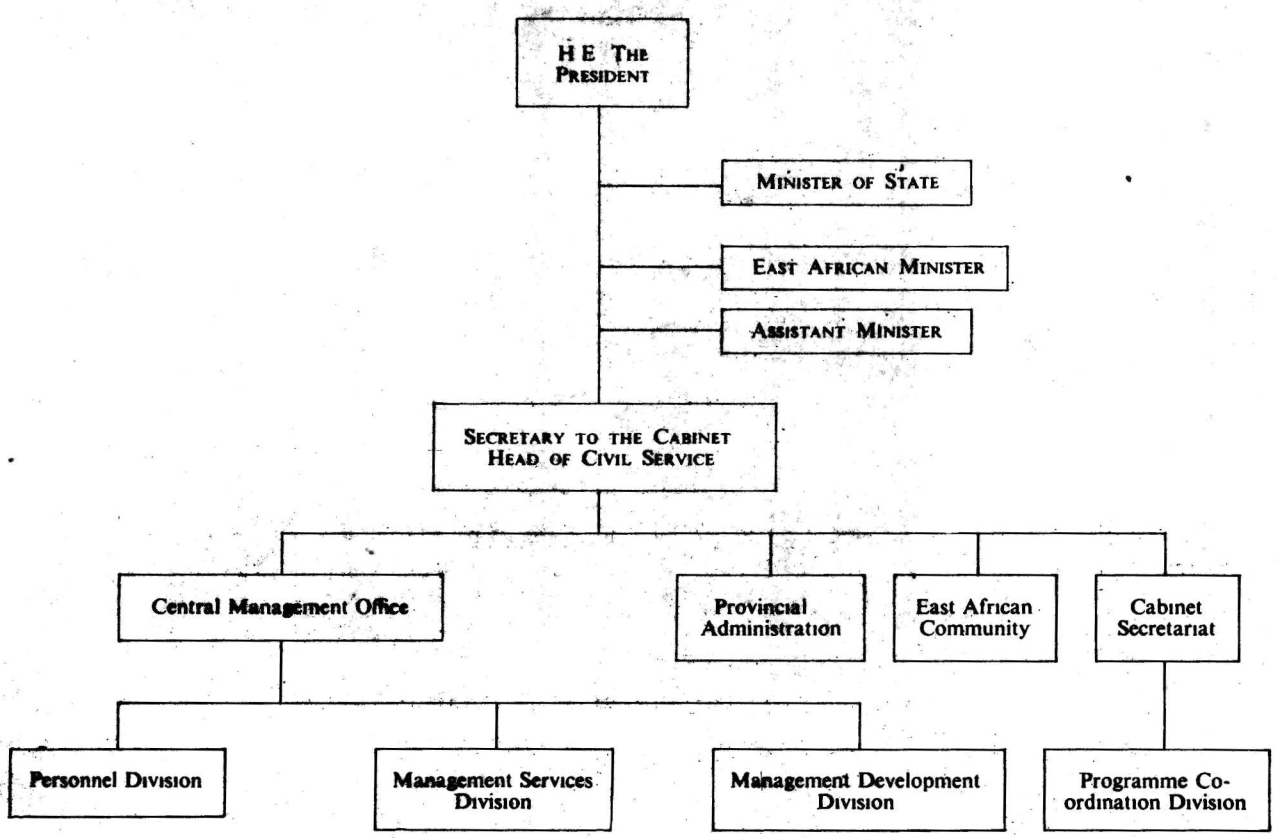
operation with the other organizations and institutions involved, it should develop training materials and conduct training of personnel engaged in Organizational Development, Management by Objectives, job evaluation and other administrative/management procedures and techniques.

383. The Management Development Division under the immediate direction of the Deputy Director (Management Development), should be responsible for setting the policy, objectives and programmes for management development and training activities throughout the Civil Service. This should include co-ordinating common cadre training, as well as the review and co-ordination of specialized training programmes throughout the public services to ensure that staffing objectives and priorities are being met. It should evaluate the effectiveness of staff development programmes and institutions and initiate actions to correct weaknesses and utilize resources to the fullest. In close collaboration with appropriate institutions it should develop new and better ways of training and staff development. It should maintain contact with non-Government training organizations and institutions, both within and without Kenya, to ensure close and continuing co-ordination and use of research findings. The Deputy Director should chair the Training Officers' Committee to develop and co-ordinate training programmes and to ensure widespread understanding of policies and objectives, especially those reflecting changes in the Government's staff development needs.

384. The Personnel Division under the immediate direction of the Deputy Director (Personnel), should be responsible for the personnel administration programme throughout Government. This should include complement control, appointments, terms and conditions of service, promotions, transfers, retirement, personnel statistics, staff associations' affairs, including Central Whitley Council and Joint Industrial Council, and the like. It should liaise with the Treasury and the Public Service Commission regarding all manpower problems and ensure that the maximum delegation of authority is given to the Permanent Secretaries and Departmental Heads to take personnel actions within prescribed standards and procedures. It should write and issue such directives as necessary to enable personnel actions to be taken by Ministries and Departments and should second Personnel Officers (as Personnel Auditors) to the Public Service Commission to ensure adequate auditing of personnel actions taken under such delegated authorities.

385. This division should also be responsible for administering the scheme of service for Personnel Officer cadre and should set staffing requirements, in consultation with Ministries and Departments, and work with the Management Development Division to ensure adequate development of needed skills and abilities. It should be responsible to the Director for logistic support of the CMO. This should include office services, supervision of registry and messenger services, storage and distribution of standards, guides circulars, etc.; preparation of CMO estimates and maintenance of necessary controls and records of expenditure, and attendance to personnel matters for CMO staff.

PROPOSED CENTRAL ORGANIZATION



CHAPTER XVI—EDUCATION

386. In approaching this important and wide-ranging subject we have found it necessary first to establish briefly the main objectives of the educational system since independence and in so doing to determine how far these objectives have been achieved.

387. The Education Commission of 1964 highlighted many of the major educational problems which confronted the authorities at that time and concerned itself with the orientation of education in the service of a new nation. It emphasized the changed social objectives of education particularly in the field of religious education and the development of a secular state. It laid stress on the re-birth of our culture, but placed greatest significance on the major contribution that education had to play in the economic development of the country, for upon this depended the nation's ability to participate fully in world affairs.

388. We have noted that criticisms have from time to time been levelled against Government on the ground that not enough has been done to change the educational system inherited at independence. It is the Commission's view that most of these criticisms are quite unjustified and as we illustrate later in this chapter, many impressive changes and developments have taken place in the last six years.

389. At this stage, however, it is necessary for us to re-examine and then to define clearly and concisely what we consider to be the most important aims and objectives of our educational system for the future. These objectives which must then form the framework to our inquiry are summarized briefly as follows:—

(i) Education must serve the needs of national development.

(ii) Education must assist in fostering and promoting national unity.

(iii) Education must prepare and equip the youth of the country so that they can play an effective role in the life of the nation, whilst ensuring that opportunities are provided for the full development of individual talents and personality.

(iv) Education must assist in the promotion of social equality and train in social obligations and responsibilities.

(v) The educational system must respect, foster and develop our rich and varied cultures.

390. In addressing ourselves to these broad aims which form distinctive guidelines for the educational service, we are extremely conscious that our specific responsibilities lie in ensuring that the structure, the administration

of the structure and the quality of personnel employed to man the structure are together capable of achieving our basic objectives. The emphasis that we are required to lay on structure and organization cannot in any way be considered in isolation from the service that is provided, and it must be seen to have produced an efficient and economic administration.

391. In the sections of this chapter which follow we find it necessary to refer to certain deficiencies in the planning of educational development. In view of the ever-growing demand for increased and improved facilities we must emphasize the need for planning and financial management of the highest order so that the nation can obtain the best possible value for the very large sums of money which are now and will continue to be spent on education.

PRIMARY EDUCATION

392. Since independence, the provision of universal free primary education has been a stated aim of the Government and in moving towards this goal, we note that enrolments at primary level have increased considerably since 1963. However we believe that it will be several years before this aim can be achieved. The statistical tables which we produce below indicate that the numbers of eligible primary school-age children attending primary school by the end of the Development Plan period (1970-74) will have risen from 64 per cent to 74 per cent, an overall increase of 10 per cent, assuming that the population continues to increase at the present rate.

393. In further consideration of these facts, it must be acknowledged, that despite rising costs in primary education since 1964, Government has made a determined effort to keep the school fees constant, and to offset the burden of increased costs against public expenditure. In 1964 the estimated annual gross cost of primary education was £8 million against a present-day figure of £13 million. This figure will continue to rise substantially during the period

Table 1.—Projected Population by Age

('000 *Population*)

Age	1970	1971	1972	1973	1974
7	344	356	369	381	395
8	330	342	354	367	379
9	317	328	340	352	365
10	306	316	327	339	351
11	295	305	315	326	338
12	285	294	304	314	326
13	275	284	293	303	313
TOTAL ..	2,152	2,225	2,302	2,382	2,467

SOURCE: Statistics Division, Ministry of Finance and Economic Planning.

Table 2.—Projected Enrolment in Kenya Primary School System on Assumption of 6 per cent Annual Increase in Standard I Intakes

('000 *Enrolment*)

Standard	1970	1971	1972	1973	1974
I	282	299	317	336	356
II	241	256	271	288	305
III	219	232	246	261	277
IV	185	203	215	228	242
V	138	161	177	188	199
VI	161	161	192	214	226
VII	159	175	175	208	228
TOTAL ..	1,385	1,487	1,593	1,723	1,833

SOURCE: 1970–74 Development Plan Table 17.3.

Table 3.—Percentage Primary Age Children at School According to Projections

('000)

Year	1970	1971	1972	1973	1974
Projected No. of children ages 7 to 13	2,152	2,225	2,302	2,382	2,467
Projected No. of children enrolled in primary schools	1,385	1,487	1,593	1,723	1,833
Percentage primary school age children at school ..	64	67	69	72	74

SOURCE: Tables 1 and 2.

1970-74, somewhat in excess of the estimated recurrent costs as provided for in the Development Plan. In consideration of these facts we recommend that if Government is to implement in full its obligations as stated in the Plan, particularly in raising the percentage of school fee remissions to between 15 and 20 per cent, then a very close watch should be kept on the overall financial position of Primary Education.

394. Primary education has unfortunately been subject to several major administrative changes since independence. Responsibility for finance and management was delegated first to the Regional Assemblies and subsequently to Local Authorities. By late 1969 it became clear that many of these Authorities were finding it extremely difficult to finance and manage primary education effectively. In January 1970, therefore, the Central Government assumed full financial and managerial responsibility for primary education with the exception of those primary schools administered by the Nairobi City Council and the Municipalities. We do not consider that the full responsibility for the administration of primary education should remain permanently in the hands of the Central Government, and we recommend the early

re-establishment of District Education Boards. By this means the primary school system would be able to respond effectively to local requirements by the active participation and involvement of local people. We consider that these Boards should gradually be allowed to assume progressive financial and managerial responsibility for the administration of primary education at local authority level.

395. The 1964 Education Commission made definite recommendations regarding the inspection and supervision of primary education, it then being very apparent that the number of officers employed by the local authorities on such duties was far below the number required if standards were to be maintained, let alone improved. Due largely to financial stringencies we find that there has been little appreciable change in this situation during the past five years. However, we welcome the recent introduction of the UNICEF Supervisory Scheme, which is providing financial assistance over a five-year period (1969-1973) for the training of primary school inspectors. In support of this scheme, we would strongly recommend to Government that urgent consideration should be given to the reorganization and overhaul of the present inspectorial system as far as it affects primary education. We consider that if the development of primary education in terms of new schools and increased enrolments is to be effective it is essential that there should be a proportionate increase in the size of the Inspectorate, whose officers we strongly recommend should all be Government employees under the direct control of the Chief Inspector of Schools.

396. We note, that in the field of curricula development, considerable progress has been made since 1964 in amending the primary school syllabus to meet the requirements of the new Kenya. The Curriculum Development and Research Centre first established in 1966 was absorbed into the Kenya Institute of Education in 1968 and has been responsible for preparing books and other valuable teaching aids, notable among which are the Safari English Course (Primary 4 to 7), Modern Mathematics for Kenya Schools (Primary 1 to 7) and the *Tujifunze Kusoma Kitwetu* series (Primary 1 and 2). All these books are currently in use in the primary schools. In achieving our national objectives we must emphasize the great importance that such changes in curricula will have upon our educational system. It is, therefore, equally important that the Kenya Institute of Education should have the facilities to attract and retain suitably qualified and experienced local staff to continue and develop these curricula studies which in the first instance were initiated by expatriate expertise. We consider that our salary recommendations will facilitate this development.

397. In considering the problem associated with the preparation of new text books, we were informed that there have been difficulties and delays in publication, due largely to the inadequate manpower resources of the publisher, The Jomo Kenyatta Foundation. The business of book publication

requires managerial experience of the highest calibre supported by special expertise in the fields of editing, designing and publishing. It is recommended that the Ministry of Education should review the staffing requirements of this organization so as to ensure greater efficiency and increased output.

398. We examined in some detail the problems of teacher supply as they affect Primary Education and note that although the output of qualified teachers has increased since 1964, not less than 20-25 per cent of the teacher force are still unqualified. A continuous process of two-year in-service courses run by the Kenya Institute of Education assists in up-grading many of these unqualified teachers to P.3 status. A further study of the teaching grades at this level showed that the P.3 teachers still predominate in the schools forming 46 per cent approximately of the primary teacher force. We were also informed that large numbers of this grade continue to be admitted annually for training. We recommend that P.3 training courses should be eliminated as soon as possible. There are undoubtedly large numbers of people with secondary school education who are seeking admission into the teaching profession but who cannot be admitted into the Teachers Colleges because a large allocation of places is still being reserved for P.3 candidates. We would propose that the minimum qualification for entry into a Teachers' College should now be K.J.S.E. or equivalent and not C.P.E. We fully appreciate that this recommendation has long-term financial implications. But it seems to us to be self-evident that the country should make full use of the products of our secondary school system by encouraging them to take up teaching at the primary level. The general quality of our primary education can thereby be gradually improved.

399. We were advised of the procedure whereby P.1 teachers on passing the Higher School Certificate or the General Certificate of Education ("A" level) examinations are required to transfer to Secondary Schools or Teachers' Colleges in order to gain promotion to S.1 status. This system of promotion is denuding the primary system of much-needed expertise and we have made appropriate recommendations on this point in the section dealing with "Salary Structure".

400. In the course of taking evidence we received many varied complaints about the centralized scheme now controlling the purchase and distribution of school equipment. There is no doubt from the evidence that the present scheme has many weaknesses and that there is an urgent need to strengthen and reorganize the administration in order to improve efficiency. Many of the problems seem to arise from a lack of close liaison between the two Ministries—Education and Works who have a dual responsibility for the operation of the scheme. This in itself will always tend to complicate administrative procedures.

401. In view of the vital importance that such a scheme plays in the efficient administration of the Primary School system, we recommend that consideration should be given at an early date to some degree of decentralization, possibly at District or Provincial level. This may well be a responsibility which in future could be handed over to the District Education Boards, with central control and supervision being provided by the Ministry of Education. The Central Tender Boards would then only be responsible for awarding tenders.

402. We have been concerned to discover that there has been a very noticeable deterioration in the condition of many primary school buildings both classrooms and teachers' houses during the past four or five years. This is due in no small measure to the fact that many of the better premises have been converted into Harambee Secondary Schools. We appreciate that any improvement in this situation is dependent on local efforts and enthusiasm, but we would urge that *harambee* efforts in future should also be directed towards the improvement of primary school buildings and teachers' houses. Such efforts are bound to have beneficial effects on the quality of primary education and eventually therefore on secondary and higher education.

SECONDARY EDUCATION

403. The rapid expansion of the secondary school system has been an important feature of the Government's educational programme since independence. During this period the number of students receiving secondary education in maintained and assisted schools has more than doubled. This planned increase in services failed however, to satisfy the demand for secondary education as this became more and more the key to personal, economic and social advancement. As a result there emerged throughout the country an outcry for more secondary schools. The spirit of *harambee*, the introduction of self-help schemes and the decision to establish *harambee* schools sponsored, built and managed by local communities provided the incentives by which these demands for more educational facilities were satisfied. These schools, now more in number than the Government schools, form an integral part of the system, but their rapid growth has brought problems to which we shall refer later in this Section.

404. At this stage in our development when national objectives must be clearly defined, it is very important that we should examine in detail how far the present secondary school system is effective in enabling the country to meet its needs for both middle and high level manpower since it is obvious that if these needs are not satisfied, national economic development will be retarded and continued assistance by overseas aid donors will be necessary. Whilst emphasizing the important role that secondary education must play in meeting the nation's manpower needs, we should be quite certain that the system provides the necessary opportunities and experiences within the

curricula which will allow our students to develop fully their own individual talents and resources in the best interests of the nation.

405. Traditionally in the past all secondary schools in this country pursued a basically academic curricula and prepared students mainly for the clerical and administrative cadres, whilst those wishing to follow what was regarded as a non-academic form of education in the technical, commercial and even agricultural fields attended special technical and agricultural schools, which in the eyes of society had less prestige.

406. The emphasis today is still very much on the academic side. The result is that the secondary school system is far from meeting the country's manpower requirements in the technical, commercial and agricultural fields which each year play an increasing part in the nation's economic development. We are pleased to note, however, that Government has acknowledged this situation and that considerable efforts are now being made to increase facilities and widen the scope of the secondary curricula to include the teaching of these technical and vocational subjects. We recommend most strongly that this diversification of the syllabus must be extended to many more secondary schools as soon as staff and facilities become available. In this way the manpower position at the middle-level in these fields should begin to show some appreciable improvement by the end of the 1970-74 Development Plan period.

407. Of even greater significance, particularly in the field of high level manpower, are the changes that have been implemented since 1964 in the allocation of Form 5 and 6 courses in the academic secondary schools. Whilst the number of available student places has appreciably increased, the emphasis has now been placed on the teaching of science subjects and mathematics rather than arts subjects.

408. This change of policy was no doubt initiated by a recognition of the ever increasing importance that science and mathematics now play in the development of the world today and the fact that Government and other organizations were unable to recruit suitable candidates with an adequate background for the many further training courses available in the different science and mathematics based subjects. We note that it is intended to open 20 more Form 5 classes during the current development period, the majority of which will be for science students. However, despite these efforts the supply of science students for further training as provided for in the Development Plan will, we consider, remain inadequate, with subsequent adverse effects upon the manpower situation the seriousness of which in regard to professionally qualified men and women we have already discussed elsewhere in this report. We recommend therefore that a thorough investigation should be undertaken by the Ministry of Education into the manifold problems associated with science and mathematics teaching with a view to exploring the

possibility of increasing output and improving the standards of students of these subjects. The following topics are suggested as useful guidelines—

(i) the effectiveness of science and mathematics teaching in primary schools and how far it is a contributory factor to the unsatisfactory supply situation;

(ii) the extent to which the secondary schools have inadequate laboratory space and facilities and how far this is associated with building standards, building costs and building delays;

(iii) the planning and distribution of science and mathematics courses and utilization of available staff and facilities: the course content, time table allocation and teaching methods; and

(iv) the supply and availability of science equipment and materials from local and overseas sources and relative costs. The possibility of bulk purchases of expensive standardized equipment.

In recommending that the Ministry of Education should carry out this investigation we are fully aware that one of the major problems is the lack of suitably qualified and experienced graduate teachers. We hope that our new salary proposals for graduate teachers will assist in due course in alleviating this problem.

409. In examining the staffing problems associated with secondary education, it is pertinent to appreciate the extent to which development has taken place since 1964 as illustrated in the table given below:—

Table 4.—Secondary School Development—Schools and Teachers

	1964			1969		
	Maintained and Assisted (Number 154)	Private and Harambee (Number 68)	Total (222)	Maintained and Assisted (Number 263)	Private and Harambee (Number 431)	Total (694)
TRAINED:						
Graduates ..	891	150	1,041	1,451	302	1,753
S.1	203	38	241	817	176	993
P.1	—	—	—	88	301	389
Technical Master	—	—	—	6	5	11
Technical Teacher I	40	2	42	11	—	11
Technical Teacher II	—	—	—	14	5	19
Others	184	54	238	109	72	181
UNTRAINED:						
Graduates ..	205	89	294	450	311	761
H.S.C.	73	57	130	98	494	592
C.S.C.	15	26	41	30	488	518
Others	30	15	45	24	99	123
TOTAL ..	1,641	431	2,072	3,098	2,253	5,351

SOURCE: Statistics Division, Ministry of Edução tion.

410. During this period of rapid development we are informed that the accepted staffing ratios between teacher and class have remained the same as those applicable in 1950, namely 1⅓ teachers per class for lower secondary (Forms 1-4) and 1½ teachers per class for upper secondary (Forms 5 and 6). The establishment however, allowed by the Ministry of Education for single stream secondary schools (Forms 1-4) is six teachers, which provides a higher staffing ratio of 1½ teachers per class at this level with an average weekly working load per teacher of 27/28 teaching periods of 45 minutes each. In 1970, there were 297 maintained and assisted secondary schools *in situ*, of which 184, just over 60 per cent, were single stream schools. Furthermore in 19 of these schools, as a result of the diversification of the curriculum, an establishment of seven teachers was allowed, so reducing the work load to something in the region of 23/24 periods per week. The development of such large numbers of single stream schools must be regarded as a very expensive system of education, and one which we question whether the country can continue to afford. We consider that the staffing ratio of 1½ teachers per class in these schools results in a totally uneconomic usage of available manpower and we recommend that a full investigation of the development plan should be made with a view to establishing many more double-stream secondary schools, where we note that the teacher establishment is 11 teachers for eight classes. In this way, apart from the financial savings, it is possible to make far more effective use of both facilities and manpower. This is particularly important in the field of science teaching which is expensive to provide and relatively uneconomic in single stream schools. The development of more double stream schools would also lead to higher teaching standards in all subjects.

411. It is further recommended that in an effort to improve the staffing position in all secondary schools that the recommendation contained in paragraph 17.121 of the Development Plan 1970-74, which we quote below for ease of reference, should be implemented forthwith.

> "Government intends to formulate establishments for all educational institutions whereby each post will possess a salary scale and a minimum qualification for its occupant. The purpose of this reform is to provide for a more efficient allocation of teaching resources among educational institutions. Many teachers possess qualifications which would enable them to teach at higher levels than is possible in the post they are occupying, while other teachers occupy posts for which they are not qualified, when qualified teachers are available at lower levels. This reform will provide over-qualified teachers with an inducement to move into higher posts for which they are qualified."

412. The present establishment formula used for staffing secondary schools is too elastic and schools must be provided with a definite establishment by qualification, grade and salary scale. In this way it would be possible to effect

establishment and financial control whilst simultaneously making maximum use of the manpower available.

413. In examining the question of teacher supply, we note that the system is still dependent on overseas sources for a large proportion of the graduate teacher force required in our schools. Whilst acknowledging that this situation may well continue for some years to come, it is important that we do everything possible to make teaching more attractive for local citizens, and we hope that our salary recommendations will have the effect of encouraging more university graduates to enter the profession.

414. We were advised that problems of continuity in the staffing of schools are often closely associated with the fact that the majority of expatriate teachers serve on two-year contracts, and many of them for one contract only. In an effort to improve this situation we wish to recommend that consideration should be given to the introduction of three-year contracts initially which if renewed would be for a further two years.

415. Our investigations into the educational services have convinced us that if the education system is to make the fullest possible use of the resources available, it must be very carefully and systematically planned and managed locally and nationally. The need for local involvement in planning and development cannot be over-emphasized and in this connexion we recommend that the Planning and Development Division in the Ministry of Education must be allowed to exert a much greater influence in co-ordinating these plans. We have examined in some detail the 1966/70 Development Plan but we are far from convinced that following independence there was adequate planning in the field of secondary education development. The plan shows a lack of the essential detail necessary for sound development, whilst the complete absence of information regarding actual site commitments for new secondary schools makes it extremely difficult to believe that the rapid expansion was part of a carefully conceived plan. In fact, present indications are that the policy for the implementation of the 1966/70 Development Plan was pre-determined, certainly during the last three years, by the existence and the location of *harambee* schools. In almost all cases, with the exception of a number of "remote area" schools, new secondary streams included in this Development Plan were formerly in existence on *harambee* school sites.

416. The main reasons for this policy, and to which there may have been no alternatives, were the relative high costs of secondary education coupled with the immense pressure to which Government was subjected, and in fact still is, to take over full responsibility for *harambee* schools. But it must again be pointed out that the *harambee* secondary school system was derived from the initiative and ability of local communities to build and maintain these schools. It was not planned rationally on a national basis and the success or failure of each venture depended on the financial resources of

the community concerned. Understandably there was often an inability to estimate and make provision for recurrent and other future costs.

417. The overall effect of these developments is that the maintained system as a whole is now relatively expensive and uneconomic to administer, particularly in terms of manpower, whilst the uneven distribution of schools reflects the lack of planned development. We wish to emphasize our view that all future planning must take into full account, not only the needs of particular areas but also the economics involved, so that the nation's financial and manpower resources may be utilized to the best advantage.

418. In making this recommendation, we note that there is some improvement in the details and layout in the education section of the 1970/74 Development Plan. We have, however, to repeat our criticism in connexion with the absence of detail regarding the actual site commitments by districts for both primary and secondary education. There would again appear to be a lack of detailed "forward" planning and we recommend that the present plan should be brought up to date to indicate quite clearly where new schools and streams are to be situated, together with the full implications of the proposed development programme. We also consider that the method of allocation of new Form 5 and 6 classes should be reviewed, as the present system of allocating these classes appears to follow no definite plan. It is recommended that such classes should not be allocated to secondary schools before they have achieved commitment of growing to at least full triple stream status. In this way it is possible to make the most economical use of facilities and scarce high level teaching manpower and to ensure that schools are adequately staffed. We note that the recommendation made by the 1964 Education Commission regarding the development of 6th Form colleges was not taken up. We believe that this recommendation is worthy of further consideration by the Ministry of Education and we consider that a limited number of these colleges could make an important contribution to manpower requirements.

419. Our attention was drawn to the problems associated with "high" cost schools. We are of the opinion that these schools have an invaluable role to play in our educational system and that the excellent facilities which they offer represent an asset which ought to be fully utilized in the interests of the country. We received evidence that during the past two years considerable efforts have been made to effect stringent economies in an endeavour to reduce recurrent costs and make them more comparable with established schools such as Alliance and Nakuru.

420. In examining the evidence in detail, we have noted that over the past ten years, the present boarding school fee at maintained secondary schools of Sh. 450 for boys and Sh. 300 for girls per annum and the Sh. 400 boarding grant paid for each pupil by the Ministry of Education have remained

unchanged. We find it difficult to reconcile how maintained schools have been able to provide adequate standards, particularly in recent years with increased costs in wages, food and equipment. We accept that there are cost differentials between schools but we note that these occur just as much between schools within the "low-cost" group itself as between "high" and "low" cost schools. These differentials are determined by such factors as quality of teaching staff, relative boarding and teaching costs and the maintenance and running costs of the school site and buildings. Cost differentials will therefore always exist as long as there are variations in these factors.

421. In these circumstances, we believe that the time is now opportune to give full consideration to a number of bold recommendations which will have the general effect of upgrading the standards of the "low" cost schools and so reducing the overall cost differential. We therefore recommend that all schools within the secondary school system should be maintained schools and that the "assisted" schools should change over to this status with effect from 1st January 1972. We also recommend that there should be a restructuring of the school fees schedule so that the fees payable for a boarding school place should be increased for all pupils to Sh. 600 per annum. Fees at day secondary schools should also be increased from Sh. 200 to Sh. 300 per annum. We have noted that many of the fees charged at *harambee* secondary schools are considerably in excess of this amount. Non-citizens should continue to pay the same fees as applicable at present at high cost schools, and there should be no reduction in the percentage of agreed places provided such students have attained the approved academic standard. In addition, the boarding grants paid by the Ministry of Education should be increased from Sh. 400 per pupil per annum to Sh. 600 per pupil per annum. Proportionate deficiency grants would continue to be payable to schools as before to meet the balance of their approved annual expenditure.

422. We appreciate that these proposals would result in some increased costs to Government and parents but we believe that the improved standards which would ensue for the majority of secondary schools to be more than justified. The increases we recommend should be regarded primarily as an essential investment in the development of the country's manpower resources. These recommendations would also remove the complaints that large sums of money are paid to a few individuals as bursaries at high cost schools, since all fees would be uniform in all schools.

423. Finally in reviewing the organization of the secondary school system we note that all schools employ through the boards of governors non-teaching staff such as bursars, clerks, drivers, cooks and office messengers, etc. Their salaries are approved and grant-aided by the Ministry of Education. We propose that they should be entitled to salary revisions and terms of service privileges where applicable, similar to those recommended in the Civil Service Chapters of this report.

TECHNICAL EDUCATION

424. In reviewing the changes and developments that have occurred in technical education, we note that with the exception of the Mombasa Technical Institute, the Kenya Polytechnic and the University of Nairobi, all the remaining technical institutions are now categorized as either secondary vocational or secondary technical schools. Many of the problems associated with expansion and curricula changes in these schools have been referred to in the sections dealing with either secondary or teacher education.

425. It is abundantly clear from the representations that have been made to us from both the private and the public sectors that despite development and the progressive diversification of the syllabus, our secondary education system which in fact includes no more than 13 secondary vocational or technical schools, is still far too academic in content. In simple terms we are not yet geared to producing adequate supplies of the right type of manpower which can be readily absorbed into commerce and industry. The 1970/74 Development Plan provides for substantial expansion at these schools in terms of students, but it is equally important to ensure that the trained output is actually meeting the country's future manpower needs.

426. In the case of the secondary vocational schools, which number only eight, every effort has been made to use the available facilities intensively and with maximum economy in the training of people for direct employment on completion of their courses. We understand that these courses are designed to give students a general education coupled with a pre-craft or pre-technician qualification and not to produce qualified craftsmen or technicians who, without further training, could be readily absorbed into commerce or industry. We received representations, however, which indicated that this type of training produced employment problems as far as many of the local commercial and industrial organizations were concerned as the majority of employers were looking for a "finished" product to meet their specialized needs. Nevertheless, we appreciate that this type of training does have a very definite value particularly in the area of rural development. We consider however that there are strong grounds for reviewing the content and duration of these vocational courses and we recommend that this should be done in close liaison with commercial and industrial organizations. The establishment of a close working relationship is essential if this type of educational training is to contribute fully in meeting the future manpower requirements. The expansion as shown in the 1970/74 Development Plan will be meaningless unless the additional courses are geared to meet carefully identified development needs.

427. In this respect we anticipate that the introduction of the industrial training levy will have a profound effect in the near future on the administration and organization of various training schemes. We recommend that the

Ministry of Education should be allowed to play its full role in the development of these schemes so that the institutions under its control can be administered in such a way as to be flexible enough to accommodate and assist in the organization of varied courses sponsored by employers who are contributing to the Industrial Training Levy Fund.

428. The secondary technical schools are basically academic schools which provide a general education with a technical bias by offering elementary experience of workshop technology and concentrating on subjects which are basic to higher technological studies. We recommend that much greater emphasis should be placed on this type of training and that the four schools in question namely Nakuru, Nairobi, Mombasa and Sigalagala should be developed and enlarged so that they are all able to offer science courses at Forms 5 and 6 level. It is considered that students with this type of technical background are essential to the needs of the country and would form ideal recruits for further engineering and technological courses at the University of Nairobi and the Kenya Polytechnic.

429. We have recommended earlier in this chapter that the diversification of the secondary school curriculum towards a more practical bias is of the utmost importance and we note that a small number of schools have now included agriculture and industrial arts in their general studies. We recommend that the development of these courses should be accelerated and we urge Government to consider giving these schemes greater priority within the 1970/74 Development Plan. In reiterating this recommendation we acknowledge that these changes are dependent on the production of the necessary facilities such as workshops, equipment and, not least of all, qualified teaching staff. These are fundamentally problems of finance and manpower resources but we consider that they require urgent priority as far as the planned development of secondary education is concerned.

430. We also recommend that much greater emphasis should be placed on the teaching of commercial and business studies in all secondary schools. We understand that only one of the secondary technical schools provides such courses and that no provision has been made in the 1970/74 Development Plan for the expansion of such courses in other technical schools. We note that Government has plans to develop business studies courses at 30 secondary schools during the Plan period, but we consider that there are valid grounds for revising and expanding this programme. We have received representations that this type of training is at present being almost entirely undertaken by numerous private schools and colleges, many of which charge exorbitant fees and whose standards of training are often well below what is required. We believe that Government should accept increased responsibility for this type of training.

431. One of the most important areas of Technical Education is that concerned with post-secondary training. The responsibility in this field is carried

almost entirely by the Kenya Polytechnic, ably supported in a lesser degree by the Mombasa Technical Institute. Since 1964 the Polytechnic with invaluable aid and assistance from UNESCO has expanded rapidly and now offers a wide range of training courses on a full-time or day-release basis designed to meet the demanding needs of commerce and industry. We consider however that a number of the lower pre-technical courses should be transferred as soon as possible from the Polytechnic and allocated to the secondary vocational schools. This would allow this institution to continue to develop and expand its higher level technical courses.

432. We are informed that the Mombasa Technical Institute has recently been surveyed in the light of development needs and suitable recommendations forwarded to the Ministry of Education advocating the conversion of this institution to Polytechnic status. We recommend that this report should be fully appraised by Government with a view to implementing these recommendations at an early date. We are convinced that Government's priorities in the field of educational expansion lie in the development of technical education.

433. In recommending the expansion and development of these two Polytechnics we recognize that it would be necessary for a number of the lower craft and technical courses now being offered in these institutions to be transferred elsewhere and we recommend that Government considers the establishment of seven provincial post-secondary technical training institutions at Embu, Kakamega, Kisumu, Mombasa, Nairobi, Nakuru and Nyeri to cater for such courses.

434. These institutions could provide courses for secondary school leavers from both the academic and technical streams. The courses, of one or two years' duration, would provide training in technical skills designed to meet both the general and specific needs of small and large scale industrial organizations. In this way the recurrent costs of the scheme could be financed or partially financed from the Industrial Training Levy Fund and administered through the National Vocational Training Council in conjunction with the Ministry of Education.

TEACHER EDUCATION

435. Since independence, we note that there has been increasing recognition by Government of the important role that teachers must play in shaping and moulding the future of the Kenya nation. This recognition has been reflected by the establishment of the Teachers Service Commission as one employer, by improved salaries and terms of service and by a gradual reorganization and development of the Teacher Education programme. For our salary recommendations, we have placed even greater emphasis on this programme by proposing the introduction of special salary scales for Teachers' Colleges

in the hope that these institutions will in future be able to attract the most competent and best qualified teaching staff. We believe this to be fundamental if we are to carry out an effective programme of expansion whilst substantially improving our standards and enhancing the status of the teaching profession.

436. We have had to acknowledge that there are serious shortages of qualified and experienced teachers at all levels throughout the educational system, despite the establishment since independence of new and varied courses of training at the University of Nairobi, Kenyatta College, the Kenya Science Teachers' College, the Kenya Polytechnic and Egerton College. Many of these courses have been designed to meet the changing requirements of the curricula in the fields of agriculture, commercial and industrial arts, and technical subjects, but at the present time still fall a long way short of meeting the country's development needs. In considering this situation we trust that in keeping with its declared objectives as stated in the 1970/74 Development Plan, Government will ensure that adequate financial support is made available for the expansion of Teacher Education at primary and secondary level. It must be fully appreciated that the goals of national development will not be achieved unless we deal realistically with the problems of teacher supply. We note that in 1970 not less than 25 per cent of all primary school teachers were classified as professionally unqualified whilst in secondary schools and teacher colleges not less than 40 per cent were non-citizens.

437. We have indicated earlier in this chapter that by 1974, almost 75 per cent universality of the primary age groups will have been achieved in accordance with the Development Plan. However present indications are that it will be necessary to expand still further the primary teacher training programme if the proportion of unqualified teachers in Primary Education is to be reduced as required in the Development Plan. We therefore recommend that the planned expansion of 17 Primary Teachers' Colleges to an enrolment capacity of 480 students each should be reviewed and the possibility of developing 20 such colleges to an ultimate enrolment of 600 students per college be afforded full consideration. We further recommend that the in-service training of teachers should be much more closely associated with the responsibilities of the Teachers' Colleges supported wherever possible by the Primary Education Supervisory Scheme.

438. In support of this expansion, it is pertinent to note, as in the case of Secondary Education, that the grants payable to Primary Teachers' Colleges have remained static since 1964. We have received representations that many of these colleges are finding extreme difficulty in meeting their day-to-day expenditure and are unable to provide the essential equipment required for effective Teacher Education programmes. We strongly recommend that the realistic financial needs of these colleges should be reviewed immediately and the necessary alterations made to the grant structure.

439. We are equally concerned with the serious shortages of secondary school teachers particularly in the fields of agriculture, commerce, science and technical subjects. Our investigations have shown throughout that it is in these areas of study that the needs of the nation are greatest and we urge that serious consideration be given to the planned expansion and development of additional training courses for teachers in these subjects.

440. We have received evidence that it is the shortage of well-qualified graduate science teachers which causes perhaps the greatest concern. A new high level course has recently been introduced at Kenyatta College, now a constituent college of the University of Nairobi, but we understand that the laboratory facilities there are inadequate for the course requirements. We recommend that this matter should be given urgent attention. Alternatively consideration should be given to including the Kenya Science Teachers' College in this scheme, where science facilities for teacher training are second to none.

441. A further problem has been the supply of suitably qualified students for training as science teachers and we have earlier in this section stressed the importance of increasing the number of Form 5 and 6 science places. The demand for well-qualified science students exceeds supply and graduate courses in medicine, veterinary studies, agriculture and engineering have tended to cream off the best. We have therefore proposed in our salary recommendations that not only should the salaries of graduate teachers be brought more into line with the other professions, but that science teachers should be awarded a higher entry point on the graduate scale.

442. As a further means of reducing this shortage at graduate level, we recommend that consideration should be given to offering the best science teachers of S.1 status a 2-year conversion course at the Nairobi University. On the successful completion of the course they should be awarded a B.Ed. (Science based) degree. The Kenya Science Teachers' College offers excellent facilities for such a course. Similar courses are recommended for suitably qualified students who trained as S.1 teachers in agriculture at Egerton College.

443. We also recommend that as soon as possible, consideration should be given to upgrading the S.1 courses at Kenyatta College and Kenya Science Teachers' College by only selecting candidates who have completed a two-year "A" level subject course. The course should then be of two years duration instead of the present one year. P.1 students who have taught for not less than five years and during that period obtained external "A" level passes should be recruited for secondary school teaching by means of a one-year orientation course at either of these two colleges.

444. From the evidence we received, deep concern was expressed over the poor quality of staffing in many of the secondary technical and vocational

schools, apart from the general shortage of teachers with suitable technical qualifications. We recommend that as a first step to improving standards in these schools all teachers below the grade of S.1 should be transferred as soon as possible to primary schools or to relevant training institutions. We also recommend that adequate steps should be taken to develop and expand the Technical Teacher Training programme at the Kenya Polytechnic which we consider has tended to lag behind other teacher training schemes. We appreciate that there are special difficulties in expanding this type of teacher training, not least the shortage of candidates with the requisite basic qualifications for further training, but we believe that ways and means could be found to give the technical training schemes more impetus.

445. We are convinced that there is considerable scope for improving the quality of staff in many of the Teachers' Colleges and to this end we have recommended that a "Special" salary scale should be introduced. It will be necessary to carry out a regrading exercise, so that only the best qualified staff are retained, and we recommend that only in very exceptional cases should teachers below the grade of S.1 status be allowed to remain as tutors at these colleges. We are certain that the introduction of this new scale will meet the need to encourage experienced, well-qualified local staff to apply for posts in the Teachers' Colleges.

UNIVERSITY PLANNING AND DEVELOPMENT

446. In the introduction to this Chapter we outlined the broad aims of Education in a developing Kenya. In these aims the concern of education in fostering the development and continuance of the nation was underlined. Whether it is in serving the needs of social or economic development, we are convinced that conscious and integrated planning achieve the most effective and lasting results.

447. In the ensuing section on the organization of the Ministry of Education, the importance of a development and functional oriented structure is strongly emphasized. Development in this context must be seen as a concerted and co-ordinated effort in the appraisal of our needs, the formulation of our strategies and constant evaluation of action programmes. The tremendous upsurge of enthusiasm and demand for development since independence have greatly increased the difficulties of the careful and co-ordinated effort. In our opinion such planning would be incomplete without a clear objective of the course of University development.

448. The University of East Africa and the University of Nairobi as the successor national institution have always recognized explicitly that an important part of their function was to assist in meeting economic and social requirements for high-level manpower essential for development needs. The 1970-73 Development Plan for the University reflects this concern. However,

the University has not been involved to any great extent in formulating what these requirements are. This is not surprising since the capacity of the University to produce graduates was demonstrably below the demands of the economy, while there were difficulties in some faculties in filling all places with qualified students. The emphasis therefore tended to be on maximizing intake and output of students. These circumstances have been changing very rapidly. In the Faculty of Arts, for example, there are now more applicants with minimum qualifications than can be accommodated easily. On the other hand there are clear shortages in the scientific and technical fields.

449. Because of the complexity of planning for the development of existing and new institutions of University status and the lack of evidence in these areas, we see that we are not in a position to make specific recommendations; but since Government is in the process of setting up a machinery for the financial co-ordination of University needs we urge that a detailed examination of problems of University development should be taken as a separate exercise. We hope that special emphasis would be placed on the nation's future requirement of manpower with high level professional qualifications to which we have referred on numerous occasions throughout this report.

ORGANIZATION OF THE MINISTRY OF EDUCATION

450. In accordance with the President's Circular No. 1 of 1970, the functions of the Ministry of Education are as stated below:—

Education Policy.

Primary, Secondary and Higher Education including Overseas Education.

Languages.

Public Examinations.

Student Welfare.

United Nations Educational, Scientific and Cultural Organization.

School Broadcasts.

451. In order that these functions may be carried out effectively and without delay, it is necessary to ensure that the organization, both administrative and professional, of the Ministry of Education is efficient and well co-ordinated at all levels and that a happy working relationship exists amongst all officers within the organization.

452. Prior to independence, the functions of the Ministry of Education were carried out by the Department of Education. This department was responsible for implementing and administering Government policy and the Director of Education enjoyed, as the situation required, very wide freedom of action and exercised numerous powers vested in him by law.

453. In due course, an embryonic Minister appeared, first as the Member of Education and then in the last colonial period as Minister for Education, whose chief officer held the dual office of Permanent Secretary/Director of Education. The Minister sat in the Secretariat and dealt with the law, whilst the Permanent Secretary/Director of Education supported by a Deputy Director of Education assisted the Minister but remained in charge of the Ministry, with his autonomous powers untouched.

454. In 1961, following the extension of the franchise, the growth of responsible government and the approach of independence, the offices of the Minister and the Director of Education were combined to form a Ministry and the post of Chief Education Officer was established in lieu of the Deputy Director of Education. This reorganization of posts however had little effect on the administration within the Ministry and the Permanent Secretary, formerly the Director of Education, continued to maintain executive control of the Ministry.

455. During the period of internal self-government, the *Majimbo* Constitution was implemented and the Regions assumed responsibility for all primary and secondary education. These constitutional changes naturally affected the organization of the Ministry at headquarters. But within a comparatively short period of time, the Regional Assemblies of the *Majimbo* Constitution were abolished and, with the country assuming Republican status in December 1964, the responsibility for administering primary and secondary education returned once again to Central Government.

456. It is interesting to note that perhaps one of the most significant changes within the Ministry's organization during the period 1962/64 was that definite steps were taken to unify the Ministry's racial sections. To quote the Ministry of Education's triennial Survey 1961/63.

> "During the year, further steps were taken in the reorganization of the Ministry on non-racial lines. The Asian section was dissolved and its functions taken over by the two remaining Assistant Chief Education Officers. Of these, one is responsible amongst other things, for Secondary and Technical Education and the other for Primary Education, Teacher Training and the non-Government teaching service."

457. But the Education Act 1952 which vested all legal provisions in the title of Director of Education was still basically functioning, although the executive authority of Parliament through the Minister for Education was the practical power for carrying out the functions of the Ministry of Education. This Education Act was later amended and a new Act was introduced in 1968 which placed the full responsibility for Education on the Minister for Education.

458. Education services continued to expand rapidly, and it became necessary to make the Ministry of Education a more effective administrative unit. Mr. Irons was seconded from the Directorate of Personnel early in 1966 and requested to make recommendations for the reorganization of the Ministry. As a result of deep and searching inquiries into the functions and responsibilities of the various sections of the Ministry, a new organization structure was implemented in November 1966. The new proposals attempted to unify the Ministry and at the same time establish an effective administrative machinery for carrying out the professional and administrative functions of the Ministry under the Chief Education Officer and Deputy Secretary respectively.

459. But further developments ensued and the establishment of the Teachers Service Commission in July 1967 introduced new administrative problems both for the Ministry of Education and the Commission. Many of the initial difficulties have of course been solved, but it is considered that much can still be done to remove confusion and develop better working relationships between the officers of the Ministry and the Teachers Service Commission, particularly in the field of staffing, establishment matters and financial control.

460. The Millar-Craig Commission also recommended and Government accepted that the Chief Education Officer's salary should be at par with the Permanent Secretary on the grounds that this post carried responsibilities as heavy as those of the Permanent Secretary. Whereas the Chief Education Officer was the professional head of the Ministry like other professional heads in the Ministries of Agriculture, Health and Works, the Permanent Secretary was the Civil Service head, appointed by the Head of State and subject to transfer from Ministry to Ministry.

461. It is evident that this situation has from time to time, depending on the officers concerned, produced some administrative difficulties within the Ministry. We have considered this matter thoroughly and we are convinced that in view of the very high degree of professionalism and expertise required in servicing the Ministry of Education efficiently and the necessity to improve standards and retain continuity, the post of Chief Education Officer is essential in the future administration of this Ministry. The Permanent Secretary, as the chief executive, will be able to concentrate on his responsibilities for developing the policies of his Ministry, whilst controlling and safeguarding the funds allocated to it. But in accordance with the practice now followed in the other service Ministries, we recommend that the designation of the post of Chief Education Officer should be changed to Director of Education, and that this post should be acknowledged as the No. 2 post within the Ministry, as in the Ministries of Agriculture, Health and Works.

462. A detailed review of the designation and cadre of many of the high level posts in Government indicates that they are regarded more as professional posts than administrative. This is particularly evident in the designations used by the Ministry of Education, e.g. Assistant Chief Education Officer and Senior Education Officer. These posts, however, though carrying a "professional" designation are in fact mainly administrative in function. In this connexion we have decided to leave these professional-cum-administrative posts within the administrative groups in the Grading Manual.

463. It is acknowledged that a number of mainly "professional" posts should be retained, particularly in the Inspectorate, whilst many of the senior administrative posts, which require a great deal of professional "know-how" and experience, must continue to be recruited from the professional ranks in order to retain the respect and support of the teachers and heads of institutions. Equally, in a rapidly developing organization such as the Ministry of Education, there can be no doubt that there is room for the inclusion of some non-professional officers within the organization, though such appointments will of necessity be limited because of the professional functions of the Ministry of Education.

464. It is noted that the development of the Ministry as an effective administrative unit has undoubtedly been affected by the process of Kenyanization within the Civil Service. This Ministry has possibly lost more experienced manpower from its ranks than any other comparable organization since independence. A very considerable number of experienced senior administrators have moved either to more senior posts within the Civil Service or to the field of commerce. This has in many cases resulted in accelerated promotion within the Ministry for officers who were lacking the necessary professional and administrative experience for higher level duties. In the same way, many of the junior administrative staff, recruited from the teaching profession, have had a minimum of teaching experience prior to joining the administrative cadre and have a limited background to educational problems. The overall effect of this has been magnified by the rapid expansion of educational services during the past five years and the subsequent demand for more administrative staff. Thus the effectiveness of the Ministry as an efficient organ of administration has been reduced. It is considered essential to build up an organization structure which allows an officer to gain experience in a wide field of educational activities, both professional and administrative whilst providing a pattern of career prospects.

465. Recently we understand that the Ministry of Education introduced a new organization structure as illustrated at Appendix 7, Chart 1, which basically attempts to redivide the functions and responsibilities into two main divisions, a Ministry of Education and a Department of Education. We do not consider that this structure conforms to our recommendations regarding management practices as set out in Chapter X of this report. We consider that

the present area of command of posts occupied by certain key personnel is often too wide, resulting in excessive work loads and ineffective co-ordination. By separating completely the professional and administrative branches, difficulties must occur, particularly in the fields of planning, development and financial control. There is a lack of definition and authority in the projected lines of communication within the structure which from time to time must result in confusion and a reluctance by individuals in post to make clear-cut decisions. This is particularly so where officers with limited administrative and professional experience have been appointed to senior posts of responsibility.

466. In recommending the proposed structure as illustrated at Appendix 7, Chart 2, we have endeavoured to design an organization which would allow for the maximum utilization of the administrative and professional expertise and resources available to the Ministry. We have arrived at these proposals after seeking professional advice from experienced management consultants and we recommend that the various existing administrative, professional and financial branches should be regrouped into four main departments representing the primary objectives of the Ministry. An effective and efficient administration can only be developed if there is close co-ordination between all sections of the Ministry. The new structure ensures that the Permanent Secretary, as the chief executive, retains absolute administrative control of the Ministry, but at the same time provides that all professional matters affecting education become first the direct responsibility of the Director of Education.

467. It is considered that these proposals would strengthen and clarify the lines of authority and responsibility, thus promoting greater efficiency within the organization. The Permanent Secretary would be able to concern himself particularly with those policies affecting planning and development, as well as the general administrative policies of the Ministry whilst the Director of Education would undertake primarily those functions and responsibilities associated with educational standards, curriculum development, research, examinations and schools administration and management. The new structure would allow the administrative and professional services to be so integrated that the interests and potential of all four departments should be fully developed.

468. In order to encourage unity of action and regular consultation, it is recommended that the Director of Education, and the four heads of the proposed departments should form a management committee under the chairmanship of the Permanent Secretary to decide and implement all major matters of policy in respect of education in accordance with the separate functions as allocated to each department. Jointly under the Permanent Secretary, they would be responsible for establishing and maintaining clearly defined lines of communications within their departments so developing an efficient administration which allows for close co-ordination between the separate departments at all levels.

469. In proposing this new structure, we are conscious of the immense responsibilities which are placed on the shoulders of this Ministry. These responsibilities include not least the educational welfare of over one and a half million school children at primary and secondary level, the financial management of not less than £24 million per annum in respect of educational expenditure, the supervision of a teaching service, now numbering over 50,000 teachers. The structure must therefore be one which is geared to administer these responsibilities efficiently and at the same time accept the challenge of development and constant change within its educational programme.

470. The changes that we have recommended in the organizational structure require the two departments of Finance/Administration and Planning/Development to report direct to the Permanent Secretary whilst the two departments of Inspection and Schools Management report through the co-ordinator, the Director of Education. These four departments would be headed by a Deputy Secretary and three Deputy Directors of Education, one of whom would be the Chief Inspector of Schools. We now refer in detail to our proposals regarding departmental organization.

471. *Deputy Director of Education (Planning and Development).*—This department must be responsible for all planning and development of education throughout the country and should be divided into two main divisions as shown on the chart. The Assistant Director of Education (Planning) would be responsible for recommending the areas of development in accordance with the economic, social and statistical information available whilst the department headed by the Assistant Director of Education (Projects) would be responsible for actually effecting the building programme. It is however considered that the effectiveness of this department would be dependent on the close liaison and co-operation afforded to it by all other sections of the Ministry and in particular the field administration at both Provincial and District level.

472. We have already in this chapter drawn particular attention to the importance that must be attached in the future to the Planning and Development department. We have referred at some length to the deficiencies and to the lack of important detail provided in previous development programmes. We wish to emphasize that there must be close co-ordination between the heads of all departments in the formulation and implementation of new or revised development programmes. It is important to point out that planning and development in the field of education means more than just "bricks and mortar" and the building of new schools. In the past there has been evidence that new schemes affecting development have been introduced by a department of the Ministry without prior consultation with other relevant sections of the Ministry and this lack of co-ordination has often caused the Ministry financial embarrassment.

473. In accordance with the World Bank agreement, a number of appointments within this department will be made initially by that organization, but provision has also been made for such appointments to be understudied by local officers. The planning team would be responsible for reviewing and amending where necessary the present development plan and at the same time compiling information and statistics necessary for future planning. In view of the expertise required by officers in this section, it is recommended that all appointments should be at Senior Education Officer level with the exception of the Accountant.

474. *Deputy Secretary (Finance and Administration).*—This department would be headed by a Deputy Secretary who would have wide financial and administrative responsibilities. There would be two main sections within this department, one dealing with finance, establishment and personnel matters whilst the other concerns itself mainly with the University and Higher Education. The Ministry of Education is now directly responsible for the affairs of the University of Nairobi together with its constituent colleges. The responsibilities of this section therefore merit the appointment of an Assistant Director of Education, who would have oversight over all matters affecting Higher Education. This officer should be assisted by two Senior Education Officers in the administration of his section.

475. As far as the finance, establishment and personnel section of this department is concerned, no major recommendations regarding reorganization and procedures have been made. It has recently been agreed that the Ministry of Education should have its own accounting unit and it is logical that this unit should become a responsibility of the Under Secretary (Finance) —Principal Finance and Establishment Officer. It is however recommended that the Ministry's audit unit should be developed as quickly as possible thus taking over a larger share of the institutional management and financial control and it is essential that the establishment of this section should be increased substantially with higher grade staff to enable it to function efficiently. It is noted that large sums of money are spent each year on private audits, many of which are ineffective as a means of controlling and safeguarding the expenditure of Government funds, as they do not, in many cases, carry out stores auditing and verification. The three sections of this department namely Personnel, Accounts and Audit should be headed by the officers of the lower super scale grade.

476. In order to facilitate ease of organization within this department, we consider it necessary to recommend that one Senior Assistant Secretary aided by two Assistant Secretaries should be responsible directly to the Deputy Secretary for general administrative matters affecting Ministry organization and office administration.

477. *Deputy Director of Education (Management).*—In clarification of this function, it is recommended that the role of this department should be to ensure that all primary, secondary, technical, special schools and teachers' colleges throughout the country are effectively managed and administered. The responsibility for UNESCO, Commonwealth affairs and international conferences is also allocated to this department. It is therefore considered necessary to divide this department into three main sections each with an Assistant Director of Education at its head as illustrated in the organization chart.

478. It would be the responsibility of each section to ensure that all institutions are able to function efficiently by the prompt payment of grants-in-aid and close liaison with the Teachers Service Commission and the Provincial and District administration. We recommend that each section should be allocated two Senior Education Officers to ensure that the functions as illustrated on the organizational chart are effectively carried out.

479. We are convinced that it is necessary to place much greater emphasis on the administration at Provincial and District level and the Deputy Director of Education (Management) should now assume direct responsibility through his section heads for these administrations. The Ministry must clearly recognize the demands of work at the Provincial and District level to ensure that the right officers are appointed to the right jobs. The Commission considers that there must be a strengthening of these administrations by the introduction of higher grade posts both in the administrative and inspectorial cadres. It is most evident that with the massive development that has taken place since independence particularly in the field of primary and secondary education that these administrations are now grossly understaffed, if they are even to maintain, let alone improve the existing educational standards in our schools.

480. It is recommended that all Provincial Education Officers should be appointed at Assistant Director level and that they should be provided with adequate supporting staff in order to effectively carry out their functions. We propose that a Senior Education Officer should be appointed to head the administrative services at Provincial level whilst a Senior Inspector should be appointed in each Province to develop and improve the inspectorial services. An appropriate establishment would be allocated to each Provincial office in accordance with its requirements.

481. We further recommend that similar improvements should be made in the administration of primary education at District level by the introduction of a grading structure for District Education Officers. This structure should recognize the relative demands of work at District level taking into consideration population, number of schools, pupil/teacher population and development efforts, etc. The final criteria for these gradings should be based on

the principle of job evaluation to which reference has been made in preceding chapters.

482. We recommend that District Education Officers should be appointed to one of three possible grades which would provide opportunity and incentive within the District administration and we propose that Grades L, K and J be adopted, the final establishment to be determined in accordance with the findings of the job evaluation team.

483. We also consider that the Provincial and District administrations must be more actively utilized in the Ministry's planning and development schemes. It should be the responsibility of the Deputy Director of Education (Management) to ensure that close liaison is maintained between his department and the Department of Planning and Development and that full discussions are held regularly with the Provincial and District Administrations.

484. *Deputy Director (Educational Standards).*—We recommend that the Inspectorate of the Ministry should be headed by a Deputy Director of Education who would be the Chief Inspector of Schools, and who should be assisted by three Assistant Directors of Education as section heads, one in charge of the inspectorate, one for the examination section and one as head of the Kenya Institute of Education.

485. The Inspectorate should be responsible for maintaining the highest professional and educational standards throughout the country as well as developing the Schools Broadcasting system. As stated earlier in this chapter, the Commission considers that everything possible must be done to build up adequate inspection teams throughout the country and establish units at Provincial and District level which should be based on the school/teacher populations. It is recommended that the establishment of the central inspectorate operating from the Ministry headquarters should be increased to seven Senior Inspectors and 21 Subject Inspectors.

486. The Schools Broadcasting section is at present closely integrated with the Voice of Kenya and consideration should be given to making this section more independent, particularly on the production and technical sides. If this medium of instruction is to play a greater part in the educational system, as we consider it should, it is recommended that the department should be expanded from its present establishment of six administrative/production officers to nine officers, including a Senior Education Officer/Inspector as head of the section. It is necessary to ensure that adequate technical and supporting staff are also allocated to this unit.

487. The Examinations Section of the Ministry, headed by the Chief Examinations Officer is housed in separate buildings from the Ministry, but we consider should continue to be under the direct control of the Chief Inspector of Schools. This section has expanded rapidly since 1966, increas-

ing its establishment from 23 officers to 55 officers in 1969, though the majority of these were lower grade officers. The rapid expansion of education at all levels is reflected in the increased responsibilities now being placed on this section of the Ministry and we note that many of these responsibilities are not being adequately fulfilled.

488. A detailed study has shown that there is a shortage of responsible high-calibre staff and professional expertise within this section and we recommend that very definite steps must be taken to reorganize the administrative structure and to improve the cadre of officers employed there. It must be appreciated that during recent years this type of work has become very much more specialized, apart from the fact that the number of candidates sitting the various examinations has increased considerably. In 1966, about 9,000 candidates using 130 examination centres sat E.A.C.E. whilst in 1970, some 28,000 candidates using 450 centres sat the examination. Thus each succeeding year as the number of centres increase, the lines of communication are further extended, thus making close administration and supervision of this important examination more difficult. We consider that many of the difficulties experienced during 1970 were due in part to the shortage of adequate manpower within the section as well as the need to improve security arrangements.

489. We recommend that the Chief Examinations Officer should now be designated as Assistant Director of Education (Examinations) and that he should be assisted by a Senior Education Officer. In support there should be four Examination Officers and four Assistant Examination Officers appointed to control and administer the day-to-day organization of C.P.E., K.J.S.E. and London G.C.E. All these appointments should be made from the professional cadre. The Senior Education Officer (Examinations) should be made responsible for the organization of the general office administration with particular reference to the collection of examination fees and the registry. We also recommend that in the larger Provinces there is adequate justification for the appointment of an Examinations Officer to be included in the Provincial Education Officer's establishment. These field officers whilst being responsible to the Provincial Education Officer, should come under the professional umbrella of the Examinations Section.

490. The Kenya Institute of Education, as we have indicated earlier in this chapter, now plays a leading role in the educational system. We consider that it should remain under the direct control of the Chief Inspector of Schools and should be headed by an Assistant Director of Education.

491. At the present time this unit is administered by five co-ordinators who share varied research and administrative responsibilities in the functioning of the unit. It is recommended that the Institute should function through two sections, one dealing with research and the other with administration.

The research section would have two divisional heads, one responsible for research in the field of primary education and related teaching methods as far as they affect Teacher Education and the other division dealing with Secondary/Technical educational research.

492. The research into the education needs of a developing country must be a detailed continuous process and of necessity provide some form of career prospects for those officers dedicated to this type of work. It is considered that everything possible should be done to attract the right type of personnel to these posts and we have for this reason made provision for the professional and research staff at the Kenya Institute of Education to be included in our recommendations concerning salary scale structure in the Teaching Service. It will be necessary for the Ministry of Education and the Teachers Service Commission to agree an appropriate establishment for this institution.

493. On the administrative side we consider it necessary to define quite distinctly the responsibilities associated with the production of text books, publications and materials on the one hand, whilst identifying the more general administration directly connected with teachers' examinations, up-grading and in-service courses, issue of certificates and educational conferences. We recommend that the administrative section should be headed by a Senior Education Officer who should be provided with an appropriate establishment to administer his section.

494. Finally we do not consider that these staffing proposals are in anyway excessive, if the Ministry of Education is to provide the services which the country requires. We were extremely conscious that in many important fields of administration the present establishments were quite inadequate to meet the increased work-load generated by the rapid development of the past seven years.

THE TEACHERS SERVICE COMMISSION

495. The Teachers Service Commission was set up in 1967 under legislation enacted by Parliament in the previous year. The Commission became the employer of all non-Civil Service local teachers in primary, secondary technical and teacher training institutions. Other functions assigned to the Commission included promotions, postings, discipline and the remuneration and terms of service of the profession. A weakness of the arrangement was that although the Commission became responsible for the payment of teachers salaries it had no funds under its direct control. We understand that this had led to certain difficulties with the Ministry of Education from whose votes salaries and other Commission expenses are met.

496. We consider that events have proved that the creation of the Commission was a wise decision on the part of Government. In particular the establishment of the principle of a single employer for teachers for which

the Kenya National Union of Teachers had fought for years has had beneficial effects. The teaching service is now much more unified in its outlook and the way has been prepared for the service gradually to build up its own professional standards and discipline. In the paragraphs which follow we make recommendations designed to give the Commission greater authority and to strengthen it administratively. We have to mention however that proper staffing of schools is a subject of great interest to the Ministry of Education which is charged with the function of Education in Kenya. There must, therefore, always be very close liaison between the Teachers Service Commission and the Ministry of Education.

497. Despite certain adverse criticisms that were levelled against the Teachers Service Commission, we received strong representations from Ministry of Education officials and from the Kenya National Union of Teachers itself that the Commission has a vital role to play in the development of a strong and respected teaching service, but that in order to improve both its efficiency and effectiveness as an employer it was necessary to strengthen the administration of the Commission and to make certain amendments to the Teachers Service Commission Act.

498. We have studied the organization and administration of this Commission at some length and support the view that it has an essential role to play in the development of the country's educational services and that it should continue as an independent body responsible directly to the Minister of Education but operating outside the Civil Service. We consider that the organization of the Commission should be strengthened so that it can assume full responsibility for the administration of the whole of the teaching service.

499. In accordance with section 3 (2) of the Teachers Service Commission Act we recommend that the time is now opportune to increase the size of the Commission to five members, so that it consists of a Chairman, a Deputy Chairman and three other Commissioners. At present there is a Chairman and two members. The responsibilities of this Commission have increased considerably since January 1970, when it assumed full responsibility for the payment of salaries of all teachers employed in the County Council areas. As an organization controlling the affairs of over 50,000 teachers the increase to five members seems adequately justified. In addition we believe it is time that the various disciplinary responsibilities, which the Commission has, should be reorganized. At the present time, all matters involving discipline are processed and dealt with by the Commission in Nairobi and this procedure has been the subject of prolonged criticism by the teachers and the Kenya National Union of Teachers. We recommend that in future all disciplinary cases should be heard by the Commission sitting periodically at each Provincial Headquarters, one or two local representatives being invited to join the Commission for these disciplinary sessions. In this way the standards

of equality in disciplinary procedures, which have been established by the Commission since July 1967 would be maintained throughout the country, but at the same time the inclusion of local representatives and the ready availability of local evidence would ensure that all teachers were receiving a fair and just hearing. In this way the Commission, possibly operating as two separate committees, would spend some time travelling around the country, acquainting itself with the problems of the teaching service and could therefore play a much wider role in improving the administration of the Commission.

500. We do not accept the K.N.U.T.'s stand that the employer, namely the Commission, should not have the right to discipline its own employees, but we do accept their viewpoint that the Teachers Service Appeals Tribunal should be a detached and independent body and not serviced by officers of the Teachers Service Commission, and we recommend that the responsibility for the administration of the Appeals Tribunal should be a direct responsibility of the Ministry of Education.

501. We received many representations regarding the ineffectiveness of the staffing arrangements made for Secondary Schools and Teachers' Colleges and we consider that these criticisms are due largely to the dual staffing responsibilities held by the Ministry of Education and the Teachers Service Commission. We consider that efficiency lies in the early acceptance that the Commission must be made fully responsible for the administration of the Teaching Service and that all teachers, whether they are local citizens or expatriates, must be administered through one staffing office within the Commission.

502. We appreciate that such a reorganization will meet with certain initial difficulties but having investigated this matter very fully we are convinced that improved administration in the staffing of schools is dependent on the adoption of this recommendation. It should be noted that in the section dealing with "Salary Structure" we have recommended that all Government teachers should be transferred to the same basic salary scale structure under one authority, the Teachers Service Commission. These transfers will be facilitated by the proposals that we have made regarding accumulable leave arrangements for Civil Servants (*see* Chapter XXIII).

503. We consider that the regulations prescribed for the establishment and administration of the Teachers Service Remuneration Committee under sections 13, 14 and 15 of the Teachers Service Commission Act require immediate amendment. We understand that certain difficulties arose over the implementation of an earlier salary revision, whilst the Committee has done little to advise or regulate changes in teachers terms of service where financial implications were involved.

504. We believe that such a Committee should continue to be a part of the administrative structure and we recommend that the Ministry of Education and the Teachers Service Commission should arrange to have these regulations amended at an early date. It is necessary that such a Committee should serve as an effective forum for discussion and negotiation, but its deliberations should in no way be binding on Government.

505. In reviewing the present administrative structure of the Commission we recommend that it should be strengthened and reorganized on the lines set out at Appendix 7, Chart 3. We acknowledge that with the rapid growth of educational services since 1964, the administrative machinery of the Commission has from time to time found difficulty in coping with the volume of work and responsibility arising from the organization of a teaching service now estimated at over 50,000 teachers. We consider that the responsibilities of an organization such as this Commission compare more than favourably with that of the largest department in the Ministry of Education, so that the grading and remuneration of personnel within this structure should be commensurate with the recommendations we have made for that Ministry. We recommend that this reorganization should be implemented as soon as possible and that the additional staff required should, where necessary, be seconded from Government service or employed directly on contract by the Commission. It is noted that in accordance with the Teachers Service Commission Act 1966, the Commission is by law a statutory board though by the specialized nature of its structure, functions, responsibilities and close association with the Government educational administration it has been necessary to ensure that the senior executive of the board includes a number of experienced senior Government officials. We consider that in the interests of efficiency and since the T.S.C. is charged with a very important function of the Ministry of Education, this procedure should continue, and all such senior appointments should be made on the same lines as for the appointments in the other departments in the Ministry of Education. Further, we recommend that staff employed directly by the Commission should be entitled to enjoy superannuation privileges by being eligible to participate in the scheme outlined in Chapter XXI.

506. Finally we consider it pertinent to refer to the financial provisions through which the Commission functions in accordance with sections 16, 17 and 18 of the Teachers Service Commission Act. We understand that from time to time the Commission has experienced great difficulty in securing adequate grants to meet its commitments and there has been a reluctance by the Treasury to acknowledge fully the financial commitments of the Commission as an employer. As a result the Commission has a considerable accumulated deficit. It is considered essential that the Commission should be able to meet its prime obligation as an employer, that is to pay its employees, always provided that the total establishment of teachers is not exceeded. In view of the fact that more than 50 per cent of the Ministry of Education's

total annual expenditure is now spent on teachers' salaries, we recommend that in future the Commission must be involved in all financial negotiations affecting such expenditure and that very close liaison should be established between the Treasury, the Ministry of Education and the Teachers Service Commission. We therefore recommend that the amount of funds to be voted annually for all teachers' salaries should in future be allocated as a separate subhead (Teachers Service Commission) in the Ministry's estimates against an approved establishment. It would then be possible to exert stringent control over the expenditure of these funds.

CHAPTER XVII—TEACHERS SALARIES AND TERMS OF SERVICE

507. In reviewing the salaries of the teaching profession, our main purpose has been to develop a salary structure, attractive to the different levels of the service, yet one which clearly identifies the profession as a separate but integral part of the public services. Such a structure must provide the necessary incentives to all entrants to the service and afford definite career prospects which compare favourably with those found elsewhere in the public services. To this end the Teachers Service Commission must be seen to become the employer of all teachers, so playing its vital role in the development of a strong and unified teaching service.

508. Since the Flemming Salary Review in 1960, teachers' salaries have been increased on no less than four other occasions, in 1962 by the Lawrence Commission, in 1964 by the Pratt Commission, in 1967 by the Millar-Craig Commission and in 1969 by the Salary Remuneration Committee operating under the Teachers Service Commission Act. These revisions affected primarily the salaries of teachers in Primary Education, now numbering over 48,000 whilst the salaries of teachers engaged in Secondary, Technical and Teacher Education have remained virtually unchanged during the last ten years.

509. An examination of the salaries of P.3 teachers for example, who form the backbone of the profession at primary level, shows that between 1960 and 1970 their minimum starting salary rose from £133 16s. to £225 per annum, a percentage increase of 68 per cent, whilst at the maximum the percentage rise was 94 per cent, that is from £201 to £390 per annum. During the same period the P.2 and P.1 teachers enjoyed increases ranging between 40 per cent and 50 per cent at the minimum and maximum of their scales respectively. These increases, particularly since independence, would suggest that Government has given the primary school teachers full recognition for their services and for the part they have played in the educational development of the country. But one major criticism arising from these increases, relates to the emphasis which the present structure places on large salary differentials between the primary grades, as determined mainly by academic ability, with little or no consideration for the duties which teachers of all grades actually perform in the primary schools.

510. In considering the question of a new salary structure, we believe that it is now important to afford greater consideration to the concept of "rate for the job", with a view to integrating the P.3, P.2 and P.1 grades into one single salary scale—a Primary Teachers Scale. In this way a greater sense of purpose and unity within the profession at primary level will be established. As previously stated it is considered that the present separate scales

reflect too large a difference in respect of academic qualifications. The P.3 teacher, of whom there are now over 20,000 in that grade, earns only £321 per annum in the tenth year of teaching, whereas the P.2 teacher earns that amount in the fourth year and the P.1 teacher with no experience at all commences at £420 per annum.

Estimated Primary Teacher Establishment 1971

UQ	P.4	P.3	P.2	P.1	S.1	Total
11,112	2,439	20,487	9,939	3,839	209	48,025

SOURCE: Teachers Service Commission.

511. The table provided above gives the estimated breakdown of teachers employed in the present Primary School system. Thus it may be argued that with over 6,000 Primary Schools and allowing for problems of location and teacher supply, that the three main grades of trained teachers, namely P.3, P.2 and P.1 must all be performing similar and often identical duties, with the P.3 Grades by weight of numbers alone, taking the greatest share of the overall responsibility for the success or failure of Primary Education.

512. Although we have recommended earlier in this chapter that the training of P.3 teachers should be discontinued as soon as possible, it must be accepted that during the next decade, they will continue to be the mainstay of our primary education system and therefore should be paid a salary which is a fairer reward for the job they perform, but at the same time within the financial resources of the country to pay.

513. With this factor in mind and having given full consideration to the evidence as submitted by the K.N.U.T. in respect of minimum wage requirements for teachers we now recommend that the new minimum salary for the P.3 teacher should be £270 per annum. In formulating the new salary structure at primary level, we were also influenced by the awards which were made to the P.1 teachers by the Industrial Court decision of 10th March 1970. The salary structure for Primary Education has therefore been divided into three main groups as set out in Tables A, B and C at the end of this chapter.

Group I—Unqualified Teachers

514. The increases recommended for the lower categories of unqualified teachers as set out in Table A are in accordance with those awarded to the unskilled grades of the Civil Service. It is acknowledged that for some time to come, the primary system will require the services of unqualified teachers, but persons employed in these grades should not be regarded as

making a career in teaching. It is considered that in future, the recruitment of unqualified teachers should be restricted as far as possible to applicants who have received not less than two years secondary education. Such teachers would then form a major source of recruitment for the Primary Teachers' Colleges.

515. We do not consider that there are grounds for increasing the salaries of unqualified teachers who hold a qualification of School Certificate (E.A.C.E.) level or higher. Their period of employment should be regarded as very temporary prior to receiving formal training.

Group II—P.4 Teachers

516. In view of the fact that recruitment to this grade is now almost non-existent and that the number of P.4 teachers in employment is just over 2,000, of whom almost 1,400 are at present serving on the maximum salary of £294 per annum, we consider that this grade should continue to retain its own separate salary scale until the time comes when the scale can be made obsolete.

517. We propose therefore to recommend only minor changes to the minimum and maximum points of the P.4 scale, but to reduce the scale from 16 points to 13 points overall and to convert the appropriate salary points in accordance with the principles adopted in the new Primary Teachers Scale. Details of the new proposed scale may be found in Table B.

Group III—Primary Teachers Scale—(Incorporating former P.3, P.2 and P.1 scales)

518. As stated earlier in this chapter we recommend the introduction of a single Primary Teachers Scale commencing at £270 per annum for the Primary Teacher III and reaching a maximum of £906 per annum for the Primary Teacher I.

519. This scale consists broadly of three overlapping sections which were formerly the P.3, P.2 and P.1 scales. These have been re-orientated with a new progressive incremental pattern to produce a single scale with different salary entry points and maxima for the three grades. In accordance with the conditions laid down in the promotion regulations, teachers would continue to be able to qualify for advancement from one segment to another, but it is considered that in future greater emphasis should be placed on a higher standard of teaching efficiency rather than just the ability to progress on academic grounds. It is considered that appropriate amendments should be made to the regulations governing the promotion of teachers with a view to ensuring that promotion on purely academic grounds is no longer automatic. All promotions within grades must therefore be sanctioned by the Ministry of Education following the award of higher academic qualifications and the approval of satisfactory inspection reports.

520. The detailed proposals for this scale are contained in Table C. It is recommended that increases ranging from between £21 and £45 should be awarded to the Primary Teacher III in the lower segment of the scale where the first eight salary points have been reduced to 4 points in the new scale. In the subsequent 8 years increases range from £9 to £30 per annum. It is further proposed that this segment should be extended by three new additional points giving the Primary Teacher III a new salary scale of £270 to £528 per annum over 16 years. Teachers at the present maximum of the scale however would have to demonstrate that they had attained a high degree of efficiency before being eligible to proceed along the new upper segment. It would be necessary to arrange for the submission of suitable inspection reports from appropriate officers.

521. In considering the entry point to the new Primary Scale for the Primary Teacher II, we recommend that a distinction should be drawn between those Primary Teachers II who have completed 9 years of education prior to entering a Teachers' College and those who have completed 11 years of education. We propose that the former should enter at £306 per annum and those with 11 years of education at £318 per annum. In this way the new Primary Teacher II would be starting either three or four points higher up the Primary Scale than the new Primary Teacher III.

522. The new segment of the Primary Scale for Primary Teacher II would extend from £306 to £636 per annum over 17 years, so that there would be an overlap of 13 salary points between the new Primary Teacher III and Primary Teacher II segments of the scale. All Primary Teachers II now in service would enjoy increases varying from £12 to £42 per annum.

523. The P.1 teachers now numbering almost 4,000 received considerable increases in 1969, which were further improved by the decision of the Industrial Court in March 1970 to enhance the minimum P.1 salary to £420 per annum and the maximum to £906 per annum. It was however necessary in order to maintain uniformity in our new salary structure to effect minor adjustments to this segment which has been reduced from 19 points to 16 points. As a result of these changes, the majority of Primary Teachers I would receive increases varying from £18 to £51 per annum and would in future enter at £447 per annum with a maximum of £906 per annum.

Group IV—S.1 Teachers—(Primary/Secondary Non-Graduates)

524. The recommended scale for the S.1 teacher as shown in Table D is designed to cater mainly for the non-graduate teacher employed in the Secondary/Secondary Technical School system. These teachers are trained for secondary education at either Kenyatta College or the Kenya Science Teachers' College, and, with a total output now approaching 400 teachers per annum, form a very important section of the secondary teacher force.

In 1970 there were approximately 1,500 of these teachers employed of whom almost 1,200 were serving on the first three salary points of the scale £684 to £1,119 per annum (16 points).

525. We do not consider that there are grounds for substantial increases to this scale, but minimal increases are recommended at the bottom to ensure that the scale compares favourably to that offered to other persons in the public sector with similar training and qualifications. We propose that the original 16 point scale should be reduced to 13 points and an extension of 3 points made to the upper segment of the scale retaining a 16 point scale. The new scale of £702 to £1,326 enhances the career prospects of this grade who each year play an ever increasing and important role in the development of secondary education throughout the country. The majority of these teachers would receive increases ranging from £15 to £36 per annum.

526. In addition to those S.1 teachers trained at Kenyatta College and K.S.T.C., many P.1 teachers gain promotion to S.1 status by passing either the Higher School Certificate examination or gaining two "A" level subject equivalents (E.A.C.E.). We recommend that consideration should be given to the abolition of this method of promotion from primary education to secondary education and that the promotion of P.1 teachers to the S.1 grade should only be granted after such teachers have gained their additional academic qualifications and completed 5 years satisfactory and efficient service as primary school teachers. In order to compensate for this change of policy, P.1 teachers who had acquired the requisite additional academic qualifications would receive an immediate additional payment of £24 per annum. Such teachers would then be selected for a one-year re-orientation course at Kenyatta College or the Kenya Science Teachers' College to prepare them for secondary school teaching, or alternatively a Special Primary Teachers course.

527. It is further recommended that as soon as possible these colleges should not be allowed to recruit E.A.C.E. trainees (Form 4 level) direct from secondary schools, but only from the ranks of the profession. Direct entrants from the secondary schools to these colleges should in future have completed the two-year (Form 5/6) course which should be followed by a two-year teacher training course.

528. At the present time there are a limited number of S.1 grade posts within the Primary Education system. The question of introducing S.1 teacher establishments within the primary system should be reviewed by the Ministry of Education so as to form a further avenue of promotion for the P.1 teacher. This would also remove the necessity for such teachers having to transfer to secondary education in order to gain promotion.

Group V—Graduate Teachers

529. We have noted that the present Graduate Teacher salary scale of £810–£1,710 per annum has virtually remained unchanged from what it was 10 years ago, namely £798-£1,671 per annum. Thus the salaries paid to all professionally qualified graduate staff, not only in the Teaching Service but in the Civil Service too, have tended to lag well behind those of the private sector.

530. We consider that if teaching as a profession is to attract young local graduates, then considerable improvements must now be made to this scale. The graduate teacher must be given incentives, reasonable career prospects and above all a fair salary relative to the "market value" of his qualification. With this important point in mind, we propose that entry to this scale should be determined by particular graduate qualifications and we wish to lay emphasis on the present shortage in the science and technological fields where less than 15 per cent of the total graduate teacher force are local citizens.

531. We recommend therefore that a new graduate scale of £906 to £1,854 as shown in Table E should be introduced with appropriate entry points to the scale in accordance with a teacher's professional training and qualifications. A science graduate with a Diploma in Education would in future commence at £1,134 per annum instead of £852 per annum whilst a three-year trained Bachelor of Education graduate would commence at £1,038 per annum instead of £852 per annum.

Group VI—Teachers' Colleges, Kenya Polytechnic, Mombasa Technical Institute and Kenya Institute of Education

532. It is recommended that the separate salary scale structure as at present applied to staff at the Kenya Polytechnic should be developed to include all Teachers' Colleges (Primary and Secondary), the Mombasa Technical Institute and the Kenya Institute of Education.

533. The introduction of a separate scale for Teachers' Colleges would not only assist in raising the status of the profession, but would also provide greater incentives to staff and would recognize the importance of appointing only well qualified and experienced staff to do teacher training work. The present system employed for the appointment of staff to Teachers' Colleges is haphazard and leaves much to be desired. The appointment of staff should be far more selective than it is, but to ensure that only the best teaching staff are attracted to these institutions, adequate remuneration should be paid. With the introduction of a separate scale, it would be possible to advertise all the posts in these Colleges and to select staff on merit.

534. As far as the Technical and Research fields are concerned, it is of prime importance that the three institutions concerned should be provided with teaching staff of the highest calibre if they are to play their full part in

assisting to produce the necessary manpower requirements for the country. This necessitates the introduction of salary scales which have a meaningful market value, if suitably qualified and experienced staff are to be attracted to these institutions.

535. We propose that the salary scale, £858-£2,574 as detailed in Table F should be introduced and adapted on the lines set out below:—

(i) *Asst. Lecturer II*—£858-£1,146

Appointments to this grade would normally be for non-graduates. Minimum qualifications would be the P.1 or S.1 certificate whilst in the technical fields the Certificate of the City & Guilds of London Institute, a Higher National Certificate or a Higher National Diploma would be acceptable qualifications.

(ii) *Asst. Lecturer I*—£1,194-£1,482

This scale is a continuation of the Asst. Lecturer II Scale and in normal circumstances a teacher appointed to the Asst. Lecturer II Scale would expect to proceed to £1,482 per annum.

Direct appointments to this grade may be made of graduate teachers or professionally qualified candidates of equivalent status who have had appropriate experience in industry or commerce.

(iii) *Lecturer*—£1,542-£1,902

Entry to this grade may be by promotion from Asst. Lecturer I after not less than three years' service in that grade.

Direct appointment to this grade may only be given to candidates who have graduate or equivalent qualifications together with appropriate experience. Appointments to Teachers' Colleges and the K.I.E. should normally have had not less than five years' approved teaching experience whilst appointment to the Technical Institutes would require not less than a total of six years' experience of which at least two years must be approved teaching experience and the balance approved technical or commercial experience.

(iv) *Senior Lecturer*—£1,962-£2,250

This grade of staff would normally be in charge of departments within the administration of the institution. Appointment to this grade would be on promotion from the Lecturer grade, though in exceptional circumstances a direct appointment need not in any way be precluded provided it is within the approved establishment and the candidate has the appropriate qualification and experience.

(v) *Principal Lecturer*—£2,322-£2,574

Appointments to this grade would normally be responsible for the organization of major departments at the Kenya Polytechnic, Mombasa Technical Institute, Kenyatta College, Kenya Science Teachers' College, and the Kenya Institute of Education. This grade would not apply to the Primary Teachers' Colleges. Appointment to this grade would be on promotion from the Senior Lecturer grade, though direct appointment to this grade should not be precluded under special circumstances.

(vi) *Principals and Deputy Principals*

The salaries of Principals and Deputy Principals should be increased so as to reflect fully the status and responsibilities of the work being done in these institutions. These salaries as shown in Table F range from £2,100 to £3,270 and should assist in attracting candidates within the profession who have both the necessary outstanding professional and administrative abilities required to make a success of the job.

536. The Ministry of Education in consultation with the Teachers Service Commission would be required to lay down a separate establishment for each of these institutions in accordance with its size and responsibilities. The following formula might be utilized as a guide in determining these establishments—

(i) not less than 30 per cent nor more than 45 per cent of the teaching staff (excluding the Principal and Deputy Principal), should be on the Assistant Lecturer Scale;

(ii) not less than 35 per cent nor more than 55 per cent of the teaching staff (excluding the Principal and Deputy Principal), should be on the Lecturer Scale;

(iii) not less than 10 per cent nor more than 25 per cent of the teaching staff (excluding the Principal and Deputy Principal), should be on the Senior Lecturer or Principal Lecturer Scale.

537. At the present time, there are, we understand, about 30 institutions which would qualify for this scale. These institutions are now staffed by teachers of varying ability ranging from P.2 teachers to graduate teachers. We recommend therefore that a regrading exercise should be carried out by the Ministry of Education Inspectorate before the new scale is introduced. It must be accepted that a number of these staff will be found to be below the required standard, but if this new scale is to reflect the importance and responsibilities which we consider these institutions should have, then only the best staff must be recruited or allowed to remain in this section of the teaching service.

538. In considering further the implications of these salary recommendations, we note that the Ministry of Education still has included within its establishment a large number of Government teachers, including both local

and expatriate teachers. We believe that if a strong unified teaching service is to be developed, teachers of all grades should be members of one teaching service and subject as far as possible to the same basic salary scales and the same conditions of service and under one authority, namely the Teachers Service Commission. In order that the proposed scales may apply to all teachers, we recommend that the Ministry of Education and the Teachers Service Commission should concern themselves at an early date with effecting the transfer of all Government teachers either permanently where practicable, or on secondment, to the Teachers Service Commission. We realize that there are certain difficulties to be overcome in implementing this recommendation, but we consider that it can be done and when completed will lead to greater efficiency and unity within the teaching profession.

TABLE A

SALARY STRUCTURE

GROUP I

UNQUALIFIED TEACHERS' SCALES

		Present	*Recommenaea*
		£	£
A.	Without C.P.E.	102 p.a.	120 p.a.
B.	With C.P.E.	115·04 p.a.	126 p.a.
C.	With K.J.S.E. or Equivalent	126 p.a.	138 p.a.
D.	With E.A.C.E. or Equivalent	252 p.a.	252 p.a.
E.	With one acceptable subject at 'A' or Principal level	330 p.a.	330 p.a.
F.	With H.S.C. or two acceptable subjects at 'A' or Principal level	366 p.a.	366 p.a.

TABLE B

SALARY STRUCTURE

GROUP II

P.4 GRADE (PRIMARY)

	Present (£ *per annum*)	*Recommended* (£ *per annum*)
1.	156	162
2.	162	174
3.	168	
4.	174	186
5.	180	198
6.	186	210
7.	192	222
8.	198	234
9.	207	246
10.	216	258
11.	225	270
12.	234	
13.	243	282
14.	252	
15.	273	294
16.	294	306
	(16)	(13)

SALARY STRUCTURE

GROUP III

PRIMARY TEACHERS SCALE

(INCORPORATING P.3, P.2 AND P.1 GRADES)

P.3 (£ per annum)	*P.2 (£ per annum)*	*P.1 (£ per annum)*		*Primary Teachers Scale Recommended (£ per annum)*
225			Entry Point Primary Teacher III	270
234				
243				282
252				
261				294
273				
285				
297			Entry Point Primary Teacher II	306 (9 years)
309	288			
	300		Entry Point Primary Teacher II	318 (11 years)
321	312			330
330	324			342
342	342			354
354				366
366	360			384
378	378			402
390	396			420
(16)	414	420	Entry Point Primary Teacher I	447
	432			
	450	447		474
	468	474		501
	486			
	504	501	Maximum Primary Teacher III	528
	528	528		555
	552	555		582
	(16)	582		609
		609	Maximum Primary Teacher II	636
		636		669
		663		702
		690		735
		717		
		744		768
		771		801
		798		834
		825		
		852		870
		879		
		906	Maximum Primary Teacher I	906
		(19)		

SALARY STRUCTURE

TABLE D

GROUP IV

S.1 (NON-GRADUATE) SCALE

PRIMARY/SECONDARY SCALE

	Present (£ *per annum*)	*Recommended* (£ *per annum*)
1.	684	702
2.	711	735
3.	738	768
4.	765	801
5.	792	
6.	819	834
7.	846	870
8.	873	906
9.	900	
10.	927	942
11.	954	990
12.	981	1,038
13.	1,011	1,086
14.	1,047	1,134
15.	1,083	1,182
16.	1,119	
17.	1,128*	1,230
18.	1,170*	1,278
		1,326
*Shadow Points	(16)	(16)

SALARY STRUCTURE

TABLE E

GROUP V

GRADUATE TEACHER SCALE

(Secondary/Secondary Technical/Vocational)

Present (£ *per annum*)	*Recommended* (£ *per annum*)	
	906	4 year Graduate after E.A.C.E. (or C.S.C.). Approved Teacher
810	942	3 year Graduate Untrained after E.A.C.E. (Advanced) or H.S.C.
852	990	
894	1,038	B.Ed. Graduates.
936		
978	1,086	B.A., Dip. Ed. Graduates.
1,023	1,134	B.Sc., Dip. Ed. Graduates.
1,068	1,182	
1,113		
1,158	1,230	
1,206	1,278	
1,254	1,326	
1,302	1,392	
1,350		
1,398	1,458	
1,446	1,524	
1,497	1,590	
1,548	1,656	
1,602	1,722	
1,656	1,788	
1,710	1,854	

SALARY STRUCTURE

GROUP VI

Salary Scale for Teachers' Colleges, Kenya Polytechnic, Mombasa Technical Institute and the Kenya Institute of Education.

	(£ *per annum*)
Assistant Lecturer II	858
	906
	954
	1,002
	1,050
	1,098
	1,146
Assistant Lecturer I	1,194
	1,242
	1,290
	1,338
	1,386
	1,434
	1,482
Lecturer	1,542
	1,602
	1,662
	1,722
	1,782
	1,842
	1,902
Senior Lecturer	1,962
	2,034
	2,106
	2,178
	2,250
Principal Lecturer	2,322
	2,406
	2,490
	2,574

Deputy Principal	(Teachers' College—Primary)	£2,100x90–2,370
Principal	(Teachers' College—Primary)	£2,400x120–2,760
Deputy Principal	(other institutions*)	£2,400x120–2,760
Principal	(other institutions*)	£2,910x120–3,270

*Other institutions include Teachers' College—Secondary, Kenya Polytechnic and the Mombasa Technical Institute.

TERMS AND CONDITIONS OF SERVICE

539. We have given considerable time and thought to the evidence and problems which were presented to us both by teachers individually and by the Kenya National Union of Teachers regarding the terms and conditions of service as prescribed in the existing Teachers Service Commission Code of Regulations for Teachers.

540. From the representations that we have received we are convinced that the majority of these problems can be quite adequately resolved by the establishment of improved negotiating machinery between the Teachers Service Commission and the Kenya National Union of Teachers. It is acknowledged that there are a number of weaknesses in the present Teachers Service Commission Act (1966) which have from time to time prevented the establishment of realistic working arrangements between these two organizations. We have, however, made separate recommendations on these matters in the section dealing with the Teachers Service Commission. We consider that many of the problems concerning payment of travelling allowances, transfer allowances, promotion, leave and loans, etc., can be settled quite amicably around the table and should, where practicable, follow the recommendations we have made for Civil Servants. There are, however, a number of points at issue, on which we would like to comment and make appropriate recommendations.

Additional Responsibility Payments

541. We note that these were first introduced into the Teaching Service regulations with effect from 1st April 1964 following the implementation of the Pratt Salary Review. We strongly endorse the system of additional responsibility payments as it considerably enhances the flexibility of the salary structure whilst at the same time, providing greater incentives and career prospects within the teaching profession.

542. The introduction of responsibility payments has provided the means whereby teachers who undertake additional responsibilities such as headmasters, deputy headmasters or heads of departments are paid a fair reward in addition to their basic salary entitlement and we recommend that this scheme should be extended and developed in accordance with the new schedule as set out below. Furthermore, we recommend that these payments, made in respect of specific responsibilities, should be regarded as an integral part of a teacher's total salary remuneration and be calculated as part of the total pensionable emoluments at the date of retirement in accordance with the relevant section of the Pensions Act.

543. In support of this recommendation we understand that by the end of 1971 all teachers' salaries will have been fully computerized. The Teachers Service Commission should then be able to produce adequate and reliable records of salary payments from which all pension claims may be checked and processed, so that no administrative difficulties are foreseen in making these payments part of a teacher's total pensionable emoluments. All teachers whether directly employed by the Teachers Service Commission or seconded to that body should be entitled to receive these payments in respect of additional responsibilities.

Schedule of Additional Responsibility Payments

(A) PRIMARY SCHOOLS

(i) *Responsibility Payments—Headmasters and Deputy Headmasters*

	Headmaster £	*Deputy Headmaster* £
Grade I Single Stream (Day)	45 p.a.	12 p.a.
Grade II Double Stream (Day)	90 p.a.	24 p.a.
Grade III Triple Stream (Day)	135 p.a.	36 p.a.

NOTES—

(*a*) Responsibility payment for Deputy Headmaster at Grade I rate due when total teacher establishment is 6 or more.

(*b*) Responsibility payment for Deputy Headmaster at Grade II rate due when total teacher establishment is 10 or more.

(*c*) Responsibility payment for Deputy Headmaster at Grade III rate due when total teacher establishment is 16 or more.

(ii) *Responsibility Payment—Primary Boarding Schools*

In recognized Primary Boarding Schools the present system of calculating the headmaster's responsibility payment in respect of boarders should be retained:—

(*a*) Up to the first 60 boarders .. .. £48 p.a.

(*b*) Each additional complete unit of 60 boarders .. £30 p.a.

(iii) *Graded Posts of Special Responsibility*

In Double Stream Schools *ONE* additional post .. £18 p.a.

In Triple Stream Schools *THREE* additional posts .. £18 p.a.

(iv) *Payment for Additional Qualifications*

Additional payment for recognized additional qualification H.S.C. or E.A.C.E. (Advanced Level) .. .. £24 p.a.

(B) SPECIAL SCHOOLS

All teachers employed in "Special" Schools should be paid a special additional payment of £24 per annum.

(C) SECONDARY SCHOOLS (INCLUDING TECHNICAL VOCATIONAL)

(i) *Responsibility Payments—Headmasters and Deputy Headmasters*

	Headmasters £	*Deputy Headmasters* £
Grade I Single Stream (Day)	90 p.a.	36 p.a.
Grade II Double Stream (Day)	180 p.a.	72 p.a.
Grade III Triple Stream (Day)	270 p.a.	108 p.a.
Grade IV Four Stream (Day)	360 p.a.	132 p.a.
Grade V Five Stream (Day)	450 p.a.	156 p.a.
Grade VI Six Stream (Day)	540 p.a.	180 p.a.
Grade VII Single Stream (Boarding)	210 p.a.	72 p.a.
Grade VIII Double Stream (Boarding) ..	330 p.a.	108 p.a.
Grade IX Triple Stream (Boarding)	510 p.a.	162 p.a.
Grade X Four Stream (Boarding)	630 p.a.	198 p.a.
Grade XI Five Stream (Boarding)	750 p.a.	234 p.a.

(ii) ***Payment for Additional Qualifications***

An additional payment of £30 per annum should be made to teachers who obtain a second degree or other approved qualification in a recognized teaching subject.

(iii) ***Responsibility Payment—Heads of Departments***

In all secondary schools, other than single stream schools, a number of heads of department posts should be scheduled in accordance with the size of the school and its approved establishment. This schedule should be drawn up by the Teachers Service Commission in consultation with the Ministry of Education.

Responsibility payment—£60 per annum.

544. In conjunction with these proposals, we recommend that the employment and designation of all teachers should be the full responsibility of the Teachers Service Commission. The present practice whereby the headships of certain schools are scheduled as Senior Education Officer posts within the Civil Service, with the subsequent transfer of teachers from the Teaching Service to the Civil Service should cease forthwith. All head teachers should be Teachers Service Commission employees and be paid the scheduled additional responsibility payment.

Housing

545. We have examined this vast problem in the light of the evidence presented to us but regret that we find it impossible to recommend an immediate solution. We do not accept the viewpoint expressed by the Kenya National Union of Teachers that it is now the responsibility of the employer namely the Teachers Service Commission to provide teachers with housing. As far as Primary Education is concerned, it has always been the responsibility of the local community to assist with the teachers' housing, and we believe that this *harambee* spirit must continue for some time to play a vital part in helping to solve this problem. We do wholeheartedly agree, however, that the Teachers Service Commission must be far more actively involved with this problem and there is undoubtedly considerable merit in the proposal submitted to us that the Teachers Service Commission should establish a Teachers' Housing Board to formulate and implement an approved plan for teachers' housing throughout the country.

546. In this context we support the recommendation of the Millar-Craig Report. We consider the problem of teachers' housing to be of sufficient national importance to justify the setting up of this Board which would develop its activities through close liaison with various Government departments, District Education Boards, the National Housing Corporation and the general public.

547. In the meantime we would wish to recommend that the number of areas where teachers may obtain housing allowances in respect of rented or owner-occupied quarters should be increased and we give below the proposed amended list of these areas:—

1. Nairobi Area.
2. Mombasa Municipality.
3. Eldoret Municipality.
4. Embu Municipality.
5. Kakamega Municipality.
6. Kisumu Municipality.
7. Kitale Municipality.

8. Meru Municipality.
9. Nakuru Municipality.
10. Nyeri Municipality.
11. Thika Municipality.
12. Athi River Urban Council Area.
13. Bungoma Urban Council Area.
14. Karatina Urban Council Area.
15. Kericho Urban Council Area.
16. Kiambu Urban Council Area.
17. Kisii Urban Council Area.
18. Lamu Urban Council Area.
19. Malindi Mambrui Urban Council Area.
20. Masaku Urban Council Area.
21. Maseno Urban Council Area.
22. Muranga Urban Council Area.
23. Naivasha Urban Council Area.
24. Nanyuki Urban Council Area.
25. Thomson's Falls Urban Council Area.

Housing Allowances

548. We recommend that the following revised scales of housing allowances for teachers should be introduced to comply with the changes we have proposed for civil servants in Chapter XXIII.

(*a*) All unqualified teachers earning Sh. 230 per month or less appointed to schools in the areas listed above, should be eligible for a house allowance if not housed free. Such teachers in Nairobi and Mombasa should be paid Sh. 75 per month and in all other scheduled areas Sh. 50 per month. Married teachers living with their husbands would not be eligible for this allowance.

(*b*) All teachers working at schools in the areas as scheduled and not falling within the category of unqualified teachers earning Sh. 230 per month or less, and not in occupation of institutional houses and who occupy privately rented quarters, should be eligible for a housing allowance in accordance with the schedule below, provided they do not occupy quarters out of proportion to their status and the size of their families. In assessing house allowances, the following maxima should not be exceeded:—

Teachers on the undermentioned new annual basic salaries	*House allowance payable per month*
	Sh.
£1,854 and over	950
£1,524 and over but under £1,854	850
£1,038 and over but under £1,524	700
£834 and over but under £1,038	600
£609 and over but under £834	400
£447 and over but under £609	350
£270 and over but under £447	300
£162 and over, but under £270	200

Township Allowance

549. Unqualified teachers serving in any of the 25 scheduled areas as listed in para. 547 should be eligible for an allowance to bring their monthly salary up to the minimum shown in the table given below, unless their salaries already equal or exceed that figure.

	Sh. per Month
Nairobi Area	235
Mombasa Municipality	235
All other municipalities as Scheduled ...	230
All other urban areas as Scheduled	220

Discipline

550. We have received evidence that teachers who are removed from the register cannot be considered for re-employment until two years from the date of removal. Such cases include ex-prisoners since all imprisoned teachers are removed from the register. We have checked the existing T.S.C. regulations and have found that regulation 16 of Legal Notice 85 of 1967 confirms the information we have received. Elsewhere in the public services each case is considered on its own merits and we see no convincing reason for not applying the same approach in the Teaching Service. We therefore recommend that this regulation be amended forthwith and the procedure outlined in Section E of the Civil Service Code of Regulations be adopted for the Teaching Service.

551. Finally we recommend that Teaching Service Code of Regulations should be revised to cover all our recommendations in this report and in the case of sick-leave, to conform with our recommendations for the Civil Service. (*See* Chapter XXIII.)

CHAPTER XVIII—STATUTORY BOARDS, CORPORATIONS, ADVISORY AND CONSULTATIVE BODIES

552. Our Terms of Reference require us to examine not only the organization, structure and conditions of service of the Civil Service but also of other specialized services and Statutory Boards. For our purposes we have chosen to define a Statutory Board as a body corporate set up to perform within stipulated broad policy guidelines, but on a quasi-commercial basis, such functions as cannot be appropriately carried out by the Civil Service. Almost all of the Boards examined by us have been set up under their own Acts of Parliament. The notable exception to this is the Kenya National Trading Corporation which operates under the Companies Act.

553. Our examination has paid special regard to the need for improved policy guidance, co-ordination, efficiency and economy in the administration of Statutory Boards. We have scrutinized carefully such aspects of organization as policy formulation, execution, accountability, inter and intra-organizational relationships, internal and external controls; methods of staff recruitment, promotional procedures; and levels of remuneration, including fringe benefits such as housing or house allowance, pension and/or provident fund schemes (*see* Chapter XXI on Superannuation); travel and leave allowance.

554. Statutory Boards and Corporations are now practically a world-wide form of organization. In Kenya, statutory boards, particularly marketing, came into prominence just before and during World War II. Their role has been changing over time but they remain very much a part of the economic life of many countries.

555. As in other primarily agricultural countries, statutory boards in Kenya are more prominent in the agricultural sector of the economy. Since post-independence days this form of organization has also made its impact in the commercial sector. To-day, almost all the more important agricultural commodities come under the control of one or another type of statutory board. The marketing of many consumer goods also falls under the purview of statutory board controls at one stage or another.

556. As a group, statutory boards also employ some 3,700 people from many various vocations and disciplines. To the extent that the boards and corporations receive policy guidelines from the Civil Service and are accountable to it they form an extension of the Service and it is reasonable to expect that the conditions of service and levels of income of their employees, doing comparable jobs, bear a reasonable relationship with those of Civil Servants.

557. In our examination, attention has been concentrated on what we have classified as regulatory, commercial, developmental and finance boards and/or corporations because the advisory and consultative bodies were found either not to employ any staff or to be serviced by Civil Servants whose conditions and terms of service and income levels have been discussed elsewhere in our report. We have excluded such institutions as the Central Bank of Kenya, Nairobi University and Egerton College because they do not fit into our definition given at paragraph 552. Tables 1, 2, 3 and 4 at Appendix 6 summarize the functions of all the Boards examined by us.

558. As has been stated previously, statutory boards first came into prominence just before and during World War II. The country was then governed by an expatriate Civil Service whose main objective was administration, with emphasis on maintenance of law and order. The economy centred round principally large scale expatriate farmers and its objectives were self-sufficiency in respect of food crops and export of raw materials to the metropolitan country. Under these conditions it suited the convenience of the Civil Service and the needs of the farming community to adopt a system of regulation and marketing created in either the metropolitan country or another dominion or colony. Consequently, most boards created during the colonial era were regulatory or commercial (marketing).

559. Regulatory boards were by definition non-trading; their main objectives being quality and disease controls and grading standards. Commercial or marketing boards, on the other hand, engaged in trading and concentrated their attention principally on price stabilization through regulation of quantities or fixed-price and deficiency-payment schemes. In so far as such boards operated through agents they acted as producer-agents; in so far as they fixed prices at the beginning of the season and paid them regardless of market prices at the end of it, they acted as protectors of the producer.

560. Kenya now has a Civil Service manned almost entirely by Kenyans. The training, experience and motivations of the Civil Service are different from that of its colonial predecessor. It is concerned with maintenance of law and order as well as development in all its aspects; greater participation by the indigenous people in the economic life of the country; minimization of dependence on the private foreign sector; rural development and generally maximization of public welfare as distinct from private enterprise.

561. The development strategy adopted by the popularly elected Government of the country does not however exclude private enterprise altogether. On the contrary, it is Government policy to encourage the growth of an indigenous private sector in many areas of activity. However, the strategy also reserves some areas for direct or indirect State participation on socio-economic and political grounds. It is in these areas that statutory boards and/or corporations have an important future role because by their very

nature some of these activities must be operated on quasi-commercial lines—functions which the Civil Service is not suited to perform without loss of efficiency.

562. From the foregoing emerge the following broad criteria by which, in our opinion, the continued existence of the boards should be judged—

(i) State participation in critical areas of economic activity;

(ii) performance of certain operations on quasi-commercial lines;

(iii) minimization of dependence on private foreign sector and promotion of an indigenous commercial enterprise; and

(iv) contribution to accelerated and balanced economic growth, with particular reference to rural development.

We now apply the criteria outlined above, which are by no means exhaustive, to the existing Kenyan boards and/or public corporations.

Regulatory Boards

563. The main objectives of the Regulatory Boards are promotion, protection, training, advising or regulating. Two of the boards, namely the Kenya Sisal Board and the Pyrethrum Board, classified by us as "Regulatory" also undertake research. They also provide a forum for exchanges of opinion and give the producers and consumers a sense of participation in the formulation and implementation of policies.

564. In most cases regulation emanates from the Civil Service. The Boards merely implement the regulations and to this end employ Executive Officers/Secretaries earning, in most cases over £2,500 per annum (plus fringe benefits) or nearly equivalent to the earnings of Deputy Secretaries in the Civil Service. None of the regulatory boards is a large employer and in all cases the wage-structure is top heavy.

565. The research functions of the Sisal and Pyrethrum Boards are attributable partly to specialization but largely to lack of personnel and financial resources in the Research Division of the Ministry of Agriculture. With the imminent strengthening of this Division of the Ministry, we see no reason why in future direction should not emanate from a centralized research unit. In any case, the Sisal Research Station is staffed almost fully by civil servants.

566. Over the past eighteen months or so, the role of the Kenya Dairy Board has been questioned by the more vocal and influential section of dairy producers led by Kenya Co-operative Creameries who claim that they can perform the regulatory functions of the Board equally impartially. We are not impressed by these arguments for the simple reason that regulatory powers cannot be entrusted to those whose operations they are supposed to regulate. Kenya Co-operative Creameries represent a producer-monopoly and

if their hands are strengthened by entrusting them with the regulatory powers they are likely to use these powers to further consolidate their monopolistic position. This question was examined in detail by the Kibaki Commission on the Dairy Industry which recommended that the Board and Creameries should be amalgamated into a Commission similar to the Kenya Meat Commission. We have studied the Kibaki Commission Report carefully and strongly endorse its recommendation on the future of the two bodies. The supposed sense of participation can in our opinion also be given through the establishment of *ad hoc* or permanent consultation committees chaired by high-level policy makers.

567. In the light of the above-stated considerations and a careful examination of the functions, staff and cost structure of the existing regulatory boards, we *recommend that*:—

(i) *The Kenya Sisal Board* be replaced by an Advisory Council serviced by the Office-in-Charge, High Level Sisal Research Station and its research function, together with all research staff, taken over by the Research Division of the Ministry of Agriculture.

(ii) *The Pyrethrum Board* be amalgamated into the Pyrethrum Marketing Board.

(iii) *The Pig Industry Board* be abolished and the Uplands Bacon Factory Board be given official advisory and regulatory powers.

(iv) *The Tea Board of Kenya* be replaced by an Advisory Council similar to the one for the sisal industry and serviced by the Kenya Tea Development Authority.

(v) *The Kenya Dairy Board and Kenya Co-operative Creameries* should be amalgamated to form a Commission as recommended by the Kibaki Commission.

Commercial Boards

568. The basic objective of establishing many of these Boards in pre-independence days was the elimination of private, non-indigenous middlemen both in the agricultural and commercial sectors bent on exploiting the producers; in addition to the protection of certain vested interests. Some of these Boards have continued to exist because of the difficulties of abolishing or absorbing them into others and also because it is at present simply fashionable to have Statutory Boards. However, it is our considered view that Boards which were set up primarily to eliminate the non-indigenous middleman might not have a very long future. With the expansion of the economy and continued and justifiable emphasis on localization of all aspects of Kenyan life, it is not unlikely that over the longer run the rapidly growing class of small and medium-scale indigenous businessmen would have consolidated itself sufficiently to claim its own identity. A conflict of interests would then arise and the commercial community would find itself in a situation of confrontation

with commercial boards playing the role of a middleman. The numerical growth and the improvement in co-operative management is also likely to intensify pressure against some of the statutory boards.

569. However, these probabilities should be weighed against the presently consolidated position of the commercial boards; the planned role of the State in the commercial sector; and the rate of development, in all its aspects, both in absolute and relative terms, of the institutions described in preceding paragraphs. As can be expected, the existing boards may want to consolidate their positions further and they have the advantage of an earlier start over the co-operative movement and indigenous businessmen. In the short-run, therefore, these boards are unlikely to be challenged seriously by the latter institutions. Nevertheless, much would depend upon the support the boards receive from the Government. This would be influenced from time to time by social, political and economic forces, and above all, by leadership. For instance, if the indigenous business sector made a breakthrough in the political field the probable changes mentioned above could come about sooner than otherwise. The following paragraphs attempt to apply the model outlined above to realities.

570. The Maize and Produce Board, one of the larger statutory boards in the country was established to regulate production, marketing and milling of maize with a view to—

(i) assuring producers of a ready market for their produce at stable prices;

(ii) protecting both consumers and producers against machinations of the trading community; and

(iii) providing such services as could not be operated either by the commercial sector or by the producers and consumers themselves.

571. We are given to understand that the Government intends to relax controls on internal marketing of maize in the near future. We feel that this decision will be most rightly welcomed by the commercial community. With the relaxation of controls the Maize and Produce Board will not cease to function but its role in the internal marketing of maize will be restricted. The point in the context of the argument advanced in preceding paragraphs is that private enterprise has nearly broken into the domestic marketing of maize. It might next assert itself in produce marketing. In our opinion this is a desirable trend which should receive Government encouragement subject, however, to development of suitable machinery to safeguard both producer and consumer interests. These can be protected by—

(i) provision of adequate reserves both to safeguard against emergencies and regulate prices within desirable minima and maxima;

(ii) establishment of indicative prices; and

(iii) provision of an assured outlet for farm produce and source of supply for consumers. In other words the Board should play the role of a willing buyer and willing seller within the desirable price range.

We believe steps in this direction will soon be taken so that we need only re-emphasize our endorsement of the proposed changes.

572. The aforestated remarks about the future role of the Maize and Produce Board imply, among other things, dispensation of its monopolistic role in the internal marketing of maize. In this context we consider the position of the Kenya Meat Commission is similar to that of the Maize and Produce Board. We understand that the livestock and meat industries have in the past few years been the subject of several detailed studies and they are unanimous on the point that if the livestock potential of the country is to be exploited more fully, the Kenya Meat Commission should increasingly be expected to become one of a number of competitors in slaughtering and processing. We fully concur with these views and recommend that given its dominant role the Commission should increasingly play the role of a development leader instead of preoccupying itself with mere consolidation of the present position.

573. We further understand that the Cotton Lint and Seed Marketing Board is at present the subject of review by an official working party. Without intending to prejudice the findings of that working party we recommend that the Board should increasingly combine its commercial role with development.

574. The Kenya National Trading Corporation, another important commercial board, has from time to time come under criticism both in official and public circles. However to our knowledge its operations have not been subjected to any detailed study and we therefore recommend a detailed economic and financial examination of the Corporation aimed at changing the Corporation from a "commission agent" into a business organization in the true sense of the phrase.

Developmental Boards

575. In contrast to commercial boards, developmental corporations are in a relatively strong position, by the very nature of the purpose for which they have been set up and their scale of operations. The functions that they are currently performing cannot be entrusted to private enterprise even if it had the capacity and the ability, regardless of the developmental philosophy of the State. In any case they effectively represent direct State participation in industrial, commercial and agricultural sectors and hence their relative strength.

Finance Boards

576. Of the two finance boards currently in existence, the Agricultural Finance Corporation is generally more known than the Cereals and Sugar Finance Corporation. The latter is in effect a Government tool for borrowing funds from the public or the Government itself for on-lending to the Ministries of Agriculture and Commerce and Industry or their agents for short-term crop credit and purchase of cereals and sugar.

577. The Agricultural Finance Corporation, on the other hand, is more intimately connected with agricultural development through land purchase and machinery loans; the Government land transfer programme; development loans for rehabilitating credit-deficient farms; special credit programmes and actual administration of the short-term crop credit programme.

578. Credit is one of the more important agricultural inputs. Commercial banks are not geared to long-term, low-interest lending although they have a more definite role to play in the field of short-term credit. The Corporation has therefore a most vital role to play in agricultural development. At present its sources of loan funds are restricted largely to Government and international institutions such as the World Bank and its subsidiary the International Development Association.

579. As is commonly known, the rate of loan repayment has been low so that the Corporation has had to restrict its level of lending. We believe that pending ways and means of improving the loan repayment rate being found, the Corporation should be funded adequately to enable it to perform a more dynamic role than hitherto. In time to come, we think the Corporation should be converted into an agricultural bank enabling it to borrow from the public, in particular the farming community, for re-lending to the agricultural sector.

Consultative/Advisory, Professional and Miscellaneous Boards

580. A comprehensive list of these Boards is given in Table 5 of Appendix 6. Here, suffice it to say that a cursory look at the functions of non-professional boards indicates that some of these boards could be amalgamated to great advantage.

Legislation

581. It has not been possible for the Commission to examine in detail the legislation governing each and every board singularly. Our aim here is to highlight the confusion that arises from legislative inconsistencies and lack of uniformity. The provisions relating to licensing is a good case in point, because many boards have this as one of their functions. A comparison of the respective legislation indicates that hardly any two licensing provisions are the same and the reasons for the differences are difficult to fathom. Thus

a pig producer must be licensed by the Pig Industry Board which may grant or refuse the application and in granting it may do so subject to such conditions as it thinks fit. An appeal lies to the Minister for Agriculture from a cancellation, refusal or suspension of the licence and the decision of the Minister is final and conclusive and not liable to be questioned by any proceedings in any court. The same provisions apply to the licensing of bacon factories. A grower of pyrethrum, on the other hand, must be licensed by the Pyrethrum Board which may in its discretion grant or refuse an application for a licence and in granting it may impose such conditions as it thinks fit; an appeal from a decision of the board lies to the Agricultural Appeal Tribunal, set up under the Agricultural Act, whose decision cannot be questioned by the Minister or any other party involved. Again, a miller of wheat who wishes to construct premises for milling must obtain a permit from the Minister who gives a decision at his discretion after consulting the Wheat Board. No appeal lies against a refusal of a permit.

582. In the field of maize marketing until recently the Maize and Produce Board acted as a final appeal tribunal, whose decision could not be questioned in any court by any person aggrieved by a revocation of his appointment as a sub-agent of the board for buying purposes; but where the board gave a decision on such questions as when maize was to be delivered to its sub-agents, or what deductions of price were to be imposed on the produce, an appeal lay to the Agricultural Appeal Tribunal. As a final contrast, the Kenya Coffee and Marketing Board is required to consult the Coffee Licensing Advisory Committee and the two coffee trade associations of East Africa, before issuing a dealer's licence; and the Director of Agriculture before issuing a planter's licence. On the other hand, the Canning Crops Board cannot make a final issue of a crop-grower's licence; it makes a provisional grant which must be referred to the Director of Agriculture who may at his discretion approve or refuse the issue or refer the matter back to the board.

583. The same confused picture emerges from a consideration of the composition of the boards. Some of the Acts provide for a system of election of producers by producers to the board itself either with a system of direct elections as with the Pig Industry Board, or via a conference of delegates of producers as with the Kenya Coffee and Marketing Board. Others provide for the Minister to appoint members from a panel of producers which panel is not, however, elected; this is the system with the Pyrethrum Board, and, in respect of three members, the Sisal Industry Board. Yet others provide for members to be appointed from panels submitted by the Central Agricultural Board. This is the case with eight members of the Kenya Dairy Board and three members of the Sisal Industry Board; or to be appointed by an association of producers as is the case with seven members of the Tea Board.

584. Mention may be made also of the advisory bodies associated with the boards. In the coffee and canning crops industries there is a plethora of statutory advisory bodies which must be consulted on various matters. The Maize and Produce Board is required to consult with bodies representing producers and the Kenya Dairy Board is required to appoint a committee to represent the interests of consumers which it may then consult on certain matters. The rest do not have statutory advisory bodies associated with them although no doubt they adopt the practice of consultations where possible.

585. We have also detected a certain degree of bureaucratic rigidity in *application* of legislation governing the operations of some statutory boards and/or corporations. For example, the Board of Commissioners of the Kenya Meat Commission cannot approve capital expenditure in excess of K£10,000 on any one item unless the Permanent Secretary, Ministry of Agriculture, who is also a member of the Board, is present at the meeting at which the approval is sought. For an organization like the Kenya Meat Commission with an annual turnover of K£7 million, delays in decision-making arising from such provisions can result in considerable inefficiency costs.

586. Perhaps the only thing these boards have in common is that they are all subject to the general or special directions of the Minister—a change introduced in respect of most of them in 1963, although in most of them the Minister appoints, at his discretion, or after consultation with such bodies as he thinks fit to consult, the chairman and/or a certain number of members of the board. The all too likely explanation of it is that the Acts were drafted at different times by different hands; some before the creation of the Agricultural Appeal Tribunal and some after; some the result of a successful pressure group, some reflecting the different policies of a succession of different Ministers and key officials.

587. While we appreciate that straight-jacketed legislation is neither desirable nor practicable, we feel there is considerable room for simplicity, internal and external consistencies and precision. We reiterate that the provisions of some legislation are excessively rigid for efficient performance. We therefore recommend that an early legislative review be carried out to incorporate the aforesaid criteria of simplicity, consistency, flexibility and precision in the Acts governing the operations of the various statutory boards and/or corporations.

The Chairmen and Boards of Directors

588. We have examined in detail the membership of the various statutory boards, corporations and advisory and consultative bodies as stipulated in the governing legislative instruments.

589. In many cases appointments of *Chairmen,* of what we have chosen to call boards of directors to avoid confusion with the word "board" frequently used in this Report, reflect convenience rather than suitability on merit for the post in question. We appreciate that this practice has certain merits but venture to suggest that mere political influence in management can be detrimental to the efficiency of commercial, developmental and finance boards and result in mismanagement of considerable national resources. We, therefore, recommend that greater weight should be attached to business acumen, and administrative ability than hitherto.

590. We detected the same tendency in the appointment of *directors.* A good number of directors of the various statutory boards and corporations have relatively poor educational background and little business experience at this level.

591. Our examination revealed that the membership of many boards is too large to permit effective decision-making. Over 50 per cent of the regulatory, commercial, developmental and finance boards have more than ten directors. Five of these have 13 or more, with the highest being 18. We appreciate that these large numbers are reflective of satisfaction of constant demands for a cross-section of representation but feel that emphasis should be on the effectiveness of representation rather than on pacification of vested interests. We reiterate our conviction that politically motivated or interest-oriented appointments generally sacrifice quality of membership and result in conflict of interests, colourization of policy decisions all of which combine to reduce management efficiency.

592. In so far as official or *Governmental representation* on boards is concerned, we have elaborated at length on excessive Civil Service direction in the following section. Here we wish to re-emphasize the high rate of turnover, low level of representation, lack of inter-Ministerial co-ordination and cases of excessive representation.

593. Our examination also revealed that except on some of the more important boards and corporations the Government is generally represented by Assistant Secretaries who are more susceptible to inter-Ministerial transfers and also vulnerable to temptations of seeking more lucrative employment opportunities in the private sector. Consequently many boards suffer from lack of continuity in Government representation.

594. A low level of representation also results in obscurity of policy guidelines and indecision on issues often demanding urgent action. We were informed of several cases where policy guidelines outlined by Government representatives at meetings of board of directors were thereafter overruled by higher officials not attending the meetings in which the decisions were reached. We consider it essential in the interests of sound and timely decision-

making that Ministries should be represented at such meetings by officials with sufficient experience and authority to participate in binding decision-making.

595. Lack of inter-Ministerial co-ordination on major policy issues prior to board meetings is almost endemic. More often than not representatives from the various Ministries do not speak the same language. This gives cause for confusion in the minds of non-official directors and management and delays vital decisions which often result in waste of scarce resources.

596. Finally, we found that on a few boards Governmental representation exceeded non-official representation. We consider that where excessive Governmental representation can be justified there should not have been cause to set up a parastatal organization.

597. It was also brought to our knowledge that in many cases the provisions relating to membership in the Acts are not followed strictly and appointments are often made on an *ad hoc* basis. In most cases such appointees are Government officials. Some such appointments might have had good reasons to justify them but on the whole we suspect that they reflect the Government's mistrust in the ability of the non-official directors and the tendency to keep the boards under its control. We feel strongly that the Government must differentiate between direction and policy guidelines and administrative and policy implementation decisions and must permit the board of directors and the management to manage their boards within clearly prescribed policy guidelines. Government representatives on boards of directors should act strictly as policy indicators to the boards and eyes and ears of the Government. In the light of the aforesaid we recommend that—

(i) in so far as possible appointments, whether of Chairmen or directors, should be made on the basis of ability, judgment, experience and integrity;

(ii) the size of a board of directors should be such as to permit sound policy formulation and evaluation of management performance. In our opinion in so far as possible the number of directors on a board should not exceed ten;

(iii) in all cases non-official representatives must exceed official representation and the latter should be restricted to Ministries more immediately concerned with the operations of a board; and

(iv) official representatives on boards must be sufficiently senior and experienced to participate in decision-making on behalf of the Government within the framework of overall policy guidelines. We would suggest that official representatives on boards must not be below Senior Assistant Secretary level.

Relationships between Parent Ministries and Boards

598. In the previous section we have already made incidental references to relationships between parent Ministries and the Board of Directors and management of Boards in their portfolios. In this section we concentrate on the philosophy of control and delineation of areas of authority of the Government on the one hand and the boards on the other. Strong representations were made to us in respect of Ministerial control of day-to-day activities of the boards. After studying all the evidence submitted to us we are convinced that all too often official control is excessive and undesirable to the detriment of businesslike administration of boards.

599. As we have emphasized previously, one of the rationale behind establishing Statutory Boards was the desirability of performing certain functions on a quasi-commercial basis. All too often, however, this rationale is overlooked by the Civil Service and there is a continuous tendency on the part of Civil Servants to involve themselves not only in policy formulation but also in decision-making and, at times, implementation of decisions. This tendency is due partly to their bent of mind towards centralization and concentration of authority in the Service. More often however, it is reflective of interest-oriented use of residual Ministerial powers such as ". . . in accordance with such general or specific directives as the Minister may issue from time to time . . ." The relative strengths of top personalities in Boards and the Civil Service also influence the degree of control.

600. We regret we cannot be very specific in this regard but remain fully convinced that if the parastatal bodies are to be efficient the following conditions should be fulfilled—

(i) the Government must not only profess to be committed to decentralization of authority, it must be seen to be committed;

(ii) Civil Servants must trust the management ability of the directors and executives to perform their duties efficiently. Mistrust demoralizes management and can be extremely detrimental to efficient performance;

(iii) establishment of satisfactory personal and business relationships between top managers in the Civil Service and parastatal bodies. Such relationships are an extremely important instrument of good management practices; and

(iv) clear delineation of authority and legislative precision in respect of organizational structure for a given board.

601. When we speak of decentralization, we do not have in mind disengagement of the Civil Service from key policy issues direction. On the contrary it is essential that Government should promulgate clearly and unequivocally the policy each Board has to follow. This policy must be

accepted by the Board and it is the Board, not the Civil Service who are committed to and responsible for its implementation. This point we wish to emphasize, as the Civil Service, once the key policy programmes have been defined, must devolve itself from the implementation role except in so far as:—

(i) The formulation and exercise of such controls as—

(*a*) examination (scrutiny) of capital and recurrent budgets;

(*b*) authorization of borrowings above a certain level;

(*c*) direction in regard to disposal of surplus funds;

(*d*) approval of acquisition and disposal of high-value assets such as land and buildings; and

(*e*) detailed formulation of pricing and marketing policies.

(ii) The individual Civil Servant as a member of the Board, has the same rights and responsibilities as all other members.

602. The board of directors too should only centralize in themselves critical functions of policy and planning and devolve day-to-day operational responsibilities to management. The areas of concern of the Government and the directors must inevitably overlap to a certain degree but the directors should additionally be expected to ensure that the plans and policies are implemented, the financial performance measures up to budgetary estimates. They should also concern themselves more immediately than the Government with management performance, conditions of service of employees, etc. etc. They must however restrict their role to thinking and leave implementation to the management who will always be accountable to them for its performance.

Management

603. *Executive.*—Our examination revealed that the management of many of the boards leaves much to be desired. An analysis of the past performance of some of the boards indicated considerable rigidity of approach; lack of perception in decision-making and of appreciation of overall developmental trends. Many of these deficiences could be attributed to inadequacy of training, insufficient expertise in subject-matter and inflexibility of response to changing conditions. We accordingly recommend that the top executives of the boards and corporations must keep themselves abreast of new management techniques and should supplement existing management resources by injecting "new blood" into their organizations.

604. *Financial.*—The legislation governing a given statutory board generally stipulates that the board must keep proper books of accounts; prepare annual accounts within a stipulated time period from the end of a financial year; report on the financial position to the Minister from time to time or when

called upon to do so and cause the accounts to be audited. Broadly speaking we find these regulations or external controls satisfactory because we do not consider it desirable to burden principal legislation with detailed financial management procedures.

605. On the other hand, we have found that the practice of financial management leaves a lot to be desired. We have observed cases where annual accounts have not been prepared for over 12 months from the end of a financial year. Periodical financial reporting in most boards is almost non-existent. Very few boards prepare annual budgets and fewer still carry out budgetary performance exercises.

606. Our examination of some investment proposals revealed that there is almost total lack of understanding of project evaluation criteria. We attribute these shortcomings to the following factors—

(i) inadequacy of middle-level accounting staff, in terms of numbers, training and experience;

(ii) all too often excessive workload of Accountant/Secretaries;

(iii) relatively greater emphasis by Accountant/Secretaries on "book-keeping" than on financial management techniques; arising partly out of excessive workloads, but largely of accounting orientation and ignorance of financial management procedures;

(iv) absence of direction from the directors and top executives arising from lack of appreciation of the discipline, again attributable to inadequacy of training and experience;

(v) virtually total absence of project or investment personnel;

(vi) rigidity of Government directives in respect of financial management; and

(vii) inept personnel management practices.

607. We consider these to be extremely serious shortcomings and recommend that every commercial, developmental and financial board should have a suitably qualified and experienced finance manager, in addition to an Accountant/Secretary. The finance manager should concern himself not with the keeping of accounts and auditing in the conventional sense of the word, but as is the practice in the few boards that employ "financial controllers", with the preparation of budgets; continuous appraisal of the financial performance of the board; regular reporting to the board and the parent ministry; project identification, formulation, preparation and evaluation, general development trends with particular reference to the area of activity of his board and training middle-level personnel in financial management.

608. We also reiterate the need to minimize patronage in appointments of chairmen, directors, executives or operational staff and for greater emphasis on professional qualifications, experience and high moral and ethical

standards. In this connexion we considered the possibility of setting up a Statutory Boards Service Commission with powers similar to those exercised by the Public Service Commission but feel that that is not the ultimate answer. A Service Commission might protect employees against arbitrary loss of jobs and minimize nepotism and other corrupt practices but a centralized personnel management system is not suitable for quasi-commercial organizations the success of which depends largely on the speed with which their operations are carried out. Statutory Boards must therefore have the powers to hire and fire for necessary efficiency.

609. Finally, we have already outlined external controls on broad performance. In this connexion we have noted with satisfaction the useful role played by the Inspector of Statutory Boards, until recently in the Ministry of Agriculture and now in the Office of the President. We recommend that all statutory boards should come under his purview and he should be given the necessary staff strength to expand the coverage. In particular he should play an appropriate part in assisting to remedy the defects in administrative and financial management referred to in paragraphs 603-606 above. He should not, however, concern himself with planning, policy and administrative issues but with such aspects of management as costs and efficiency studies in the fields of—

(i) management including financial management;

(ii) financial reporting, accounting procedures and practices; and

(iii) consultancy, organization and methods studies.

610. We accordingly recommend that the Inspectorate should be provided with the necessary capacity in these fields so that it can report periodically on the various Boards, Corporations and Authorities.

CHAPTER XIX—STATUTORY BOARDS: SALARY SCALES AND TERMS AND CONDITIONS OF SERVICE

611. In considering the levels of earning and terms and conditions of service of personnel employed by statutory boards and corporations, we addressed ourselves to two main questions, (*a*) the possibility of standardization of salaries and terms and conditions of service as between the various boards and corporations and (*b*) the establishment of closer relationship between salaries and terms and conditions of service between the parastatal and public sectors. We might note here that we have not examined either the organizational or salary structures and terms and conditions of service of University and Central Bank employees. We understand, however, that currently a Committee appointed by the University Council is examining these aspects of employment in the University and a report will be submitted to the Government in due course. We further understand that as a matter of practice, the Central Bank employees are paid at rates 5 per cent higher than those of commercial banks and we recommend that this relationship should be maintained.

612. *Public Service Commission and Teachers Service Commission.*—We regard these two Commissions as special cases and we recommend that the Government should review the salaries and allowances of the Chairmen, Deputy Chairmen and Members in the light of the overall recommendations in this report.

613. *Other Statutory Boards.*—We would like to point out at the outset that there is a school of thought both in the Civil Service and the parastatal sector that is often inclined to use the level of expatriate salaries as a yardstick to the market value of locally recruited staff. We believe that the influence of international market forces on the value of most categories of local manpower is marginal and accordingly the level of earnings and terms and conditions of service of locally recruited staff should be determined principally by the domestic cost of living, internal market forces and the capacity of employers individually and the country as a whole to pay. However, in so far as the levels of earning of expatriates influence the expectations of the locally recruited staff we would recommend that no salaries should be "negotiable" but based on local rates with the inducement element shown separately.

614. As regards standardization within the parastatal sector, it is relevant to note that the various boards and corporations differ considerably in size, their nature and scope of operations, powers and responsibilities. More important still, they were created at different times under different circumstances. These variations are reflected in the levels of earning and terms and

conditions of service of the staff of the various statutory boards and corporations. These variations are more predominant in the fringe benefits enjoyed by the staff of the various boards and corporations. For example, in respect of housing some officers of some boards enjoy free housing; other boards grant house allowances which range at the top between £540 and £996 p.a., others pay consolidated salaries and yet others operate "on the merits of each case". Similarly, in the matter of superannuation benefits while some operate free pension schemes, others have contributory ones; yet others operate contributory and/or non-contributory provident funds and yet others have none at all. In a few cases all employees are employed on contract terms and earn a gratuity of 25 per cent on expiry of their contracts. Indeed, the variations in fringe benefits are so great that we consider it meaningless to attempt to summarize them. Meaningful comparisons of even salary scales are not possible because of differences in job titles and the responsibilities attached to various job categories. Thus while some boards include "ungraded clerks" among the "subordinate staff" category others restrict this category to messengers, watchmen and drivers. Even managerial, secretarial, accounting and technical personnel are ranked differently and have uncomparable responsibilities. For example, the heads of engineering services in the Maize and Produce Board, National Irrigation Board and Agricultural Development Corporation are designated differently, carry varying responsibilities and earn varying salaries. Departmental managers are also ranked differently and earn varying levels of salary. Again, some General Managers employ Personal Secretaries Grade I whilst others employ Grade II.

615. One interesting observation that emerged from our examination of the salary structures of the various boards was that despite the prominence of inter-organizational and sectoral variations some salary scales are comparable with those in the Civil Service, although job titles differ. Thus for example, the Secretary/Chief Accountant of the National Irrigation Board earns a fixed salary of £3,000 p.a. while the Senior Accountant, Grade I in that Board is in the same salary bracket as a "Chief Accountant" in the Civil Service, i.e. £1,839x75–£1,989. Also, salary scales of the lower and middle cadre of personnel in some boards, notably the Maize and Produce and National Irrigation Boards, are generally comparable to those in the Civil Service. In a few others, such as the more recently established National Housing and National Construction Corporations, salary scales and terms and conditions of service of all staff are identical to those of their counterparts in the Civil Service.

616. We do not recommend that a common salary structure be applied to all staff in all boards. As stated earlier, the Boards and Corporations vary considerably in size, the nature and scope of their operations, powers and responsibilities. Accordingly, different Boards require managers of different calibre and it is often necessary to pay competitive salaries to attract the

desired skills. This is particularly true in the case of commercial, developmental and finance boards which must be manned by suitably qualified and experienced persons if they are to attain the objectives outlined in the preceding chapter. It should also be emphasized that the training, experience and subject-matter expertise required in the management of statutory boards and corporations is not necessarily the same as that required in Civil Service management. As an illustration, a Deputy or Under Secretary in the Civil Service cannot effectively replace a maize, meat or milk sales manager in the respective statutory boards without prior training and experience in given business. Similarly, Chief Accountants in the Civil Service are not perfect substitutes for Chief Accountant/Secretaries in the various boards and corporations because of variations in accounting procedures and practices. On the other hand, there are certain other job categories, notably in planning, statistical and other technical disciplines, in the statutory boards and corporations which are closely comparable to those in the Civil Service. However, even in these job categories the demands on one's skill, ability and experience and the degrees of responsibility vary considerably. For these reasons we do not recommend absolute standardization of the levels of earning and terms and conditions of service of whom we might call top and senior management personnel in the parastatal and public sectors.

617. As regards the present levels of salary and fringe benefits enjoyed by the top and senior management personnel of the various statutory boards and corporations, we consider that they already reflect their current market values. In our examination, we noted that the General and/or Deputy General Managers of boards and corporations earn considerably more than the top management personnel in the Civil Service and more or less equivalent to local top executives in the private sector. We do not, therefore, recommend any salary adjustments at this level. We appreciate that such personnel may demand salary increases if our recommendations in respect of senior Civil Servants' salaries are accepted by Government, on the grounds of market forces and job security. We have already expressed our view on the market forces. As regards job security, we do not accept that the top management jobs in the parastatal sector are or should be any the less secure than comparable jobs in the Civil Service. We reiterate, therefore, that we do not consider there is a case for an immediate adjustment in the salaries of top management personnel of statutory boards and corporations.

618. At the middle and lower levels, it is clear from our observations at para. 615 that there are a good number of job categories, notably personnel, accounting, secretarial, clerical and analogous, which can be replicated as between the various boards and the Civil Service. We do not consider jobs in these categories in the two sectors call for any specialized training, skill or experience. Nor are the market forces so different that the two sectors might be justified in competing against each other and offering different levels of earning and terms and conditions of service. Indeed, we are convinced that

at these levels sectoral mobility of staff is not only possible but also desirable from the point of view of exchange of experience necessary for continual personnel performance improvement. We recommend, therefore, that the levels of earning and terms and conditions of service of staff at the middle and lower levels should be harmonized both as between the various boards and corporations and these as a group and the Civil Service. We appreciate that this would mean some unscrambling of the existing salary structures and superannuation, housing and medical benefit schemes but we think it should be possible to accommodate most middle and lower level jobs in the existing and recommended Civil Service scales without significant pecuniary inconveniences to individual employees, complaints from trade unions or cost to the boards and corporations. It should be emphasized that we are not recommending absolute standardization but harmonization of scales. To this end we recommend further that each board or corporation should commence immediately a review of its own salary scales and superannuation, housing and medical benefit schemes for submission to the appropriate section of the Directorate of Personnel, through its parent Ministry. The aim of the exercise would be harmonization of scales at the middle and lower levels, in the parastatal and public sectors and it should not be misinterpreted as a "salary review" although harmonization may bring about some adjustments. The Directorate of Personnel should advise on appropriate salary scales for the various job categories and also gradings within a given scale. Once initial parities have been established, any revisions that might be necessary would be a matter of routine. We would emphasize, however, that any further revisions beyond the scope of the initial exercise should also be done in consultation with the Directorate of Personnel, through the parent Ministries.

619. Representations were made to us to the effect that all middle and lower level personnel of all statutory boards and corporations should fall within the common Civil Service cadre. We feel these views were motivated partly by the existing disparities in the salary scales and fringe benefits enjoyed by the personnel at these levels in the two sectors. In the preceding paragraph we have already recommended that these should be harmonized so that they should no longer be a reason for centralized personnel management. We reiterate our view that the success of statutory boards and corporations, particularly commercial, developmental and finance which should operate on quasi-commercial lines, depends largely on the speed with which their operations are carried out. They must, therefore, have the powers to hire and fire for necessary efficiency. We recommend, therefore, that the personnel management function should not be centralized and each board or corporation should continue to manage its own staff.

620. As regards superannuation, housing schemes and other fringe benefits, these have been discussed at length in individual chapters elsewhere in our report. All we need do here, therefore, is to re-emphasize that all fringe benefits should be harmonized within the individual sectors as well as between them.

621. The allowances payable to members by the various statutory boards and corporations vary considerably although the honoraria payments made to chairmen are fairly standardized. In our view, the calibre of board membership should bear close relationship to the size, nature and scope of operations of the various boards and corporations, and this relationship should be reflected in the level of allowances paid to board members. At the same time, the level of allowances should also take into account the time, effort and capacity factors. After detailed consideration of all these factors we recommend that allowances to board members should range between Sh. 120 and Sh. 150 per sitting. As regards honoraria payments to board chairmen, we consider that, although fairly standardized, they reflect exaggerated values of chairmen's services to boards. Most boards and corporations employ highly paid general managers so that the demands on chairmen's time should be limited. Nor do we consider it in the interest of efficiency to employ executive chairmen wherever there are highly paid general managers. We reiterate our view that the chairmen and board members should concentrate on policy formulation rather than its implementation, which rightly is the function of full-time executives. We recommend, therefore, that executive chairmanships should be discouraged and consolidated payment to part-time chairmen of boards should not exceed £600 per annum.

CHAPTER XX—LOCAL GOVERNMENT

622. Participation, by the people, in the policy-making machinery of their Government is the very essence of democracy. At the national level this requirement is fulfilled by Parliament. At the local level, however, the participation is effected through popularly elected bodies, known as local authorities, who thus serve as a voice for the people of a locality to their Government and also for the Government to those people. Equally important is the recognition by Government that some of its functions can be exercised most efficiently by local authorities on their behalf, on an agency basis.

623. Consequently, local authorities are established by Government and charged with administrative and executive duties in matters concerning, and for the benefit of the inhabitants of their particular districts or localities. Moreover, in order to ensure efficient discharge of these duties, the Government also provides for the devolution of control, where applicable, upon local authorities.

624. The Government of Kenya supports these views, and the important role that local authorities can play in providing social and economic services in this country has been emphasized in the current Development Plan, 1970-74. The Plan envisages the local authorities providing a considerable share of the infrastructure and services within which the national development activities must take place. Some of these services are strictly local in character, while others involve both local and national interests.

625. The Local Government system appears to us to have the following objectives in view—

(i) to provide the Constitutional means whereby representatives of local communities participate in the making of decisions affecting their communities;

(ii) to mobilize locally available resources and energies for the development of the localities where the authorities operate;

(iii) to perform, on an agency basis, a number of functions that are the primary responsibility of the Central Government; and

(iv) to provide a necessary link between the *wananchi* (particularly in the rural areas) and the Central Government.

(In the second and fourth of these objectives there is an overlap with the functions of the Provincial Administration.)

626. The formal structure of Local Government in Kenya can be traced back to the District Committees set up by the colonial régime in 1919, but there has always been an older vigorous tradition of local democracy in the

various African ethnic communities that make up the Republic. Local Government has been through numerous developments in the past 52 years. The basic structure has always tended to be patterned on the British system of Local Government which has not proved entirely suitable to Kenyan conditions. Nevertheless, Kenya has now a two-tier system of local authorities (with Municipalities and County Councils as the top tier and Area and Urban Councils at the lower level) which has considerable achievements to its credit.

627. We believe that the present system has to a large extent fulfilled its objectives, but that certain difficulties, external as well as internal, have prevented the local authorities from being as effective as they should have been. These difficulties eventually led to the passing of the Transfer of Functions Act and the decision to remove from County Councils their previous responsibilities for public works, education and health services.

628. We have therefore concerned ourselves with measures which, we believe, would enable the local authorities to meet their objectives in the most effective manner possible.

Problems Facing Local Authorities

629. In this Section we shall attempt to analyse the problems with which local authorities have been faced and which have rendered them less effective than they should have been. In the final section of this chapter we propose measures aimed at solving these problems.

630. *Staff.*—The evidence presented to us indicates that most local authorities are unable to obtain and retain the services of sufficient high level staff. Such staff have tended to move to better paid or higher prestige posts in both the public and private sectors. Often this has resulted in the subsequent promotion of unworthy lower grade staff to positions above their level of competence. This unsatisfactory state of affairs appears to us to be due to several factors—

(i) high level staff experience a great deal of frustration, much of which stems from the interference of councillors;

(ii) there has been a tendency for appointments and promotions, as well as discipline, to be influenced by tribal and family considerations. Many alleged instances of nepotism and "brotherization" have been brought to our attention;

(iii) there is no national Local Government Service. Local Government employees are employed individually by the 40 local authorities in the Republic, many of which are small in size. One of the results of this has been an almost total absence of efforts at planned staff development;

(iv) many Local Government officers augment their incomes by running private businesses. This often results in them spending as much or more time on their private business affairs as on their official duties; and

(v) surcharges against officials who through negligence or other reprehensible cause are responsible for losses of council funds, have in most cases not been enforced by the Ministry.

631. Added to these difficulties is the fact that the Ministry of Local Government is understaffed at the professional level and has not been able to exercise much supervision in the field over the work of local authorities. This has been in part due to the previous insistence on foreign professional qualifications (such as those of the United Kingdom Institute of Municipal Treasurers and Accountants). However, with the introduction of local qualifications administered by the National Examinations Board (the Certified Public Accountant and the Certified Public Secretary qualifications) the situation should begin to improve in a year or two. But the output from the training courses held at the Kenya Institute of Administration may have to be stepped up to meet the needs of the Ministry and local authorities.

632. Another factor which has made it difficult for the Ministry to retain its professional staff is that the latter felt that they have been given an inferior grading to officers with similar qualifications in other Ministries. We have been informed of six cases of such officers who left the Ministry to join other organizations.

633. *The Quality of Councillors.*—Three main points have been made to us regarding the standard of councillors—

(i) we have received evidence that many councillors are not literate in the official language (English or Kiswahili) of their councils, notwithstanding the regulations that they must be literate; (*See* Local Authorities Election Rules, No. 3*e*, Fifth Schedule.)

(ii) some councillors have acquired a reputation for dishonest practices in council affairs. For example, we have been told that it is a common practice for councillors to award contracts to firms in which they have a financial interest without following the proper procedure for the award of contracts; and

(iii) councillors are alleged to interfere frequently in administrative and staff matters outside their jurisdiction.

In recording these difficulties we do not wish to give the impression that the majority of councillors are illiterate, corrupt and abuse their authority. The majority of councillors serve their constitutents to the best of their ability, but the difficulties and abuses mentioned above must be dealt with.

634. *County Councils' Finances.*—It has been in the field of finance that the majority of County Councils have experienced their greatest difficulties. In 1969, for example, the total expenditure of the 33 County Councils amounted to £15m of which approximately £10m or 66 per cent was on Education. Total income excluding Government Grants amounted to approximately £9m leaving the councils with a deficit of approximately £6m. The Government made £3.56m available to the County Councils in the form of grants. The councils were therefore left to find an additional £2.4m from their own resources which they could not do and the majority of them incurred debts in order to continue providing essential services. In 1969, out of the 33 County Councils only 6 councils had surpluses amounting in total to £71,537 and the other 27 had deficits ranging from £494 to £323,930 and totalling £2,495,968. Efforts were made by the local authorities to obtain additional grants amounting to £2.4m from the Government but these negotiations failed and it was decided to transfer the Education, Health and Roads services and the G.P.T. to the Central Government with effect from 1st January 1970.

635. The combined budgets of the County Councils during 1970 show a total expenditure of about £2.3m, a reduction of about 85 per cent as compared with 1969. It is therefore safe to say that the councils at present are not undertaking activities of major importance. Out of the £2.3m mentioned above councils spend about 42 per cent on administration alone. Highly paid staff in the Clerks' and Treasurers' Departments continue to be employed with very little to do. Administrative costs cannot be reduced without wholesale dismissals of staff and if things continue as they are at present it will take a considerable number of years before they are brought down to a reasonable level.

636. With the transfer of G.P.T. to Central Government and the abolition of Government Grants, councils derive their revenue from Beerhalls, Veterinary Services, Site Value Rates, Land Rates, Cesses and Royalties, Licences, etc., which in total yield only about £2m. It is therefore evident that even with the reduced services many councils are not in a position to balance their budgets owing to the heavy administration costs. Of the 33 County Councils, only 11 have budgeted for a surplus (totalling £239,717) and the other 22 will have a deficit (totalling £555,871). It therefore seems reasonable to assume that Government will be forced to provide grants of at least £½m in respect of the year 1970.

637. It has been suggested in many quarters that the Agriculture cesses should be abolished. This would result in County Councils incurring a deficit of nearly £1m and unless an alternative source of revenue is found, County Councils in Kenya would be denied a very important source of income.

638. Thus we see that the position which led to the passing of the Transfer of Functions Act was that councils were committed to certain expenditures which were greatly in excess of the revenues they were able to raise.

(i) *Education Services.*—The Kanu independence Manifesto committed the party to the provision of universal free primary education. In progressing towards the implementation of this policy, the financial burden fell on the local authorities and the cost to County Councils of primary education in 1969, for example, was £10m out of a total expenditure of £15m.

(ii) *Roads.*—The expenditure on roads had risen steadily over a number of years, but Government grants had not increased. By the time Government took over responsibility for this function the grants being paid by Government to councils covered only about 50 per cent of the actual costs.

(iii) *Health Services.*—The abolition of outpatient fees (by the Government) at once deprived the councils of a source of revenue and at the same time resulted in a much increased demand for services.

639. Now that the cost of these three services has been taken over by the Central Government the position has changed, but the financial position of County Councils is little better than before since, when they were relieved of these functions, they also lost their main and only relatively stable source of revenue, Graduated Personal Tax.

640. General Grants were introduced in 1964 to replace Specific Grants and are based on a formula that takes into account the expenditure to be met and the council's ability to pay. We are advised that by and large General Grants have proved inadequate.

641. The position regarding funds available to County Councils for capital development has been equally unsatisfactory as the following table illustrates:—

Table 1.—Funds for Capital Development—County Councils

Year	Government Loan to the Local Government Loans Authority	Loan Advanced to Local Authorities by the Local Government Loans Authority
	£	£
1960	1,000,000	1,281,000
1961	700,000	1,364,000
1962	511,000	625,000
1963	579,000	578,000
1964	293,000	273,000
1965	375,000	435,000
1966	—	537,000
1967	8,000	811,000
1968	21,000	895,000
1969	107,000	551,000

The contraction of the funds available for capital development during the past decade is as surprising as it is striking.

642. *Municipal Councils' Finances.*—The evidence has shown that most of these authorities are quite capable of balancing their budgets and providing adequate internal supervision and control. For example, the 1970 budgets of the City of Nairobi and the other six Municipal Councils show a total expenditure of £11.5m, against income arising from services amounting to £6.3m, leaving a net expenditure of £5.2m to be financed from the G.P.T. and Site Value Rates—which are £1,963,450 and £3,226,531 respectively. This leaves a small deficit of some £14,847. The whole position is summarized in the following table:—

Table 2.—Estimated Income and Expenditure 1970

	Expenditure	*Income*
	£	£
Administration	1,284,876	654,722
Health, Cleansing, etc.	2,355,149	665,160
Public Works and Services	2,422,960	1,143,389
Social Services	589,547	361,417
Education	2,330,569	759,441
Water	1,214,360	1,353,500
Abattoir	15,740	15,035
Housing	1,186,247	1,232,706
Dairy	156,750	166,000
	11,556,198	6,351,370
	6,351,370	
Net Expenditure .. ..£	5,204,828	
£		
G.P.T. 1,963,450	5,189,981	
Site Value Rates 3,226,531		
NET DEFICIT .. .. ..£	14,847	

643. As for Development Programmes for the current Plan period, Municipalities have formulated development programmes which represent a major step forward in systematized planning for urban requirements. These Municipalities aim to spend about £37m during the period 1969 to 1974. Nairobi alone accounts for nearly 70 per cent of this sum. Functionally, housing, water, sewerage and roads will absorb some 86 per cent of the planned expenditure. The following table illustrates the above development programme.

Table 3.—Development Programme for Municipal Councils 1969 to 1974 (*K.*£'000)

	1969/70	1970/71	1971/72	1972/73	1973/74	Total
Nairobi	3,088	4,458	5,499	5,855	6,725	25,625
Mombasa ..	993	1,502	849	897	599	4,840
Kisumu ..	225	158	230	254	201	1,068
Nakuru	168	258	642	793	264	2,125
Eldoret	119	296	352	262	186	1,215
Thika	533	309	250	385	268	1,745
Kitale	13	29	27	18	39	126
TOTALS..	5,139	7,010	7,849	8,464	8,282	36,744

External pressures from the public (for more and better services and facilities) may necessitate some of these authorities seeking Government grants especially in respect of capital developments.

644. *Financial Control.*—Difficulties have arisen over the approval of Estimates and proper financial supervision.

(i) *Estimates.*—It is a fact that most annual estimates of councils have either not been submitted for approval at the proper time, or if they were, had not been approved by the Ministry of Local Government before the commencement of the financial year to which they applied. In practice most councils have taken advantage of regulation 214 of the Local Government Regulations which states:—

> "If the annual estimates of a local authority are not approved or disallowed by the Minister before the commencement of the financial year for which they are prepared, such local authoritiy may, until the approval or disallowance, continue to incur expenditure on personal emoluments and other recurrent charges at monthly rates not exceeding those provided in the approved estimates of the preceding financial year."

We have also found that estimates which showed surpluses or small deficits which could be met from the General Fund accumulated balances were approved without much delay. But trouble arose over estimates which showed large deficits which could not be financed from the council's recurrent resources. Such councils were designated "Special Cases" and approaches were made to obtain additional Government grants. This involved negotiations between the Ministries involved (Local Government, Finance, Education, Health, Works and the former Ministry of Economic Planning and Development) which resulted in long delays. In the meantime the councils continued spending at the rate indicated

in their previous year's (possibly unapproved) estimates of expenditure, in the hope that ultimately their budgets would be balanced by Government grants. This very undesirable practice had the final result that the financial requirements of most councils were not fully met.

(ii) *Supervision.*—Financial supervision by council officials has been lamentably inadequate, often due to lack of proper training and inexperience. Books were not kept up to date. The auditing of council accounts by the Ministry of Local Government fell into arrears owing to inadequate staffing and this function has now been passed to the Controller and Auditor-General.

This unsatisfactory state of affairs has given opportunity to unscrupulous officials to perpetrate frauds and to misappropriate funds. We suspect that many more frauds and misappropriations have taken place than have so far been discovered.

645. *Structure.*—We find that the structure of local government is unsatisfactory in several respects:—

(i) *Relations with Provincial Administration.*—Some difficulties have arisen over the relationship between the local authorities and the provincial administration both of which have separate but overlapping responsibilities in the same administrative areas.

(ii) *Two Tier Structure.*—Difficulties have also arisen because of a lack of clarity over the respective responsibilities of the first tier (i.e. County Councils) and second tier (i.e. Urban and Area Councils) authorities.

(iii) *Council Boundaries.*—A few County Council areas do not coincide with administrative District areas and this has resulted in difficulties. (Examples are Sirikwa and Central Rift County Councils.)

(iv) *Functional Committees.*—We do not feel that the system of functional Standing Committees in local authorities has worked well. It has tended to result in councillors paying more attention to administrative detail than to policy and objectives. Council staff appear to feel greater loyalty to their respective Standing Committee than to the council as a whole.

The Achievements of Local Authorities

646. Despite the difficulties we have described, many of which are not the making of the elected members or staff of local authorities, the contributions made by the local authorities have been very significant and should not be minimized. They have played a vital role in harnessing the energies of the *wananchi* in *harambee* efforts and in bringing the realities of *self*-government

and independence to the people. It is fair to say that the years since independence can be regarded as a period of trial and error as far as local government is concerned and we are now in a better position to see what the future structure and responsibilities of local authorities should be.

Conclusions and Recommendations

647. *Functions of Local Authorities.*—We consider that the functions of local authorities should be as follows:—

(i) *Development Planning.*—In Chapter XII we have recommended the introduction of a new style District Development Committee on which local authorities should be strongly represented and which should involve them intimately in the formulation of development targets.

(ii) *Municipalities.*—We do not recommend any change in the functions of Municipalities.

(iii) *County Councils.*—We recommend that County Councils should retain all their existing functions and that in addition they should take over all the present functions of Urban and Area Councils of which the most important are:—

Housing.
Slaughterhouses.
Street Lighting.
Sewerage.
Refuse Collection.
Cemeteries.
Open spaces, flower gardens and tree planting.
Children's Nurseries.

County Councils should also be charged with representing local interests on various Government Boards and Committees such as the proposed District Education Boards, and Committees relating to Health and Roads matters, etc.

648. *Structure.*—We propose a number of changes in the structure of local authorities:—

(i) *Single Tier.*—We have considered the relative merits of the present two tier system of local government and of a single tier system. On the grounds of efficiency, economy and optimum staff utilization we feel that a single tier system is better suited to Kenya's present needs. Most of the present Area and Urban Councils have not performed their functions with the efficiency that was expected of them. We feel that greater efficiency could be expected if these functions were taken over by the County Councils. (Some of the more highly developed Urban Council areas may, however, be expected to become Township Authorities.)

Another argument in favour of a single tier local authority system is that the very high costs of paying allowances to councillors at two levels would be reduced. A further improvement of the economic position would result from the merging of area and urban council staff into the County Councils, since this should make for a general improvement in staff utilization and would help to ease the County Councils' staffing difficulties.

We therefore recommend a single tier structure of local government, consisting of municipalities and township authorities for the larger urban areas and County Councils for the predominantly rural areas.

(ii) *Urban and Local Advisory Committees.*—To ensure that the interests previously represented by Area and Urban Councils are still catered for, we recommend that within each County Council there should be Local Advisory Committees. These Committees would consist of all the councillors from each administrative Division and they would meet in the divisions. The role of these Advisory Committees would be to advise the councils on matters affecting their areas such as priorities, the scale and siting of public facilities and services, etc. They would have the vital task of identifying needs, appraising pressures, arousing the support of citizens, and interpreting their demands and criticisms.

We realize that the constitutions of those County Councils whose members are elected indirectly by the Area Councils would require some amendment to enable them to conform to the recommendations we have made above.

(iii) *Councillors to be elected.*—We recommend that the practice of appointing or nominating councillors should cease. The District Commissioner should continue to be an *ex officio* member of the council but all other councillors should be elected. We believe, however, that it may be desirable to empower councils to co-opt additional members as and when necessary.

(iv) *The Quality of Councillors.*—We believe that councillors of a higher quality are required. To this end we recommend two specific measures.

Firstly we recommend that the regulations regarding literacy in the official language of the council must be enforced.

Secondly we recommend that teachers should be permitted to participate in local government. (*See* para. 743, Chapter XXIII.) They should not, however, be nominated by the councils as members of District Education Boards.

(v) *Policy Committee.*—We believe that the functional committee system should be abandoned and recommend that in place of these committees each council should have a single Policy Committee consisting of the Mayor/Chairman and his deputy and about eight other leading members of the council. There would be proportional representation from all areas. This Committee would consider the advice of the Local and Urban Advisory Committees; agree the agenda for council business; make policy recommendations to the council as a whole; act for the council between full council meetings; and, through the Clerk, oversee the implementation of policy by the council staff.

(vi) *Mayors and Chairmen.*—The Mayor/Chairman would continue to be the ceremonial as well as the constitutional head and effective leader of the council.

We recommend that in future Mayors/Chairmen and their deputies should be appointed by the Minister of Local Government. The Minister would select them from a panel of names submitted by the elected councillors meeting under the supervision of the D.C.

We consider it vitally important that they should be men or women capable of taking the lead in formulating policies, in explaining them and defending them in the council and to the public and the Central Government. They should be capable of playing a constructive role in the District Development Committees of which they would be members.

(vii) *The Ministry of Local Government.*—In considering the structure, strengths and weaknesses of local government institutions we cannot overlook problems affecting the Central Government Ministry responsible for overall supervision. We have commented on the understaffing of the Ministry and we recommend that as soon as practical the Ministry staff should be strengthened to enable it to deploy professional staff at both Provincial and District levels.

649. *County Councils' Finances.*—If local government is to play any significant role in the future it must have a sound financial base. We have considered the case for introducing other forms of taxation to replace Graduated Personal Tax (such as, for example, the introduction of land value rating) but came to the conclusion that G.P.T. should remain. We, therefore, recommend that:—

(i) Graduated Personal Tax should be returned to County Councils so that they have a stable source of revenue on the basis of which they can plan future development. We also note that there is a Cabinet Committee currently investigating ways and means of

improving the assessment and collection of G.P.T. We welcome this warmly as we feel that there is much wanting in the present procedure.

(ii) If our recommendation above is accepted, we consider that the controversy over the continued payment of agricultural cesses should once more be carefully reviewed.

(iii) County Councils should finance their existing functions (including those that they will take over from Area and Urban Councils) from their own revenues. Where, however, it is impossible for a council to balance its budget for these services, the Government should continue to provide assistance by means of grants-in-aid, *provided that* the deficits are contained in budgets which have received approval by the Ministry of Local Government.

(iv) If and when the former mandatory functions with regard to roads, health and education services are returned to County Councils, the costs should be 100 per cent reimbursed by the Government. Any fees and charges emanating from such functions would be paid to the Government.

(v) The financing of development projects must be strictly related to the recommendations of the District Development Committee and the Local Government Loans Authority should increase their loans to County Councils. (*See* Chapter XII).

650. *Municipalities' Finances.*—The Commission feels that improved site value rating should be introduced where practicable because this system would raise more money to be used for both capital and recurrent expenditures, thereby easing the burden of Government grants to the Municipalities. We therefore recommend—

(i) that the present system whereby these authorities provide for both the mandatory and permissive functions should continue;

(ii) that improved site value rating should be introduced where practicable;

(iii) that Government assistance should be given to support revenue and development budgets in cases of genuine need especially through the Local Government Loans Authority;

(iv) that the Provincial Officers of the Ministry of Local Government should provide assistance and supervision over the affairs of municipalities which should also have direct access to the Ministry; (This recommendation depends on the implementation of our previous recommendation regarding the need to strengthen the professionally qualified staff of the Ministry.) and

(v) that development budgeting must be co-ordinated through the District Development Committees, except in the case of Nairobi and Mombasa which have their own Development Committees.

651. We applaud the move by the Government to return the whole of municipal G.P.T. to the Municipalities as this should assist in the capital development of these areas.

652. *Financial Procedures.*—All councils should continue to be responsible for the maintenance of accounting records and the preparation of annual abstracts of accounts—subject to instructions and assistance given by the Ministry of Local Government through their Provincial and District offices. The external auditing should continue to be the responsibility of the Controller and Auditor-General. It would be advantageous if the financial years of local authorities and the Government were the same. We therefore recommend that the financial year for local authorities should in future be adjusted to commence on the 1st July instead of the 1st January.

653. *Staff.*—We recommend—

(i) that a Local Government Service Commission, as proposed by the Local Government Commission of Inquiry in 1966 and Sessional Paper No. 12 of 1967, should be established as soon as possible to deal with the appointments and promotions and discipline of local authority staff. We also consider that such a Commission would be the most suitable body to deal with the revision of terms and conditions of service for local authorities in accordance with paragraph 118 of Sessional Paper No. 12 of 1967;

(ii) that the National Joint Negotiating Council, comprising representatives of the Kenya Local Government Workers' Union and of the employing authorities, should continue in collaboration with the proposed Local Government Service Commission to formulate terms and conditions of service for all local authority staff;

(iii) that the staffs of Area and Urban Councils should be absorbed by the County Councils in whose areas they are situated; and

(iv) that since Town Clerks and County Council Clerks are the Chief Administrative Officers and Chief Executives of their councils, all instructions to council officers should be channelled through them. This would apply to instructions arising from resolutions of the full council or of the Policy Committee between meetings of the full council. The Chairman must have a close working relationship with the Clerk which should in many ways be analogous to that between a Minister and his Permanent Secretary. The practice whereby individual councillors give direct instructions to members of the council staff should cease.

654. *Remuneration of Councillors.*—The Commission sees no reason to change the present regulations regarding the payment of allowances to councillors though the rates of allowances may need to be reviewed from time to time. We cannot, however, see any justification in the present system whereby the allowances are paid monthly in advance. (This can result in the payment of allowances for which a councillor does not subsequently become eligible.) We recommend that in future councillors should be paid the allowances for which they have become eligible at the end of every month.

CHAPTER XXI—SUPERANNUATION

655. The principles of superannuation can be stated very briefly. In its original concept it was the provision, at a point in time when an individual was considered too old to continue in his employment, of an income in substitution for his salary and as a reward for service. The concept of being too old to continue in employment has, to a very large extent, disappeared with the income in retirement commencing at a predetermined age.

656. The income (pension) can be provided by a pension scheme or, and with certain major qualifications, a provident fund. To appreciate the reasons underlying our recommendations in this section, it is essential that certain aspects of both pension schemes and provident funds be understood and highlighted. Before going into detail regarding these types of arrangement, it is necessary to state and explain the concept of "deferred pay".

657. In western countries, in the latter half of the last century and through the first two or three decades of this one, it was not unusual for a good employer, when it became evident that an employee, who had given long and faithful service, had reached an age when he was too old to continue working, to grant such an employee a pension as a benevolent gesture. The amount of pension was usually decided upon arbitrarily and invariably paid out of the employer's current income. Whilst an employer would be unlikely to withdraw a pension, the procedure afforded little security as continuity was dependent on the fortunes of the employer and possibly his successor.

658. Nevertheless, despite the factors of uncertainty which to-day would be frowned upon, it became evident and generally recognized that a "benevolent" employer could attract staff as a result of his history of bestowing pensions albeit that a lower wage or salary was paid during the employee's working life. The difference soon became recognized as the element which enabled the employer to pay the pension which in fact was little more than a sum of money withheld during the period of employment and returned with interest after the employee had ceased to be able to work —deferred pay, hence money which, had it not been for the prospect of a future pension, would have found its way into an employee's hands, week by week, month by month was withheld—"deferred"—to be paid after retirement. Initially there was little relationship between the annual sum which might be assumed to be withheld and the eventual pension.

659. Gradually the system whereby an employer paid pensions from revenue has disappeared and for the most part pensions are paid from monies set aside by employers and sometimes employees during the

employees' working life. There are, of course, exceptions, e.g. certain sections of Government service where pensions are paid from revenue.

660. Where, as in the case of Civil Servants, officers/employees make no contribution towards their pension and thus have no vested interest in any part thereof unless and until certain conditions are met, the "deferred pay" element represents 100 per cent of the pension. Where employees contribute and thus acquire an inalienable right to part of the corpus of the fund, the "deferred pay" element is correspondingly reduced.

661. Pension schemes fall into two categories, funded and unfunded. The Central Government arrangement is an example of the latter with pensions being covered by the annual budget and paid out of the current year's revenue. It is only when periodic cash contributions are paid by the employer and where applicable the employee and are invested and actuarially viable, that a truly funded position is achieved.

662. Funded pension schemes and provident funds (and the latter are invariably fully funded) have a characteristic in common in that they should be vested in trustees who control *inter alia* investment and disbursement. Certain powers and duties may be delegated by these trustees to a management committee.

663. Pension schemes, other than those which are unfunded, can be funded wholly by the employer (100 per cent deferred pay) or partially by the employer (partial deferred pay) and partially by the employee. The former, together with unfunded schemes are often described as free pensions but if the concept of deferred pay is accepted, and it is now very much an accepted principle on the international scene (e.g. national pension funds to which employers must contribute) then the term "free pension" is obviously a misnomer.

664. It may reasonably be assumed that a funded pension scheme, to remain solvent and provide pensions to retiring employees around the age of 55 after 35 years' service with a pension of approximately two-thirds of salary on retirement, must look to an annual contribution of 20 per cent to 25 per cent of the employees' pensionable salaries each year until retirement. The percentage may vary very considerably with the terms and conditions of the scheme, varying returns by way of dividends and interest on investments for example, but these factors can be actuarially calculated from time to time and in fact must be. In order to assess the contribution rate required to maintain the solvency of a fund, the Actuary not only takes account of the income derived from investments arising from contributions but must also make assumptions in regard to future increases in salary, withdrawals from the fund before benefits vest and the effects of inflation.

665. In addition to providing pensions, most pension schemes allow that an employee on retirement may forgo a portion of his pension for a tax free cash payment. Under East African Income Tax Laws, the tax free cash payment is limited to the surrender of 25 per cent of the pension for a cash sum not exceeding Sh. 120,000. In addition there is normally a provision for the payment of benefits to dependants in the event of death. This "death benefit" may take the form of a substantial cash payment to be disbursed by the Trustees to the dependants or alternatively in the form of a widows' and orphans' pension but the latter may sometimes present administrative difficulties.

666. In all schemes there is a provision which sets out the employee's entitlement (if any) in the event of service being terminated for any reason before normal retirement age. As stated an employee always has an inalienable right to his own contributions. However, the provisions pertaining to disbursement of the pension earned and secured by the employer's contributions in the case of a funded scheme, or simply earned in the case of a non-funded scheme, vary very considerably from those which may be considered stringent to those which are generous, e.g. the Pensions Act (Cap. 189) governing Civil Service pensions may be considered stringent in that it lays down that a Civil Servant wishing to leave the service and who is not entitled to retire under other terms and conditions must resign and forgo any claim to retirement benefits.

667. In the case of a provident fund it is usual for members to contribute to the fund an agreed portion of their basic salary and these contributions are matched and indeed sometimes more than matched by contributions from the employer. The basic concept of such a fund is the payment of the sum standing to the credit of the member plus interest arising from the investment of contributions as a single cash sum upon death, retirement, resignation, etc. The member is always entitled to his own contributions; the employer's contributions generally being vested in the member after a predetermined period of years of service have been completed.

668. In more recent years there has been a trend among employers to move away from provident funds towards pension schemes although the latter generally may be assumed to place a greater financial burden upon the employer. The basic reason for this trend lies in the fact that the beneficiary of a provident fund receives a lump sum on retirement which he must obviously invest in one way or another. It is true that the lump sum or part thereof may be utilized in the purchase of an annuity but experience shows that this is rarely done and an unfortunate investment can leave the individual without sufficient means of subsistence at a time when his earning capacity may well have come to an end.

CURRENT PRACTICE IN KENYA

Central Government

669. The pension provisions contained in the Pensions Act (Cap. 189) are essentially similar to the provisions of the Local Government Officers Pension Fund with pensions calculated at the rate of 1/600th of the retiring salary for each complete month of continuous pensionable service subject to a maximum pension of two-thirds of salary. The basic differences are—

(i) civil servants are not required to make contributions towards the provisions of their pensions;

(ii) pensions are not funded but paid from current revenue; and

(iii) the normal retiring age is 55 subject to the completion of 10 years' service but with provision for retirement at age 50 where the agreement of the employer and the employee are required.

670. Since 1962 persons in the teaching service have been eligible for pensions under the Pensions Act. Previously provident fund provisions were made and these still continue for those who opted out of the Pensions Act provisions. All new staff fall under the Pensions Act and the Provident Funds are closed to new entrants.

Local Authorities

671. The pension provisions for Local Authorities are covered under the Kenya (Local Government) (Pensions) Regulations 1963 and the Kenya Local Government Officers Superannuation Fund Rules 1963. The following is a brief summary of the main provisions of this Fund which covers staff in designated posts, i.e. all non-manual posts:—

(i) *Rate of Pension.*—The pension is calculated as being 1/600th of the average salary earned during the three years immediately preceding retiring age for each complete month of pensionable service. This is the same pension earning rate provided under the Pensions Act.

(ii) *Retirement Age.*—The normal retirement age is the attainment of age 60 with the exception of employees of Mombasa Municipal Council where the normal retirement age is 55.

(iii) *Employees' Contributions.*—Members contribute 7½ per cent of pensionable salaries except in the case of Mombasa where the rate is 9 per cent.

(iv) *Employer's Contribution.*—The employer's annual contribution is 9½ per cent of pensionable salaries of all the members except in the case of Mombasa where it is 12 per cent. It will be appreciated that as the

pension earning rate and the members' contributions are fixed the employer's contributions must be the variable factor and there can be no guarantee that the current employer's contribution rate will be maintained indefinitely as it must be affected by the earnings of the Fund (interest and dividends) any acceleration in the rate of salary increase, the longevity of pensioners, the incidence of widows' pensions, etc. etc.

(v) *Death Benefit.*—The following variable conditions apply:—

(*a*) In the event of the death of a member who has completed less than two years' pensionable service there is paid a refund of the member's contributions with compound interest at 3 per cent.

(*b*) In the event of the death of a member who has completed two but less than ten years' pensionable service, there is paid the member's own contributions plus compound interest at 3 per cent together with an additional of 1/8th of the amount payable for each year of pensionable service in excess of one.

(*c*) (i) In the event of the death of a member who has completed 10 years' service or more there is paid to his dependants a pension equal to 50 per cent of the pension that would have been paid to the deceased member had he retired on the date of death, the pension being calculated on the basis of (i) *Rate of Pension*—above.

(ii) In the event of a member who dies in retirement who is in receipt of a pension there would be paid to his widow or other dependants as the Trustees decide, a pension equal to 50 per cent of the pension the member was receiving.

(vi) *Leaving Service.*—A member who voluntarily leaves the pensionable service (other than to take employment with Central Government or the East African Community with the consent of his employer) before attaining retirement age, is refunded his own contributions with 3 per cent compound interest.

(vii) *Early Retirement.*—There is a provision for members to retire on or after age 55 (50 for Mombasa) subject to the agreement of both the employer and the employee. In this event the pension payable is calculated as (i) above but is reduced on an actuarial basis in order that the early retiring member receives the equivalent of the pension earned. In the event of a member with ten or more years' pensionable service leaving due to disability, then a pension calculated in accordance with (i) above is payable on the basis that the member had reached normal retirement age on the date on which he actually retired.

672. Of a total of approximately 42 Local Authorities who could participate in the Local Government Officers Superannuation Fund, only 13 actually participate. There may be good reasons for the non-participation by certain Councils, e.g. a shortage of finance or a preference among staff for a provident fund. There are reciprocal arrangements covering pension provisions between the East African Community, the Central Government and this Fund whereby an employee on taking employment with one of the other bodies may, subject to the agreement of his employer, transfer without loss of pension rights. It will be noted that a member who leaves of his own volition receives only a refund of his own contributions with interest and that there is no provision for an employee on leaving to receive a deferred pension.

673. For employees who are not covered by the Local Government Officers Pension Fund there are certain Provident Fund provisions in force. With the exception of Nairobi City Council and the larger municipalities which run their own provident funds, all other local authorities wishing to participate are eligible to join a Provident Fund which is operated by a Board within the Ministry of Local Government. Participation in the fund is optional but in the main, salaried as well as non-salaried employees of Urban and County Councils contribute to the fund. As regards the amount of contributions, employees contribute 7½ per cent of their monthly basic salary and the employer pays an equivalent amount. Normal retirement age is 55 years with a minimum period of 10 years' continuous service to qualify for full benefits under the fund. In the event of an employee leaving without completing this period, a scaling formula for payment of proportionate benefits has been worked into the fund and this operates as under:—

Employee's Period of Service	*Benefits Receivable*
0–5 Years	Employees' contributions plus interest.
5–10 Years	75 per cent of the total employee's and employer's contributions plus interest.
Over 10 Years	100 per cent of employee's and employer's contributions plus accrued interest.

National Social Security Fund

674. The National Social Security Fund now caters for all male employees employed in organizations with not less than five employees with the exception of certain very limited exclusions and the pensionable staff employed by the East African Community, Central Government and Local Authorities.

675. The fund requires a contribution of 5 per cent of salary/wage from each side subject to a maximum of Sh. 40 per month from each side. Benefits take the form of a cash payment representing the accumulated contributions including interest standing to a member's credit. Basically, the

benefit is payable at age 60 (the age benefit) but provision is made for earlier payment in the event of death, disablement and unemployment. The management of the fund is vested in a department of the Ministry of Labour but looks to the Ministry of Finance and Economic Planning for advice and guidance on matters relating to investment.

676. Although it was the intention of the NSSF to accept contributions from both male and female employers, the latter were initially excluded from contributing due to a legal technicality. The NSSF contributors personal account number was based on a conversion of his ID card number, and employers were required to quote this number before an account for the employee/contributors could be opened. Since the Registration of Persons Act 1949 (Cap. 107) s.2, spoke of male employees only, female employees could not be registered under the Act, and thus could not obtain ID cards under s.9 (1). Without these, no personal numbered contributor's account could be opened for them. They could therefore, not be "called up" as contributors to the NSSF until s.2, of the Registration of Persons Act had been amended to cover both male and female employees. The basic principle, however, is that both male and female employees should contribute to, and enjoy the privileges of the NSSF on exactly the same basis.

Statutory Boards

677. An examination of the superannuation provisions made by Statutory Boards and Public Corporations has revealed substantial differences in the type and extent of benefits provided. Equally phenomenal is the fact that even in the same organization there are sometimes substantial differences in the level of benefits provided by an arrangement operated by one employer depending on the salaries and seniority of employees within that employer's staff. Additionally, certain employers operate parallel schemes for different categories of staff.

678. The multiplicity of these arrangements and the differentials, sometimes inequitable, in the benefits provided for employees have led to unnecessary administrative costs without any of the advantages of co-ordinated effort.

Private Sector

679. The retirement provisions made by employers in the private sector range from an employer having his staff covered under the National Social Security Fund only, to the much more sophisticated arrangements providing for pensions related to years of service and retiring salary. The diversity of arrangements does not allow anything approaching a pattern to be established other than the fact that there is and has been over the last few years a considerable move from provident funds to pension schemes. More and more

pension schemes are being established particularly in those sections of the private sector where skilled manpower is required and pension provisions are necessary in the competitive field of staff recruitment. Basically, the private sector is in rather a similar situation to that of the public sector but as pension matters are sometimes used as a bargaining counter when recruiting staff, it is unlikely that there will be any voluntary move towards the standardization of pension terms.

Mobility of Labour

680. Under the Pensions Act and most pension schemes and provident funds, an employee who leaves his employer before a considerable number of years of service have been completed, forgoes all his rights under a non-contributory scheme to the benefit accrued to the date of separation. In the private sector there are commercial reasons for this in that an employer who has spent money on training an employee is unlikely to be willing to see this employee leave with the employer's assistance (release of deferred pay) to join another employer who may well be a competitor. Consequently the retention by the employer of a hold over the retirement benefit provided by the employer is used as a deterrent to an employee leaving. This is not peculiar to Kenya and in fact is found in most countries of the world where there is no comprehensive state pension fund providing pensions covering all categories of employees. The provisions of the Pensions Act have a similar restrictive influence as do many of the schemes operating within the public sector.

681. Currently there is provision for pensionable staff employed by the East African Community, Central Government and Local Authorities for employees/servants to transfer from one of these employers to the other without loss of pension rights provided that the employers agree to the transfer. Apart from those of these three employers, there do not appear to be any other reciprocal arrangements in the Republic.

OBJECTIVES AND RECOMMENDATIONS

Objectives—Shorter and Long Term

682. Our objectives in this section of our report are, briefly, to provide for equality of reward and mobility of labour. It is evident that there is considerable inequality of reward in relation to superannuation and that existing superannuation provisions are a deterrent to mobility of labour. In so far as equality of reward is concerned, it is evident that all superannuation provisions within the public services must be brought into line before they become more complex and any move to rationalization, prohibitively expensive.

683. In order to ensure the further rapid development of the Republic, we think it is essential to devise arrangements so that superannuation ceases to act as a deterrent to the mobility of labour. Initially, in the shorter term only, it may be both desirable and necessary to impose some restriction on mobility such as both the present employer and the potential new employer agreeing to the movement prior to its taking place.

684. In so far as superannuation is concerned, the objects set out above are complementary in that mobility of labour and the consequential transferability of pension rights would not readily be achieved without equality of reward.

685. Our short-term recommendations are designed to permit over a relatively short period complete reciprocity in so far as pension rights are concerned between the East African Community, Central Government and other parts of the public sector. This would include statutory boards but could, if Government so wished be widened, as has been done in an adjoining country, to include companies and institutions in which Government holds a controlling interest. The long-term aim is that a National Pension Fund be established and our recommendations for the shorter term are tailored to achieve this aim with the minimum of effort and the maximum of smoothness.

National Pension Fund

686. In order to attain complete equality of reward and full mobility of labour, in so far as Superannuation is concerned, we consider the best course would be to establish a National Pension Fund. Without such a fund neither equality nor mobility would be achieved in the private sector with the result that the employees in the public sector may well be considered as being in a privileged position and also the essential mobility between the public and private sectors would be frustrated. As has been stated very many employers in the private sector operate pension funds, provident funds, etc., supplementing benefits being secured under the National Social Security Fund but these funds, however generous and well intentioned, invariably do not allow for transferability of pension rights from one fund to another. The result is often that an employee changing employment receives a cash payment which is used for apparent immediate personal needs with the result that on retirement insufficient means are available on which to live. The individual consequently has to depend upon the State or charity for subsistence.

687. Under the National Pension Fund no payments would be made until an employee died or attained retirement age. On changing employment there would be no loss of pension and no erosion of pension due to encashment of rights on changing employment. Any pension earned by an employee would eventually come to him no matter what period of service he completed with an employer.

Recommendations for Change—Shorter Term

688. The provisions of the Kenya (Local Government) (Pensions) Regulations and the Kenya Local Government Officers Superannuation Fund Rules 1963 have been considered and compared with other superannuation provisions made in all sectors in the Republic and it is apparent that the provisions of the Local Government Officers Fund are such that it may be used as a base on which to build a pension scheme embracing all pensionable staff within the public sector excluding government servants and employees of the East African Community. In order to attain the short-term object, the following recommendations are made:—

(i) The Local Government Officers Fund be amended in order to provide that a member of the Fund whose membership exceeds two years should not be allowed to withdraw any cash from the Fund and in the event of his leaving voluntarily, a deferred pension should be maintained in respect of him. Additionally, the death in service provisions should be amended in order to provide a cash sum payment in the event of death where less than 10 years' pensionable service have been completed, of not less than two times the officer's salary at the time of death plus the refund of the member's contributions with interest. The reason underlying the retention of the 10-year period before widows/dependants pensions become effective is that there is a lack of statistics enabling a true estimate of the cost of this benefit to be made. The Local Government Officers Pension Fund is based, in so far as this benefit is concerned, on marital custom in the United Kingdom which is not necessarily applicable in Kenya.

(ii) (A) The Trusteeship and management of the fund be passed to an independent body in order that—

(*a*) employees may be assured of impartiality;

(*b*) the management of the fund may not be used as an excuse for any employer not participating; and

(*c*) full advantage of Pension Fund expertise available in Kenya may be utilized. We have found that this expertise is available in Kenya where there is the very considerable advantage of a depth of knowledge of local conditions both social and technical. We have knowledge of a pension fund operating in another independent state in Africa which has attained, in all essentials, the same as our shorter and long-term objects and which has followed with considerable success this recommended course of action.

(B) In regard to the investment of contributions, the underwriting of pensions, death, disablement and widows/dependants benefits, we consider that it would be wasteful to establish a special organization to undertake this task as this would duplicate functions already undertaken by the Kenya National Assurance Company Limited. That Company currently underwrites group pension arrangements for employees of employers in both the public and private sectors. They have the nucleus of staff on which to expand this branch of their business and also the essential actuarial advice. This would mean that the Trustees and Managers could look to the Kenya National Assurance Company Limited for minimum guaranteed return including a guarantee of capital and leave the Trustees and Managers free to see to the administration of the fund which, it is emphasized, must be of a high order as any inefficiency would be expensive.

(iii) Of a total of 42 Local Authorities who could participate in the Fund, only 13 actually participate and consequently a very large number of employees who could be covered are not, except to the extent of certain provident funds. Therefore, all Councils which do not currently participate should be required to participate as soon as (i) and (ii) above have been accomplished. The current provident fund provisions should be frozen on the date on which participation in the pension fund commences and the proceeds of the provident fund paid to a member only when such benefit is payable under the rules of the provident fund.

(iv) All Statutory Boards should be required to participate in the Fund and wind up their existing diverse arrangements. The moneys covering existing provisions should either be transferred to the Fund or frozen and held for payment under the current rules. The liquidation and payout of existing funds should not be allowed. Any resistance on the part of any section of employers or employees must be overruled if shorter and long-term objects are to be achieved. Otherwise the present unsatisfactory situation will continue and in the long term be more difficult and expensive to rationalize.

(v) When (i), (ii), (iii) and (iv) are accomplished, the Local Government Officers' Fund, which by then should have been re-named, should be available to the private sector in order that employers who so wish, may establish pension arrangements for their staff under the aegis of the Fund. This would allow for transferability of pension rights between those sections of the public sector partici-

pating in the fund and those employers in the private sector. It would not facilitate direct transfer from the private sector to Central Government or the East African Authority.

(vi) Those employers in the private sector establishing pension funds who do not wish to participate immediately in the new Fund should be given every encouragement to provide benefits on a similar basis to the new Fund in order that the long-term objects mentioned hereinafter may be more readily accomplished; indeed presumably the Government could establish machinery requiring all new pension funds to be approved in order to achieve this end.

(vii) All staff covered by the new Fund should be exempt from the provisions of the National Social Security Fund. As, except for very short-term staff, employees leaving service would receive deferred pensions, such employees would stand to benefit by such a move.

(viii) In regard to the pension provisions provided for under the Pensions Act these are, as stated, not funded and it is considered that this matter should be examined in depth. From the information laid before us, it is apparent that if action is not taken, the Republic would, in years to come be faced with an alarmingly accelerating pensions bill which would have to be met wholly from revenue. A study should be made of this matter with a view to ascertaining the approximate annual liability in years to come as the annual cost of pensions must be assumed to increase considerably over the next two decades. In order to keep this acceleration in control, plans should now be laid for Government servants to commence contributing towards the payment of their pensions with, of course, suitable adjustments in their remuneration. The ultimate object must be to look to a contribution from Civil Servants of 7½ per cent of salaries which contribution rate would bring them into line with the rest of the public service with the exception of the East African Community. The funds deducted from salaries should either be held by the new Fund as a partial funding payment towards future pension liabilities or alternatively held by Government in a reserve account to help offset the aforementioned acceleration. Additionally, the concept of deferred pay should ultimately be recognized by Central Government and pensionable officers leaving who have completed other than a very short term of service should be granted the benefit of a deferred pension.

Recommendations for Change—Long Term

689. The Local Government Fund, as enlarged to embrace the rest of the public services, would act as the foundation for the NPF. Initially NPF members should be exempted from contribution to the NSSF. This would continue until the coalescence of the present social security organizations had been achieved. The NPF (which in the first instance would be a nucleus organization charged with the task of laying out and perfecting the legal and administrative procedures involved) would absorb the enlarged Local Government Fund, whose expansion and growth would have been undertaken under NPF guidance.

690. Acceptance of the principle of deferred pay would then be universal within the Republic, superannuation would no longer be a deterrent to the optimum utilization of manpower by restricting the mobility of labour and the working population would know that in due time they would receive a pension bearing some relation to their retiring salary and their working career. If our shorter term recommendations are accepted and implemented over as short a period as possible, which should not be longer than 3 years, at the end of this period the scaffolding for the National Pension Fund would already be in existence and tested, with sufficient staff expertise and experience to ensure that the additional commitments consequent upon the National Pension Fund coming into force would be smoothly absorbed and processed. The impact of these commitments would be well spread. In order that there should be the minimum dislocation, existing and properly conducted Pension Funds would seek and be granted Government approval. Should employees then in these funds resign prior to retiring age, then the approved fund would be required either to grant a deferred pension or to make an actuarially computed payment into the National Pension Fund. From inquiries we have made we believe that the private sector would willingly co-operate and help Kenya to reach a goal in the relatively near future which other countries, despite long consideration accorded to the problem, may not attain for many years to come and only with considerable political and economic difficulty.

CHAPTER XXII—THE OMBUDSMAN

691. In Chapter V we recommended the urgent appointment of an "Ombudsman" in Kenya as a means of preventing the abuse by Civil Servants of their powers. We have referred to the danger that officers sometimes tend to overstep their authority or neglect their duties, to the detriment of private citizens. Many such acts do not usually amount to criminal offences, nor do they create a legal liability for which redress could be sought in a court of law.

692. In order to protect the individual citizen against injustice arising from misconduct, errors of judgment, abuse of office or encroachment by people in authority, various measures have been introduced in different countries. One of them is the Ombudsman.

693. The institution has its origins in Sweden, where in 1809 the first Ombudsman was appointed. Since then several other countries including Denmark, Norway, Finland, the United Kingdom, New Zealand and Tanzania have adopted the institution in its various forms. In addition, the 1969 Ghana Constitution provided for the appointment of an Ombudsman by an Act of Parliament within one year of coming into force of the Constitution.

694. The Ombudsman is normally appointed under an Act of Parliament and submits his report to Parliament, the Head of State or any other person as the law may provide. His main duty is to investigate complaints that people have sustained as a consequence of maladministration. In his investigations, the Ombudsman is expected to be thorough and impartial. He has access to any official documents relevant to his inquiry and may require anyone, including Ministers and Civil Servants to produce oral or written evidence before him.

695. Although the Ombudsman has the semblance of a judge, he does not act as such; nor are his findings binding judicially. However, because of his constitutional position, his recommendations for the redress of grievances are usually heeded by the appropriate authorities.

696. In establishing the office of Ombudsman, Parliament may exclude some matters affecting the security of the State, the exercise of the prerogative of mercy, review of court decisions, personnel matters concerning public servants which are governed by regulations and cases where alternative remedies are available.

697. The Ombudsman may take different forms. In European countries and New Zealand, the Ombudsman is a one-man institution. An alternative form is to have a Chairman and two other Commissioners. Whatever the

form, it is imperative that persons appointed to this important office should be of the highest integrity, capable of discharging their responsibility with utmost impartiality.

698. As a system of external control over the public services the Ombudsman has a salutary effect on the quality and efficiency of public officers. The knowledge that their acts or omissions could be subject to public scrutiny, keeps them constantly on the alert. Moreover, the mere existence of this institution tends to enhance public confidence in the Government, since in the eyes of the public the Government is seen to have nothing to hide.

699. The evidence adduced before us during our inquiry indicates that a real need exists for the appointment of an Ombudsman in Kenya. Serious allegations regarding tribalism, nepotism, corruption and other forms of malpractices were made against Civil Servants and other public servants. We feel that these allegations, if not heeded and investigated impartially, could undermine the integrity of the Government and adversely affect public confidence and the morale of the public services. The situation needs to be contained; and we believe that one way to achieve this would be through the Ombudsman. Accordingly we reiterate our recommendation for the establishment of this office.

700. Although we leave the details—e.g. appointment of Ombudsman, his scope of powers and investigatory procedures—to be worked out by the Government, we wish to include two points in this recommendation. The first is that an essential feature of the Ombudsman system is that it should enjoy the complete confidence of the nation as a whole in carrying out its responsibilities. We feel that in the Kenya of today this is more likely to be achieved with a body consisting of, say, three persons rather than the one-man Ombudsman arrangement. The impartiality of the office is more likely to be seen when an investigation is carried out by more than one person. The second point is that the Ombudsman should be given sufficient powers and independence if this institution is to become effective.

CHAPTER XXIII—CIVIL SERVICE: OTHER TERMS AND CONDITIONS OF SERVICE

HOUSING

701. In accordance with the present terms and conditions of service all Civil Servants are eligible for housing provided by the Government or for an allowance in lieu. Married women are also eligible for housing if entirely self-supporting or the sole supporters of their families. Government quarters are allocated in accordance with a points system determined by the employee's marital and family circumstances, length of service and basic salary. Hence the greater the total number of points an employee has, the greater are his prospects of securing Government quarters. Civil Servants living in Government quarters are charged a monthly rental which is considerably below market rates but since the stock of Government housing is limited, only a minority of employees can be housed. Others are paid a monthly house allowance, the maximum limit of which is based on the employee's basic salary and varies between owner-occupied and privately rented quarters. The allowance given to the latter group is the difference between the actual rental bill, subject to the maximum limit not being exceeded, and the rent the employee would pay to the Government for an equivalent category of Government quarters. In the case of an officer living in his own house, house allowance is assessed as the difference between 15 per cent of the capital cost of the building and land and the rental that the officer would have paid had he occupied Government quarters of a similar category, subject to specified capital cost ceilings. In other cases the Government rents a privately owned house at market value and sub-lets it to the employee charging him a nominal rent.

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702. An analysis of the Government practice in providing housing to Civil Servants is reflected in Tables 1, 2 and 3. For the purpose of this exercise the yard-stick adopted is house subsidy.

703. Table 1 is an analysis of house subsidy for officers living in Government quarters. It shows that there is a high element of subsidy for all officers living in Government quarters which ranges between 15 per cent and 30 per cent. By subsidy we mean the difference between the prevailing rents in the open market and those rents charged by Government for comparable accommodation, expressed as a percentage of the salary plus prevailing rent.

704. Table 2 is an analysis of house subsidies provided to officers living in privately rented quarters. It shows that house allowance constitutes a very high subsidy for all officers living in privately rented quarters ranging from 13 per cent to 36 per cent. The house subsidy decreases as the salary brackets rise. Subsidy is therefore greatest in the lower salary groups.

Table 1.—Officers Living in Government Quarters

1	2	3	4	5	6	7
Basic Salary £	Mid-point £	Market Rent‡ per annum £	National gross Salary per annum 2+3	Rent Payable Annually on Govt. quarters by category p.a. £	House Subsidy per annum 3−5	House subsidy as percentage of national gross salary 6÷4
1,839 and over	2,419·5*	1,320	3,739·5	182·4	1,137·6	30·4
1,398—1,838	1,618·0	660	2,278	159·6	500·4	21·9
1,068—1,397	1,232·0	480	1,712·0	105·6	374·4	21·9
828—1,067	947·5	300	1,247·5	63·6	236·4	18·9
648— 827	737·5	180	915·5	37·8	142·2	15·5
396— 647	521·5	120	641·5	22·8	97·2	15·2
Under 396	283·0†	96	379·0	15·6	80·4	21·2

* £1,839—£3,600
† £ 395—£171
‡ Tysons Limited

Table 2.—Officers Living in Privately Rented Quarters

1	2	3	4	5	6	7
Basic Salary	Mid-point	Maximum rent allowed per annum	Gross Salary	Rent Payable annually on Govt. quarters by category	House Subsidy‡ per annum	House Subsidy as percentage of gross salary
£	£	£	2+3	£	3−5	6÷4
1,839 and over	2,419·5*	570	2,989·5	182·4	387·6	13·0
1,398—1,838	1,618·0	510	2,128·0	159·6	350·4	16·5
1,068—1,397	1,232·0	420	1,652·0	105·6	314·4	19·0
828—1,067	947·5	360	1,307·5	63·6	296·4	22·7
648— 827	737·5	240	977·5	37·8	202·2	20·7
396— 647	521·5	198	719·5	22·8	175·2	24·4
Under—396	283·0†	186	469·0	15·6	170·4	36·3

* £1,839—£3,600
† £395—£171
‡ Assumed that officers occupy the right category of accommodation and that they all claim maximum allowance.

Table 3.—Officers Living in Their Own Houses

1	2	3	4	5	6	7
Basic Salary	Mid-point	Maximum rent allowed per annum	Gross Salary	Rent Payable annually on Govt. quarters by category	House Subsidy per annum	House Subsidy as percentage of gross salary
£	£	£	2+3	£	3—5	6÷4
1,839 and Over	2,419·5*	1,050	3,469·5	182·4	867·6	25·0
1,398—1,838	1,618·0	900	2,518·0	159·6	740·4	29·4
1,068—1,397	1,232·0	630	1,862·0	105·6	524·4	28·2
828—1,067	947·5	630	1,577·5	63·6	566·4	35·9
648—837	737·5	480	1,217·5	37·8	442·2	36·3
396—647	521·5	480	1,001·5	22·8	457·2	50·7
Under—396	283·0†	480	763·0	15·6	464·4	60·9

* £1,839—£3,600
† £395—£171

705. Table 3 is an analysis of house subsidy provided to officers living in their own houses. It shows that house subsidy ranges from 25 per cent to 61 per cent (to the nearest whole number). However the table includes officers earning £647 per annum and less who do not normally own their own homes. If they are omitted, the house subsidy for this group would then be 25 per cent to 36 per cent of gross salary. The house subsidy decreases as the salary increases. Here again subsidy is greatest in the lower salary groups.

706. Another possible yard-stick would be return to capital. The capital, for the purpose of this analysis is the investment outlay to either buy or build a house and on which the borrowing rate is 8½ per cent. It is assumed that the rate of return must at least be equal to the rate of interest. The calculations are based on a category of housing with a capital value of £7,000. At 8½ per cent, the annual return is £595. All benefits are assessed against the Under Secretary level salary. Assumptions about income tax payable on house allowance are for a family with four children. For officers in the privately rented category, calculations show the maximum rent allowed as well as the maximum actually payable. For owner-occupiers also, calculations are based on the maximum amount payable. The actual position that emerges for each category on the assumptions stated above, is set out below:—

I. *Quarters provided by Government*

	£p.a.
1. Rent paid	182.4
2. Rental value=return to capital for £7,000 investment	595
3. Variation from return to capital on (2) above	+412.6

NOTE.—As a result of changes in the tax structure introduced in January 1971, there is a slight reduction in subsidy.

II. *Privately rented Quarters*

	£p.a.
1. Maximum rent allowed	570
2. Maximum allowance payable (i.e. after deduction for Category A)	387.6
3. Tax payable	112
4. Maximum house allowance received net of tax	275.6
5. Variation from return on capital for £7,000 investment:	
(i) Gross of tax	−207.4
(ii) Net of tax	−319.4

III. *Owner-occupied houses*

	£p.a.
1. Maximum allowance receivable	867.6
2. Maximum mortgage payments	686
3. Tax payable	244
4. Maximum house allowance received net of tax	623.6
5. Variation from return on capital for £7,000 investment:	
(i) Gross of tax	+181.6
(ii) Net of tax	−62.4

707. A summary of the computation of the relative benefits received in each category is shown as follows:—

SUMMARY OF RELATIVE BENEFIT FOR EACH CATEGORY OF HOUSING ON RECENT SYSTEM OF GOVERNMENT HOUSING

On £7,000 Investment	*Gross of Tax*	*Net of Tax*
	£p.a.	*£p.a.*
1. Quarters provided by Government	412.6	412.6
2. Privately rented Quarters	−207.4	−319.4
3. Owner-occupied house	+181.6	−62.4

708. In summary the basic conclusions which emerge from the above analysis are—

(i) that these arrangements represent an important subsidy for all groups of officers and that this subsidy increases as the salary level declines except for officers who live in Government quarters where subsidy increases with increase in salary;

(ii) that the subsidy is greatest for officers living in Government quarters and is greater for officers living in their own houses than for officers living in rented accommodation;

(iii) that there is therefore inequality in the treatment of Civil Servants who are in the same grade in provision of houses; and

(iv) in terms of investment, Civil Servants occupying their own houses have the greatest advantage in that when loan repayments are completed, the individual officer is left with a property which he owns.

709. Strong representations were made by practically all Civil Servants who appeared before us about this inequitable treatment of officers on provision of accommodation. Proposals were put to us that either the Government should provide all officers with accommodation or that the Government should charge open market rates to officers who live in Government quarters.

710. Table 4 shows the position with regard to Government housing and indicates that Government houses 24,383 Civil Servants from whom £509,307 is received annually in the form of rents. In addition to providing these quarters Government also pays house allowances amounting to £1,142,000 per annum to some 12,000 officers who reside either in privately rented quarters or their own houses.

Table 4.—Total Number of Government Quarters at 31st December 1969

Rental Classification	A	B	C	D	E	F	G	Total	Total amount of Rent paid per annum
Nairobi Area	38	214	629	718	824	1,232	3,580	7,235	
Central Province	1	48	229	252	263	678	2,235	3,706	
Rift Valley Province	22	70	415	247	319	590	3,674	5,337	
Western Province	—	15	62	63	84	87	590	901	
Eastern and North-Eastern Province	1	18	144	194	128	228	1,761	2,474	
Coast Province	22	81	127	158	262	247	1,741	2,638	
Nyanza Province	7	25	149	191	252	182	1,286	2,092	
Total	91	471	1,755	1,823	2,132	3,244	14,867	24,383	£509,307

711. The long-term Government policy on staff housing is set out in Sessional Paper No. 5 of 1966/67. It states—

> "the Government will continue to provide institutional housing for staff working in essential institutions such as schools, hospitals and at remote stations and also for personnel liable to frequent transfers. It is hoped nevertheless, that the majority of Civil Servants will rent or buy their own houses either independently or under rental and home-ownership schemes in the towns".
>
> (*Millar-Craig Report, Paragraph 239.*)

We note that the Development Plan 1970/74, states:—

> "Government long-term policy is to move away gradually from the responsibility of housing Civil Servants in the main urban centres except for those working in essential institutions such as schools and hospitals and those at remote stations or liable to frequent transfers. It is expected that many Civil Servants will rent or purchase their own houses, either independently or under rental and home-ownership schemes introduced in the towns. Housing for junior Government staff will normally be found within the local authority housing estates. Local authorities estimates for new construction should, therefore, include provision for housing this class of Civil Servants."

712. In our view this is a wise policy and whilst acknowledging the increasing demand for better housing in both urban and rural areas, we urge the Government to explore all ways and means of diversifying and accelerating national housing programmes.

713. We are convinced that the solution to the housing problem is a long term one and that when the stock of housing in the country is sufficiently large the Government should pay a clean wage and divest itself of the responsibility of housing Civil Servants. In the meantime however there is very heavy pressure on the available housing with consequential effects on prices and rents. We consider this is a factor which cannot be ignored if the morale and efficiency of the Civil Service is not to suffer. It is with these considerations in mind that we make the following observations:—

(i) *Officers Occupying Privately Rented Accommodation.*—A survey into the types of houses rented by Civil Servants in the open market throughout the country indicated that in many cases officers occupied quarters which were below their entitlement because of the prevailing high rents. We are in no doubt that the rates of house allowance paid to officers in this category are inadequate. We therefore

recommend that all officers occupying privately rented accommodation be paid a house allowance as shown below:—

Officers on the undermentioned new annual basic salaries			*House allowance payable per month*
£1,866 and over	.. ..	.. ..	Sh. 950
£1,494 and over	but under	£1,866	Sh. 850
£1,008 and over	„ „	£1,494	Sh. 700
£834 and over	„ „	£1,008	Sh. 600
£594 and over	„ „	£834	Sh. 400
£435 and over	„ „	£594	Sh. 350
£276 and over	„ „	£435	Sh. 300
£201* and over	„ „	£276	Sh. 200
£200 and under	.. ..	.. ..	Sh. 75 (Nairobi Area and Mombasa Municipality)
			Sh. 50 (All scheduled urban areas listed in para. 547)

*Members of the Subordinate Service within this range of salary will normally be given free housing; otherwise they would be entitled to house allowance at the same rate as their colleagues.

We further recommend that deductions made against this allowance in respect of the rental that the officer would otherwise have paid if he had been provided with similar Government quarters should be discontinued.

(ii) *Officers Occupying Government Quarters.*—We recommend no change to the present practice particularly in view of the increased assessments for taxation purposes affecting these officers from January this year.

(iii) *Officers Living in Their Own Houses.*—The quotation from the Development Plan mentioned in para. 711 above refers to home ownership schemes. It is our view that this aspect of the Government policy can only succeed if deliberate action is taken by the Government to provide greater impetus to the building of houses at a cost which Civil Servants can afford.

We endorse the present arrangement where Government encourages Civil Servants to own houses but we consider that the payment of house allowance to owner occupants calculated on 15 per cent of the value of the property less the rental payable for equivalent Government quarters, subject to existing ceilings, should continue for five years from the date of implementation of this report. Thereafter that the percentage should be reduced to 10 per cent without deducting the rental for equivalent Government quarters.

714. Representations were made that Government should give more assistance towards Civil Servants' house ownership by making loans available to meet the necessary initial deposit required for participation in home-ownership schemes. We accept these representations and recommend that Government explores ways and means of enabling officers to participate in these schemes.

715. We agree with the stated policy of the Government that houses for junior Government staff will normally be found within the local authority housing estates. We would wish to reiterate the statement and urge Government to continue the deliberate policy of injecting sufficient capital into local authorities housing schemes so that the amount of housing accommodation throughout the country can be increased.

LEAVE

716. Leave is one of the basic conditions of service. It is designed to have mutually beneficial results for both the employer and the employee. The good employer will, therefore, ensure that his staff receive sufficient time off-duty to maintain their mental and physical ability to carry on their duties efficiently—this is the recuperative aspect of leave. From the employee's point of view leave is a break from the routine of his daily employment which he values and does his best, having regard to his other commitments, to enjoy.

717. Civil Servants, excluding uniformed officers in the Kenya Police and the Kenya Prisons Service, are eligible for accumulable leave at the following rates:—

Officer on undermentioned existing annual basic salaries	Leave earning rate in days per month	Leave earning rate in days per year
Under £252	1¾	21
£252–£395 inclusive	2⅛	26
£396–£677 inclusive	2½	30
£678–£1,103 inclusive	3	36
£1,104 and over including super scale..	3½	42

718. Uniformed officers in the Kenya Police and the Kenya Prisons Service are eligible for accumulable leave at the following rates:—

	Police	Prisons	Leave earning rate in days per month	Leave earning rate in days per year
(i)	Constable Corporal Sergeant Cadet Assistant Inspector	Warder, Wardress Lance-Corporal Warder Corporal Warder Warder Clerk Warder Artisan Sergeant Warder	2½	30
(ii)	Assistant Inspector	Chief Warder Grade II Chief Warder Grade I Principal Officer	3	36
(iii)	Inspector Chief Inspector Assistant Superintendent (Cadet)	Chief Officer Grade II Chief Officer Grade I	3½	42
(iv)	Assistant Superintendent Superintendent Senior Superintendent	Assistant Superintendent Superintendent Senior Superintendent	3¾	45
(v)	Superscale Officers	Superscale Officers	4	48

NOTE.—All ranks of the Administrative Police are eligible for accumulable leave at the rate of 2⅙ days per month.

719. We are in no doubt that the present rates of leave enjoyed by the Civil Service are excessive. We have made inquiries about leave granted by other employers and the recommendations which follow are designed to bring Civil Service leave more into line with that allowed to employees in other sectors of the economy. We propose that all officers earning less than £690 per annum in the suggested new salary structure should in future be granted 21 calendar days per annum and that all officers earning £690 per annum and above should be granted 30 calendar days leave. The principles of a different leave rate for the uniformed officers of the Kenya Police and the Kenya Prisons Services should, in our view, be maintained because of the nature of their duties. We consider, therefore, that non-commissioned Police and Prison officers should be granted 30 calendar days leave per annum and that all other officers of the rank of Inspector and above should receive 36 calendar days leave.

720. It is the present practice for Government to allow leave to be accumulated when for one reason or another it is not taken during the leave year. This is a relic of the past and we regard it as a thoroughly bad practice. In our view it is important that leave should be treated by both Government and its employees on the basis we have set out in the preceding paragraphs. In

other words leave is granted to maintain the efficiency of the service and if staff are to give of their best it is essential that they should take their leave at the proper time. We therefore recommend that in future the accumulation of leave should not be permitted. It should be the business of management in the service to see that in the interests of efficiency leave is taken regularly and we are not aware of any reason why this should not be done. Any leave not taken should be forfeited. It seems to us that one of the causes of the present unsatisfactory situation is that there is no commonly applicable leave year in the Civil Service. We regard it as essential if leave arrangements are to be managed efficiently and equitably that a common leave year should be introduced as soon as possible. Either the calendar year or the financial year would be suitable for this purpose.

721. If these recommendations are accepted by Government the question of implementing the change of terms of service which is involved will arise. As we have already stated leave is a basic condition and we do not consider it would be proper for Government to reduce the present allowance unilaterally and without some proportionate compensation.

722. It seems to us that the most equitable way in which this problem might be solved would be for Government to compensate officers for the loss of leave entitlement by making a pensionable addition to basic salary proportionate to the number of days surrendered in accordance with the schedule given below—

Officers on undermentioned existing annual basic salaries	*Number of days lost per annum*
Under £252	Nil
£252–£395	5
£396–£677	9
£678–£1,103	6
£1,104 and over	12
UNIFORMED OFFICERS	
£153–£372	Nil
£387–£480	6
£678–£1,068	12
£690–£1,734	9
£1,839–£2,900	12

Detailed instructions regarding the method of implementation of this proposal would be issued by the Director of Personnel.

723. We now turn to the question of leave which has been accumulated since the implementation of the Millar-Craig Commission recommendations. The present practice is that officers may accumulate up to 90 days of leave at any given time and we understand that despite the liquidation of arrears which was allowed in 1968 when a cash payment was given to a number of officers in lieu of leave accumulated in excess of 60 days, this has once again become a problem.

724. This commutation of leave for cash to some senior officers was a subject of complaint by many junior officers who gave evidence to us. In general we are not in favour of commuting leave for cash. We are convinced that every officer should take leave each year and that if he does not do so he should forfeit his leave for that year. However, in view of the practice in the past when an officer was allowed to accumulate leave and was assured that he would not lose any leave which he could not take because of exigencies of the service, we feel that it would be unfair for any officer to forfeit leave without being given some compensation.

725. We therefore recommend that half of the outstanding leave accumulated as from leave years ending on or before 31st December 1970 should be commuted for cash in accordance with the following conditions—

(i) the maximum number of leave days eligible for cash commutation should not exceed 90; and

(ii) the balance of leave should be taken before 31st December 1974. Any accumulable leave not taken by 31st December 1974 will automatically be forfeited.

Sick Leave

726. We regard the present arrangements for sick leave as unsatisfactory and out of line with modern practice. We recommend that in future officers should be eligible for three months sick leave on full pay and three months on half pay in any one leave year.

Maternity Leave

727. Many representations were made to us suggesting that it should become the practice to grant maternity leave with pay to female officers. Many of the submissions revealed a confusion between the functions of the State and the Government. Here, we are only concerned with the Government as an employer.

728. It is an accepted principle that an employer only pays for work done except for such specified time when, through no fault of their own, employees may fall sick and be granted sick leave.

729. We are convinced that women must be given equal opportunities in employment but this can only be justified where the overall cost of female labour is equal to the cost of male labour. Where the cost of female labour is higher because of the provision of paid maternity leave, there will be a tendency to look for male labour. Furthermore if service is broken because of maternity leave efficiency suffers.

730. We feel, on the other hand, that there is a strong case for looking into the possibility of instituting some maternity benefits for all mothers. This can either be done in association with the social security schemes or through

separate funds which would benefit not only married female officers in Government service but all mothers in the country. This raises questions which are outside our terms of reference.

731. It follows from the above that we are unable to accept the validity of the representations made to us for paid maternity leave and recommend that the existing position should continue to apply.

Religious Holidays

732. We recommend that such leave may be granted with pay on occasions of religious festivals at the discretion of the Government.

REVISION OF CODE OF REGULATIONS

733. The Code of Regulations constitutes the rules which regulate the conduct, discipline and terms of service of the Civil Service. On examination we found it to be out of date in a number of important aspects and we strongly recommend that it should be completely revised so that it meets the needs of the Kenya Government and the Civil Service as they are today. It is obvious that such a review must fall outside the scope of this Commission but there are a number of matters where we have felt it would be helpful if we were to make the following comments and recommendations. In the first place we consider that there should be an introduction to the Code on the following lines:—

Introduction to the Code of Regulations

734. Government, as an employer, bears similar obligations towards and expects similar service from its employees as with other employers. That is, it must pay a fair wage and offer conditions of employment which allow its employees to live in reasonable comfort and dignity and work in an environment where they can be expected to conduct public business in an efficient and productive manner. In return, the Government expects a fair day's work from its employees, and a commitment on their part towards meeting the goals and objectives of the organization.

735. In addition, however, the Government is the major employer in Kenya. As such, it holds a special responsibility to the nation that extends beyond its role as an employer. Its determinations on wages and salaries, on conditions of employment, on union recognition, trade disputes and negotiations and similar matters have an immediate and widespread effect on the economy and society as a whole. Therefore, its personnel policies as well as its various programmes to effect these policies must be considered, *ipso facto,* as bench marks against which all employers must measure their performances. It is with this in view, that various Commissions have recommended changes to or confirmation of the existing Code of Regulations.

736. The Code of Regulations, as with any other Management tool, is only as good as the man who uses it. It can serve as a valuable guide to decision-making, ensuring that similar situations receive similar approach and treatment; that fair and equitable determinations are made in the light of facts; in short, that justice is done and seen to be done. But, it cannot serve as a substitute for decision-making, as a machine that mechanically and repetitively determines the welfare and careers of Government employees, based on what is in "the book". Such clerical attitudes towards Personnel Management would cause widespread dissatisfaction throughout the Civil Service. The contents speak therefore to the rule, not the exception; presenting normal solutions to normal problems. Unusual solutions to unusual problems must be derived by human judgment from the correct understanding and use of such guidelines. As such, there is always the inherent discretionary power on the part of the official authority responsible for administering this Code to handle exceptional cases on their individual merits.

737. Management methods and techniques have been developed and refined to help managers in their efforts for optimum use of available resources. These pertain to human, as well as material resources. In particular, advances in such areas as job analysis and evaluation, performance appraisal, communications, delegation, goal setting, negotiations and arbitration, incentives, and the like, afford wide opportunities for improved Personnel Management in the Civil Service. Within such an environment, the need for the shape of individual regulations must always be considered and should continue so to be as new management techniques are assessed and installed.

738. Pursuant to the Government's Kenyanization Policy, the percentage of indigenous manpower in the public sector will continue to rise until substantial self-sufficiency in skilled manpower is reached. This means that the personnel policies, programmes and procedures of Government must be concentrated on its citizen employees. That is, upon a work force recruited, selected, appointed, compensated, promoted, transferred, disciplined, and retired in Kenya. As such, this Code must then deal with the rule and not the exception as regards local personnel. Regulations governing expatriate staff should be contained in a different Code Book.

Private Interests

739. We have already dealt with this question at length in paragraphs 29-35 of Chapter III of our Report and have there suggested the principles which should determine the acquisition and pursuit by Civil Servants of private interests. So far as the Code of Regulations is concerned we consider that Civil Servants should not, without the consent of the appropriate authority, engage in trade or acquire directorships. On the other hand we consider the existing provisions relating to the ownership of shares and other like investments to be out of date and recommend their abolition. As to the

ownership of land we recommend that in future there should be no restrictions on officers owning up to a total of 50 acres. For holdings above this figure the consent of the appropriate authority should be obtained. To define appropriate authority we consider that in respect of all officers below the rank of Under Secretary or the equivalent it should be the Permanent Secretary; for Under Secretaries and above it should be the Head of the Civil Service.

740. These recommendations involve a simplification of the existing rules; but if there are to be rules at all it is vital that they should be enforced. We comment on this aspect in paragraph 34 of Chapter III.

Membership of Political Associations

741. During the course of our inquiry representations were made in evidence to us on several occasions suggesting that public officers, including certain categories of Civil Servants and teachers should be permitted to become members of political associations. The contrary view was also expressed that public officers holding non-political appointments including serving Civil Servants and teachers should be insulated from active participation in politics both at the local as well as the national level.

742. We have given this matter serious consideration and recommend that all Civil Servants irrespective of their position or terms of service should not be allowed to become active members of any political party or other associations which may be classified as political. Should a Civil Servant decide to resign his appointment in order to stand for election, it must be made clear to him that he will not automatically be reinstated in the Government Service should he fail to be elected.

743. With regard to teachers participating actively in politics we consider that there is probably a case for them to do so, especially in rural areas where local communities generally look to teachers for leadership and guidance. Allowance should therefore be made for teachers to participate actively in politics at local authority level. (*See* para. 648 (iv) Chapter XX.)

Undue Use of Influence

744. During the hearing of evidence it was on a number of occasions alleged that some officers in the service had sought the support of influential politicians, relatives or close friends to back their promotion or advancement in the service. There were accusations of tribalism, brotherization and nepotism which inevitably undermine public confidence and justice in the service and the morale and discipline of the service itself. We are sure that we will have public support in deprecating these practices in the strongest terms. The confidence of the Civil Service in its top management and the maintenance of its integrity can only be fostered and improved if the business of appoint-

ments, promotions, postings, etc., in the service is conducted, and seen to be conducted, on the basis of individual merit and the interests of the service generally. We recommend that disciplinary action should be taken where there is proof that an officer has sought or is known to be seeking support from influential quarters for his own, his friend's or his relative's personal advancement or favour in the service.

Discipline

745. Evidence has been given to us that some of the apparent low morale and lack of motivation arises from non-enforcement of disciplinary rules. We therefore emphasize the fact that the discipline of the service as provided for in the Code of Regulations and other relevant directives must be upheld and that it is the duty of responsible officers to ensure that this is done.

Retirement from the Civil Service

746. We make the following recommendations regarding retirement:—

(i) *Retirement on Attaining the Age of 55.*—Suggestions were made to us in evidence that the retiring age should be lowered in view of the promotion blockage arising from the promotion of relatively young officers to senior positions in recent years. We have studied this question and consider that a lowering of the normal retirement age from 55 years might result in the departure of able and experienced staff whom the Service could ill afford to lose. We therefore recommend that this rule should be retained.

(ii) *Premature retirement.*—The present situation is that Government has introduced a scheme on an experimental basis whereby superscale officers who have served for ten years continuous service and have attained the age of 45 can retire with full benefits. It was suggested to us that this rule should be extended to cover officers below superscale. We do not, however, consider that there is a case to extend this provision. On the contrary, we recommend that it should be abolished and that Government should have the right to retire any officer in the public interest irrespective of his period of service. We further recommend that the following provisions should be included in the revised Code of Regulations—

(*a*) that where Government takes the initiative to retire an officer, the officer shall be entitled to receive his proportionate earned pension in accordance with existing Pensions Regulations;

(*b*) that where any officer having a minimum of 10 years pensionable service seeks permission to leave the service by way of premature retirement and Government decides to allow him to do so, his proportionate earned pension shall be frozen until he attains normal retirement age; and

(c) where such permission is not granted and the officer resigns, he will forfeit his pension rights.

Employment of Married Women who are Kenya Citizens

747. Personnel Circular No. 3/68 which implemented the recommendations of the Millar-Craig Commission provides that:—

> "With effect from the 1st December 1967 married women will cease to be eligible for appointment on pensionable terms and all new appointments of married women made from that date will be made on temporary or contract terms of service. Married women appointed to posts the minimum of the salary scale of which is K.£396 and above, will be eligible for appointment on contract and those appointed to other posts will be eligible only for temporary terms of service.
>
> With effect from the date of this circular women officers serving on pensionable terms will be required to resign on marriage and will be paid any marriage gratuity for which they may be eligible in accordance with the Pensions Law; any subsequent employment will be on temporary or contract terms of service in accordance with subparagraph (1).
>
> Married women serving on pensionable terms as at the 1st December 1967 may continue to serve on these terms if they so wish, but they may apply at any time to resign from their pensionable appointments and to be reappointed on temporary or contract terms in accordance with subparagraph (1) on the understanding that they will forfeit all claim for pension or gratuity in respect of their pensionable service. The earliest date from which such appointments or contract terms will take effect will be the first day of the month during which officers submit their requests to the Permanent Secretaries of the Ministries in which they are serving."

We received evidence indicating that married women in the Civil Service have not been dealt with fairly in the provision of this circular. We appreciate the argument from the employer's point of view that for a variety of reasons, it is not always easy to transfer a pensionable female officer even where there is a clear need to do so in the interests of the service. In cases where appointment on agreement terms is possible then the problem is less acute. We recommend that in future all married female officers other than members of the subordinate service who receive a service gratuity should be able to choose whether to serve on pensionable or agreement terms. Where the option has been exercised in favour of pensionable service the employee should expect no special privileges from the Government on account of being a married female officer. Equally, such an officer should be eligible to receive all benefits otherwise available to male officers on similar terms of service. Unmarried female officers should in future have the same option extended

to them. An officer may elect to change her terms of service at any time except that this should be done at the convenience of and with the consent of the Government. We suggest that consent should not normally be refused.

Duration of Local Agreements

748. Evidence presented to the Commission indicated that the present duration of local contracts (30 months) is too short and should be extended. We recommend that in future local contract terms of service should extend over a period of 36 months.

Advances

749. *Purchase of Motor Vehicles.*—We assume that it is already the practice, and if not we emphasize that it should be, that car advances are only made available to officers who require motor transport in order to carry out their duties effectively. The officer authorizing the advance should in all cases be guided by this consideration and should also satisfy himself that the financial commitment being undertaken by the officer is not too heavy for his financial circumstances. We have also considered the adequacy of the present arrangements. It is clear that the cost of motor vehicles has risen since the present level of advances was determined. We therefore recommend that in the circumstances described above, advances of up to £900 should be available for superscale officers and up to £600 or 75 per cent of one year's salary, which ever is less, for all other officers. We consider that officers should be required to pay a minimum of 10 per cent towards the actual cost of the vehicle excluding insurance premium. As to repayments we recommend that in future advances should be paid off over a maximum period of four years for new vehicles and three years for second-hand vehicles. Unless there are very exceptional circumstances only one loan should be granted in those periods.

750. *Overhaul of Motor Vehicles.*—We examined the merits of the existing provision whereby officers may be granted an advance to meet the cost of major overhaul of a motor vehicle. Our view is that since mileage allowance contains an element in respect of maintenance, assistance from Government should be limited to the initial purchase of the vehicle and that its maintenance should be the sole responsibility of the owner.

751. *Purchase of Bicycles.*—From evidence we received and subsequent inquiries it is clear that the price of bicycles has risen since the present rate of advance was set. We therefore recommend that the amount of advance should be increased from Sh. 360 to Sh. 450, to be repayable over a period not exceeding 18 months.

752. *Purchase of Refrigerators.*—We received tangible evidence indicating that in the North-Eastern Province and areas such as Isiolo, Lamu, Marsabit, Samburu, Tana River, Turkana and West Pokot, it is extremely difficult to keep perishable foodstuffs without a refrigerator. We recommend

that in view of the special conditions in these areas Government should in future make available an interest free advance not exceeding Sh. 1,800 to officers working or posted in these areas to enable them to acquire their own refrigerators. The advance should be recoverable over a period not exceeding 18 months.

MEDICAL PRIVILEGES

Outpatient Treatment at Non-Government Hospitals

753. Personnel Circular No. 12 of 26th August 1970 announced the introduction of an experimental scheme whereby an officer who is eligible for free medical attention for himself, his wife and his unmarried children under the age of 18 years living with and dependent on him, may obtain outpatient treatment at a non-Government hospital recognized under the National Hospital Insurance Fund Act and claim reimbursement of medical expenses up to an aggregate maximum of £50 during any one financial year. We appreciate that this is an improvement on the previous situation whereby no such provision existed and we would like to endorse it. However, there are certain places where there are no non-Government hospitals recognized under the National Hospital Insurance Fund Act (N.H.I.F.) For this reason we recommend that consideration should be given to the possibility of extending this provision to cover outpatient treatment by specified private practitioners on basis of reimbursement of actual expenses on production of authentic and officially verified receipted bills. This provision could also be extended to cover areas where Government and non-Government hospitals and clinics exist. This would help reduce congestion at Government hospitals. We suggest that these changes should be introduced on an experimental basis and that the Ministry of Health should be invited to undertake a review of the scheme after, say, one year and make recommendations for its future operation.

The Case for a Contributory Medical Scheme

754. We have received evidence to the effect that where an individual who is also a member of the N.H.I.F. incurs heavy medical expenses, the reimbursable element of this cost under the provisions of the N.H.I.F. Act still leaves the person with a substantially high proportion of the total medical bill to clear from his own resources. It has been suggested to us that such a burden could be alleviated or eliminated altogether if Government agreed to establish a National contributory medical scheme not in lieu of but supplementary to the N.H.I.F. This scheme would be optional and if it cannot be done on a national level initially, then at least it should be started for Civil Servants. Benefits would be directly related to the individual officer's contributions and hence an insurance element would be drawn into the scheme. We recommend that Government considers this proposal seriously and if deemed feasible, then it should be implemented preferably at the national level or for Civil Servants if the former is found to be impracticable.

Dental and Optical Treatment

755. We have considered the question of Government meeting expenses incurred by its employees in respect of dental and/or optical treatment. Our view is that to assume this responsibility at the present moment would entail an unacceptably large financial outlay. We suggest that if our recommendation to establish a contributory medical scheme is accepted the scheme should be extended to provide for reimbursement of dental/optical fees in full or in part on payment of higher contributions.

Medical and Hospital Treatment Outside Kenya

756. The Government's total or partial responsibility to meet the cost of medical treatment is at present judged on the merits of each individual case. We are of the opinion that the Ministry of Health should be asked to review the National Hospital Insurance Fund with a view to incorporating a clause providing that reasonable and justifiable expenses of this nature should be met partially or in full. Indeed it may well be that the time is ripe for a thorough review of the Act and the utilization of the monies now available to the fund to ensure they are put to the best possible use. We have also noted that there is some doubt about the medical costs of officers who are taken ill when travelling abroad on duty. We therefore recommend that arrangements should be made to ensure that no part of the cost should in these circumstances fall on the officer.

ALLOWANCES

757. We have reviewed the question of allowances generally and make the following recommendations and comments.

Accommodation Allowance

758. Under the present system an officer who is absent from his station on duty for 24 hours or more is eligible to claim Travelling Allowance as provided for in the Code of Regulations. Similarly, a Transfer Allowance is payable when an officer is transferred from one station to another and has to take hotel or other similar accommodation en route. Where an officer travelling on duty stays with another Government or non-Government officer a Hospitality allowance is payable to the host based on the salary of either the officer or his host whichever is the higher.

759. We have considered these allowances and we are of the opinion that there is a case for some rationalization. Further, we have borne in mind that in certain cases the title of the allowance is clearly a misnomer. Therefore, we recommend that the existing Travelling Allowance, Transfer Allowance and Hospitality Allowance be abolished and that another allowance, hereinafter called Accommodation Allowance be payable instead at the rates indicated below.

760. In a situation where an officer is offered, and accepts hospitality from a Government official or a private individual, we suggest that the host (if a private individual, then the guest on behalf of the host) claims the full amount to which the guest is entitled as set out in A below. If, on the other hand, an overnight stay is not necessary and the officer stays the day or a substantial part thereof, then the host is entitled to claim one half of the full amount as shown in A.

A.

	Sh. per night or every 24 hours
(i) Chief Justice and the Head of the Civil Service	60
Officers on undermentioned new basic salaries:	
(ii) £3,276 and over	40
(iii) £1,866 and over but under £3,276	30
(iv) £936 and over but under £1,866 ..	20
(v) Officers earning under £936 ..	15

B. (i) The rate for children should be one-half of that of the officer up to a maximum of 4 children.

(ii) The rate for the wife of an officer should be the same as that for the officer.

(iii) Before an officer can claim allowances for his wife and children as provided for above, it will be necessary for him to have received appropriate written authority to move with his family.

761. Subject to the following exceptions, no accommodation allowance will be payable to an officer in respect of his continued absence from his station in excess of 30 nights:—

(i) Officers such as Hydrologists, Engineers, Surveyors, Geologists and Inspectors of Works who have a permanent station and who occupy permanent quarters but whose duties necessitate absence from their stations for periods in excess of 30 nights may be permitted to draw accommodation allowance in excess of 30 nights on the following basis:—

(*a*) Single officers, and married officers who do not during their absence maintain a separate establishment at their normal stations for their families.	At one-half of the normal rate.

(*b*) Married officers who during their absence maintain a separate establishment at their normal stations for their families.	At the full rate.

Accommodation allowance under the above arrangement should normally be limited to a maximum of six months at any one time.

(ii) Field Officers such as Surveyors, Road Foremen, Prospectors and Officers in charge of soil conservation units, whose duties entail continuous field work and who do not occupy Government quarters but live in movable accommodation (i.e. portable huts, tents or caravans), may be granted throughout a field allowance at the rate of one-half of the normal accommodation allowance. Field allowance may not be drawn for any night for which the officer draws accommodation or hotel allowance (e.g. when visiting Head Office).

Hotel Allowance

762. When an officer is necessarily absent from his permanent station travelling on duty within Kenya and is obliged to stay overnight at an hotel or club, he may claim in lieu of accommodation allowance the cost of reasonable charges in respect of board and lodging plus 10 per cent to cover necessary out-of-pocket expenses. He may also be refunded the reasonable cost of meals including service charge of not more than 10 per cent taken at an hotel or club other than the one in which he spent the night, if supported by vouchers.

Refunds for Meals

763. An officer travelling on duty on whose behalf a claim is not submitted under Accommodation Allowance will be entitled to be reimbursed with the cost of breakfast, lunch or dinner necessarily taken during the day at hotels, restaurants or clubs including service charge of not more than 10 per cent provided that the amount claimed is reasonable.

Safari Outfit Allowance

764. We received evidence that the present practice of providing a Safari Outfit Allowance in appropriate cases causes administrative inconveniences. We have considered this matter and we feel that where applicable the following safari outfit should be provided departmentally: Camp bed, valise, bath, bucket, chargul, washbasin, camp table, camp chair, mosquito net, groundsheet, chop box, small oil stove, hurricane or pressure lamp, kettle, frying pan, two saucepans and such other equipment as may be deemed essential.

Disturbance Allowance

765. This is payable on transfer from one station to another and we consider there is no reason to change the existing rate of one-fiftieth (1/50th) of the officer's basic annual salary subject to a minimum of Sh. 50. Disturbance allowance should be payable to eligible officers notwithstanding any claims they may make for payment of Accommodation Allowance. The transfer itself must be of a permanent nature.

766. An officer transferred from one station to another should be eligible for a disturbance allowance. This allowance may be claimed each time an officer is transferred, but not when an officer goes on leave and returns to the same station, and not when an officer moves from one house to another in the same station. The allowance should be payable even though the new station is in the same Administrative District as the old station and should be paid before the officer leaves the station on transfer.

767. Disturbance Allowance will not be payable to the following categories of officers:—

(i) Field Officers (e.g. Surveyors, Geologists, Road Foremen, officers in charge of soil conservation units, etc.) who live in movable accommodation (i.e. portable huts, tents or caravans) when they move from one camp to another.

(ii) Officers who are posted on a temporary basis (e.g. on relief duty) for a period not exceeding three months.

768. We consider that members of the Subordinate Service should not be transferred from their district or local areas to work in places far afield. However, where for some reason or other, circumstances demand that such transfer be carried out, then we recommend that such officers should be eligible to receive Disturbance Allowance as provided for above.

Entertainment Allowance

769. The Commission gave serious consideration to the evidence presented to them with regard to all aspects of payment of Entertainment Allowance including the possible extension of this allowance to heads of major departments and the adequacy of the amounts presently authorized. Further, we appreciate and Government has recognized that certain officers, by virtue of the nature of their posts, are from time to time called upon to provide hospitality and entertainment. In our view, it is impractical for us, as a Commission to assess whether the present allowances are excessive, adequate or inadequate. It is obvious that only the appropriate Ministry, which lays down the policy as regards entertainment, can assess the financial impact of their policy and where such impact will fall. Hence we recommend that Government keep this matter under constant review laying down from time

to time and as necessary a specific entertainment budget and deciding whether the present allowance or a proportion thereof should continue unaccountable. They should also satisfy themselves that their policy is faithfully carried out without the adverse financial effects of such policy falling, without reimbursement, on individual officers. All in all we consider that the present rates of entertainment allowance are reasonable and should continue to apply. We recommend however that the following six heads of major departments should receive the allowance at the rate applicable to Permanent Secretaries:—

The Commissioner of Police, the Director of Medical Services, the Head of Technical Services, Ministry of Agriculture, the Engineer in Chief, the Director of Education and the Controller and Auditor-General.

Acting Allowance

770. We consider that an acting appointment can only be justified in the absence of the holder of the post, where another officer is required to carry out the full duties and responsibilities of that particular office in order to maintain the efficiency of the organization. In such circumstances we recommend that the amount of acting allowance payable should be equal to the full difference between the lower salary and the minimum salary attached to the higher post.

771. We would also wish to confirm the requirement that acting allowance should not be payable if an officer acts in a higher post for a period of 30 days or less. If, however, he continues to act for more than 30 days, the allowance should be payable from the date he commenced to act.

Special Duty Allowance

772. The Commission gave consideration to the provisions presently governing the payment of Duty Allowance. Although a suggestion was made that Duty Allowance should be standardized we consider that this would tie the hands of the authorizing officer and remove his discretionary powers of assessing each case on its own merit. Our conclusion was that, as at the moment, each individual request for payment of Duty Allowance should be assessed on the merits of each individual case.

773. With regard to the title of the allowance, we considered that it should be redesignated Special Duty Allowance in order to highlight the fundamental difference between an officer's normal duties and the distinctly higher or more onerous duties which would make him eligible for Special Duty Allowance.

Hardship Allowance

774. In our evidence we came across two schools of thought which gave differing views on the question of the recent consolidation of various allowances into one "Remote Area Allowance" and the people to whom it is applicable. One view was that senior officers formerly in receipt of various other allowances prior to consolidation have lost because of consolidation. The other view was that consolidation was more equitable in that it applied to all officers working in areas designated as remote areas and that the maximum ceiling of Sh. 300 per month was acceptable because it covered a wider spectrum.

775. In our view the move towards a consolidated allowance was a step in the right direction. Secondly, since to a local Civil Service no place in the Republic is really remote, we would recommend that the present remote area allowance should be redesignated "Hardship Allowance" and should continue to be assessed on the same formula subject to a maximum of Sh. 400 per month and Sh. 200 per month for married and unmarried officers respectively stationed in the North-Eastern Province and its adjacent areas namely, Isiolo, Lamu, Marsabit, Samburu, Tana River and Turkana Districts including West Pokot. In the longer term, however, and as the country continues to develop overall, the ultimate aim of the Government should be a total withdrawal of this allowance once basic amenities are available in these areas.

776. With regard to the determination of the reasonable minimum Hardship Allowance payable in these areas we consider that without varying the existing formula, the minimum figures should be Sh. 60 per month and Sh. 30 per month for married and unmarried officers respectively.

777. As regards the transferability of staff we consider that there should, as far as possible, be established a policy not to transfer junior staff, especially the subordinate staff to areas away from their normal place of residence. We appreciate that Government should have the right to transfer officers to areas where they are most needed. However, such transfers should be carefully considered and, whereas Government should continue to exercise this discretion, every effort should be made to recruit and employ junior and subordinate staff from and within their local area.

Bicycle Allowance

778. It was represented to us that the cost of bicycles has gone up in recent years and that the present bicycle allowance of Sh. 10 per month payable to eligible officers is inadequate. We therefore recommend that in future a bicycle allowance at the rate not exceeding Sh. 15 per month should be payable.

Police and Prisons Allowances

779. The Commission reviewed the existing allowances payable to certain members and categories of officers in the Police and Prisons Departments. We recommend that the special duty allowances currently payable to the Inspector, Chief Inspector and Assistant Inspector attached to Nairobi area should be extended to cover the Inspector, Chief Inspector, and Assistant Inspector attached to Mombasa Urban and Coast Provincial Headquarters.

780. Whilst we appreciate that the payment of non-pensionable allowances helps to accommodate short-term contingencies, we would like to urge the Government to endeavour progressively to move away from the *ad hoc* practice of paying non-pensionable allowances to a systematic practice of realistically assessing the worth of a particular job and determining a consolidated salary that fully compensates the incumbent and is fair in relation to other comparable jobs.

Motor Mileage Allowance

781. The Commission considered the case for an increase in the existing motor mileage allowances. We examined the following details:—

Table 1.—Running Cost of a Peugeot 504 (1,796 c.c.) Based as to Re-purchase Price and Maintenance on a Contract Hire Figure

	2 years or 40,000 km. whichever may first occur	2 years or 60,000 km. whichever may first occur
	Sh.	*Sh.*
Quoted list price less discount	28,500	28,500
Guaranteed re-purchase price	17,670	16,245
SUB-TOTAL A	10,830	12,255
Railage from coast	308	308
Licence for 2 years, registration and number plates	560	560
Insurance 2 years with full "no claim" bonus	2,400	2,400
Maintenance contract	1,320	2,100
Interest on sub-total A for 2 years at 7% per annum reducing	748	846
Interest on guaranteed re-purchase price for 2 years at 7% per annum	2,441	2,244
Petrol at Sh. 5/15 per gallon on basis of 24 miles to gallon	5,150	7,725
Sh.	23,757	28,438
Equivalent to	Sh. 0.594 per km.	Sh. 0·474 per km.
OR	0·950 per mile	0·758 per mile

Table 2.—Existing Mileage Rates

Category of Vehicle	Rate	
	(A) First 5,000 miles in any financial year	(B) Distance over 5,000 miles in any financial year
	Cents per mile	*Cents per mile*
I—Motor Cars:		
Cubic capacity of engine:		
(*a*) 1,925 c.c. and above including Land-Rover and Willys Jeep (short wheelbase model)	120	50
(*b*) 1,350 c.c. to 1,924 c.c.	100	40
(*c*) Less than 1,350 c.c.	85	35
II—Motor Vans and Trucks:		
Motor vans or trucks of not less than 3,000 c.c. with a manufacturer's rated carrying capacity of not less than 1,500 lb. and Land-Rover and Willys Jeep (long wheelbase model or short wheelbase model when used with trailer)	140	90

Note: These rates are intended for vehicles designed as load carriers; they do not apply to sedan, box-body, station-wagon and similar bodies, for which the rates under category (I) above will apply.

III—Motor Cycles	*Cents per mile*
(*a*) With sidecar	45
(*b*) Without sidecar	35
IV—Motor Scooters	25

782. *Recommendations.*—Our conclusion is that there is no case for increasing the mileage allowance payable for the first five thousand miles.

783. However, with regard to allowances payable after covering 5,000 miles, we consider that these figures are clearly uneconomic and that there is an unnecessarily sharp reduction in allowance after the first 5,000 miles. The result is that after covering these 5,000 miles officers are generally disinclined to use their own vehicles on official duty and claim these very low rates. We recommend that the following rates should apply in future:—

Table 3.—Proposed Mileage Rates

	(A) First 5,000 miles in any financial year *Cents per mile*	(B) The next 1st 1,000 miles in any financial year *Cents per mile*	(C) The next 2nd 1,000 miles in any financial year *Cents per mile*	(D) Remainder distance travelled in remaining part of the financial year *Cents per mile*
I (*a*)*	120	110	100	85
(*b*)	100	90	80	70
(*c*)	85	75	70	60
II	140	125	110	100

**See* Table 2—above.

House to Office Mileage Allowance

784. This allowance was discontinued in respect of all officers serving on revised conditions of service outlined in Personnel Circular No. 37 of 1964. We understand that this allowance has now been reintroduced and we consider this a retrograde step.

785. An employee cannot accept employment unless he presents himself at the place of work. Officers must be allowed to live where they will, having been provided with a housing allowance, and present themselves at the place of work. This is the practice among other employers and we recommend that house to office mileage allowance should be abolished.

Use of Free Official Transport

786. Evidence was presented to us that there was need to consider the question of providing free official transport to certain high ranking members of the Civil Service in order to assist them in the performance of their duties. In order to compare the situation in the Civil Service with the practice among a number of employers in the private sector we studied a report compiled by the Kenya Institute of Management entitled "Provision of Company Cars and Car Allowances". The study which covered 20 companies indicated that there was no uniform practice among all these employers. Of the total 384 cars covered by the survey, company-provided cars, i.e. those owned or leased by the company comprised 45.8 per cent of the total and employee-owned cars 54.2 per cent. The report goes on to observe that, in general, the principal criterion in deciding to provide company cars is mileage and usage, rather than the status of the individual, although in private firms there exists a greater tendency to provide cars for directors and senior staff to help attract and retain their services. In other words, cars are provided as essential working aids, and rarely as perquisites. We subscribe wholly to these observations and wish to reiterate that the officers who are covered by this recommendation are those most frequently called upon to work or attend essential functions outside their normal working hours or to cover long distances in the performance of their duties.

787. Looking then at the situation in the Civil Service and with particular regard to certain key positions we consider that for similar reasons as well as considerations of security and mobility, the holders of the undermentioned posts in Government should be provided with free official chauffeur-driven vehicles—

(i) the Chief Justice;

(ii) the Head of the Civil Service;

(iii) the Secretary to the Treasury and all Principal Secretaries;

(iv) the Commissioner of Police, the Commissioner of Prisons; Assistant Commissioners of Police in charge of Provinces;

(v) all Provincial Commissioners and the District Commissioner, Nairobi Area; and

(vi) High Commissioners and Ambassadors.

PENSIONS

788. We found no evidence that previous Commissions had reviewed this matter. We did however receive a number of representations, in particular regarding the erosion of pensions during recent years caused mainly by the increased cost of living. We did not arrive at any firm conclusions on this matter but we recommend that Government should consider revising existing pensions so as to alleviate hardship and reflect rises in the cost of living.

SPECIAL BRANCH OFFICERS

789. We considered evidence relating to the position of senior officers of the Special Branch, Office of the President, and reached the firm conclusion that the special considerations which arise from the nature of their duties demand that these officers should be placed on conditions of service separate from those of the Civil Service. We strongly recommend that Government should take appropriate action and that the desirability of a form of contract service with substantial gratuities in cases where this can be justified should be explored. We further recommend that the names of officers serving in this force should not appear in the Staff List.

FOREST RESIDENT WORKMEN

790. We received strong representations from a number of witnesses and from the Kenya Civil Servants Union on the rates of wages payable to Forest Resident Workmen. These are public employees who contract to work for the Government for a period of not less than 270 days in each period of 12 months. Their total wages consist of two parts—they are paid in cash for the 270 worked days and they are given a piece of land for their use.

791. This type of contract is outmoded now. These workmen are employed to clear the forest, plant new forest and take care of the new crop in the forest. This implies that the cultivation which consists of part of their wages is necessary for the forest to be productive. Hence, although they benefit from the crop which they produce, the Forest Department also benefits from the services that these persons provide.

792. Normally the period contracted by them to work in the forest would coincide with the period which would be suitable for growing and weeding for their crop. They are, therefore, forced by circumstances, to work in the early part of the morning for the Government and the latter part of the day for themselves thus working long hours which in our view is not desirable.

793. Families of forest workmen who would for obvious reasons assist in cultivation of an allocated area would normally not be in receipt of any wages. It is our view that this is exploitation of cheap labour since these families have to work to exist as they cannot depend exclusively on wages received by the wage-earner of the family under this system of tenure.

794. There seems however to be confusion caused by the fact that these public employees and their families are licensed by the Chief Conservator of Forests to reside in the forest. There are a number of people licensed to cultivate or graze in the forest on payment of a fixed fee but who are not employees of the Government. In our view we can find no good reason why the employment contract and the leasehold should not therefore be separated.

795. We have noted that none of the previous salary commissions have examined either the pay or the terms and conditions of service of these workmen and that salary increases have been as a result of negotiations between the Government and the Kenya Civil Servants' Union. We are convinced that forest workers are employees of the Government and they should therefore be on a permanent contract of employment. We are, however, convinced that by the nature of their employment they are more allied to agricultural workers and should therefore receive no less than the rate payable to the rural agricultural workers in accordance with Legal Notice No. 223/65, Regulation of Wages (Agriculture Industry Order of 1965) as amended by Legal Notice No. 163 of 1970. In view of the minimum increase we have recommended to the subordinate staff, we recommend that the minimum wages payable to the forest workmen be Sh. 84 per month.

796. Where Forest Resident Workmen are allocated land for cultivation they should be charged rent at the rates payable by other members of the public.

WORKSPAID STAFF

797. Evidence presented to us indicated that a number of Ministries, and in particular the Ministry of Works and the Ministry of Lands and Settlement, employ a large number of workers on daily or temporary terms of service, comprising foremen, charge-hands and skilled personnel such as survey assistants, artisans, clerks and typists and a much greater number of subordinate staff recruited within the locality of the project. Their salaries though identical to those paid to officers of the authorized establishment are

paid from either the Maintenance Vote or Works Funds. They are taken on to carry out a given project of work and should in theory be laid off on completion of the project. In practice this does not happen and the Ministry concerned continues to use on other projects those personnel who have progressively acquired a valuable measure of skill and expertise.

798. A compassionate gratuity at the rate of one-twelfth of a month's pay for each complete month of continuous service is payable to these employees after seven years' service if they retire on abolition of office or on medical grounds. However, an employee on these terms of service can terminate his services without giving notice, while the project manager on the other hand could summarily dismiss an employee without giving him notice. Although we received no evidence to this effect we feel that the system lays itself open to abuse both in its management as well as its financial aspects.

799. We have given considerable thought to this matter and are of the opinion that this practice is not altogether equitable despite the fact that a compassionate gratuity is payable after seven years' service. For one thing because of lack of security of tenure, staff morale cannot be very high. Equally, it is difficult to programme work schedules in detail as expected staff may fail to turn up. We recommend therefore—

(i) that for all seasonal jobs and jobs of short duration (not exceeding 12 months), locally recruited unskilled staff should be employed on temporary terms of service and that they should be treated like any other officer serving on temporary terms;

(ii) that where a new recruit or an officer with experience shows proof of possession of an acceptable and recognized skill there should be option for such an officer to serve on either permanent and pensionable or contract terms;

(*a*) Normally, contract terms should be offered where the project is estimated to last not more than four years and where the skill of the officer cannot be utilized in another field or project after the completion of the job for which he was initially hired.

(*b*) Officers whose skill could be utilized in other Government departments/projects should be offered permanent terms of service. This would also apply to semi-skilled officers who are recruited to work on projects lasting a longer period of time and whose skill is transferable.

(iii) that Ministries employing Workspaid staff should have fixed establishments for officers other than unskilled workers recruited locally.

CHAPTER XXIV—IMPLEMENTATION

800. In this report we have made a number of recommendations relating to the Civil Service which have substantial financial implications. We have, therefore, felt bound to give very careful consideration to the date upon which these recommendations should, in our view, become effective.

801. We have taken note of the fact that there is a general expectation in the Civil Service that salary increases in particular should be back-dated. But on the other hand the year of the Tripartite Agreement and the wages standstill has intervened in our deliberations; we do not consider that it would be right for us to suggest a date for implementation which would be in conflict with either the spirit or the letter of that Agreement.

802. We therefore recommend that our proposals in relation to salaries and other terms of service should be operative as from 1st July 1971. On that date all Civil Servants in employment should convert to the new salary scales in accordance with the conversion tables as scheduled in Appendix 4 and assume a new incremental date of 1st July. Under normal circumstances they would be entitled to their next increment on 1st July 1972.

803. The new salary changes for teachers should also be implemented with effect from 1st July 1971, which would, in future, become the new annual incremental date for all teachers then in service.

804. We feel however that in addition we are entitled to assume that at the time of our appointment as a Commission on 1st January 1970, a case for an increase in salaries was building up. In recognition of this we recommend that a lump sum payment should be made to all Civil Servants and members of the Teaching Service who were in employment during the period 1st January to 30th June 1970, and have been in continuous service since that period. The sum payable would be equivalent to one-half the appropriate annual increment entitlement calculated at the new rates.

805. In framing our recommendations we have throughout kept in mind the requirement in our terms of reference that the financial cost should be consonant with the capacity of the country to pay. It will, we hope be readily appreciated that it has not been possible for us to estimate the cost of our proposals with complete accuracy but according to the best calculations we have been able to make we are satisfied that the total cost should not exceed £4.6m. This represents about 4.5 per cent of the estimated gross recurrent expenditure by the Government for 1970/71. Given the present financial strength of the country we consider that additional costs of this order can be met without seriously affecting other valid claims on public revenues.

SUMMARY OF MAIN RECOMMENDATIONS

Paragraphs

Civil Service Responsibilities and Ethics

26 That legislation should be introduced at an early date to define the responsibilities and functions of Civil Servants in detail.

31 That all public servants should adhere to a code of ethics, which we have detailed.

32 That provided this code of ethics is observed, there is no objection to public servants owning property or businesses.

34 That Government should consider requiring all Senior Civil Servants to make a complete statement of their interests.

40 That Permanent Secretaries should delegate routine matters to a proper extent and leave themselves freer to deal with policy and managerial tasks.

41–43 That the small minority of officers who are ineffective either because of lack of capacity or lack of interest and dedication should be relieved of their appointments and either retired or employed in a grade and at a salary commensurate with their abilities, and that a possible means to effect this might be a tribunal, with which the Chairman of the Public Service Commission would be associated, and which could be set up as a matter of urgency to examine the situation and make recommendations.

53 & Chapter XXII That an "Ombudsman" or Parliamentary Commissioner should be created with full powers to investigate impartially any bona fide allegation of abuse of office by Public Servants.

Civil Service Gradings and Salaries

99 That there should be a general upgrading of the salaries of professional staff.

108 That the minimum salary for Civil Servants should be increased from £78 per annum to £120 per annum (Sh. 200 per month).

110 That the general level of salary increases should be of the order of 4 per cent.

Paragraphs

111–114 That substantial increases in salary should be paid to the most Senior Civil Servants (of Under Secretary status and above) to reflect the increased weight and range of their responsibilities.

115 That very substantial increases in salary should be paid to the Head of the Civil Service and the Chief Justice.

117 & 174 That the present 78 separate Civil Service salary scales should be rationalized and ranked in 15 Job Groups, based on task analysis and qualifications required.

121–128 That there should be a new salary structure based on a 95 point continuum divided into 15 overlapping segments and rising from the minimum salary of £120 (at the minimum of the scale for Job Group A) to £4,584 (the maximum salary for Job Group Q), as detailed in Appendix 4.

125 That fixed salaries should be abolished and replaced by incremental scales.

130 That ideally increments should not be automatic but should be based on an appraisal of the officer's performance during the previous year.

Civil Service: Other Terms and Conditions of Service

713 (i) That housing allowance for Civil Servants occupying privately rented accommodation should be revised to new suggested rates.

713 (ii) That there should be no change in the regulations regarding Civil Servants occupying Government quarters.

713 (iii) That Government should continue to encourage Civil Servants to own houses; that the present rates of housing allowance should continue for five years and then be modified.

715 That Government should continue the policy of injecting capital into local authorities' housing schemes.

719 That all Civil Servants earning less than £690 per annum should in future be granted 21 days leave per annum and that Civil Servants earning £690 per annum and above should be granted 30 days, except that Police and Prisons N.C.O.s should be granted 30 days, inspectors and above 36 days per annum.

Paragraphs

720 That in future the accumulation of leave should not be permitted and that leave not taken during the year in which it is due should be forfeited.

722 That officers whose leave entitlement is reduced should be compensated by means of a pensionable addition to their basic salaries.

725 That officers who have accumulated leave should be allowed to commute up to half of it for cash (subject to a maximum of 90 days) and the remaining leave should be taken before 31st December 1974, after which any remaining accumulated leave should be forfeited.

726 That in future officers should be eligible for up to three months sick pay on full pay and three months on half pay in any one year.

731 That the existing position with regard to maternity leave should continue to apply.

733–784 That the Code of Regulations should be completely revised and brought up to date so that it meets the present day needs of the Kenya Government and the Civil Service and that the revision should incorporate a number of detailed suggestions we have made.

788 That Government should review existing pensions to alleviate hardship and reflect increases in the cost of living.

789 That senior officers of the Special Branch, Office of the President, should be placed on conditions of service separate from those of the Civil Service.

795–796 That Forest Resident Workers should be on permanent contracts of employment and that they should receive no less than the rate payable to rural agricultural workers; where they are allocated land for cultivation they should be charged rent.

799 That for seasonal jobs and jobs of short duration locally recruited unskilled staff should be employed on temporary terms of service and treated like other Civil Servants on temporary terms;

Paragraphs

799 that where such staff show proof of an acceptable or recognized skill they should have the option of serving on either permanent or contract terms, depending on whether or not their skills can be utilized in another field after the initial project is completed;

that Ministries employing workspaid staff should have fixed establishments for officers other than unskilled workers recruited locally.

Civil Service Structure and Management

154 & 158 That the respective roles of the Director of Personnel and Authorized Officers in personnel management should be redefined in the light of Government's overall objectives.

157 That there should be increased delegation in personnel matters to Permanent Secretaries, coupled with a strengthened inspectorate role for the Directorate of Personnel.

157 That Provincial Personnel Branches should be abolished.

159 That the Director of Personnel should cease to report to both the Minister of Finance and the Head of the Civil Service and that Pensions and O. & M. functions should be moved to the Directorate.

162 That the present executive role of the Public Service Commission should continue for the time being but that appointments, promotions and discipline in respect of posts in Job Groups A to L should be delegated to Permanent Secretaries.

163 That the Public Service Commission should have an inspection unit to ensure consistent compliance with standards where authority has been delegated to Ministries;

that officers should be able to appeal directly to the Public Service Commission;

that the Commission should be given more effective staff support;

and that a Working Party consisting of representatives of the Public Service Commission and the Directorate of Personnel should review present methods and procedures and ensure maximum co-ordination.

165 & 618 That Statutory Boards and Corporations should continue to administer their own personnel matters, but that the services of the Directorate of Personnel should be made available to them and also to the Inspector of Statutory Boards.

Paragraphs

168–191 That in addition to its present functions the Directorate of Personnel should be responsible for manpower planning, job analysis and evaluation, performance evaluation, induction and orientation, grievance procedures, career planning and personnel research.

54, 144 & 172 That the Management Services Branch of the Directorate of Personnel should be charged with the continuing inspection, review and evaluation of the work of the Civil Service as a whole and that it should be strengthened to enable it to perform these tasks.

175–177 That the present system of Annual Confidential Reports should be abolished and replaced by a modern system of performance appraisal.

182 That a suitable employee grievance procedure should be developed and publicized throughout the Civil Service.

183 That more regular informal staff meetings should be held to encourage two-way communications between management and employees to their mutual benefit.

184 That the Civil Service staff negotiating machinery should be reviewed.

186 That career planning should be adopted as an integral part of personnel management in the Civil Service.

192 That the Scheme of Service for Personnel Officers should be thoroughly revised to ensure a far higher calibre of officers.

194 That the ratio of Personnel Officers to employees should be increased.

202 That programmes of Management by Objectives and Organizational Development should be introduced in the Civil Service in order to increase the effectiveness and improve the motivation of the Service.

48–49 That in the interests of more effective development planning—

(i) a system of three-year "indicated budgets" should be introduced;

(ii) a committee of officials under the Head of the Civil Service should co-ordinate Ministries' forward programmes;

(iii) there should be uniform procedures for preparation and central review of projects throughout all Ministries;

Paragraphs

48–49 (iv) Government should have effective control over planning by and for the Statutory Boards;

(v) plan implementation should be better co-ordinated between the centre and the field and, at the local level, between the Provincial Administration and technical Ministries.

292 That a form of systems management (detailed in Appendix 5) should be introduced to ensure greater co-ordination within the Civil Service.

299 That in order to make the District the focus of rural development a new post of District Development Officer should be created in the Provincial Administration to be responsible, under the D.C., for the development aspects of the Administration's work at District level.

that the District Development Officer should be assisted by a District Planning Officer, charged with plan formulation and monitoring plan implementation.

300 That the range of functions for which the Provincial Administration is responsible should be reviewed.

310 That District Development Committees, under the Chairmanship of District Development Officers and with membership embracing political and other local leaders as well as Civil Servants, should be set up and charged with the responsibility of determining the main feature of District Development Plans.

321 That consideration should be given to attaching the Controller and Auditor-General to the Office of the President.

337 That the recurrent and development estimates should be consolidated into one integrated financial plan, presented on a three-year moving scale;

that estimates should be classified on an objective basis and should be gross estimates;

that Accounting Officers should have greater powers of re-allocation and that their responsibilities and accountability be redefined.

338 That the traditional agency period between the 30th June and the 15th August should be abolished and that the financial year should effectively close on the 30th June.

Paragraphs

342–343 That there should be an executive accounting system operated by a department under an Accountant-General charged with full responsibility for the total management of the Government's accounting system and with District Treasuries working direct to the centre (Provincial Accounts Branches being abolished).

349–350 That a more effective system of using the computer unit should be developed and that the unit should charge for its services.

353 That the functions of the Public Accounts Committee should be increased to include the examination of financial plans.

360 That Ministries should pay greater attention to their public image and that in each Ministry an officer should be made responsible for its public relations;

that there is no objection to public statements being made by very Senior Civil Servants provided these are confined to the elucidation of facts for the benefit of the public.

362 That the Management Services Branch of the Directorate ot Personnel should give priority to the restructuring of the Ministry of Information and Broadcasting and the Ministry of Labour.

364–365 That special attention should be given to the policy regarding advertising and to the staffing and financing of the Voice of Kenya.

371 That a new Programme Co-ordination Division be established in the Cabinet Secretariat which would be at the disposal of the Government as a whole and would, under the Secretary to the Cabinet, assist in determining basic development strategy and provide a basis for collective policy decisions.

372–385 That a Central Management Office should be established within the Office of the President to replace the Directorate of Personnel and with wider responsibilities than the present Directorate.

Training

227 That the present system whereby school-leavers are selected for pre-service training courses should be streamlined.

236 That the present system of bonding trainees, which appears to us to have proved ineffective, should be abolished, and replaced by more effective arrangements.

Paragraphs

249 That better methods of staffing training institutions should be introduced.

255 That all Government-sponsored training programmes should be reviewed to establish—

(*a*) whether they have clear objectives;

(*b*) whether the objectives are relevant to Kenya's present-day needs;

(*c*) whether the programmes are achieving their objectives in terms of effective job performance by trainees after training.

259 That future training programmes should be worked out in the framework of national, rather than sectoral needs and that a national approach to training be developed.

267 That there should be closer co-operation between the private and public sectors over training.

270 That a National Management Development Centre to provide high level management training should be created.

271 That the Kenya Government's central training organization should be restructured and a new autonomous organization created.

274 That training for improved reading speed and efficiency should be made available for senior men in all sectors of the economy.

277 That a service-wide programme of on-the-job clerical training should be introduced for the public services.

278 That proper induction and orientation training should be introduced throughout the public services.

279 That the new autonomous training organization should be given responsibilities for Training and Personnel Research.

280 That a Committee of Review, under the Chairmanship of Mr. W. Wamalwa, with wide terms of reference which we have suggested should consider training matters in depth and make recommendations in detail to the Kenya Government.

Paragraphs

394 That District Education Boards, responsible for the administration of primary education, should be re-established at an early date.

395 That the present inspectorial system for primary education should be urgently overhauled.

397 That the Ministry of Education should review the staffing requirements of the Jomo Kenyatta Foundation.

398 That the minimum qualification for entry into a Teachers' College should be K.J.S.E. or equivalent.

401 That the purchase and distribution of primary school equipment should be decentralized.

406 That the diversification of the secondary school syllabus (to include technical and vocational subjects) should be extended to more secondary schools as staff and facilities become available.

408 That a thorough investigation should be undertaken by the Ministry of Education into the problems of teaching science and mathematics with a view to exploring the possibility of increased output and improved standards.

410 That a full investigation should be made with a view to establishing many more double stream secondary schools, so as to make more effective use of facilities and manpower.

411 That the recommendation in paragraph 17.121 of the Development Plan should be implemented forthwith. (*See* text for full details.)

414 That consideration should be given to the introduction of contracts for expatriate teachers which would be for three years initially and renewable for a further two years.

417 That all future planning of secondary education must take into account not only the needs of particular areas but also the economics involved, so that the nation's financial and manpower resources may be best utilized.

418 That Form 5 and 6 classes should not be allocated to secondary schools before they have achieved commitment to growing to at least triple stream status; and that the Ministry of Education should consider again the development of a limited number of 6th Form colleges.

Paragraphs

421 That all schools within the secondary school system should be maintained schools and that the "assisted" schools should change over to this status from 1st January 1972; and that both fees and boarding grants should be increased to rates we have suggested.

423 That the non-teaching staff at secondary schools should be entitled to revisions of their salaries and terms of service similar to those we have recommended for equivalent posts in the Civil Service.

426 That the content and duration of vocational courses should be reviewed in close liaison with commercial and industrial organizations.

427 That the Ministry of Education should be allowed to play a full role in the development of training schemes that will be brought about as a result of the industrial levy.

428 That training of the type offered by the secondary technical schools should be developed and be given greater emphasis.

429 That the development of courses in agriculture and industrial arts should be accelerated.

430 That the teaching of commercial and business studies should be stepped up.

431–433 That the Kenya Polytechnic and Mombasa Technical Institute should be expanded and that the lower level courses they offer be transferred elsewhere;

that Government should consider the establishment of seven post-secondary technical training institutions to cater for these courses.

437 That the planned expansion of Primary Teacher Colleges should be reviewed and increased and that there should be a realistic review of their finances.

440–442 That the shortage of well-qualified graduate science teachers should be given urgent attention and that this shortage be reduced by means of measures we have suggested.

449 That a detailed examination of problems of university development should be undertaken, with special emphasis on the nation's future high level manpower requirements.

Paragraphs

461 That the post of Chief Education Officer should be redesignated Director of Education.

466–494 That the Ministry of Education should be restructured on lines we have indicated.

499 That the size of the Teachers Service Commission should be increased to five members, a Chairman, Deputy Chairman and three Commissioners;

that the Commission should sit periodically in each Provincial Headquarters to hear disciplinary cases and that it should be assisted by local representatives on such occasions.

500 That the Teachers Service Appeals Tribunal should be independent of the Teachers Service Commission and its administration should be the direct responsibility of the Ministry of Education.

501 & 507 That the regulations regarding the Teachers Service Remuneration Committee should be immediately amended.

505 That the administrative structure of the Teachers Service Commission should be strengthened and reorganized on lines set out and that the grading and remuneration of its personnel should be commensurate with the recommendations we have made for the Ministry of Education.

506 That the Commission must be involved in financial negotiations affecting expenditure on education in close liaison with the Treasury and the Ministry of Education and that the funds voted annually for teachers salaries should be allocated as a separate subhead (Teachers Service Commission) in the Ministry of Educations estimates against an approved establishment.

513–538 That there should be a new salary structure for teachers as set out in Tables A to F on pages 187 to 190.

542 That responsibility payments should be regarded as an integral part of a teacher's total pensionable emoluments in accordance with the relevant section of the Pensions Act.

543 That responsibility payments should be paid at the rates specified in the Schedule on page 192.

544 That the employment and designation of all teachers should be the responsibility of the Teachers Service Commission.

Paragraphs

545–546 That the Teachers Service Commission should consider establishing a Teachers Housing Board to formulate plans for teachers housing throughout the country.

547 That, in the meantime, the areas where teachers may obtain housing allowances should be increased as detailed.

548 That housing allowances should be payable to teachers at the revised rates we have detailed.

550 That each case where a teacher has been removed from the register and seeks re-employment should be considered on its merits.

551 That the Teaching Service Code of Regulations should be amended to incorporate our recommendations.

Statutory Boards, Corporations, Advisory and Consultative Bodies

567 (i) That the Kenya Sisal Board should be replaced by an Advisory Council and the Board's research functions taken over by the Ministry of Agriculture.

567 (ii) That the Pyrethrum Board should be merged in the Pyrethrum Marketing Board.

567 (iii) That the Pig Industry Board should be abolished and the Uplands Bacon Factory Board be given advisory and regulatory powers.

567 (iv) That the Tea Board of Kenya should be replaced by an Advisory Council serviced by the Kenya Tea Development Authority.

567 (v) That the Kenya Dairy Board and Kenya Co-operative Creameries should be amalgamated to form a Commission as recommended by the Kibaki Commission.

572–573 That the monopolistic role of Boards such as the Maize and Produce Board, the Kenya Meat Commission and the Cotton Lint and Seed Marketing Board should be re-examined and that they should increasingly play the role of development leaders.

574 That there should be a detailed economic and financial examination of the Kenya National Trading Corporation aimed at changing it from a "commission agent" to a true business organization.

Paragraphs

587 That an early review of the legislation regarding Statutory Boards should be carried out aimed at incorporating simplicity, consistency and flexibility in the Acts governing the operations of the Boards.

589 That greater weight should be placed on business acumen in the appointments of Board Chairmen.

597 (i) That as far as possible appointments of Chairmen and directors of Boards should be made on the basis of ability, judgment, experience and integrity.

597 (ii) That the size of a board of directors should be such as to permit sound policy formulation and evaluation of management performance and that, where possible, the number of directors should not exceed ten.

597 (iii) That non-official representatives should exceed officials and that official representation should be confined to Ministries immediately concerned with the Boards' operations.

597 (iv) That official representation should not be below Senior Assistant Secretary level.

600 That there must be a more real decentralization of authority than is sometimes the case at present and Civil Servants must trust the directors and executives of the Boards to perform their duties efficiently.

601 The role of the Civil Service in relation to Statutory Boards should be confined to the issue of key policy direction and the exercise of certain controls, while it is the Board itself that must be responsible for implementation; individual Civil Servants who are members of Boards would have the same rights and responsibilities as other members.

603 That the top executives of the Boards should keep themselves abreast of new management techniques and that management resources should be supplemented by the injection of "new blood".

607 That every commercial, developmental and financial Board should have a qualified and experienced financial manager, in addition to an Accountant/Secretary, to attend to budget preparation, appraisal of the Board's financial performance, project identification, formulation, preparation and evaluation, developmental trends and the training of middle level subordinates.

Paragraphs

608 That steps should be taken to minimize patronage in appointments of Chairmen, directors, executives and staff of boards and that greater attention should be paid to qualifications, experience and ability.

609–610 That all Statutory Boards should come within the purview of the Inspector of Statutory Boards, and that he should be given the extra staff needed to make this possible.

612 That Government should review the emoluments of the Chairmen, Deputy Chairmen and Members of the Public Service Commission and the Teachers Service Commission.

613 That salaries for parastatal employees should be based on local circumstances (e.g. cost of living, local market forces, capacity of employers to pay, etc.).

617 That there is no case at present for an upward revision in the salaries paid to the top management of Statutory Boards.

618–620 That for the middle level staff the terms and conditions of service in the Boards should be harmonized with those in the Civil Service.

621 That allowances for Board members should range between Sh. 120 and Sh. 150 per sitting.

621 That executive Chairmanships of Boards should be discouraged and that the consolidated payment to part-time Chairmen should not exceed £600 p.a.

Local Government

647–648 That there should be a single tier system of local authorities consisting of Municipalities or Township Authorities and County Councils.

648 (ii) That Local Advisory Committees, consisting of all the councillors from each area within a County, should be set up to advise the Councils on local matters.

648 (iii) That councillors should all be elected, except the D.C. who would continue to be an *ex officio* member.

648 (v) That functional Standing Committees should be abolished and replaced by a single Policy Committee.

648 (vi) That Mayors and Chairmen should be appointed by the Minister from a panel of names submitted by the elected councillors.

Paragraphs

648 (vii)	That the staff of the Ministry of Local Government should be strengthened.
649 (i) & (ii)	That Graduated Personal Tax should be returned to County Councils, but that agricultural cesses should be reconsidered.
649 (iii)	That grants-in-aid should be paid in cases where County Councils cannot balance budgets which have been approved by the Ministry.
649 (v)	That development financing should be strictly related to the recommendations of the District Development Committees.
650	That improved site value rating should be introduced in Municipalities where practicable.
658 (iii)	That, in cases of genuine need, Government financial assistance should be given to Muncipalities' development projects, and that development budgeting must be co-ordinated through District Development Committees.
652	That the financial year of Local Authorities should be the same as that of the Central Government (i.e. it should commence on the 1st July).
653 (i)	That the Local Government Service Commission as proposed in Sessional Paper No. 12 of 1967 should be established without delay to deal with appointments, promotions, discipline and terms and conditions for local authority employees.
653 (iii)	That Area and Urban Council staff should be absorbed by County Councils.
653 (iv)	That instructions to Council staff should be channelled through the Clerk.
654	That councillors' allowances should be reviewed from time to time and that they should be paid monthly in arrears.

Superannuation

682–687	That superannuation provisions should, in the long term, be designed to facilitate the mobility of labour.
688	That the regulations regarding the Local Government Superannuation Fund should be amended and renamed, so that this Fund can become the basis for a new pension scheme of wider application, which would embrace all Statutory Boards and any private sector employers who wish to join;

Paragraphs

688 that the provisions of the Pensions Act should be carefully examined and that plans should be made for a funded contributory pension scheme for Civil Servants.

689–690 That eventually a National Pension Fund should be established to embrace all employees in the public services and, as far as practicable, the private sector.

Implementation

802 That the recommended changes in remuneration should be implemented with effect from the 1st July 1971.

804 That all Civil Servants and members of the Teaching Service, who were in employment during the period 1st January to 30th June 1970 and have been in continuous employment since, should be paid a lump sum equivalent to one-half the appropriate annual incremental entitlement calculated at the new rates.

APPENDIX 1—TERMS OF REFERENCE, PROCEDURE AND ACKNOWLEDGEMENTS

Appointment and Terms of Reference

We were appointed as a Commission of Inquiry by His Excellency Mzee Jomo Kenyatta, C.G.H., M.P., President of the Republic of Kenya and Commander-in-Chief of the Armed Forces, in the Kenya Gazette Special Issue No. 3 of 9th January, 1970, with the following terms of reference:—

(*a*) To investigate the organization and structure of the Public Services and to recommend reforms wherever desirable.

(*b*) To investigate the remuneration and conditions of service of all grades of the Public Services and to recommend what changes may be necessary.

(*c*) To examine methods of recruitment and conditions of employment and provide for retention in the services of properly qualified personnel with adequate superannuation arrangements which allow mobility between public and private sectors.

(*d*) To inquire into any other matters which appear to the Commission to relate to the foregoing and which in the opinion of the Commission ought in the public interest to be inquired into.

2. In presenting its recommendations the Commission shall pay special regard to:—

(*a*) The need to establish a structure and co-ordinated authority for the Civil Service which meets the requirements of an effective machinery of Government.

(*b*) The need to improve efficiency and economy in administration.

(*c*) The need to devise salary structures for the Public Services consonant with the capacity of the country to pay, but paying particular attention to each of the services.

(*d*) The need to devise new conditions of service appropriate to each of the Public Services.

3. The Commission consisted of:—

Mr. D. N. Ndegwa, C.B.S., M.A., Governor of the Central Bank of Kenya—*Chairman.*

Mr. J. K. Gecau, M.A., Chairman and Chief Executive, East African Power and Lighting Co. Ltd.—*Commissioner.*

Mr. D. A. Omari, M.B.E., B.A., Company Director—*Commissioner.*

Prof. S. H. Ominde, Professor of Geography and Dean of the Faculty of Arts, University of Nairobi—*Commissioner.*

Mr. P. J. Mwangola, Regional Manager (Kenya), East African Railways Corporation —*Commissioner.*

Mr. J. H. Oyugi, B.A., Personnel and Public Relations Manager, Kenya Shell Ltd. —*Commissioner.*

Mr. R. G. Ridley, A.I.B., Company Director—*Commissioner.*

Mr. K. Mwendwa, Chief Education Officer, later replaced by Mr. Y. Komora by Gazette Notice No. 1468, in Kenya Gazette No. 25 of 22nd May, 1970—*Joint Secretary.*

Mr. M. J. Njenga, Assistant Director of Personnel—*Joint Secretary.*

Interpretation of Terms of Reference

4. The above Terms of Reference are far wider than those of previous Commissions of Inquiry* into the Public Services of Kenya dating back to 1918. In addition to investigating the remuneration and conditions of service and employment, as did the previous Commissions, this Commission has been asked to inquire into the organization and structure of the Public Services as an effective machinery of Government. Our investigation has included inquiry into the basis upon which the Public Services are built to carry out the functions of Government.

5. The term "Public Services" has been interpreted to include those services of the Republic, other than political services, employing persons in a civil capacity with offices established by statute and paid wholly or in part from public funds. (*See* footnote page 11, Chapter III.) We excluded in our deliberations therefore all members of the National Assembly.

6. Our report includes recommendations in the following sections of the Public Services:—

(i) The Civil Service, including the Police Force, the Prisons Service, the Judiciary, the Foreign Service and the daily paid workers.

(ii) The Teaching Service.

(iii) The Local Government Service.

(iv) The Statutory Boards and Public Corporations.

Method of Inquiry

7. Before the commencement of formal business an oath of office in accordance with the law was administered to each Commissioner by the Chief Justice of Kenya, the Honourable Kitili Mwendwa, in his Chambers on Wednesday, 11th February, 1970.

8. The establishment of the Commission was publicized by formal announcements in the Press and by radio as well as on television. We invited the submission of both oral and written evidence and supplemented these requests by correspondence with Government Ministries and Departments, key public organizations, and Trade Unions.

9. With the assistance of the Provincial and District administration we arranged public hearings throughout the country, and in order to provide as wide a coverage as possible, on a number of occasions, we divided into two groups. The itinerary of the Commission was as follows:—

(i) 27th April to 7th May, 1970—Nairobi.

(ii) 12th May to 15th May, 1970—Mombasa.

(iii) 14th May to 15th May, 1970—Wundanyi.

(iv) 19th May to 28th May, 1970—Kisii.

(v) 19th May to 20th May, 1970—Nyeri.

(vi) 21st May to 22nd May, 1970—Embu.

(vii) 21st May to 22nd May, 1970—Kisumu.

(viii) 26th May to 27th May, 1970—Kakamega.

(ix) 26th May to 27th May, 1970—Meru.

(x) 28th May to 29th May, 1970—Kitui.

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* Previous Commissions include:—

1. Hamilton (1918).
2. Holmes (1947).
3. Lidbury (1954).
4. Flemming (1960).
5. Pratt (1963).
6. Millar-Craig (1967).
7. Vasey (1969)—Police and Prisons only.

(xi) 28th May to 29th May, 1970—Bungoma.

(xii) 2nd June to 3rd June, 1970—Eldoret.

(xiii) 2nd June to 3rd June, 1970—Garissa.

(xiv) 9th June to 11th June, 1970—Nakuru.

10. On our return to Nairobi, a number of additional hearings were arranged from time to time, often as a means of seeking further clarification on matters which had arisen during detailed investigation and discussion by the Commission. A list of witnesses who gave oral evidence is provided at Appendix 2.

11. During the collection of oral evidence, the public were given the choice of being heard either in public or *in camera.* We found tremendous interest at all the places we visited and a wide spectrum of witnesses was interviewed, varying from Cabinet Ministers to ordinary citizens. Although it was not possible for us to visit all Districts, we are convinced that the evidence we collected was sufficiently widely based and representative, as to enable us to correctly assess the various proposals and problems presented to us.

12. We received also a large volume of written memoranda from persons and organizations whom we have listed in Appendix 3. This information together with the oral evidence we have found invaluable in our deliberations and many of our recommendations in this report have been stimulated by the opinions that were expressed in evidence given to us.

Acknowledgements

13. We take this opportunity to thank everyone who assisted us in collecting material and considering the matters covered by our very wide terms of reference. We are very grateful to all the Cabinet Ministers who were able to spare their time to submit evidence to us. We must also thank all Permanent Secretaries, Heads of Departments and their staff throughout the country; the Staff Associations and Trade Unions, individuals and groups who submitted oral and/or written evidence.

14. We owe a very great debt of gratitude to our Joint Secretaries, Mr. Y. Komora and Mr. M. J. Njenga, very ably assisted by the Secretariat of Mr. L. V. Bhandari, Ministry of Agriculture, Mr. E. Muciri, Ministry of Lands and Settlement, Mr. G. Njoroge, Directorate of Personnel, Mr. G. P. Oluoch and Mr. J. E. Cawley, Ministry of Education. These officers gave unsparingly of their time and energies and by their very extensive knowledge and experience have made invaluable contributions to the compilation of this report. We are also grateful to Mr. K. Mwendwa who served as Joint Secretary during the early months of the Commission's work.

15. We also extend our most sincere thanks for the assistance we received from our Consultants who included Mr. B. H. Dickinson of the East African Community, Mr. P. P. Hodgkinson, of Hogg, Robinson and Colin Hood (Life and Pensions) Ltd., Professor S. Humes of CAFRAD, Tangier, Mr. E. Kagwe, Assistant Town Clerk of Nairobi City Council, Professor J. Koopman and Professor C. T. Leys, both of the University of Nairobi, Mr. I. Mayo-Smith of the Directorate of Personnel, Mr. S. Nyaga, formerly of the Kenya Institute of Administration, Mr. E. Rubin of Action Programs International, Los Angeles, Mr. J. B. Seal, Jr., of the Directorate of Personnel and Mr. C. H. Webb of the Attorney-General's Department. Without the advice, experience and co-operation of these gentlemen our task would have been much more difficult.

16. Finally we must record our thanks to the executive, clerical and secretarial staff. Mr. J. P. Chege did most valuable work in keeping us provided with much needed statistical information. Mr. D. A. Menza, the Executive Officer worked tirelessly ensuring that there were no hold-ups in our work programmes, whilst the secretaries were ever cheerful and efficient in meeting the heavy demands placed upon them.

APPENDIX 2—LIST OF PERSONS AND ORGANIZATIONS INTERVIEWED

Nairobi—(27th April to 7th May 1970)

Representatives of the Medical Profession (Doctors), Ministry of Health.
Representatives of the Judicial Department.
Representatives of the Physiotherapists, Ministry of Health.
Representatives of the Technical Division, Veterinary Department, Ministry of Agriculture.
Mr. M. Luta, Ministry of Labour.
Representatives of the Water Development Department, Ministry of Agriculture.
Representatives of the Pharmaceutical Division, Ministry of Health.
Mr. G. Maina, Ministry of Agriculture.
Mr. J. M'anampiu, Member of the Public.
Dr. J. J. Njoroge, Chief Research Officer, Ministry of Agriculture.
Representatives of the Research Division, Ministry of Agriculture.
Representatives of the District Health Visitors.
Mr. S. N. Waruhiu, Chairman, National Irrigation Board.
Mr. E. G. Giglioli, General Manager, National Irrigation Board.
Representatives of Radiological Technicians and Dark Room Assistants.
Messrs. Achino and Awino, Meat Inspectors, Athi River.
Mr. L. O. Musiga, Director National Social Security Fund, Ministry of Labour.
Representatives of the Technical Division of V.O.K., Ministry of Information and Broadcasting.
Mr. I. E. Muriithi, Director of Veterinary Services, Ministry of Agriculture.
Dr. J. K. Ndeti, Deputy Director of Veterinary Services, Ministry of Agriculture.

Mombasa—(12th to 15th May 1970)

Mr. I. M. Mathenge, Provincial Commissioner, Coast Province.
Mr. S. J. Katua, President of S.C.S.A., Coast Branch.
Mr. E. Njenga, District Commissioner, Mombasa.
Mr. Francis Asonga, District Officer, Galole.
Councillor Msanifu Kombo, former Mayor of Mombasa.
Representatives of the Mombasa Municipal Council Staff.
Representatives of the Coast Provincial Hospital Staff.
Mr. W. Baraka, President of K.N.U.T., Kilifi Branch.
K.N.U.T. Mombasa Branch.
Mrs. D. Migui, Copy Typist.
Mr. E. Wakhisi, Chairman, K.C.S.U., Coast Branch.
Mr. R. Onyango, Physiotherapist.
Mr. M. Mukolwe, Provincial Director of Agriculture, Coast Province.
Representatives of Kenya Medical Laboratory Technicians Association.
Representatives of the Port Health Organization.
Mr. S. J. Katua, Provincial Education Officer, Coast Province.
Mr. J. Kagambo, Auditor, Exchequer and Audit Department.
Mr. B. Ombuna, Provincial Personnel Officer.
Representatives of the Mombasa Vocational Training Unit of National Youth Service.
Mr. J. Muriuki, Subordinate Staff.
Representatives of the Mombasa Vocational Training Unit.
Mr. J. N. Wahome, Junior Clerical Officer.

Wundanyi—(14th to 15th May 1970)

Mr. R. G. Omoling, Chairman, K.C.S.U., Taita Branch.
Mr. J. Mwakoi, Vice-Chairman, Taita/Taveta County Council.
Mr. A. Mwadoi, Councillor.
Mr. F. W. Mcharo, Treasurer, Taita/Taveta County Council.
Mr. J. J. Wamoto, Assistant Land Adjudication Officer.
Mr. Mwawuda, a representative of Chiefs in the District.
Mr. P. Katingima, District Agricultural Officer.
Mr. J. Mwakugu, District Development Officer.
Mrs. J. S. Mjomba, Assistant Education Officer.
Mr. E. Musamuli, Businessman.
Mr. J. Odera, Pharmaceutical Medical Assistant.
Mr. P. M. Samson, Farmer.
Mr. M. Mwambui, Driver, Ministry of Agriculture.
Mr. G. Singila, Driver.
Mr. S. Mwakunra, Clerical Officer.
Mr. D. M. Kibala, Administrative Police.
Mr. E. Mbaya, Typist.
Mr. J. M. Kyobe, Assistant Co-operative Officer.
Mr. R. K. Musyoki, District Commissioner, Wundanyi.

Kisii—(19th to 20th May 1970)

Representatives of the District Magistrates, Kisii District.
Mr. S. P. Okoda, District Officer, Kisii.
Mr. Shirandula, Ministry of Lands and Settlement.
Representatives of Wazee Group.
Representatives of Kisii District Medical Staff, Ministry of Health.
Representatives of members of Subordinate Staff.
Drs. E. Ambeva and G. K. Okelo of Kisii District Hospital.
Representatives of Surveyors, Ministry of Lands and Settlement.
Leaders of the Seventh Day Adventist Church.
Community Development Department Delegation.
Representatives of farmers.
Mrs. R. Achoki and M. K. Mugo of Agricultural Department, Ministry of Agriculture.
Mr. D. Amwoga, Medical Assistant.
Mr. G. Orenge, Pharmaceutical Assistant.
Mrs. J. Obara, Home Economist.
Mr. B. Sitonihi, Fisheries Department.
Representatives of K.C.S.U., Gusii Branch.
Representatives of K.N.U.T. South Nyanza Branch.

Nyeri—(19th to 20th May 1970)

Mr. C. K. Koinange, Provincial Commissioner, Central Province.
Hon. W. Kanja, Member of Parliament.
Representatives of S.C.S.A.
Mr. P. Wanguku, Member of Public.
Mr. Karanja, c/o Provincial Commissioner, Nyeri.
Mrs. Gitau, Community Development Officer, Nyeri.
Mr. J. Okanyi, Messenger, Provincial Commissioner's Office, Nyeri.
Mr. S. Kanyuira, Clerical Officer, Ministry of Works, Nyeri.
Mr. Gacheru, Agricultural Officer, Fort Hall.
Representatives of Junior Staff, Ministry of Agriculture, Fort Hall.
Messrs. J. M. Nganga and P. W. Nguru, Signals Branch, Kenya Police.

Representatives of K.C.S.U., Nyeri.
Mr. I. Kariuki, K.C.S.U. Official.
Messrs. J. Macharia and J. K. Chege, District Education Officers.
Mr. Mirza, Judicial Department, Nyandarua.
Mr. F. Kisebu, Provincial State Counsel, Central Province.
Mr. W. B. Waweru, State Counsel.
Mr. Abong, District Magistrate's Court, Thomson's Falls.
Mr. G. K. Gatende, Provincial Engineer, Central Province.
Representatives of Chiefs, Nyeri District.
Mr. Kasuri, Settlement Officer, Thomson's Falls.
K.N.U.T. Representatives, Central Province.
Mr. E. Wangai, Education Officer, Kiambu.
Mr. G. Kiarie, Clerical Officer.
Mr. J. Githal, Senior Assistant Agricultural Officer.

Embu—(21st to 22nd May 1970)

Mr. E. M. Mahihu, Provincial Commissioner, Eastern Province.
Messrs. J. Kamani and E. J. Omil, Irrigation Officers, National Irrigation Board.
Mr. J. K. Murila, Provincial Education Officer, Eastern Province.
Mr. A. Kiriro, Headmaster, Kigari Teachers Training College.
Mr. A. K. Thyaka, Department of Community Development.
Mr. J. Mangondu, National Irrigation Board, Mwea Rice Project.
Representatives of K.C.S.U., Embu Branch.
Mr. P. M. Karanja, Enrolled Nurse, Embu Hospital.
Mr. D. Mugo, Clerical Officer, Ministry of Works, Embu.
Representatives of Embu Research Division, Ministry of Agriculture.
Mr. D. Kangethe, Provincial Director of Agriculture, Eastern Province.
Representatives of K.N.U.T., Embu Branch.
Mr. A. K. Mutahi, Survey Department, Embu.
Mr. S. W. Ogessa, Provincial Planning Officer.
Messrs. B. Muriuki and I. Njagi, Members of Public.
Mr. D. Wambua, Driver, Ministry of Information and Broadcasting.
Mr. A. N. Mwaniki, Provincial Veterinary Officer, Eastern Province.

Kisumu—(21st to 22nd May 1970)

Mr. Y. H. Farjullah, former Mayor of Kisumu.
Mr. I. K. Cheluget, Provincial Commissioner, Nyanza Province.
K.N.U.T. Representatives, Kisumu Branch.
Kisumu Boys' High School Delegation.
Mr. J. Akibaya, Deputy Provincial Commissioner, Nyanza Province.
Delegation of Provincial Headquarters Secretarial Staff, Kisumu.
Representatives of Ministry of Agriculture Staff, Kisumu.
Representative of Blind Telephone Operators.
K.C.S.U. Kisumu Branch delegation.
Mr. J. Ndungu, Technical Officer, Ministry of Works.
Mr. W. Oluoch, Medical Assistant.
Mr. P. Aede, Chairman, K.C.S.U. Kisumu District.
Mr. Y. O. Kairama, Provincial Commissioner's Driver.
Mr. P. L. Abok, Member of Public.
Mr. A. Awich, Court Clerk.
Mr. P. O. Magak, Assistant Secretary, Luo Union (E.A.).
Mr. R. Obonyo, Member of Alego/Usonga Farmers' Society.
Representatives of Laboratory Staff.

Kakamega—(26th to 27th May 1970)

Hon. P. Kibisu, Assistant Minister for Labour.
Mr. P. Boit, Provincial Commissioner, Western Province.
Mr. C. A. N. Obulutsa, Education Officer.
Mr. J. Nyamai, Senior Auditor, Western Province.
Mr. F. Nabichenje, Agricultural Department.
Mr. Kidenda, Provincial Planning Officer.
Mr. Nyarangi, District Commissioner.
Mr. J. M. Onyango, Principal, Approved School, Kakamega.
Mr. J. Obaro, Executive Officer, Kenya Police.
Mr. D. M. Mulindi, Provincial Secretary, K.N.U.T.
Mr. E. Erastus, Field Assistant, Agriculture Department.
Mr. M. Wangusa, K.C.S.U. official.
Mr. D. O. Esiamba, K.C.S.U. official.
Mr. A. Otiende, Ministry of Health.
Mr. L. Were, K.C.S.U. official.
Mr. C. Miheso, K.C.S.U. official.
Mr. H. Changa, Agriculture Department.
Mr. L. Nakoche, District Commissioner's Office official.
Mr. E. Mayakha, Messenger.
Mr. W. Opat, Civil Servant.
Mr. H. Mukenye, Ex-chief.
Mr. S. Kasuku, Office Messenger.
Mr. J. Asiko, Clerical Officer, Ministry of Economic Planning and Development.
Mr. E. K. Biriri, Member of Public.
Mr. J. Mwavali, Member of Public.
Mr. J. Biriri, Civil Servant.
Mr. E. Rudida, Information Officer.
Mr. H. N. Linako, Assistant Education Officer.
Mr. M. Kogude, Survey Department.
Mr. A. Lutta, Ministry of Health.
Mr. M. Malema, Judicial Department official.
Mr. E. Waliaula, Principal, Kaimosi Teachers College.
Mr. S. Okova, Economist.

Meru—(26th to 27th May 1970)

Mr. P. J. Mwangi, District Commissioner, Meru.
Mr. S. M. Mugambi, Senior District Commissioner, Isiolo.
Mr. M. Challo, Information Officer, Machakos.
Dr. Patel, Medical Officer of Health, Meru.
Representatives of K.C.S.U. Meru Branch.
Mr. S. Okidi, Water Development Department, Meru.
Mr. P. J. Oduogi, District Officer, Kinoru Division.
Representatives of Enrolled Nurses, Meru Hospital.
Representatives of Health Assistants, Meru Hospital.
Dr. J. A. Oluoch, Medical Officer, Meru Hospital.
Mr. N. C. Owaga, District Trade Officer, Meru.
Mr. J. K. Waweru, Agricultural Officer, Meru.
Representatives of Artificial Insemination Division of Ministry of Agriculture, Meru.
Mr. A. W. Maina, District Commissioner, Marsabit.
Mr. Z. Muchina, Representative of K.N.U.T.
Mr. L. Murigi, Clerical Officer.
Mr. G. Gacanja, Survey Department, Meru.

Mr. Mwobobia, Deputy Clerk, Meru County Council.
Representatives of K.L.G.W.U., Meru Branch.
Representatives of D. & H.W.U., Meru Branch.
Messrs. S. K. Wanjohi and J. Njenga, District Agricultural Officers.
Mr. F. Riunu, Meru Hospital.

Kitui—(28th to 29th May 1970)

Mr. H. J. Kwenda, Acting District Commissioner, Kitui.
Mr. S. Mulandi, Deputy Secretary, K.L.G.W.U., Kitui Branch.
Mr. Kibochi, Co-operative Development Department official, Kitui.
Representatives of K.C.S.U., Kitui Branch.
Miss R. Mutitu, Ungraded Nurse.
Mr. Wandi, Medical Assistant.
Mr. M. Katua, Laboratory Assistant.
Mr. P. K. Munyalo, Chairman, Kitui County Council.
Mr. M. Maliti, Chairman (Kanu), Kitui Branch.
Mr. Kilonzo, Member of Public.
Mr. K. Melete, Member of Public.
Mr. D. Indakwe, District Revenue Officer, Kitui.
Mr. J. Kimani, Storeman, National Youth Service.
Mr. J. Mutunga, Better Living Institute.
Mr. B. Ouma, Pharmaceutical Assistant, Kitui Hospital.
Mr. F. Onyango, Clerical Officer, Judicial Department.
Mr. K. Wambua, Driver Grade I, Kitui.
Representative of the District Officers in Kitui District.
Mr. J. Kitenge, Draughtsman.
Mr. P. K. Syundu, District Education Officer.
Mr. J. N. Kitau, Health Assistant, Kitui Hospital.
Mr. S. Ngalia, Executive Officer, K.N.U.T., Kitui Branch.
Miss Mutitu, Enrolled Nurse.
Representative of Graduate Teachers, Kitui District.
Mr. S. N. Murima, Primary Schools Supervisor, Kitui District.

Bungoma—(28th to 29th May 1970)

Mr. E. P. Oranga, District Commissioner, Bungoma.
Mr. N. Masika, District Agricultural Officer.
Mr. S. A. Onzere, District Surveyor.
Dr. Chavanes, District Medical Officer.
Mr. F. Owino, Assistant Hospital Superintendent.
Mr. S. Ojenge, Enrolled Nurse.
Mr. Blassio Simiyu, Enrolled Nurse.
Mr. S. I. Toroney, District Officer.
Mr. T. Amke, District Magistrate.
Mr. Bwina, District Registrar of Births/Deaths.
Mr. D. Yuka, Farmer.
Mr. Nangole, Businessman.
Mr. Wafula, Village Elder.
Mr. E. Wamyama, Councillor.
Mr. R. Wakesa, Chairman, K.N.U.T.
Mrs. E. Andati, Copy Typist.
Mrs. R. W. Malava, Probation Officer, Bungoma.
Mr. W. Wamitiange, Deputy Chairman, L.G.W.U.

Mr. P. L. Ashihundu, District Education Officer.
Mr. Baraza, Senior Chief.
Mr. W. Buteyo, Principal, Naivasha Dairy Training Centre.
Miss S. N. David, Headmistress, Lugulu Girls' School.

Eldoret—(2nd to 3rd June 1970)

Mr. J. Nguru, District Chairman, K.C.S.U., Uasin Gishu District.
Mr. M. Wamai, Subordinate Staff.
Mr. S. Yako, Committee Member, K.C.S.U.
Mr. P. Sambaya, Committee Member, K.C.S.U.
Mr. C. Osatcha, Vice-Chairman, K.C.S.U.
Mrs. P. A. Ogada, Housewife.
Mr. A. M. Law, District Branch Secretary, K.C.S.U.
Mr. J. K. Odhiambo, Animal Production Research Officer, Ministry of Agriculture, Kitale.
Mr. N. Keya, Agronomist, Ministry of Agriculture, Kitale.
Mr. S. K. Njuguna, Plant Breeder, Ministry of Agriculture, Kitale.
Mr. E. Mwakha, Botanist, Ministry of Agriculture, Kitale.
Mr. M. Simiyu, Chemist, Ministry of Agriculture.
Mr. K. Muse, Civil Servant.
Mr. J. Ogada, Seeds Research Officer, Ministry of Agriculture, Kitale.
Mr. J. F. Ogala, Officer-in-Charge of Land Development.
Mrs. A. Mwakha, Housewife.
Mr. L. K. Sigilai, Deputy Mayor, Eldoret.
Mr. R. C. Kilungu, Member of Public.
Mr. W. E. Ouma, Secretary, K.N.U.T., Eldoret Branch.
Mr. A. B. Rotich, Chairman, K.N.U.T., Keiyo/Marakwet.
Mr. M. R. Sambo, Teacher.
Mr. D. K. Matakala, Councillor.
Mr. H. Buyuka, Clerical Officer.
Mr. J. Wandera, Clerical Officer.
Mr. S. Kapamadi, Court Clerk.
Mr. L. Malamba, Survey Department.
Mr. S. Kagiri, Survey Department.
Councillor P. Mayabi, Mayor of Eldoret.
Mr. Osundwa, District Commissioner, Eldoret.
Mr. J. Mathew, Ministry of Home Affairs.
Mr. R. R. Parkar, Teacher.
Mr. J. F. Ogola, Officer-in-Charge, Land Development Division, Eldoret.
Mr. J. O. Rachilo, Ministry of Agriculture.
Mr. K. arap Chumo, Water Development Department.
Mr. D. Ochwa, Meter Reader.
Miss J. Kinyanjui, Cateress, Highland School, Eldoret.
Mrs. Sellah Makhisa, Nurse, Eldoret Hospital.
Mrs. O. Agwa, Community Development Officer.
Mr. M. Okuku, Laboratory Assistant, District Hospital, Eldoret.
Mr. O. Amoth, District Commissioner, West Pokot.
Mr. arap Chumo, Chief.
Mr. J. R. Otieno, Secretary, K.U.C.F.A.W.
Mr. A. Kandie, Farmer.
Mr. Sambaya, Ministry of Natural Resources.
Mr. A. Mangeny, Driver, Ministry of Natural Resources.
Dr. A. N. Oganda, Medical Officer, Eldoret Hospital.

Garissa—(2nd June to 3rd June 1970)

Mr. J. G. Mburu, Provincial Commissioner, North-Eastern Province.
Mr. M. Maalim, Ungraded Nurse, K.C.S.U.
Mr. M. H. Sheikh, Laboratory Assistant, Ministry of Health.
Fr. J. Bonzanino, Headmaster, Garissa Harambee Secondary School.
Mr. Y. Ibrahim, Groundsman, Ministry of Health.
Mr. N. Dima, Chairman, K.N.U.T., North-Eastern Province.
Mr. S. Njeru, Headmaster, Jaribu School, Garissa.
Mr. O. Haji, Secretary, K.C.S.U., Garissa Branch.
Mr. I. Haji, Chairman, County Council of Garissa.
Mr. D. Kibogong, Treasurer, County Council of Garissa.
Mr. H. A. Sheikh, Secretary, K.L.G.W. Union.
Mr. D. A. Amey, Member of Public.
Representative of K.L.G.W. Union, Wajir.
Mr. O. Bedhe, Member of K.C.S.U., Wajir Branch.
Mr. A. Haji, Junior Clerical Officer.
Representatives of all Provincial Heads of Departments, Garissa.
Chief A. Shabel, Garissa.
Chief O. Shuria, Masarani Location, Garissa.
Sergeant A. Korio, Administration Police, Garissa.
Corporal A. Kamasa, Administration Police, Garissa.
Mr. M. A. Sigara, Information Officer, Garissa.
Mr. A. Muguso, Clerical Officer.

Nakuru—(9th to 11th June 1970)

Mr. S. Nyachae, Provincial Commissioner, Rift Valley, Nakuru.
Mr. S. Okulo, Ag. Mayor of Nakuru.
Mr. J. Njenga, Provincial Director of Agriculture, Rift Valley Province.
Mr. Douglas Gikunju, Executive Officer, Ministry of Agriculture.
Mr. E. M. A. Rahedi, Provincial Education Officer, Nakuru.
Representatives of Ministry of Works, Nakuru.
Mrs. L. C. Psenjen, Personnel Officer, Nakuru.
Mr. Stanley, Member of Public.
Mr. David Magombe, Member of Public.
Mr. Harry Sosi, Member of Public.
Mr. Odhiambo, Provincial Information Officer, Rift Valley.
Mr. F. M. Kamau, Conservator of Forests.
Mr. Francis Wanyeki, Assistant Conservator of Forests.
Representatives of S.C.S.A., Nakuru.
Mr. Sampson Owour, Clerk, Veterinary Department, Sotik.
Mr. Alluwalia Singh, Teachers Service Commission Employee.
Mr. Njatha Nguku, Forest Resident Workman.
Representatives of Divisional Forest Officers, Londiani.
Mr. Ernest Akach, Labour Department, Nakuru.
Mr. Kobia, Ag. District Commissioner, Nakuru.
Mr. C. Bakhoya, Member of Public.
Mr. Khaemba, Provincial Personnel Officer, Rift Valley Province.
Hon. M. Mwithaga, M.P., Nakuru Town.
Representatives of Survey Department, Nakuru.
Representatives of K.N.U.T., Rift Valley Province.
Chief John Thogoto, Elburgon.
Chief Jonathan Njau, Molo.
Mr. Esmail Ebu, L.G.W.U. Official.

Mr. E. Nguto, Laboratory Assistant.
Mr. J. Ouko, Nurse.
Mr. G. Khamala, Medical Assistant.
Mr. J. Nikatire, Health Assistants Association Official.
Mr. S. Mushati, Londiani Forest Ranger Training School.
Mr. Sebuda, National Youth Service Teacher.
Mr. Sood, Teacher.
Mr. Kiragu, Area Settlement Controller.
Mr. Kibunja, Businessman.

Nairobi—(15th June 1970 Onwards)

Hon. Kitili Mwendwa, Chief Justice.
Hon. D. Arap Moi, Vice-President and Minister for Home Affairs.
Hon. C. Njonjo, Attorney-General.
Hon. Mwai Kibaki, Minister for Finance and Economic Planning.
Hon. Dr. J. G. Kiano, Minister for Local Government.
Hon. Bruce Mackenzie, former Minister for Agriculture.
Hon. T. A. Towett, Minister for Education.
Hon. Odongo Omamo, Minister for Natural Resources.
Hon. J. L. Shako, Minister for Tourism and Wildlife.
Hon. I. O. Okero, Minister for Health.
Hon. Dr. Z. Onyonka, Minister for Economic Planning and Development.
Mr. G. K. Kariithi, Permanent Secretary, Office of the President.
Mr. Phillip Ndegwa, Permanent Secretary, Treasury.
Mr. M. Ojal, Permanent Secretary, Ministry of Natural Resources.
Mr. T. J. C. Ramtu, Permanent Secretary, Ministry of Information and Broadcasting.
Mr. J. A. Gethenji, Director of Personnel.
Mr. P. J. Gachathi, Permanent Secretary, Ministry of Education.
Mr. J. Kyalo, Permanent Secretary, Ministry of Health.
Mr. J. P. Tasker, Senior Finance Officer, Local Government.
Mr. V. Smith, Nairobi City Treasurer's Department.
Mr. J. Karebe, National General Secretary, K.L.G.W.U.
Mr. B. N. Hinga, Commissioner of Police.
Mr. M. Arrum, Senior Assistant Commissioner of Police.
Mr. D. M. Mbela, Administrative Secretary, Kenyatta National Hospital.
Drs. J. M. Gekonyo and M. R. Migue, Ministry of Health.
Mr. A. Saikwa, Commissioner of Prisons.
Miss M. Kenyatta, Mayor of Nairobi.
Mr. John Mbugua, Town Clerk, Nairobi City Council.
Mr. Jones, former Nairobi City Council Treasurer.
Mr. S. K. Mbugua, City Treasurer, Nairobi City Council.
Mr. Mwenja, City Engineer, Nairobi.
Dr. J. Kabiru, City Medical Officer of Health.
Mr. W. N. Wamalwa, Chairman, Public Service Commission of Kenya.
Mr. A. A. Ekirapa, Secretary, Public Service Commission of Kenya.
Mr. G. M. 'Mwirichia, Deputy Secretary, Ministry of Education.
Mrs. W. Nyoike, Matron, Kenyatta National Hospital.
Mrs. P. W. Macharia, Education Officer.
Mrs. F. Otete, Assistant Director, Kenyanization of Personnel Bureau.
Mrs. I. Obel, Senior Probation Officer.
Miss K. K. Sondhi, Under Secretary, Ministry of Local Government.
Miss Mary Gichuru, Kenya Association of University Women.
Mr. B. B. Bangua, Principal Immigration Officer.
Mr. N. Muraguri, Government Chemist.

Mr. P. Anyumba, Director of Survey.
Mr. K. N. Matiba, Company Director.
Representatives of Christian Churches Association.
Representatives of the Kenya Catholic Secretariat.
Mr. A. J. F. Simmance, Staff Development Adviser, Government of Zambia.
Mr. C. Malavu, President, Federation of Kenya Employers.
Mr. D. Richmond, Secretary, Federation of Kenya Employers.
Mr. P. O. Ochieng, Senior Assistant Commissioner of Police.
Mr. G. K. Gichuki, Assistant Commissioner of Police (North-Eastern Province).
Mr. R. M. Mutua, Assistant Commissioner of Police (Rift Valley Province).
Mr. J. M. Oswald, Assistant Commissioner of Police (i/c Nairobi Area).
Mr. Hodgkinson, East African Community.
Mr. S. S. Heyer, Chief Statistician, Ministry of Economic Planning and Development.
Representatives of Personnel Officers' Cadre.
Representatives of Senior Civil Servants Association.
Mr. J. N. Akatsa, Fire Officer, Nairobi Airport.
Representatives of Kenya National Union of Teachers.
Professor W. B. Palmer, University of Nairobi.
Professor F. C. A. Cammaerts, University of Nairobi.
Mr. Royston-Jones, University of Nairobi.
Mr. D. Mutiso, Chief Architect, Ministry of Works.
Mr. E. Mbogua, Engineer-in-Chief, Ministry of Works.
Mr. F. N. Kagwe of City Council of Nairobi.
Mr. C. A. Webb of the Attorney-General's Chambers.
Mr. B. H. E. Dickinson of East African Community.
Mr. J. A. Lijembe, Secretary, Kenya Institute of Education.

APPENDIX 3—LIST OF PERSONS AND ORGANIZATIONS FROM WHOM MEMORANDA WERE RECEIVED

District Magistrates on Course, K.I.A., P.O. Lower Kabete.
Mr. J. Sipira Mbuya, Plastic Technical Instructor Orthopaedic, Nairobi.
Nurses, Midwives and Health Visitors Council of Kenya, Nairobi.
Provincial Commissioner, Western Province.
Provincial Information Officer, Rift Valley Province.
Artisans, Ministry of Health, Nairobi.
Mr. A. Nthiga Karigi of Immigration Department.
Resident Workmen, Forest Department, Nakuru.
Personnel Division of the Office of the President.
Technicians and Structural Staff, Ministry of Works.
Mr. Peter Ndungu, P.O. Box 2886, Nairobi.
Staff of the Commercial Division, Voice of Kenya.
Audit Nucleus Unit Staff, Department of Co-operatives.
Staff of the District Magistrate's Court, Fort Hall.
Area Settlement Controller, Nakuru.
Kenya Civil Servants Union, Rift Valley, Nakuru.
Ministry of Mineral and Water Resources, P.O. Box 7096, Kampala.
The Staff of the Survey of Kenya (Photogrammetrists), Nairobi.
The Staff of the Survey of Kenya, Rift Valley Province, Nakuru.
Psychiatric Unit, Mathari Mental Hospital, P.O. Box 663, Nairobi.
Representatives of the Labour Department, Nakuru.
Senior Civil Servants Association, Nairobi.
The Staff of Nzui District Court, P.O. Private Bag, Nzui.
Staff of the National Youth Service, Ministry of Labour, Nairobi.
K.I.A. Middle Staff Committee, P.O. Lower Kabete.
Area Settlement Controller, Nairobi.
District Registrars Births and Deaths, Bungoma and Busia.
Mr. Elikau Odupa, P.O. Box 1, Kitui.
The Staff of the Forest Department, P.O. Box 30513, Nairobi.
Land Adjudication Department, P.O. Box 382, Kericho.
Mr. Peter C. Sagari, Kapsangere School, Kisumu.
District Agricultural Committee, Thomson's Falls.
The Staff of the Immigration Department, Mombasa.
Provincial Range Officer, Coast.
Mr. Boniface H. Watuku, P.O. Box 128, Thika.
Mr. A. G. K. Ruto, P.O. Box 61, Nairobi.
Mr. Eliud Kibuci Mucungu, P.O. Box 30089, Nairobi.
The Staff of the Survey Department, Eldoret.
Doctors, Kenyatta National Hospital.
Mr. Lebo Kipchuma, P.O. Box 481, Eldoret.
Mr. Boaz Oweke Mac Abiero, P.O. Box 1356, Kisumu.
Mr. Geoffrey M. Maina, P.O. Box 30028, Nairobi.
Medical District Assistants, Garissa.
Mr. Josephat G. Warugu, P.O. Box 33, Eldama Ravine.
The Staff of the Ministry of Health, Nairobi.
The Staff of the Embassy of Kenya in West Germany.
Mr. M. H. Masitsa Keyonza, M.O.W., P.O. Box 2267, Nairobi.
Mr. Enoch M. Mujomba, P.O. Box 603, Kitale.

Mr. R. O. Owiti, P.O. Box 30016, Nairobi.
National Social Security Fund, P.O. Box 30599, Nairobi.
Mr. Johnstone Aggrey Okacwani of the Ministry of Health.
Mr. J. N. K. Mathu, P.O. Box 8014, Nairobi.
District Agricultural Committee, P.O. Box 50, Kericho.
Mr. Ernest Mwangi Munyi, P.O. Box 33, Nyeri.
Chief John Thogoto of Elburgon.
Mr. J. K. Ingonga, c/o Area Settlement Controller (E), Nairobi.
Representatives of the Ministry of Health, Mandera District.
Technical Staff, National Youth Service, Gilgil.
Mr. J. M. Mageria, c/o Police HQ "Q" Branch, P.O. Box 30083, Nairobi.
Mr. E. M. Kinyanjui, Island Farms, P.O. Box 33, Kiganjo.
The Staff of the Judicial Department, Nairobi.
Probation Staff, Coast Province, Mombasa.
The Staff of the Provincial Information Office, Mombasa.
The Staff of the Government Coast Agency.
Mr. D. E. O. Asiko, Ministry of Health, P.O. Box 30443, Nairobi.
Ladies in the Civil Service.
Clerical Staff in the Civil Service.
Medical Subordinate Staff, North-Eastern Province.
The Staff of the District Magistrate, Nakuru Law Courts.
Courts' Bailiff and Process Servers, Judicial Department.
Office Messengers in the Civil Service.
Children's Department Staff, P.O. Box 23010, Lower Kabete.
The Staff of the Ministry of Agriculture, Coast Province.
The Senior Civil Servants Association, Coast General Hospital, Mombasa.
Mr. Livingstone Musumba, c/o C.I.D. HQ, P.O. Box 30036, Nairobi.
Mr. James M. Karanja, M.O.W., P.O. Box 660, Nakuru.
.The Kenya Clinical and Medical Assistants Association, P.O. Box 92, Kisii.
Mr. Daniel Mutune Makau, P.O. Nzui.
The Staff of the Nairobi District Magistrate's Court.
Mr. Robert Owich, Court Clerk, Mombasa.
The Staff of the V.O.K. Engineering, TV Section.
Mr. W. A. Kisiero, Commercial Attaché, Kenya High Commission, London.
Mr. D. J. Wakalo, c/o R.M.A. Training School, P.O. Box 19, Machakos.
Messrs. M. Mbogoli and J. S. Mathenge, Nairobi.
The Executive Officers, Nakuru Law Courts.
The Staff of the V.O.K. Technical Operations Section, Nairobi.
Mr. John Murenga, Ministry of Agriculture, P.O. Box 30028, Nairobi.
Representatives of Forest Guards, P.O. Box 30513, Nairobi.
Judicial Department, South Nyanza District Staff, Kisii.
Maralal Medical Assistants Staff, Maralal.
The Staff of the Identification Bureau, Kenya Police, Nairobi.
The Staff of the Co-operatives Department, Nairobi.
Government Secretarial Staff, Mombasa.
Bungoma District Magistrate's Staff, P.O. Box 365, Bungoma.
Mr. James Wachira Nathaniel, P.O. Box 128, Thika.
Mr. E. K. Njagi, Ngandori Location, P.O. Box 3, Meru.
Treasury Staff, Nairobi Supplies Branch.
Registrar's Office, General Staff, High Court of Kenya, Nairobi.
Staff of the Water Development Department, Nairobi.
Clerical and Subordinate Staff, Bungoma District Magistrate's Court.
The Civilian Staff of the Kenya Police HQ, Transport Department.
Dr. M. R. Migue, Medical Training Centre, Nairobi.

Mr. H. M. Njoroge, Ndakaini School, P.O. Box 276, Thika.
Executive Officers, Blood Donor Service, P.O. Box 30141, Nairobi.
Staff of the Treasury, Nairobi.
Mr. James G. Wachira, Land Adjudication Department, P.O. Box 382, Kericho.
Nanyuki Forest Rangers, P.O. Box 28, Nanyuki.
Mr. H. Ali, P.O. Box 4159, Nairobi.
The Staff of the Ministry of Works, Nakuru.
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APPENDIX 4—THE GRADING STRUCTURE MANUAL

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PART I—INTRODUCTION

Our terms of reference required us to investigate the remuneration and conditions of service of all grades of the public services and to recommend what changes may be necessary. Any recommendations on remuneration required, therefore, examining the grades that existed. Grade is a flexible term but it is commonly understood in the Kenya Civil Service to mean salary scale. Consequently, we examined the existing salary structure and identified 78 separately stated salary scales, containing 193 separate and mutually inconsistent salary points. This examination revealed the following significant features—

(i) many scales were found to be repetitive producing definite patterns within the salary structure; *see* Part III;

(ii) some scales, while essentially the same, were irregular and inconsistent in their incremental progression; *see* Salary Scale serial Nos. 10 and 30;

(iii) the principle of overlap as applied to many of these scales was illogical; *see* Salary Scale serial Nos. 32, 33 and 40;

(iv) some scales were complex in composition and difficult to implement; *see* Salary Scale serial No. 22;

(v) a number of scales were either redundant or rarely applied; *see* Salary Scale serial Nos. 46, 54 and 72.

2. It is pertinent here to recall the following statement by the Lidbury Commission Report of 1953/54 which supports the above observations on the complexity and inconsistency of Government grades and salaries:

> ". . . If anomalies are to be eradicated without sowing a fresh crop we must at least endeavour to do away with one of their most fruitful breeding places—the multiplicity of varying, fragmentary and overlapping salaries which has grown up in some places. We hope that the method of approach which we have adopted may take us as near success in this as is humanly possible."

Thus, some 17 years later we find essentially the same situation, with the same debilitating effects on personnel management. The time is well overdue, therefore, to install a single systematic salary structure based on job analysis and evaluation.

3. On the basis of the existing pay patterns and our analysis of the present salary structure, we evolved 15 Job Groups and identified representative posts in the entire service which appeared to fall within these groups. The posts placed within each Job Group, primarily as related to their current salary scale, were examined on the basis of task analysis to evaluate the common characteristics of work requirements for the jobs in each group. Also, we developed the basic specifications for these jobs and the qualifications typically required for appointment to these posts. As a result of this, we produced the Job Group structure, as shown in Part VI. These include the present related salary scales and their representative posts, as well as those of the proposed new Job Group to show that they evolved from the current established practice. Then amongst the 15 Job Groups, these factors are developed to show continuity from the lower up through the higher levels.

4. In evolving this concept of Job Groups, we noted that at the Senior Civil Service level (Superscale), officers in the scientific, research or professional careers apart from Medical Specialists, must assume assignments that involve administrative work in addition to (or even in lieu of) their professional responsibilities if they want promotion beyond LSS. That is, such officers cannot anticipate higher responsibilities and thus higher pay based on increasingly difficult, complex and varied professional assignments. This we believe to be wrong. Too often it can lead to the Government losing an excellent research scientist and gaining a mediocre administrator—and in the process paying more for the loss. We believe such officers should be able to rise to higher Job Groups, either by the nature of their professional assignments, or by moving into supervisory or administrative posts. The Commission recommends, therefore, the introduction of a new structure for Scientific, Research and Professional officers as defined in Part VI, the Job Groups Standards, Groups J through N. It will be seen from the task analysis of the groups in these proposed Scientific, Research and Professional categories that there is consistent emphasis on "quality and extent" of scientific or research work. We consider that a properly qualified body will be valuable in assisting the Directorate of Personnel in these job evaluations by its professional guidance and advice. For this and the other reasons set forth in paragraphs 3.21, 3.22 and 3.23 of the Development Plan, 1970-1974, this Commission recommends the early establishment of a National Scientific and Research Council as envisaged in the current Development Plan.

5. It is emphasized that we were not in a position to perfect this structure to an advanced point. However, we recommend the adoption of this Job Group plan as the basis for both a revised salary structure, as well as the continuing programme of job analysis and evaluation we proposed in the chapter on Personnel Management. It will be through this programme that all the job titles which number some 1,100 will be placed in their appropriate Job Group. This will require continuing improvements in the Job Group standards, especially in developing benchmark job descriptions and specifications for posts typical of the 15 groups. In turn, this will ensure more precision in allocating individual jobs to these groups, and thus greater consistency in job evaluations. We are convinced, however, that these proposed Job Groups, as they stand, can form the beginnings of a useful system of job evaluation that can be implemented by the Government.

PART II—EXISTING SALARY SCALES IN THE KENYA CIVIL SERVICE

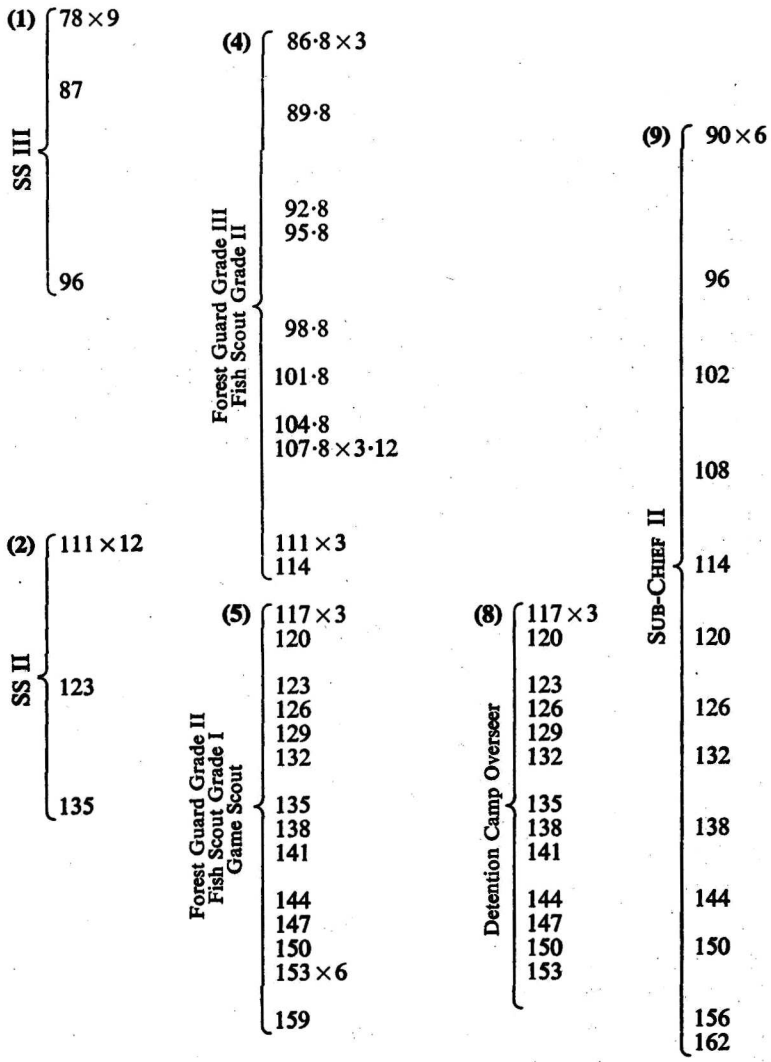
(The serial numbers in this list will recur in later parts of this Manual to identify these existing salary scales and corresponding posts.)

1. Subordinate Service III Scale (SS III).
2. Subordinate Service II Scale (SS II).
3. Subordinate Service I Scale (SS I).
4. Forest Guard III/Fish Scout II Scale (FG III/FS II).
5. Forest Guard II/Fish Scout I/Game Scout Scale.
6. Forest Guard I/Senior Fish Scout/Corporal Game Scout Scale.
7. Sergeant Game Scout Scale (SGS).
8. Detention Camp Overseer Scale (DCO).
9. Sub-Chief II Scale.
10. Sub-Chief I Scale.
11. Ungraded Clerk Scale.
12. Administrative Police (A.P.) Constable Scale.
13. Administrative Police (A.P.) Corporal Scale.
14. Administrative Police (A.P.) Sergeant Scale.
15. Administrative Police (A.P.) Senior Sergeant Scale.
16. Administrative Police (A.P.) Sergeant Major Scale.
17. Assistant Security Warden Scale.
18. Police Constable/PrisonWarder/Wardress Scale.
19. Corporal (Police and Prison) Scale.
20. Sergeant (Police and Prison)/Matron (Prisons) Scale.
21. Police Senior Sergeant/Prisons Chief Warder/Prisons Chief Matron Scale.
22. SS I/G 10 Scale.
23. G 10 Scale.
24. G 10 B Scale.
25. G 10 A Scale.
26. G 9 Scale.
27. G 9 B Scale.
28. G 9 A Scale.
29. G 10/9 Scale.
30. C 4 Scale.
31. C 3 Scale.
32. C 2 Scale.
33. C 1 Scale.
34. Chief III Scale.
35. Chief II Scale.
36. Chief I Scale.

37. Copy Typist III Scale (T3).
38. Copy Typist II Scale (T2).
39. Copy Typist I Scale (T1).
40. Shorthand Typist II Scale (S2).
41. Shorthand Typist I Scale (SI).
42. Personal Secretary II Scale (PS2).
43. Personal Secretary I Scale (PS1).
44. D Scale.
45. G 8 Scale.
46. G 7 Scale.
47. G 6 Scale.
48. G 5 Scale.
49. Police Inspector/Prisons Chief Officer II Scale (IP/CO II Pri.).
50. Police Chief Inspector/Prisons Chief Officer I Scale (CIP/CO I Pri.).
51. Gazetted Officer (Police and Prisons Superintendent) Scale (SP).
52. Gazetted Officer (Police and Prisons Senior Superintendent) Scale (SSP).
53. G 5/4 Scale.
54. G 6/4 Scale.
55. G 4 Scale.
56. G 3 Scale.
57. G 4/3 Scale.
58. G 4/2 Scale.
59. G 3/2 Scale.
60. G 2 Scale.
61. G 2/1 Scale.
62. G 1 Scale.
63. A 3 Scale.
64. A 2 Scale.
65. A 1 Scale.
66. Medical/Scientific Extension Scale (ME).
67. Lower Superscale (LSS).
68. £2,275 (Fixed Superscale).
69. £2,275–2,400 (Incremental Superscale).
70. £2,400 (Fixed Superscale).
71. £2,500 (Fixed Superscale).
72. £2,275–2,650 (Incremental Superscale).
73. £2,600 (Fixed Superscale).
74. £2,700 (Fixed Superscale).
75. £2,900 (Fixed Superscale).
76. £3,000 (Fixed Superscale).
77. £3,200 (Fixed Superscale).
78. £3,600 (Fixed Superscale).

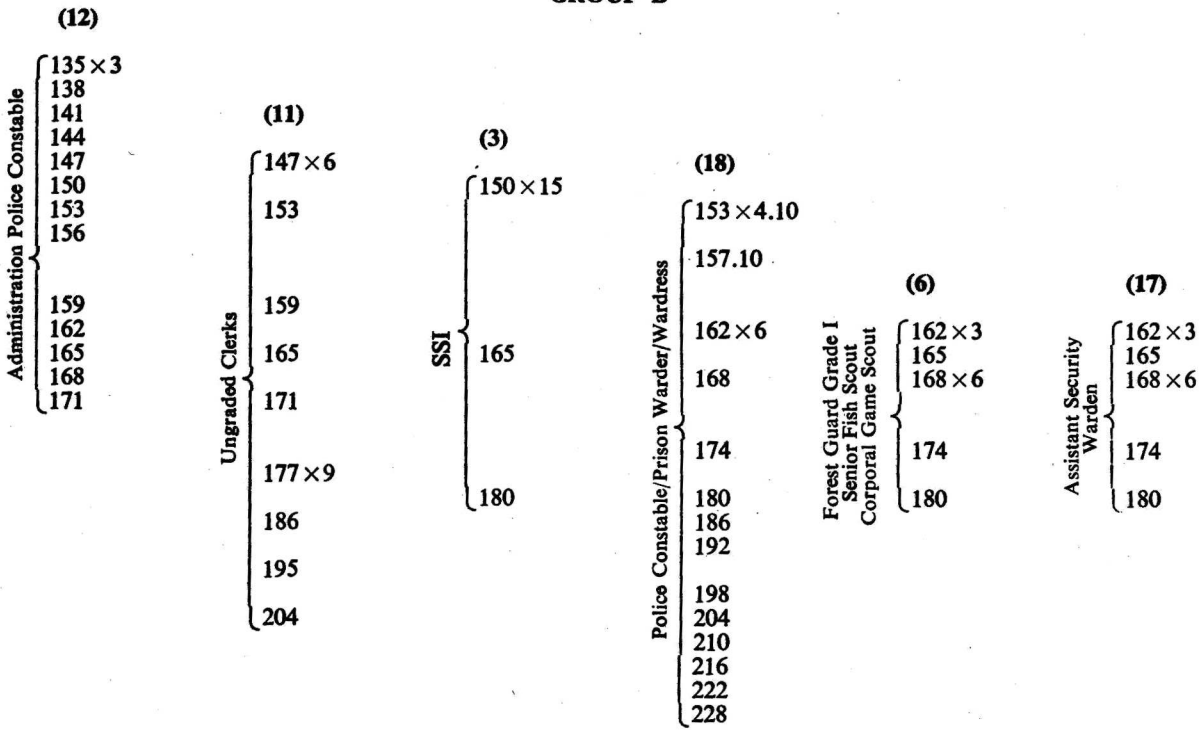
PART III—PATTERN OF EXISTING SALARY SCALES

GROUP A



PATTERN OF EXISTING SALARY SCALES

GROUP B



PATTERN OF EXISTING SALARY SCALES

GROUP C

SSI/G10 (22)

150×15
165×6
171×6
177×3
180×6
186×9
195
204
213
222
231
240

G10 (23)

171×6
177×9
186
195
204
213
222
231
240

G10B (24)

171×6
177×9
186
195
204
213

G10A (25)

222×9
231
240

C4 (30)

171×6
177×9
186×9
195
204
213
222
231
240

Sub-Chief I (10)

171×7
178×8
186×9
195
204
213
222
231
240

Sergeant Game Scout (7)

198×6
204×9
213
222
231
240

Administration Police Corporal (13)

177×3
180
183
186
189
192
195
198×6
204
210
216

Administration Police Sergeant (14)

222×6
228
234
240
246
252
258
264
270
276

Corporal (Police and Prisons) (19)

234×9
243
252
261
270
279
288

PATTERN OF EXISTING SALARY SCALES

GROUP D

(27) 252×12, 264, 276×15, 291, 306×18, 324, 342 — **G9B**

(31) 252×12, 264, 276×15, 291, 306×18, 324, 342, 360, 378 — **C3**

(37) Copy Typist Grade III: 252×12, 264, 276

(38) Copy Typist Grade II: 291×15, 306×18, 324

(39) Copy Typist Grade I: 342×18, 360, 378

(34) 264×12, 276×15, 291, 306×18, 324, 342, 360, 378, 396 — **CHIEF III**

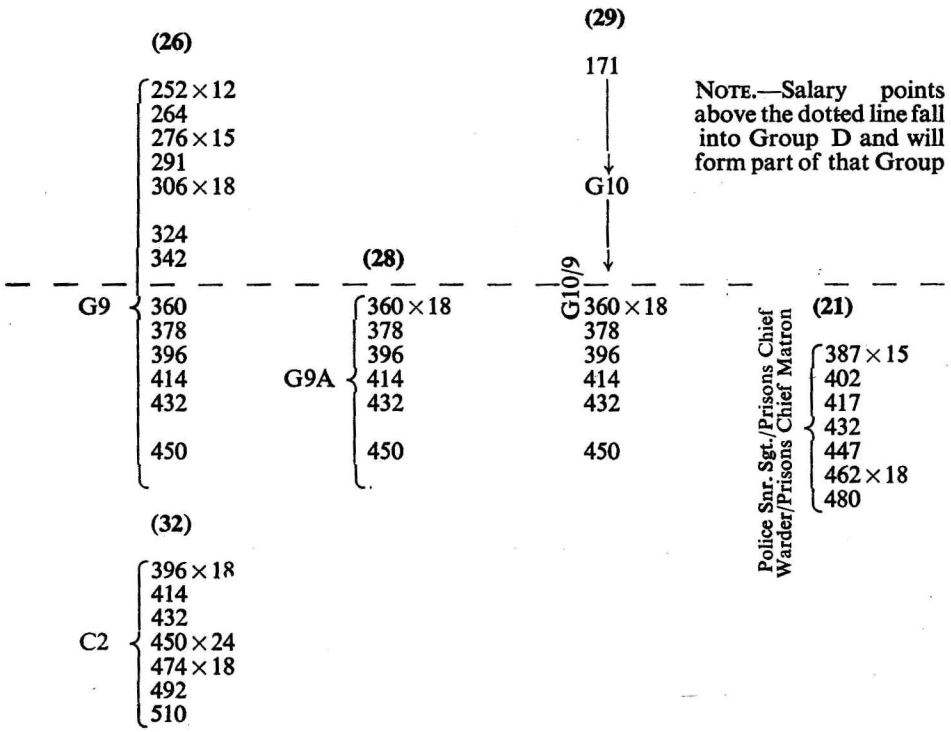
(15) Admin. Police Senior Sergeant: 282×9, 291, 300, 309, 318, 327

(16) Admin. Police Sergeant Major: 336×12, 348, 360

(20) Sergeant (Police and Prisons) Matron (Prisons): 300×12, 312, 324, 336, 348, 360, 372

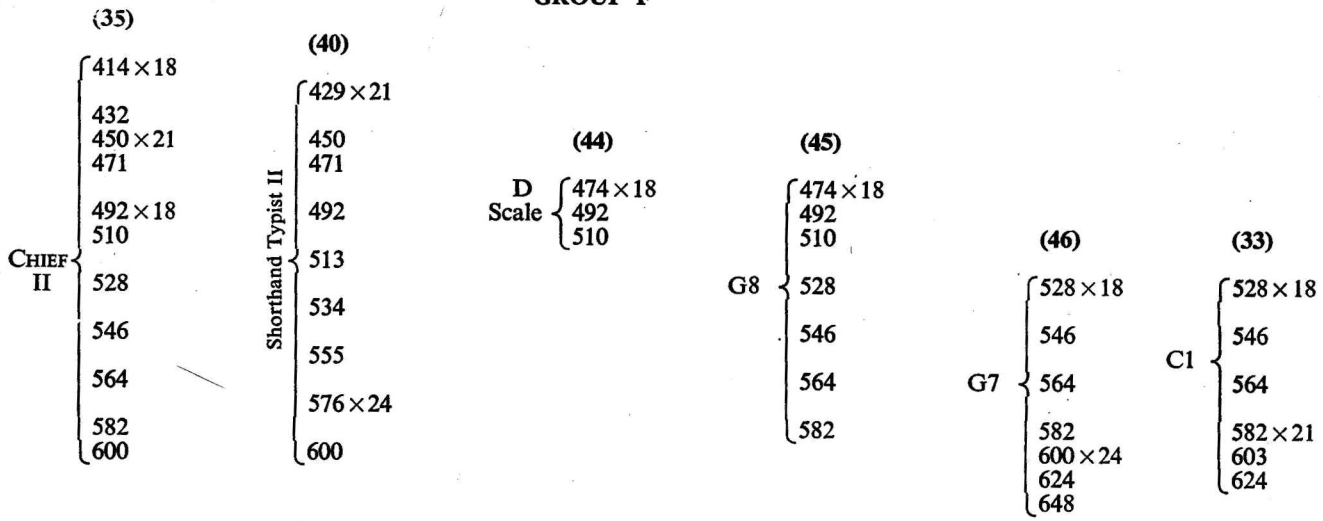
PATTERN OF EXISTING SALARY SCALES

GROUP E (Comprises Salary Points Below the Dotted Line)



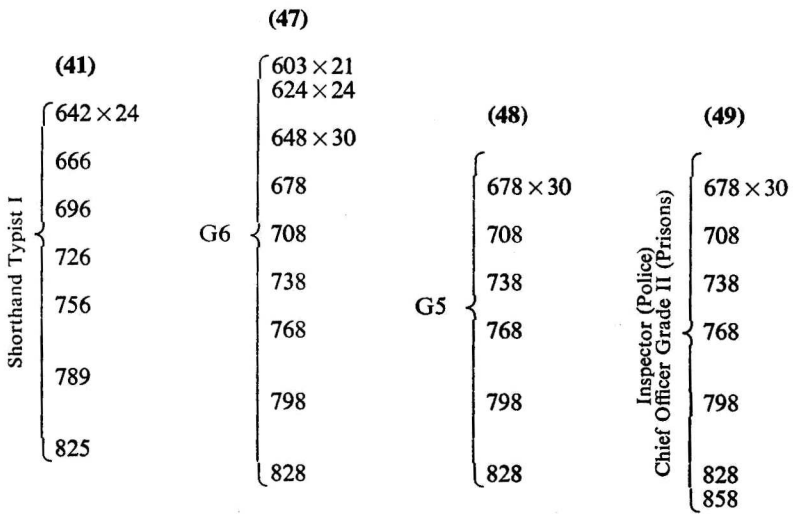
PATTERN OF EXISTING SALARY SCALES

GROUP F



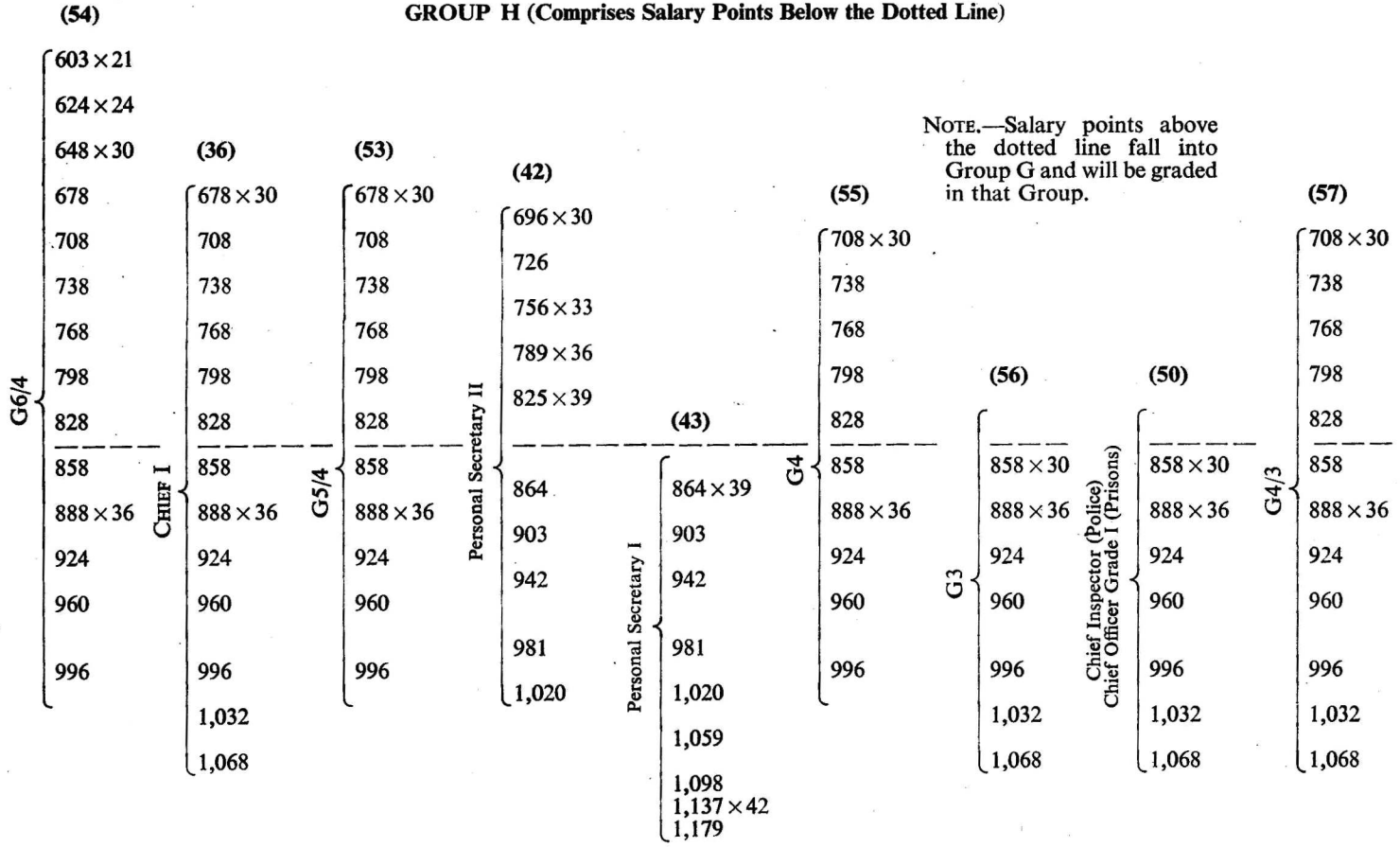
PATTERN OF EXISTING SALARY SCALES

GROUP G



PATTERN OF EXISTING SALARY SCALES

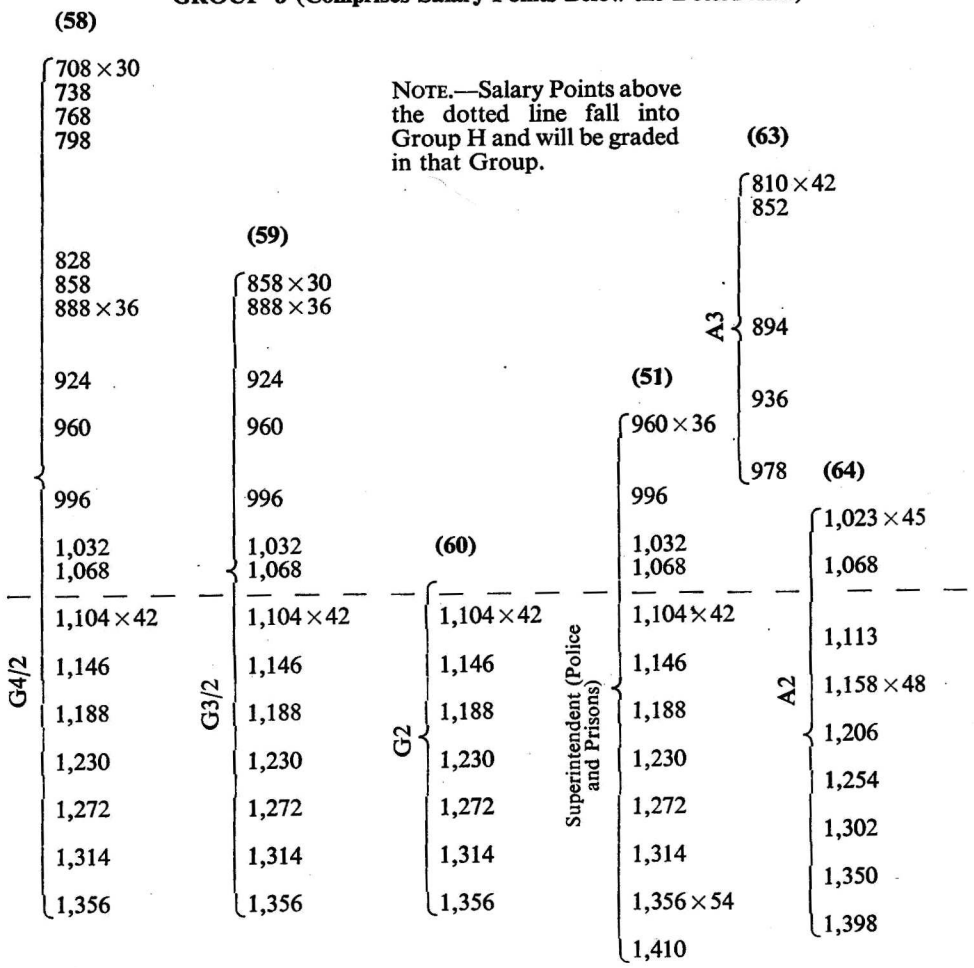
GROUP H (Comprises Salary Points Below the Dotted Line)



NOTE.—Salary points above the dotted line fall into Group G and will be graded in that Group.

PATTERN OF EXISTING SALARY SCALES

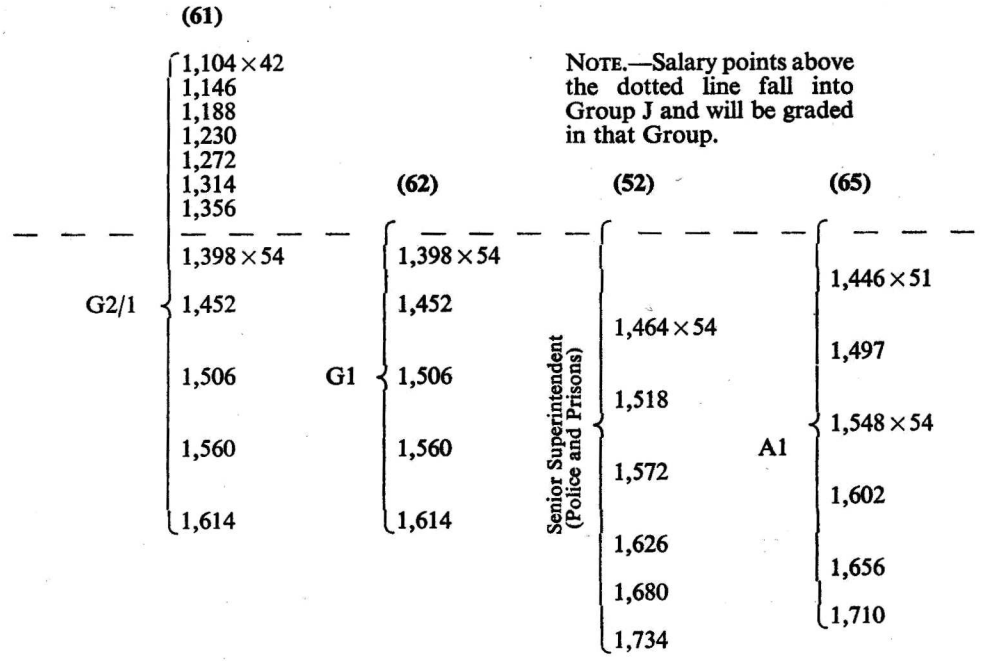
GROUP J (Comprises Salary Points Below the Dotted Line)



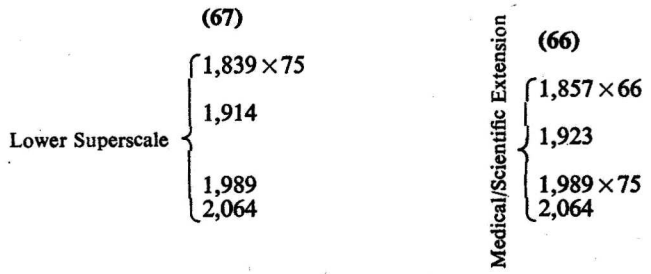
NOTE.—Salary Points above the dotted line fall into Group H and will be graded in that Group.

PATTERN OF EXISTING SALARY SCALES

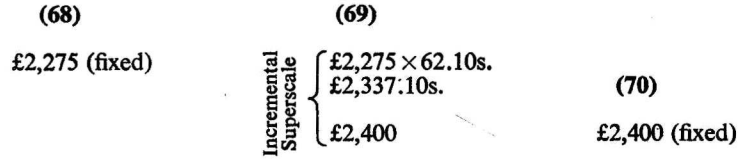
GROUP K (Comprises Salary Points Below the Dotted Line)



GROUP L

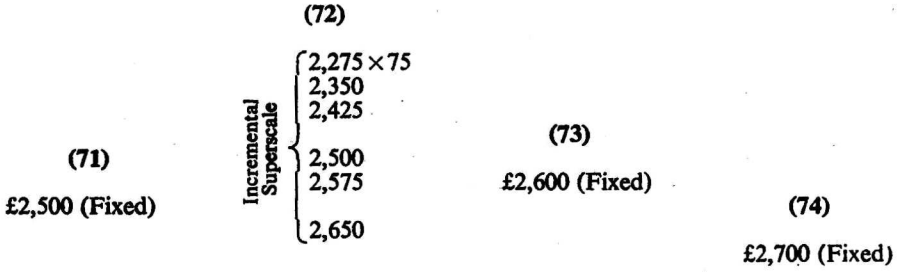


GROUP M



PATTERN OF EXISTING SALARY SCALES

GROUP N



GROUP P

GROUP Q

PART IV—PROPOSED 95-POINT SINGLE SALARY SCALE

X	£6:	120	126	132	138	144
X	£6:	150	156	162	168	174
X	£9:	183	192	201	210	219
X	£9:	228	237	246	255	264
X	£12:	276	288	300	312	324
X	£15:	339	354	369	384	399
X	£18:	417	435	453	471	489
X	£21:	510	531	552	573	594
X	£24:	618	642	666	690	714
X	£30:	744	774	804	834	864
X	£36:	900	936	972	1,008	1,044
X	£42:	1,086	1,128	1,170	1,212	1,254
X	£48:	1,302	1,350	1,398	1,446	1,494
X	£60:	1,554	1,614	1,674	1,734	1,794
X	£72:	1,866	1,938	2,010	2,082	2,154
X	£90:	2,244	2,334	2,424	2,514	2,604
X	£108:	2,712	2,820	2,928	3,036	3,144
X	£132:	3,276	3,408	3,540	3,672	3,804
X	£156:	3,960	4,116	4,272	4,428	4,584

PART VI—JOB GROUP STRUCTURE AND STANDARDS

JOB GROUP A

1	2	3	4	5	6
Existing Related Salary Scales	Representative Posts in these Salary Scales	Group Task Analysis Group A	Specification/ Qualifications for Appointment to Group A Posts	Representative Posts in Group A	Proposed Salary Segment
(1) £78x9–96	(1) Subordinate Service III.	Work is generally of manual and unskilled nature, requiring no special skill for its initial performance. Subsequent assignments may require some formal training in work procedures and routine. Assignments normally done under direct supervision.	Physical/Medical fitness and appropriate age.	Similar to the Typical Posts in the Salary Scales numbered (1) (2) (4) (5) and (8). **Remarks:** Sub-Chief II, Salary Scale (9), is considered to be more properly placed in Job Group B.	£120x6–174x9–183
(2) £111x12–135	(2) Subordinate Service II.				120
(4) £86.8x3–107.8x3.12–111x3.	(4) Forest Guard III Fish Scout II				126 132
(5) £117x3–153x6–159 ..	(5) Forest Guard II Fish Scout I Game Scout				138 144 150 156
(8) £117x3–153 (Vasey Scale)	(8) Detention Camp Overseer.				162 168 174
(9) £90x6–162	(9) Sub-Chief II.				183 (11)

JOB GROUP B

1	2	3	4	5	6
Existing Related Salary Scales	Representative Posts in these Salary Scales	Group Task Analysis Group B	Specification/ Qualifications for Appointment to Group B Posts	Representative Posts in Group B	Proposed Salary Segment
(3) £150x15–180 ..	(3) Head Messenger Head Cleaner Head Watchman Stencil Duplicator	Work requires minor skill gained largely from experience, or acquired through working under the supervision of more senior skilled personnel, or through formal training as in the case of Police Constable or Prison Warder. Work includes either responsibility for others (3) and (6), or duties which are a stage beyond the purely manual or unskilled tasks (17), (12), (11) and (18). Work requires some literacy, and may be described as "semi-skilled".	Some literacy is required, coupled with training and/or experience on the job. **Remarks:** Sub-Chief II, Salary Scale (9), is considered to be more properly placed in this Group, rather than Group A. This post to be redesignated Assistant Chief, II.	Similar to the Representative Posts in the salary Scales numbered (3) (6) (17) (12) (11) and (18).	£156x6–174x9–237
(6) £162x3–168x6–180 ..	(6) Forest Guard I Senior Fish Scout Corporal Game Scout				156 162 168
(17) £162x3–168x6–180 ..	(17) Assistant Security Warden.				174 183 192
(12) £135x3–171	(12) Ad. Pol. Constable				201
(11) £147x6–177x9–204 ..	(11) Ungraded Clerks				210
(18) £153x4.10–162x6–228 (Vasey Scale) •	(18) Police Constable Prison Warder				219 228 237
(9) £90x6–162	(9) Sub-Chief II (*See* Remarks in Column 4)				(11)

JOB GROUP C

1	2	3	4	5	6
Existing Related Salary Scales	**Representative Posts in these Salary Scales**	**Group Task Analysis** **Group C**	**Specification/ Qualifications for Appointment to Group C Posts**	**Representative Posts in Group C**	**Proposed Salary Segment**
(22) SSI:£150x15–180: G10 £171x6–177x9–240	(22) Ungraded Nurse.	Tasks require use of skill for the performance of routine and mostly repetitive functions (30). The skill is assumed to have been acquired beforehand through possession of an appropriate examination / occupational test or long experience through working with skilled personnel, as in the case of Ungraded Nurses (22). **OR** The duties involved are at the lowest level of the technician/operator grade. In most cases these are officers with 7 years general education whose level of operation is just beyond the semi-skilled group (23). **OR** The duties involved are those typical of lower-level non-commissioned officers in the uniformed services.	Tasks require possession of C.P.E. standard of education or equivalent; also the skill requirements as set out in the Group C Task Analysis.	Similar to the Representative Posts in the Salary Scales numbered (22) (23) (24) (25) (30) (10) (7) (13) and (19).	£201x9–264x12–300 201 210 219 228
				Plus (37) Copy Typist III.	237 246 255
(23) G10: £171x6–177x9–240	(23) Agricultural Asst. III; Cinema Operator III; Wireman III; Mechanic III; Meter Reader III; Key Punch Operator II; Storeman III; Driver III; Asst. Draughtsman III.			**Remarks:** 1. Copy Typist III (30 w.p.m. typing), Salary Scale (37) is considered more properly placed in this Group, rather than Group D. 2. Administrative Police Sergeant, Salary Scale (14), is considered to be more properly placed in Job Group D to equate with Sergeant (Police/Prisons), Salary Scale (20). 3. Sub-Chief I should be redesignated Assistant Chief I.	264 276 288 300 (11)
(24) G10B £171x6–177x9–213 (25) G10A £222x9–240 ..	(24) (25) Subsequent to Millar-Craig recommendations, no new appointments are made to these grades.				
(30) C4 £171x6–177x9–240	(30) Junior Clerical Officer; Telephone Operator III.				
(10) £171x7–178x8–186x9–240.	(10) Sub-Chief I				
(7) £198x6–204x9–240 ..	(7) Sergeant Game Scout.				
(13) £177x3–198x6–216 ..	(13) Ad. Pol. Corporal				
(19) £234x9–288 .. .. (Vasey Scale)	(19) Corporal (Police/ Prisons).				
(14) £222x6–276	(14) Ad. Pol. Sergeant				

JOB GROUP D

1	2	3	4	5	6
Existing Related Salary Scales	Representative Posts in these Salary Scales	Group Task Analysis Group D	Specification/ Qualifications for Appointment to Group D Posts	Representative Posts in Group D	Proposed Salary Segment
(31) C3: £252x12–276x15–306x18–378	(31) Clerical Officer Telephone Operator II.	Work requires appropriate skills and experience in recording, compiling and storing data in accordance with clearly laid down procedures and regulations, and copytyping to prescribed standards **OR** Task presumes use of basic skill necessary for the performance of Group C work coupled with reasonably varied and relevant experience in the occupation to give more refined performance outside the generally routine and repetitive functions. **OR** The duties involved are those typical of medium level non-commissioned officers in the uniformed services.	Tasks require possession of C.P.E. standard of education or equivalent in addition to skill requirement. Experience is a prerequisite for most posts in this Group. Direct entrants such as Clerical Officers must be in possession of an E.A.C.E.	Similar to the Representative Posts in the Salary Scales numbered (31) (38) (39) (34) (15) (16) (20) (27) (29), plus (14) **Remarks:** 1. Administrative Police Sergeant, Salary Scale (14), is considered more properly placed in this Group, rather than Group C. 2. Administrative Police Sergeant, Senior Sergeant and Sergeant Major (14) (15) (16) are now in this Group, with advancement up the scale, dependent on promotion. The salary points for these jobs are: (14) £276–312, (15) 324–369, (16) 384–417. 3. Copy Typist III (30 w.p.m. Typing), Salary Scale (37) is considered more properly placed in Job Group C.	£276x12–324x15–399x18–417 276 288 300 312 324 339 354 369 384 399 417 (11)
(37) T3: £252x12–276 ..	(37) Copy Typist III				
(38) T2: £291x15–306x18–324.	(38) Copy Typist II				
(39) T1: £342x18–378 ..	(39) Copy Typist I				
(34) £264x12–276x15–306x18–396.	(34) Chief Grade III				
(15) £282x9–327	(15) Ad. Pol. Senior Sergeant				
(16) 336x12–360	(16) Ad. Pol. Sergeant Major				
(20) £300x12–372 .. (Vasey Scale)	(20) Police Sergeant/Prisons Sergeant.				
(27) G9B: £252x12–276x15–306x18–342	(27) Artisan Grade II / Driver Grade II				
(29) G.10/9: £171x6–177x9–240; 252x12–276x15–306x18–450 (Section of Scale equivalent to G9B)	(29) Enrolled Nurse / Physiotherapist II / Mechanic II / Agricultural Asst. II / Assistant Radiographer				
(14) £222x6–276	(14) Ad. Pol. Sergeant (*See* Remarks in Column)				

JOB GROUP E

1	2	3	4	5	6
Existing Related Salary Scales	Representative Posts in these Salary Scales	Group Task Analysis Group E	Specification/ Qualifications for Appointment to Group E Posts	Representative Posts in Group E	Proposed Salary Segment
(21) £387x15–462x18–480 (Vasey Scale)	(21) Police Senior Sergeant/ Prisons Chief Warder I/ Prisons Chief Matron I	Work basically that of Group D, but of higher level due to greater experience on the job and consequent higher achievement.	Promotion from Group D.	Similar to the Representative Posts in the Salary Scales numbered (21) (28) (26) (29) (32).	£384x15–399x18–489x21–573 384 399 417 435 453 471 489 510 531 552 573 (11)
(28) G9A: £360x18–450	(28) Artisan Grade I / Driver Grade I				
(26) G9: £252x12–276x15–306x18–450 (Section of Scale equivalent to G9A).	(26) Same as (28)				
(29) G10/9: £171x6–177x9–240:252x12–276x15–306x18–450 (Section of Scale equivalent to G9A).	(29) Enrolled Nurse / Physiotherapist II / Assistant Radiographer / Agric. Asst. II / Mechanic II				
(32) C2: £396x18–450x24–474x18–510	(32) Higher Clerical Officer				

JOB GROUP F

1	2	3	4	5	6
Existing Related Salary Scales	Representative Posts in these Salary Scales	Group Task Analysis Group F	Specification/ Qualifications for Appointment to Group F Posts	Representative Posts in Group F	Proposed Salary Segment
(33) C1: £528x18–582x21–624	(33) Senior Clerical Officer/Telephone Operator (Special Grade)	Tasks involved are based on those of Groups C, D and E; but in this Group duties are the most complex and varied in the trade. Attainment of Grade I Trade proficiency test is indicative of this level of complexity. Task may also involve supervisory duties over other workers in the occupation (33) (35) (45). **OR** Tasks involved are those of new entrants into specialized occupations for acquisition of basic skills required for progression into Groups G, H and J. Such assignments typically are performed under close supervision and are varied to gain an overall experience to various aspects of the occupation (40) (44) (46).	For promotion from Group E candidates require possession of occupational knowledge and competence at Grade I level, as typified by Grade I Trade Test attainment. **OR** Direct entrants into the Operative/Technician/ Executive grades in Groups G, H and J will be recruited into this group for training and experience prior to being advanced at the appropriate time (normally after passing a qualifying examination) to higher executive operative levels. These posts typically require completion of E.A.C.E. standard of education.	Similar to the representative Posts in the Salary Scales numbered (33) (35) (40) (44) (45) (46).	£489x21–594x24–690
					489
(35) Chief II: £414x18–450 x21–492x18–600	(35) Chief Grade II				510
					531
(40) S2: £429x21–576x24–600	(40) Shorthand Typist Grade II				552
					573
(44) "D" Scale: £474x18–510	(44) Trainee: Mechanical /Electrical/Water				594
	Mechanic I Tailor I Photographic Asst. I Draughtsman I Agricultural Asst. I Wireman I Technician (Water) I Meter Reader I Hydrology Asst. I Laboratory Asst. I Survey Asst. III				618 642 666 690
(45) G8: £474x18–582	(45) Trade Assistant I Housemaster (Approved School) Asst. Inspector (Small Arms) I Cartographer III Information Asst. I Senior Keypunch/ Machine Operator Audiotypist I Social Welfare Asst. I Technician Telecom.				(10)
(46) G7: £528x18–600x24–648	(46) Trainee Accountant IV Trainee Personnel Officer IV.				

JOB GROUP G

1	2	3	4	5	6
Existing Related Salary Scales	**Representative Posts in these Salary Scales**	**Group Task Analysis** **Group G**	**Specification/ Qualifications for Appointment to Group G Posts**	**Representative Posts in Group G**	**Proposed Salary Segment**
(47) G6: £603x21–624x24–648x30–828	(47) Senior Security Warden Senior Agricultural Assistant Medical Assistants Senior Laboratory Assistant Foreman: Mechanical/Electrical/Water Survey Asst. II	Task is immediate supervision and direction of work typical of that performed by officers in Salary Scale (45) of Group F, as set forth in Group F Task Analysis. **OR** Tasks involved are at the beginning of the regular operative/technical functions in these specialities after successful completion of training provided in Salary Scales (40) (44) and (46) of Group F. (41) (42) (48).	No direct appointments to (47). Promotion only from those officers in Salary Scale (45) in Group F. **OR** The regular operative/technical personnel in this Group (41) (42) (48) must have EACE standard of education or equivalent, plus appropriate training and experience acquired in Group F through passing required examinations.	Similar to the Representative Posts in the Salary Scales numbered (47) (48) (41) (42) (49). Plus, Assistant Education Officer/Inspector. **Remarks:** Assistant Education Officer/Inspector posts are now on the S1 Teaching Scales, with some serving officers as Civil Servants and others as officers of the Teaching Service Commission. This job is considered properly placed in this Job Group, with all the serving officers being Civil Servants.	£690x24–714x30–864x36–972 690 714 744 774 804 834 864 900 936 972 (10)
(48) G5: £678x30–828	(48) Executive Officer Grade III Statistical Officer III Social Welfare Officer III Computer Operator/Programmer III Labour Officer III Information Officer III Immigration Officer III Fingerprint Officer II Audit Examiner I	**OR** Headship of small Police/Prisons contingents (e.g. a Police Station) or Deputy Headship, or larger ones (49).			
(41) S1: £642x24–666x30–756x33–789x36–825	(41) Shorthand Typist I				
(42) PS2: £696x30–756x33–789x36–825x39–1,020 (Section of Scale equivalent to S1)	(42) Personal Secretary II				
(49) £678x30–858 (Vasey Scale)	(49) Inspector Police/Chief Officer II (Prisons)				

JOB GROUP H

1	2	3	4	5	6
Existing Related Salary Scales	Representative Posts in these Salary Scales	Group Task Analysis Group H	Specification/ Qualifications for Appointment to Group H Posts	Representative Posts in Group H	Proposed Salary Segment
(36) £678x30–888x36—1,068 (Section of Scale equivalent to G3)	(36) Chief Grade I	Tasks involve representation of the government in the capacity of Executive Officer and government's spokesman/adviser in an area delegated (36). **OR** Tasks involve supervision and direction of large area of work typical of that performed by officers in Salary Scale (45) of Group F, as set forth in the Group F Task Analysis; often this includes working through intermediate level supervisors, typical of Group G. Also, higher-level, non-supervisory assignments in these specialities are typical of this Group (55). **OR** Tasks involve the administration of a specialized function within an administrative unit, e.g. in a district as in the case of District Magistrate/ Land Registry (54) (57). **OR** Tasks involve more complex and varied assignments in these	Popular election by citizens within the area delegated to him, plus subsequent approval by government (36). **OR** Promotion from the operative/technical personnel in Group G scale (48), who have appropriate skills in the respective fields and have acquired satisfactory experience. **OR** Work requires possession of E.A.C.E. standard of education plus appropriate training and successfully passing a functional examination. **OR** Promotion from Police or Prisons Officers in Group G.	Similar to the Representative Posts in the salary scales numbered (36), (53), (55), (54), (57), (56), (50), (63). Plus (43), (42). **Remarks:** Personal Secretary II, Salary Scale (42) should be abolished as a separate post. The lower part of the scale should be combined with Shorthand Typist I, Salary Scale (41) and placed into Group G. The upper part should be combined with Personal Secretary I, Salary Scale (43) and placed in Group H. This means one job with a single title "Personal Secretary", placed in Group H.	£936x36–1,044x42–1,254 936 972 1,008 1,044 1,086 1,128 1,170 1,212 1,254 (9)
(53) G5/4: £678x30–888x36–996 (Section of Scale equivalent to G3)	(53) Housekeeper I Assistant Serjeant-at-Arms Probation Officer II				
(55) G4: £708x30–888x36–996 (Section of Scale equivalent to G3)	(55) Asst. Hydrologist II Lab. Technologist III Inspector: Electrical/Mechanical/ Water Asst. Agricultural Officer II Lab. TechnologistII				
(54) G6/4: £603x21–624x24–648x30–708x36–996 (Section of Scale equivalent to G3)	(54) Kadhi				
(57) G4/3: £708x30–888x36–1,068 (Section of Scale equivalent to G3)	(57) Librarian (highest grade) Land Registrars District Magistrate III District Assistant (DRO)				
(56) G3: £858x30–888x36–1,068	(56) Accountant II Personnel Officer II Executive Officer (Grade II) Information Officer II Immigration Officer II Survey Assistant I Assistant Auditor				

JOB GROUP H—(*Contd.*)

1	2	3	4	5	6
Existing Related Salary Scales	Representative Posts in these Salary Scales	Group Task Analysis Group H	Specification/ Qualifications for Appointment to Group H Posts	Representative Posts in Group H	Proposed Salary Segment
(50) £858x30–888x36–1,068 (Vasey Scale)	(50) Chief Inspector Police / Chief Officer I (Prisons)	specialized functions, under broader supervision and with greater latitude for independent judgement. Also can involve supervision of small sections within a departmental unit (56).			
(42) PS2: £696x30–756x33 –786x36–825x39–1,020	(42) Personal Secretary II				
(43) PS1: £864x39–1,137x 42–1,179	(43) Personal Secretary I (*See* Remarks in column 5)	**OR**			
(63) A3: £810x42–978	(63) Assistant Secretary / District Officer / Education Officer/ Inspector III	Headships of small to medium sized Police or Prisons contingents (e.g., a Police Station).			
		OR			
		Tasks require use of skills in shorthand and typewriting. In addition it has public relations functions, office organization, and creation and maintenance of an atmosphere conducive to efficient performance of office work. Also is responsible for handling and security of confidential materials, as well as supervision of clerical officers (43).			

JOB GROUP H—(*Contd.*)

1	2	3	4	5	6
Existing Related Salary Scales	Representative Posts in these Salary Scales	Group Task Analysis Group H	Specification/ Qualifications for Appointment to Group H Posts	Representative Posts in Group H	Proposed Salary Segment
		OR Assists in the management and organization of resources within a defined and delegated schedule of work including research and first drafting of correspondence and memoranda on matters of policy; execution of departmental programmes under the supervision of more senior administrative officers. Incumbent should be interchangeable with Assistant Secretary, but tasks involve coordination of government activities, maintenance of law and order, security matters and supervision of officers subordinate to him under general supervision of the District Commissioner (65).			

JOB GROUP J

1	2	3	4	5	6
Existing Related Salary Scales	Representative Posts in these Salary Scales	Group Task Analysis Group J	Specification/ Qualifications for Appointment to Group J Posts	Representative Posts in Group J	Proposed Salary Segment
(58) G4/2: £708x30–888x 36–1,104x42–1,356 (Section of Scale equivalent to G2)	(58) Fisheries Development Officer	Task involves duties similar to that performed by officers in Salary Scales (53) (55) and (56) of Group H. However, this level reflects on the officer's experience and competence; also establishment requirements are shown at this level. That is, increased responsibilities, coupled with supervisory responsibilities of medium-sized sections of a programme all typical of this Group (58) (59) (60).	Promotion from Group H after a satisfactory probation, confirmation in appointment and the passing of an appropriate functional examination.	Similar to the Representative Posts in the Salary Scales (58) (59) (60) (51) (64).	£1,212x42–1,254x48–1,494x 60–1,614
	District Magistrate II Co-operative Officer				1,212 1,254
(59) G3/2: £858x30–888x 36–1,104x42–1,356 (Section of Scale equivalent to G2)	(59) Probation Officer I Inspector of Weights and Measures.				1,302 1,350 1,398
				For professional posts in Group J see that Group definition attached.	1,446 1,494 1,554 1,614
	Information Officer I Management Analyst Immigration Officer I				(9)
(60) G2: £1,104x42–1,356	(60) Auditor I Statistical Officer I Lab. Technologist I Labour Officer I Accountant I Personnel Officer I Superintendent: Mech/Elect/Water	**OR** Headship of Police/ Prisons contingents in the smaller administrative districts/penal establishments (51).			
(51) £960x36–1,104x42–1,356x54–1,410 (Vasey Scale) (Section of Scale equivalent to G2)	(51) Superintendent Police/Prisons	**OR** Task involves duties and responsibilities similar to those performed by officers in Salary Scale (63) in Group H, but here with wider authorities and with less supervision reflecting increased experienced job competence, and scope and effect of decisions.			
	Administrative Officer				
(64) A2: £1,023x45–1,158 x48–1,398	(64) AssistantSecretary District Officer Education Officer II				

JOB GROUP J (Professional)

1	2	3	4	5	6
Existing Related Salary Scales	Representative Posts in these Salary Scales	Group Task Analysis Group J	Specification/ Qualifications for Appointment to Group J Posts	Representative Posts in Group J	Proposed Salary Segment
(63) A3: £810x42–978 (64) A2: £1,023x45–1,158x 48–1,398 (65) A1: £1,446x51–1,548x 54–1,710 (*See* Remarks Column 2.)	Professional agricultural posts and, for example, botanists, entomologists, etc., in Ministry of Agriculture and other Ministries. All Engineering posts Assistant Government Chemist. Biochemist Geologist Hydrologist Zoologist Architect Inspector of Factories Quantity Surveyor Valuer Staff Surveyor Town Planning Officer Medical and Dental Officers (including Radiologists, Parasitologists, Pharmacists, etc.) Legal and Judicial Officers Inspector II (Education)	Probationary for at least 2 years for assessment of aptitude, appropriate professional practice and confirmation in the grade. Typical assignments include work on various projects, under close supervision. Later, typically assigned to less complex projects or discrete sections of major projects with less supervision.	Good First Degree *plus* appropriate professional qualifications such as relevant Diploma; or other minimum requirements necessary for professional registration. A degree without registrable qualifications would not make a candidate eligible for appointment as a professional to this group. Such a degree-holder would first have to be appointed to point £1,128 in Group H, but would be advanced to Group J on acquiring full professional qualifications.	Similar to the Representative Posts listed in Column 2. Proposed designation for posts in this Job Group is "Professional Officer (Appropriate Designation) II". **Remarks:** 1. Initial entry points for probationary professionals would be on the following basis:— (*a*) if duration of a course leading to first degree plus appropriate professional qualifications is 3 years post-Form VI the candidate will enter at the minimum point, viz. £1,212 p.a.; (*b*) if the minimum qualifications require a period of 4 years of study post-Form VI the candidate will enter the scale at the next point, viz. £1,254 p.a.;	£1,212x42–1,254x48–1,494x 60–1,614 1,212 1,254 1,302 1,350 1,398 1,446 1,494 1,554 1,614 (9)

JOB GROUP J (Professional)—(*Contd.*)

1	2	3	4	5	6
Existing Related Salary Scales	Representative Posts in these Salary Scales	Group Task Analysis Group J	Specification/ Qualifications for Appointment to Group J Posts	Representative Posts in Group J	Proposed Salary Segment
				(*c*) on the same basis a candidate from a professional course which normally takes 5 years post-Form VI (e.g. a Veterinary Officer) will enter at point £1,302; (*d*) a professional qualification such as that of a Medical Officer which requires a minimum period of study of 6 years post-Form VI will enter at point £1,350; (*e*) approved experience 2. Professional posts in Job Groups J and K should form a common establishment. This would include both supervisory and non-supervisory posts, and would recognize growth in the job and increasing professional competence. The basic differentials between these two professional Job Groups is set forth in Column 3 (Task Analysis) and 4 (Specifications/ Qualifications for Appointments).	

JOB GROUP K

1	2	3	4	5	6
Existing Related Salary Scales	Representative Posts in these Salary Scales	Group Task Analysis Group K	Specification/ Qualifications for Appointment to Group K Posts	Representative Posts in Group K	Proposed Salary Segment
(61) G2/1: £1,104x42–1,398x54–1,614 (Section of scale equivalent to G1)	(61) Agricultural Officer (Kenya) Air Pilot District Magistrate I	Tasks involve highest level operations of technical executive and sub-professional occupations and/or involves supervision of departmental employees in these occupations. (61) (62). **OR** (*a*) Headship of a Police Force in the large administrative districts (*b*) Headship of the small penal establishments and Deputy Headships of the large ones (52). **OR** Tasks are basically those of the Administrative A3 and A2 Scales described under Groups H and J (63) and (64), but for advancement to this level holder must have demonstrated suitability by attaining a higher level of competence and responsibility (65).	Appointment into posts in this Group typically requires a minimum of 7 years experience in the functional speciality at least 3 years of which has been in Groups H and J.	Similar to the Representative posts in the Salary Scales (61), (62), (52), (65). For professional posts in Group K see that Group definition attached. **Remarks:** Salaries at this level begin to reflect influence on those paid to more senior officers, as officers in this group and Group L constitute the top operatives and the lower levels of decision-makers on issues of policy.	£1,494x60–1,794x72–1,866 1,494 1,554 1,614 1,674 1,734 1,794 1,866 (7)
(62) G1: 1,398x54–1,614	(62) Senior Accountant Senior Personnel Officer Senior Auditor Senior Statistical Officer Senior Information Officer Senior Probation Officer Senior Photographer Computer Programmer Senior Co-operative Officer Senior Laboratory Technologist Hospital Secretary Grade I Senior Superintendent: Elect./Mech./Water				
(52) SSP: £1,464x54–1,734 (Vasey Scale)	(52) Senior Superintendent Police/Prisons				
(65) A1: 1,446x51–1,548x54–1,710	(65) District Commissioners responsible for smaller administrative districts or an experienced Assistant Secretary who satisfies certain prescribed conditions. Education Officer I				

JOB GROUP K (Professional)

1	2	3	4	5	6
Existing Related Salary Scales	Representative Posts in these Salary Scales	Group Task Analysis Group K	Specification/ Qualifications for Appointment to Group K Posts	Representative Posts in Group K	Proposed Salary Segment
(63) A3: £810x42–978 .. (64) A2: £1,023x45–1,158x 48–1,398 (65) A1: 1,446x51–1,548x 54–1,710 (*See* Remarks Column 2)	Professional Agricultural posts, and for example, botanists, entomologists, etc. in Ministry of Agriculture and other Ministries. All Engineering posts Assistant Government Chemist Biochemist Geologist Hydrologist Zoologist Architect Inspector of Factories Quantity Surveyor Valuer Staff Surveyor Town Planning Officer Medical and Dental Officers (including Radiologists, Parasitologists, Pharmacists, etc.) Legal and Judicial Officers Inspector I (Education)	Operative Professional; capable of handling assignments typical of the journeyman in the profession. Works under regular supervision by senior professional, with broad delegated authorities within established professional procedures and standards.	Work requires a basic educational qualification of Group J plus demonstrable experience in the profession of at least three years. Must demonstrate capability of handling normal assignments typical of a fully qualified experienced professional officer. **OR** Work requires a Masters Degree in the profession for direct entry.	Similar to the Typical Posts listed in column 2 Proposed designation for posts in this Job Group is "Professional Officer (Appropriate Designation) I". **Remarks:** 1. Officers would not normally be recruitted into this Job Group unless they have the relevant and approved experience for direct recruitment. Officers in this group would normally be those who have been promoted from Group J. Those officers moving up from Group J will have been confirmed in their appointments and have demonstrated their ability to manage with a minimum of supervision projects varying in size and complexity.	£1,494x60–1,794x72–1,866 1,494 1,554 1,614 1,674 1,734 1,794 1,866 (7)

JOB GROUP K (Professional)—(*Contd.*)

1	2	3	4	5	6
Existing Related Salary Scales	Representative Posts in these Salary Scales	Group Task Analysis Group K	Specification/ Qualifications for Appointment to Group K Posts	Representative Posts in Group K	Proposed Salary Segment
				2. Professional posts in Job Groups J and K should form a common establishment. This would include both supervisory and non-supervisory posts and would recognize growth in the Job and increasing professional competence. The basic differentials between these two professional job Groups is set forth in Columns 3 (Task Analysis) and 4 (Specifications/Qualifications for Appointment). 3. Serving Medical Officers will retain their expectations of automatic promotion to Group L on reaching the maximum point of Group K. Future entrants into this profession, as with the other professions, will have to earn promotion to Group L.	

JOB GROUP L

1	2	3	4	5	6
Existing Related Salary Scales	Representative Posts in these Salary Scales	Group Task Analysis Group L	Specification/ Qualifications for Appointment to Group L Posts	Representative Posts in Group L	Proposed Salary Segment
(67) Administrative LSS (£1,839x75–2,064)	(67) Senior Education Officer Senior D.C. Senior Asst. Sec. Assistant Commissioner Police/ Prisons Senior Labour Officer Assistant Principal Immigration Officer Principal Auditor Principal Probation Officer Chief Supplies Officer Chief Personnel Officer Chief Accountant Assistant Director of Industries Chief Management Analyst	Task involves supervision and direction of large programmes, including organization and management of resources. Typically, such programmes have government-wide significance, or officer is in charge of a major Ministry Unit, or administers and co-ordinates government programmes in a large and complex district.	Appointment into posts in this group typically requires a minimum of 10 years experience in the functional speciality at least 5 years of which has been in Groups J and K work.	Similar to the Representative posts in the Salary Scale (67). For professional posts in Group L see that group definition attached. **Remarks:** The majority of senior managers in government serve in posts in this Job Group. Promotion from here into Groups M and above becomes much more difficult, due primarily to the existence of few such posts.	£1,866x72–2,154x90–2;334 1,866 1,938 2,010 2,082 2,154 2,244 2,334 (7)

JOB GROUP L (Professional)

1	2	3	4	5	6
Existing Related Salary Scales	Representative Posts in these Salary Scales	Group Task Analysis Group L	Specification/ Qualifications for Appointment to Group L Posts	Representative Posts in Group L	Proposed Salary Segment
(67) LSS: (£1,839x75–2,064)	(67) Superintending Engineer Superintending Architect Superintending Hydrologist Senior State Counsel Senior Agricultural Officer Senior Scientific Officer Superintendent of Surveys Senior Resident Magistrate Senior Inspector (Education)	*A.* **Non-Supervisory** Advanced professional assignments requiring understanding and use of new and complex techniques and methods. Typically, such work is highly specialized and performed with wide latitude for independent judgment. Includes such tasks as design of major building complexes, or those of an experienced Medical Officer. *B.* **Supervisory** Typically, officer in charge of a programme where the basic level of professional work is at Group K. Includes such representative tasks as Superintending Engineer, Provincial Veterinary Officer, or Supervisory Quantity Surveyor.	Work requires a basic educational qualification of Group J plus at least 5 years working experience in Groups J and K. This experience must cover a wide variety of operating situations in the profession. **OR** Work requires a Masters Degree in the profession, plus at least 3 years working experience equivalent to Group K. **OR** Work requires a Ph.D. degree in the Profession for direct entry.	Similar to the Typical posts listed in Column 2, Salary Scale (67). Proposed designation for posts in this Job Group is "Senior Professional Officer (Appropriate Designation) II". **Remarks:** 1. This level is considered appropriate both for non-supervisory as well as supervisory professional posts. Up to now, most of these posts are supervisory. Under this Job Group standard, however, more non-supervisory posts will be supported, placed in this group on the basis of their own professional schedule (scope, complexity, intensity and impact), rather than on directing the work of others. 2. The Conversion Table for Medical Officers within the Medical extension is that of Salary Scale Serial (66). Other serving professional officers falling in Group L will convert as shown in the proposed Conversion Table for Salary Scale Serial (67).	£1,866x72–2,154x90–2,334 1,866 1,938 2,010 2,082 2,154 2,244 2,334 (7)

JOB GROUP M

1	2	3	4	5	6
Existing Related Salary Scales	Representative Posts in these Salary Scales	Group Task Analysis Group M	Specification/ Qualifications for Appointment to Group M Posts	Representative Posts in Group M	Proposed Salary Segment
(68) Administrative SS (£2,275 Fixed)	(68) Under Secretary Assistant Chief Education Officer Deputy Provincial Commissioner Senior District Commissioner	Tasks involve supervision, organization and management of resources of a major programme or administration unit. Typically at this level such responsibilities include directing a major functional programme for a province, or a deputy in charge of administering government programmes for a province, or of directing a government department or major ministerial programme.	Appointment into posts in this Group typically requires a minimum of 10 years experience, at least 5 years of which has been in Groups K and L.	Similar to the Typical posts in Salary Scale (68). For professional posts in Group M see that Group definition attached. **Remarks:** The post of Assistant Chief Education Officer covers assignment both in the ministry (including Assistant Chief Inspector of Schools), as well as Provincial Education Officer. This latter post is recommended for upgrading from Senior Education Officer to equate the P.E.O. post with heads of large provincial functional programmes. This post is proposed to be redesignated as Assistant Director of Education.	£2,334x98–2,604x108–2,820 2,334 2,424 2,514 2,604 2,712 2,820 (6)

JOB GROUP M (Professional)

1	2	3	4	5	6
Existing Related Salary Scales	Representative Posts in these Salary Scales	Group Task Analysis Group M	Specification/ Qualifications for Appointment to Group M Posts	Representative Posts in Group M	Proposed Salary Segment
(68) Professional SS (£2,275 fixed) (69) Incremental SS (£2,275x62.10–2,400) (70) Superscale (2,400 fixed)	(68) Chief Mechanical Engineer; Chief Quantity Surveyor; Provincial Director of Agriculture; Senior Medical Officer; Government Chemist (69) Medical Specialist (70) Assistant Chief Medical Officer	*A.* **Non-Supervisory** Typically the most complex and important assignments in the profession; done independently within general programme guidelines. Such assignments either have wide impact on the community by reason of their importance, or relate to crucial aspects of personal health and welfare. Medical Specialists are typical assignments of this group. *B.* **Supervisory** Professional in charge of a programme where the basic level of work is at Groups L and K; include such typical assignments as Chief Mechanical Engineer, Provincial Director of Agriculture or Assistant Chief Medical Officer.	Work requires a basic educational qualification of Group J plus at least 8 years working experience at Groups J, K and L. This working experience must cover the full spectrum of operating situations in the profession. **OR** Work requires a Masters Degree in the profession plus at least 5 years working experience at Groups K and L. **OR** Work requires a Ph.D. in the profession plus at least 2 years working experience at Group L.	Similar to the Typical Posts in Column 2, Salary Scales (68) (69) and (70). Proposed designation for posts in this Job Group is "Senior Professional Officer (Appropriate Designation) I".	£2,334x90–2,604x108–2,820 2,334 2,424 2,514 2,604 2,712 2,820 (6)

JOB GROUP—N (Professional)

1	2	3	4	5	6
Existing Related Salary Scales	**Representative Posts in these Salary Scales**	Group Task Analysis Group N	Specification/ Qualifications for Appointment to Group N Posts	Representative Posts in Group N	**Proposed Salary Segment**
(71) Superscale (£2,500 Fixed)	(71) Chief Electrical Engineer Deputy Director of Veterinary Services. Chief Animal Husbandry Officer Deputy Public Prosecutor	Assignments typical of this Group are supervisory and managerial. They are responsible for substantial, varied and important professional programmes having nation-wide impact. The levels of work supervised ranges from Groups J through M. Typical assignments include Chief Architect, Director of Surveys, Chief Conservator of Forests, Commissioner of Mines, Chief Engineer (Roads) and Chief Water Engineer. Also, Senior Medical Specialists are in this Group; the only non-managerial posts so allocated to date.	Work requires a basic educational qualification of Group J plus at least 10 years working experience in Groups J, K, L and M. This working experience must have covered the entire profession. **OR** Work requires a Masters Degree in the profession plus at least 7 years working experience in Groups K, L and M. **OR** Work requires a Ph.D. degree in the Profession plus at least 4 years working experience in Groups L and M.	Similar to the Typical Posts in Column 2, Salary Scales (71) (73) and (74). Proposed designation for posts in this Job Group is "Principal Professional Officer (Appropriate Designation)"	£2,712x108–3,144x132–3,276 2,712 2,820 2,928 3,036 3,144 3,276 (6)
(73) Superscale (£2,600 Fixed)	(73) Deputy Chief Medical Officer Senior Medical Specialist				
(74) Superscale (£2,700 Fixed)	(74) Chief Architect Chief Roads Engineer Chief Water Engineer Chief Conservator of Forests Commissioner of Mines				

JOB GROUP N

1	2	3	4	5	6
Existing Related Salary Scales	Representative Posts in these Salary Scales	Group Task Analysis Group N	Specification/ Qualifications for Appointment to Group N Posts	Representative Posts in Group N	Proposed Salary Segment
(71) Superscale (£2,500 fixed)	(71) { Deputy Secretary; Deputy Director of Settlement; Deputy Labour Commissioner; Principal Immigration Officer; Government Printer; Director of Audit; Deputy Chief Education Officer (*See* Remarks Column)	Tasks involve Deputy Headship of a Ministry (Deputy Secretary) or Headship of a large Specialized Department or major functional programme of a Ministry. Typically includes managerial responsibilities and leadership of other administrators and specialists for nation-wide programmes.	Appointment into posts in this Group typically requires a minimum of 10 years experience, at least 5 years of which has been in Groups L and M.	Similar to the Typical Representative Posts in Salary Scale (71). For professional posts in Group N *see* that Group definition attached. **Remarks:** 1. It is proposed that the post of Deputy Chief Education Officer should be redesignated Deputy Director of Education. 2. The post of Deputy Permanent Secretary, Salary Scale (75) should be abolished as a separate grade.	£2,712x108–3,144x132–3,276 2,712 2,820 2,928 3,036 3,144 3,276 (6)

JOB GROUP P

1	2	3	4	5	6
Existing Related Salary Scales	Representative Posts in these Salary Scales	Group Task Analysis Group P	Specification/ Qualifications for Appointment to Group P Posts	Representative Posts in Group P	Proposed Salary Segment
(75) Superscale (£2,900)	(75) Permanent Secretary Provincial Commissioner Ambassador/ High Commissioner Director of Settlement Commissioner of Police Controller and Auditor-General	Tasks involve ultimate responsibility and accountability for the administration of a ministry, with authority to sanction certain appointments, dismissals, confirmation and disciplinary cases as delegated by the Public Service Commission. Typically, the incumbent is the Accounting Officer for a ministry. Work requires outstanding leadership at top management level to provide effective organization of men, money and materials within a ministry. In addition, the incumbent is the adviser to his Minister and executive link between the ministry and Parliament. **OR** Tasks require holder to be Chief Government representative and personal representative of the President in a Province or Foreign Country. He is a watchdog for and adviser to the Government, with co-ordination of government activities through personal leadership. Tasks involve responsibility in respect of intelligence, security, and law and order in the case of a P.C., as well as co-ordination of Government Policy.	Appointed by the President according to the Constitution, or by the Public Service Commission. Normally this is done from serving senior officials who have served at least 10 years, at least 5 years of which has been in Groups M and N.	Similar to the Representative Posts in the Salary Scales (75) and (76). The major job content of all posts in this group is primarily managerial. **Remarks:** 1. This is a proposed upgrading, and introduction of an incremental pay scale for this Job Group, to attempt to bring the very senior government administrators and managers into closer approximation to their counterparts in the private sector and statutory boards 2. The post of Permanent Secretary should be redesignated Principal Secretary. 3. The post of Permanent Secretary to the Treasury should be redesignated Secretary to the Treasury with one additional incremental point in Salary Group P. Both this post and that of the Director of Personnel should convert to the new salary scale at £3,408. 4. The existing posts of Deputy Permanent Secretary should be redesignated Principal Secretary (appropriate Schedule) and placed in Job Group P.	£3,276x132–3,804x156–3,960 3,276 3,408 3,540 3,672 3,804 3,960 4,116* (6)
(76) Superscale (£3,000)	(76) Permanent Secretary to the Treasury (*See* Remarks Column)				*Additional increment applicable only to the Secretary to the Treasury.

JOB GROUP P

1	2	3	4	5	6
Existing Related Salary Scales	Representative Posts in these Salary Scales	Group Task Analysis Group P	Specification/ Qualifications for Appointment to Group P Posts	Representative Posts in Group P	Proposed Salary Segment
(75) Superscale (£2,900 Fixed)	(75) Engineer-in-Chief, MOW Chief Medical Officer Director of Technical Services (Agriculture) Chief Education Officer Puisne Judge	**OR** These assignments are the commanding senior posts in their profession. As such, they speak for government, both for policy and often under law, in all matters relating to their profession.	Work requires a basic educational qualification of Group J plus at least 10 years working experience at Groups J, K and L. This working experience must have covered the entire profession. **OR** Work requires a Masters Degree in the profession plus at least 10 years working experience at Groups K, L, M and N. **OR** Work requires a Ph.D. in the profession plus at least 7 years working experience in Groups L, M and N.	5. The post of Controller and Auditor-General, now at £2,800 p.a., is considered properly placed in this Job Group. 6. It is also proposed that the post of Chief Education Officer should be redesignated Director of Education and retained in Job Group P.	£3,276x132–3,804x156–3,960 3,276 3,408 3,540 3,672 3,804 3,960 (6)

JOB GROUP Q

1	2	3	4	5	6
Existing Related Salary Scales	Representative Posts in these Salary Scales	Group Task Analysis Group Q	Specification/ Qualifications for Appointment to Group Q Posts	Representative Posts in Group Q	Proposed Salary Segment
(77) Superscale (£3,200 Fixed)	(77) The Permanent Secretary, Office of the President	(77) Tasks involve Headship of the entire Civil Service and entail co-ordination of various Government activities. Also, they involve integration of political decisions with practicability and actual implementation of these decisions through his role of being Secretary to the Cabinet. And work involves advising the Head of State on the working of the Civil Service.	Appointed by the President according to the Constitution.	Similar to the Representative Posts in the Salary Scales (77) (78) and (79). **Remarks:** 1. This Job Group is restricted to those special posts that constitute the top echelon of Government. 2. The post of Permanent Secretary, Office of the President, should be redesignated Secretary to the Cabinet and Head of Civil Service	£3,960x156–4,584 3,960 4,116 4,272 4,428 4,584 (5)
(78) Superscale (£3,600 Fixed)	(78) The Chief Justice	(78) Tasks involve unlimited original jurisdiction in civil and criminal matters and in the powers conferred on the High Court by the Constitution and other laws of the Republic.	(78) Appointed by the President according to the Constitution.		

PART VII—PROPOSED CONVERSION TABLES

GROUP A

Serial Nos. 1 & 2

Old	*New*
78	
87	
96	120
111	
	126
	132
123	138
	144
135	150
	156
	162
	168
	174
	183

Serial Nos. 4, 5 & 8

Old	*New*
86·8s	
89·8s	
92·8s	
95·8s	
98·8s	120
101·8s	
104·8s	
107·8s	
111	
114	126
117	132
120	
123	138
126	
129	144
132	
135	150
138	
141	156
144	
147	162
150	
153	168
159	174
	183

PROPOSED CONVERSION TABLES

GROUP B

Serial No. 12

Old	*New*
135	156
138	
141	
144	
147	162
150	
153	168
156	
159	174
162	
165	183
168	
171	192
	201
	210
	219
	228
	237

Serial No. 11

Old	*New*
	156
147	162
153	168
159	174
165	183
171	192
177	
186	201
195	210
204	219
	228
	237

Serial No. 18

Old	*New*
	156
	162
153	168
157.10s	174
162	
168	183
174	192
180	
186	201
192	210
198	
204	219
210	228
216	
222	237
228	

Serial Nos. 6 & 17

Old	*New*
	156
	162
	168
162	174
165	183
168	
174	192
180	
	201
	210
	219
	228
	237

Serial No. 3

Old	*New*
	156
150	162
	168
	174
165	183
180	192
	201
	210
	219
	228
	237

Serial No. 9

Old	*New*
90	156
96	
102	
108	
114	
120	
126	
132	
138	
144	
150	162
156	168
162	174
	183
	192
	201
	210
	219
	228
	237

PROPOSED CONVERSION TABLES

GROUP C

Serial Nos. 10, 22, 23, 24, 25 & 30

Old	*New*
171, 177, 186	201
195	210
204	219
213	228
222	237
231	246
240	255
	264
	276
	288
	300

Serial No. 7

Old	*New*
	201
198	210
204	219
213	228
222	237
231	246
240	255
	264
	276
	288
	300

Serial No. 13

Old	*New*
177, 180, 183, 186, 189	201
192, 195, 198	210
204	219
210, 216	228
	237
	246
	255
	264
	276
	288
	300

Serial No. 14

Old	*New*
	201
	210
	219
	228
222, 228	237
234	246
240, 246	255
	264
252, 258	276
264, 270	288
276	300

Serial No. 19

Old	*New*
	201
	210
	219
	228
	237
234	246
243	255
	264
252, 261	276
270	288
279, 288	300

PROPOSED CONVERSION TABLES

GROUP D

Serial Nos. 15 & 16		Serial No. 20		Serial Nos. 26, 27, 29, 31, 37, 38 & 39		Serial No. 34	
Old	*New*	*Old*	*New*	*Old*	*New*	*Old*	*New*
	276		276	252	276		276
	288		288	264	288	264	288
282	300		300	276	300	276	300
291 }		300	312	291	312	291	312
300 }	312	312	324	306	324	306	324
309	324	324	339	324	339	324	339
318 }	339		354	342	354	342	354
327 }		348	369		369		369
336	354	360 }			384	360	384
348	369	372 }	384		399	378	399
360	384		399		417	396	417
	399		417				
	417						

PROPOSED CONVERSION TABLES

GROUP E

Serial Nos. 26, 28 & 29		Serial No. 32		Serial No. 21	
Old	*New*	*Old*	*New*	*Old*	*New*
360	384		384		384
378	399		399	387	399
396	417	396	417	402	417
414	435	414	435	417	435
432	453	432	453	432	453
450	471	450	471	447	471
	489	474	489	462, 480	489
	510	492	510		
	531	510	531		510
	552		552		531
	573		573		552
					573

PROPOSED CONVERSION TABLES

GROUP F

Serial No. 33		Serial No. 35		Serial No. 40		Serial No. 44		Serial No. 45		Serial No. 46	
Old	*New*	*Old*	*New*	*Old*	*New*	*Old*	*New*	*Old*	*New*	*Old*	*New*
	489	414		429		474	489	474	489		489
	510	432	489	450	489	492	510	492	510		510
	531	450		471		510	531	510	531		531
528	552	471		492	510			528	552	528	552
546	573	492	510	513	531			546	573	546	573
564	594	510	531	534	552			564	594	564	594
582	618	528	552	555	573			582	618	582	618
	642	546	573		594				642	600	642
	666	564	594	576	618				666		666
603			618	600	642				690	624	
624	690		642		666					648	690
			666		690						
			690								

PROPOSED CONVERSION TABLES

GROUP G

Serial Nos. 41 & 42		Serial Nos. 47 & 54		Serial No. 48		Serial Nos. 39, 49, 53, 55, 57 & 58	
Old	*New*	*Old*	*New*	*Old*	*New*	*Old*	*New*
642 }		603 }			690		690
666 }	690	624 }	690	678	714	678	714
696	714	648 }		708	744	708	744
726	744	678	714	738	774	738	774
756	774	708	744	768	804	768	804
789	804	738	774	798	834	798	834
	834	768	804	828	864	828	864
825	864	798	834		900		900
	900	828	864		936	858	936
	936		900		972		972
	972		936				
			972				

PROPOSED CONVERSION TABLES

GROUP H

Serial No. 43		Serial Nos. 36, 50, 53, 54, 55, 56, 57, 58 & 59		Serial No. 51		Serial No. 63		Serial No. 64	
Old	*New*	*Old*	*New*	*Old*	*New*	*Old*	*New*	*Old*	*New*
864	936				936	810, 852	936		936
903, 942	972				972				972
981	1,008	858, 888	936	960	1,008	894, 936	972		1,008
1,020	1,044	924	972	996	1,044				1,044
1,059	1,086	960	1,008	1,032	1,086			1,023	1,086
1,098	1,128	996	1,044	1,068	1,128	978	1,008	1,068	1,128
	1,170	1,032	1,086		1,170		1,044		1,170
1,137, 1,179	1,212	1,068	1,128		1,212		1,086	1,113	1,212
			1,170		1,254		1,128		1,254
	1,254		1,212				1,170		
			1,254				1,212		
							1,254		

PROPOSED CONVERSION TABLES
GROUP J

Serial Nos. 58, 59, 60 & 61	
Old	*New*
1,104 1,146	1,212
1,188	1,254
1,230	1,302
1,272	1,350
1,314	1,398
1,356	1,446
	1,494
	1,554
	1,614

Serial No. 51	
Old	*New*
1,104 1,146	1,212
1,188	1,254
1,230	1,302
1,272	1,350
1,314	1,398
1,356	1,446
	1,494
1,410	1,554
	1,614

Serial No. 64	
Old	*New*
1,113	1,212
1,158	1,254
1,206	1,302
1,254	1,350
1,302	1,398
1,350	1,446
	1,494
1,398	1,554
	1.614

PROPOSED CONVERSION TABLES

GROUP K

Serial No. 52

Old	*New*
	1,494
1,464	1,554
1,518	1,614
1,572	1,674
1,626	1,734
1,680	1,794
1,734	1,866

Serial Nos. 61 & 62

Old	*New*
	1,494
1,398	1,554
1,452	
1,506	1,614
1,560	1,674
1,614	1,734
	1,794
	1,866

Serial No. 65

Old	*New*
	1,494
1,446	1,554
1,497	1,614
1,548	1,674
1,602	1,734
1,656	1,794
1,710	
	1,866

GROUP L

Serial No. 66

Old	*New*
	1,866
1,857	1,938
1,923	2,010
1,989	2,082
2,064	2,154
	2,244
	2,334

Serial No. 67

Old	*New*
	1,866
1,839	1,938
1,914	2,010
1,989	2,082
2,064	2,154
	2,244
	2,334

GROUP M

Serial No. 68

Old	*New*
	2,334
2,275	2,424
	2,514
	2,604
	2,712
	2,820

Serial No. 69

Old	*New*
	2,334
2,275	2,424
2,337·10s	
2,400	2,514
	2,604
	2,712
	2,820

Serial No. 70

Old	*New*
	2,334
	2,424
2,400	2,514
	2,604
	2,712
	2,820

GROUP N

Serial No. 71

Old	*New*
2,500	2,712
	2,820
	2,928
	3,036
	3,144
	3,276

Serial No. 73

Old	*New*
2,600	2,712
	2,820
	2,928
	3,036
	3,144
	3,276

Serial No. 74

Old	*New*
	2,712
2,700	2,820
	2,928
	3,036
	3,144
	3,276

PROPOSED CONVERSION TABLES

GROUP P

Serial No. 75		Serial No. 76	
Old	*New*	*Old*	*New*
2,900	3,276	3,000	3,276
	3,408		3,408
	3,540		3,540
	3,672		3,672
	3,804		3,804
	3,960		3,960
			*4,116

*Additional increment applicable only to the Secretary to the Treasury.

GROUP Q

Serial No. 77		Serial No. 78	
Old	*New*	*Old*	*New*
3,200	3,960	3,600	3,960
	4,116		4,116
	4,272		4,272
	4,428		4,428
	4,584		4,584

APPENDIX 5—A MANAGEMENT SYSTEM FOR ECONOMIC PLANNING AND OPERATIONS

TABLE OF CONTENTS

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1.0. INTRODUCTION

1.1. Action Programs International (API) was asked to concern itself with the Terms of Reference of the Commission of Inquiry 3 (1) (*a*), to "investigate the organization and structure of the Public Services and to recommend reforms where desirable". This is further defined in (2) (*a*) as "The need to establish a structure and co-ordinated authority for the Civil Service which meets the requirements of an effective machinery of Government" and in 2 (*b*) as "The need to improve efficiency and economy in administration".

1.2. In order to evaluate the present machinery of Government to determine its effectiveness we have looked at it as a system for accomplishing work rather than as an organization structure. The "system" approach focuses on problems of co-ordination and other problems which thwart accomplishment, and lends itself to examining alternative solutions. Among the alternatives there are generally one or more which are within the present institutional structure or to which the present structure can accommodate. This is desirable because changes in Government institutions are slow and difficult by nature.

1.3. The system for performing work in a Government is always complicated by the dual aspects of politics and administration. As has been so often said, the Government of a developing country is dedicated to growth and therefore with the management of activity which will bring growth. The dual aspects are therefore politics and growth management, rather than politics and administration of services alone. In this difference lies much of the problem, as the application of modern management practices to Government requires serious rethinking of the political-policy and Civil Service-administrative division of responsibility.

1.4. This report analyses the present system for growth management and proposes a revised system. We have used the term "growth management" in order to encompass both economic and social development and to denote the active role of the Government in creating growth. However the system can be used across-the-board with the growth activity benefiting especially from the principles of modern management built into the proposed system.

2.0. PRESENT SYSTEM

2.1. Attachment A is a flow chart which defines the main steps now employed for accomplishing Kenya Government work. An example of an aided secondary school is used. The analysis is divided into stages: Policy; Planning; Pre-Budget; Budget; and Implementation. The example illustrates a number of weaknesses in the present system, as further described below:

2.2. *Policy Stage*

The flow of activity starts with the political and social pressures prompting political action. The actions in this example were two "pre-plan" policies confirmed in the 1964-70 Development Plan—

(1) to expand secondary education to fill the high- and middle-level manpower gap; and

(2) to encourage self-help projects, including the incorporation of Harambee (self-help) secondary schools in the regular educational system.

2.3. *Planning Stage*

Chapter 17—Education, of the 1970-74 Development Plan, calls for financing of 160 Form I classes, most at existing Harambee schools, 40 of them in 1970. The plan also contains guides as to which Provinces should receive the financing to ensure a fair distribution, nationwide.

2.4. *Pre-Budget Stage*

2.4.1. The Ministry of Education prepares a list of the specific schools to be taken over. The list should be based on physical inspection and consideration of the estimated cost of bringing the school to standards. This calls for determining the work assignments and costs of supporting Ministries. In this case the Ministry of Works is foremost, but the Ministries of Health, Lands (Town Planning Department) and Agriculture (Water Development Division) also provide required services.

2.4.2. We have been advised that this stage is not well organized. The standards which Harambee schools must meet have not been documented. Inspection of existing schools and identification of work to be done cannot, therefore, be systematic. Partly as a result, work has proceeded and then been stopped because of conflict with Town Planning, or unavailability of water, electricity. waste disposal or health services. Further, the list of schools itself or their locations can be changed by political commitments after the planning has taken place.

2.4.3. We understand that the Ministry of Education's planning for aiding Harambee schools did attempt an equitable Provincial distribution and concentrated on rural schools. The secondary school section of the Development Plan also called for improving the quality and efficiency of education and pursuing a policy of consolidating schools into larger units. We have not examined these aspects.

2.4.4. The flow chart also shows in the pre-budget stage a consolidation of the aggregate Ministry of Education requirements for Grants-in-Aid for aided secondary school projects. This includes teachers' salaries in the recurrent budget as well as the capital and other development items. The Ministry of Finance is closely involved at this stage since the overall Grants-in-Aid allocation is its responsibility.

2.4.5. It is important to note that the line between pre-budget planning by Ministries and the regular and supplementary budget exercises is unclear at present. This weakens Ministry planning and has placed an undue burden on the Ministry of Finance*. There is no definite point in the present system at which the parent Ministry responsible for the work, translates the goals of the Development Plan into an organized and comprehensive programme over a fixed time period.

2.4.6. In the budget and implementation stages it is no longer necessary to refer to the example of an aided secondary school, as the work flow and comments apply generally. Before leaving our example, it should be pointed out that the school standards which need to be documented should then be used in the original Harambee efforts and that the original planning must also include staffing and equipment requirements.

* These proposals were submitted to the Commission prior to the merging of the Ministries of Finance and Economic Planning and Development.

2.5. *Budget Stage*

2.5.1. At present the annual budget is the annual plan. It is developed in negotiation between individual Ministries and the Ministry of Finance (Treasury). The Treasury's examination of the budget proposals is not limited to the soundness of the figures but also whether or not the proposals reflect National priorities and National development strategies, as called for in the medium-term development plan.

2.5.2. This accepted procedure, together with the traditionally strong role of the Treasury, and the fact that they have carefully maintained the established financial safeguards and controls, has resulted in the Treasury being the *de facto* agency for finalizing what work is to be accomplished each year, and by whom, as well as the costs. Where interministerial co-ordination is required, meetings are called and decisions rendered by memoranda of understanding, with the Treasury the *de facto* co-ordinator.

2.5.3. The Treasury has recently strengthened itself further through a reorganization effective 1st September 1970. In the new allocation of work, both Development and Recurrent Estimates for a particular Ministry will be handled by the same officer. Twelve Assistant Secretaries are assigned to the work, working to six Under Secretaries. It would appear that the Commission of Inquiry's timing is right for examining the *de facto* Treasury roles, to be satisfied that responsibilities among Government agencies are balanced to carry out the National objectives most effectively.

2.5.4. When Ministries cannot resolve their annual budgets with the Treasury, the Permanent Secretary in the President's Office may effect a resolution through the strong and special position his office occupies, with its direct line to the President and his unique linking role between the Civil Service and the Cabinet. API was requested to give special attention to the functions of this office and to suggest the co-ordinating role the office might play in an improved machinery of Government, and this is done in 3.5.8. through 3.5.12., below. Any budget allocation issues remaining after *de facto* and informal co-ordination (when this takes place), are resolved through Cabinet papers and Cabinet decisions, or by the Head of State.

2.5.5. One current budget stage problem has to do with the annual nature of the Budget itself. Because the Votes have to be spent by the 30th of June, projects which already have men and materials provided, abort through lack of money to service them (petrol, travel, etc.). The men and materials are politically and economically committed and can't be "returned" as money can. This is dealt with in the proposed system at 3.6.2.

2.5.6. A more basic budget problem is that the present Budget appears to be primarily a "line item" type rather than a "performance" budget. In a "line item" budget, each item is looked at in terms of yearly increase or decrease, based primarily on the anticipated work loads. There is an all-too-human tendency to increase the item by a small percentage each year or otherwise justify growth of the organization. In a "performance" budget, the basic question is "what do we want to accomplish and what is the most cost-effective way to accomplish it?" The organization looks at its work load in terms of the objectives or results it wants to achieve. It formulates programmes to attain these objectives. Each programme has its own set of goals. Next, the most cost-effective means (i.e., the most results or benefits for the lowest cost) of reaching the programme goals are defined. The total of these costs for all programmes is the requested budget. The "performance" budget is a logical outgrowth of goal-oriented management, sometimes called Management by Objectives.

2.6. *Implementation Stage*

2.6.1. The complexities occurring during implementation are difficult to show in flow chart form. We have chosen to show the three basic steps in implementing projects if the present Ministerial system works properly, and then list the main Central Government and field problems which regularly occur.

2.6.2. The three basic steps are:—

(1) The final ordering of the parent Ministry's priorities and timing, considering manpower and other allocation of resources.

(2) The instructions and requests for action to other Ministries based on co-ordination of work assignment and costs in the pre-budget and budget stages.

(3) Action by the parent Ministry and other Ministries to do the work.

2.6.3. We will not repeat the listing of the problems as shown on the chart. They point up two weaknesses in the present implementation system, looked at from a management point of view:—

(1) **There is no project management authority crossing Ministry lines. In the** present system the parent Ministry "instructs and requests" other Ministries; it cannot take action to carry out the work. Most modern management practices are based on the concept of giving project authority over men, money and materials to one individual or organization. Compromise **systems can be made to work well, however, and we propose one under** 3.7.2. through 3.7.6., below.

(2) There is no objective means of establishing overall priorities among Ministries' activities, nor is there a formal co-ordination authority charged to do this. In realistic terms, overall priorities for the entire spectrum of Government activity cannot be determined through any "system", although theoretical models do exist. What can be done within the Kenya Ministerial structure is to develop improved individual Ministry priorities and **practical means of co-ordinating them, and this is the essence of the** proposed system.

2.6.4. Special efforts are being made at all levels to compensate for the inherent co-ordination problems in the present system. We have already mentioned the considerable Treasury initiative. The Provincial Commissioner and lower levels of the Provincial Administration do their best to make voluntary team co-operation a substitute for project authority. There is also the regular, and for the most part effective, arrangement for one Ministry to do work as the agent for another. These efforts must be encouraged as the proposed system does not change the multiple lines of authority of the present Ministerial organization, although it does greatly strengthen co-ordination.

3.0. PROPOSED SYSTEM (*see* Flow Chart—Attachment B)

3.1. If we are to suggest the Government look seriously at the use of goal-oriented management, we should ourselves be clear about the goals of the proposed change in the system. These are:—

(1) An improved tie between planning objectives and the actual work programme.

(2) A better definition between the political and Civil Service roles in management of the National growth.

(3) An optimum solution as to how best to co-ordinate the work of Government organizations at key points in the work flow.

3.2. An important element in the new system design is the need for information on performance. The information (called "feedback" when used in a system) now is only on money spent, not on what has been accomplished for the money. This defect is recognized and a computerized project information system is being proposed by the Project Planning and Evaluation Unit of the MEPD. The data collected, on actual accomplishment as well as on money spent, "closes the system", enabling a continuous cycle from the planning stage through implementation and back to planning, with each stage using the information produced to improve its operations in the next cycle. It is hoped the information system is designed as simply as possible (computerized system failures are a world-wide problem) and gets the full support of every agency of Government.

3.3. *Planning Stage*

3.3.1. We can start the cycle with either planning or policy; the two continually influence each other. Arbitrarily we will start with planning since a new plan has been issued for 1970-74. During this Plan period, we believe that the Ministry for Economic Planning and Development should concentrate on the four tasks listed on the chart, namely:—

(1) Macro-economic analysis of the national indicators.

(2) Building a "bank" of feasibility studies on specific projects through Ministerial planning units.

(3) Servicing Ministries with planning advice.

(4) Installing Government-wide progress reporting for management critique and control.

3.3.2. The feasibility "bank" is an urgent matter. The experience in Pakistan and other countries has proved the usefulness of this approach in speeding economic development. The staffing of the Ministerial units is therefore critical. However, if it is not feasible to staff separate units it would be better to have one strong team in the MEPD performing the functions than understaffed units in Ministries.

3.4. *Policy Stage*

3.4.1. We propose, as the first and perhaps most important step in managing the National growth in line with Plan objectives, that the Cabinet conduct an overall assessment of priorities and set the financial framework for expenditures, as follows:

3.4.1.1. By 15th August of each year, the Cabinet would have performance data on work accomplishment through at least 9 months of the prior fiscal year. Until the data is automatically available, assessments of accomplishment would be made by Ministries. By the same date the Ministry of Economic Planning and Development would furnish the Cabinet its restatement of the objectives of the plan for the two fiscal years commencing the next 1st July. The planning information would be more specific as to programme content for the first of such years. The Ministry of Finance would furnish a brief on any changes in the financial condition of the country since the Minister for Finance's Budget Speech of the previous June, and an estimate of resources available for the two fiscal years beginning the next 1st July, including estimated carry-over figures.

3.4.1.2. Armed with this information (and information from line Ministries as needed) the Cabinet would review objectives, performance and the financial position and issue indicated budgets for the two fiscal years starting the following July. The indicated budgets would be in six amounts, following the Groupings in the new Finance Division Organization of the Treasury (*see* Attachment C). An excellent organizing job has been done in the Groupings; they are balanced functionally as well as in amounts and work load. They also segregate Government services from economic and social development as well as possible, with 90 per cent of the present Development Budget being in Groupings A III and B I, B II and B III.

3.4.1.3. It is intended that the Cabinet deliberations be concerned with reconsideration and modification of Plan objectives, and on priorities—sectoral, regional, or on special programmes or activities. The indicated budgets would be a summary expression of these deliberations on substantive matters, and could be in percentages of the total estimated resources. We have suggested that indicated budgets stay at the Financial Grouping level in order to avoid interministerial and other problems which would arise from attempting to define individual Ministry budgets too early. Nonetheless, the Cabinet paper announcing the indicated budgets should also indicate which Ministries within a Grouping should plan for high growth rates, and why. Indicated budgets would be issued by 15th September.

3.4.1.4. The results of the exercise would be to create the policy framework within which the entire system would operate for the three fiscal years. Eventually, the indicated budgets would be reviewed each year and set for an additional year ahead. During the initial one or two cycles of the system, we recommend the three-year *indicated* budget pattern be followed, with the alternate year being used for revision of the second year, if major changes are required. Note that in 3.6.2., below, the *actual* budget is proposed on a three-year basis for what are basically socially and economic development activities (Financial Groupings A III and B I, B II and B III), and to remain on a one-year basis for what are basically Government services (Financial Groupings A I and A II).

3.4.2. A second important benefit of the indicated budgets (and the improved Ministry programming which follows) is that the Treasury would be relieved of much of its negative role as necessarily carried under the present system. It would still say "no" on poorly or inadequately prepared figures and help decide "how much"; but it would not be in the position of having to use financial controls to arbitrate "what" is to be done.

3.4.3. In making this proposal, there is no intent to oversimplify the process. Projects come into being during the year arising in the field or from the top. Developments in the private sector such as new major investments can change infrastructure needs. *Harambee* efforts being improvisory are not easily forecast. We believe that under the proposed system most of these additional activities can be accommodated in the yearly supplementary budget exercise, and methods can be devised for accommodating the balance, for example, giving Ministries more flexibility in transferring budget balances among items.

3.5. *Programming Stage*

3.5.1. With the policy framework set for the next two fiscal years, it is now possible for the Ministries to do a comprehensive organizing job of activities within their respective jurisdictions. We have therefore enlarged the scope of "pre-budgeting" to "programming", and included an interministerial co-ordinating function.

3.5.2. The programming starts with the top operating officials of the Ministry, under the Minister's general direction and control, arriving at a strategy for carrying out the Ministry's growth tasks. This process includes the following steps:—

(1) Re-examining and further defining the Plan goals.

(2) Examining alternative means of reaching the goals. This involves predicting the types and amounts of output, and the resource consequences, associated with each alternative.

(3) Selecting the optimum strategy or programme emphasis. An element of tourism strategy might be to bring less developed regions of the nation with tourist potential into the mainstream of tourist traffic by developing large-scale, charter-supplied tourist centres. An element of industrial strategy might be to concentrate on products which have a high value-added relative to size and weight, in order to use air shipments and compete in distant markets.

(4) Deciding on the specific projects to be included in the programme. If the suggested process is used, the methods and measures developed in step 2, above, would be used as a main factor in determining project priorities.

(5) Scheduling of the projects over the two-year period.

3.5.3. When this broad planning phase has been achieved, rough cost estimates would be prepared for each selected project, and the total cost reconciled with the Ministry's manpower resources and the indicated budget for its Financial Grouping. The job of rough costing will be made immeasurably easier by the installation of the progress reporting system which will many times show costs incurred for similar work completed. For example by regularly checking actual experience, reliable unit costs for estimating purposes can be developed in the course of time.

3.5.4. A definite question exists as to whether or not MEPD or Treasury personnel need or should be involved in the programming. Eventually, planning units in Ministries could be of great assistance. The Treasury is staffed now to be of help on the rough costing. We believe it is more desirable for the Ministry to do its own programming, as the planning and organizing activity involved is at the very heart of management.

3.5.5. In the discussion of programming, mention should be made of Ministries who discharge some of their functional responsibility through a multiplicity of Statutory Boards. This makes it difficult to plan and co-ordinate the work as a whole, and is one good reason for examining the feasibility of consolidation of such Boards.

3.5.6. Coming to the proposal for an interministerial co-ordinating function, we will first look at the reasons for establishing one and then at the form it might take.

3.5.7. The reasons for interministerial co-ordination at the Programming Stage are:—

(1) The desirability of a team of senior operating officials having knowledge of proposed growth activity as a whole.

(2) The advisability of obtaining objective comments on whether or not the broad goals and priorities set forth in the policy stage have been carried into the actual programming.

(3) The immediate communication, at the highest Civil Service level, of the main areas of inter-dependency among Ministries, setting the stage for improved communication down the line.

(4) The need for a forum for discussion of improvements in the entire system as problems arise.

3.5.8. We propose that the interministerial co-ordination at the Programming Stage takes the form of a Committee of Officials in the Office of the President. API was asked by the Commission to look particularly into the role of the Permanent Secretary in that Office and to suggest whether or not his co-ordinating role needs more formal definition and strengthening. We have done so and our first finding is that there are several interrelated roles being performed by this official at the same time, all sensitive and important:

(1) Carrying out of Government security policy, on a "line" basis.

(2) As Secretary to the Cabinet, serving as the link between the political and Civil Service aspects of Government. The responsibility is to communicate and follow-up on Cabinet decisions, but with no formal authority to effect the decisions.

(3) Offering advice to the Head of State as requested or deemed necessary.

(4) Co-ordinating the activities of the Civil Service, including planning and accomplishment of work. This is a most difficult undertaking because the authority of a Civil Servant cannot transcend the constitutional authority of the Ministers to direct and control the work of their Ministries. The co-ordinating function must therefore be carried out by the personal leadership of the man in the office who has the support and confidence of the Head of State as his base. Interministerial problems are dealt with on an *ad hoc* basis in private meetings, or at meetings of all Permanent Secretaries. The chief problem in co-ordinating work activities has been the lack of systematically established priorities.

(5) Supervising functions carried out through Deputies; the personnel function of the Civil Service, carried out through the Director of Personnel at Permanent Secretary level; the Provincial Administration, carried out through a Deputy Permanent Secretary; relations with E.A.C., carried out through a Permanent Secretary.

3.5.9. It is our conclusion that the co-ordinating role of the Permanent Secretary in the Office of the President should continue to be undefined and not committed to a written "charter". Modern management recognizes personal leadership as the real authority in complex working relationships, and this is certainly one! However, the changes recommended in this paper would in effect strengthen the co-ordinating role considerably. The indicated budget deliberations by the Cabinet should reduce the amount of political re-direction throughout the year. The entire Programming Stage would resolve issues before they become problems. The creation of the Committee of Officials would change the *ad hoc* nature of the present co-ordination to planned co-ordination, at an early point in the work flow. It should reduce the work load of the Permanent Secretary, Office of the President; not add to it.

3.5.10. We recommend the following organization of the Committee of Officials:—

Permanent Secretary, Office of the President.—*Chairman.*
Permanent Secretary, Ministry of Finance.—*Vice-Chairman.*

Participating Members:—

Permanent Secretary, MEPD.
Permanent Secretary, Commerce and Industry (for co-ordinating the interrelation of Government activities and the private sector).
Representatives of Ministries concerned in the programming under review (the parent Ministry and Ministries providing major support).
Director of Personnel.
Deputy Secretary, Office of the President (new post).—*Secretary.*
Under Secretary and Assistant Secretaries, Finance (of Financial Grouping under review).—*Secretarial Staff.*

3.5.11. Each Ministry would present its programme to the Committee of Officials. A dialogue would take place in which the senior officials would explore any reservations they have about the programme but with the emphasis on the overall growth strategy, and on effects on other Ministries' programmes, as their experience builds up. The Secretary would summarize the dialogue and any specific comments which members wish to enter in the record, and transmit these to the parent Ministry. If the meetings are conducted in the spirit of mutual help and assistance the comments would be well received by the Ministry and incorporated in the budgeting stage.

3.5.12. It is not intended that the Committee of Officials should be used to arbitrate all problems of interministerial co-ordination as they arise during operations. This would be over-centralization of decision-making. There are subsequent and adequate co-ordination points in the system for this purpose. The individual members of the Committee, by seeing the activity as a whole, would evolve a practical understanding of priorities which they can use in handling subsequent co-ordination problems.

3.6. *Budgeting Stage*

3.6.1. This stage should go much more smoothly as a result of good programming. Projects would have been identified and rough costed, and ready for detailing by Ministries.

3.6.2. As stated in 3.4.3. above, we believe budgeting of Financial Groupings A III, B I, B II and B III (about 60 per cent of the 1970-71 budget—*see* Attachment C) should be on a three-year basis. This would solve most annual (30th June) difficulties with on-going programmes and be a tremendous saving in the expense of a budget exercise and revote. This change would require legislation.

3.6.3. Treasury ordinarily completes the budget exercise with a Ministry. The flow chart does show the further step of resolution of problems on an informal basis in the Office of the President.

3.7. *Implementation Stage*

3.7.1. The adoption of a progress reporting system would require some individual or group to keep track of each project on a regular basis. We have thoroughly considered recommending the appointment of a project manager for each project. But project managers, in the full sense of responsibility and authority over men, money and materials to do the job, do not fit in the Ministerial system with its vertical lines of authority to separate Ministries, and this alternative was discarded.

3.7.2. We have stated in our discussion of the present system of implementation, para. 2.6.3. (1), that co-ordinating assignments short of full project management can work. An example is the way the project authority is carried out in many large engineering organizations. These organizations perform the actual work on the projects through specialist groups such as structural, mechanical or electrical engineering sections. A small project unit sets the project goals and the milestones, i.e. key project accomplishment points, defines the work assignments and prepares the schedules. This project unit then co-ordinates the work, keeping a close watch on progress, exerting pressure on higher supervision when there are failures to meet the milestones on schedule.

3.7.3. We propose the assignment of a Project Controller to each project. This would be the responsibility of an existing officer in the project's parent Ministry, not a new post. The Project Controller would consider the project goals as his personal work goals and this motivation would stop only with successful completion of the work.

3.7.4. The Project Controller should be an individual located close to the actual work. Many would be Provincial professional officers. On certain projects, such as rural development, the control assignment would probably be at a lower level. As applied to Government Services (Financial Groupings A I and A II), a functional rather than a project control assignment would probably be established. In this case it would be at the Division or Department level in the parent Ministry and thus not operate much differently from present administrative practices.

3.7.5. A Project Control Document should be designed which would contain space for: project objectives; project milestones; work break-down; work assignments; manpower and material requirements; budgets; schedules; and progress report data. (*See* Attachment D for a proposed Project Controller's Report.)

3.7.6. The specific duties of the Project Controller will vary, depending on the organization of the Ministry and the type of project. The following duties would usually pertain:—

(1) Preparing the Project Control Document (PCD) in consultation with his own and supporting Ministries' personnel. Project milestones should be kept to the few really significant accomplishment points.

(2) Determining that all elements of the PCD (*see* 3.7.5., above) have been clearly communicated to the working levels, and checking to see whether the scheduling is realistic.

(3) Establishing a working relationship with the Provincial Administration at appropriate levels.

(4) Submitting the Progress Report forms. These should relate to specific dates and specific milestones accomplished, not percentage of work accomplished. (A project can be 90 per cent complete for months.) Where milestones have not been met, a new date which will be met should be established.

(5) Monitoring of progress through the phases of implementation shown on the flow chart. Where problems occur, the Project Controller should actively assist in solving them, using his personal initiative to make the system work on his project's behalf. Where real bottlenecks develop, he should get assistance from the co-ordinating agency at field or Central Government level, as appropriate.

3.7.7. An effective project control function would lessen the co-ordinating burden on the Provincial Commissioner and the other levels of Provincial Administration. As inevitable problems do occur, the administration would use the personal leadership method of resolution, backed by the ability of the Provincial Commissioner to reach the Head of State if necessary to break bottlenecks.

3.7.8. A brief mention should be made of the proposals we understand are being made by the Local Government Committee of the Commission of Inquiry. Below the level of the new proposed Chief Administrator (who is the link between the Central Government administration and the Local Councils), the basic Ministerial system is proposed to be changed, with the technical officers reporting to the Chief Administrator. For this level of effort, the Chief Administrator can operate as a true project manager and the Provincial Commissioner's co-ordination load would be correspondingly lessened. If adopted, it would be a very interesting experiment in an alternate approach to managing National growth.

4.0. Concluding Comments

4.1. The administrative modifications required to install the new system and make it effective can take place only when the leadership in the Civil Service is convinced of the logic and desirability of the change and when sufficient officers trained in the new management skills are available. Much of the training can take place on the job provided a climate receptive to change is created. In this connexion we have submitted to Mr. J. A. Gethenji, Director of Personnel, a paper (Attachment E) describing certain new methods and techniques for instilling the principles of goal-oriented management in working groups. A methodology of change is vital because the process of institutional modification is an unending one.

4.2. To our knowledge no constitutional change is required in connexion with the proposed system. The Cabinet is still collectively responsible to the National Assembly for all things done by or under the executive authority of the President. Ministers still exercise general direction and control over departments of Government headed by Permanent Secretaries. The new system clarifies the respective roles of these agencies of Government and the relationships among them. It is our view that these relationships can remain very broadly defined or even unstated when working in a traditional system, but that the lack of definition is a serious constraint when engaged in new and vital tasks where change—of objectives, goals, and the means to reach them—is the truly constant factor.

4.3. API's assignment was of one month's duration, during which 11 Committee meetings and Full Commission sessions were attended. The cycle of work was basically a week of studying Commission evidence and minutes and other background material, a week of interviews, primarily with Government officials, a week of preliminary design of the present and proposed systems including presentation and discussion thereof, and a week of report writing and presentation. It is a short cycle for the subject covered and I would like to express my appreciation to the Joint Secretary, Mr. Michael J. Njenga, and to Mr. John B. Seal, Jr., the Commission's Management Consultant, for making all arrangements; to the Government officials and others interviewed for their time and assistance; and to the Commission Chairman, the Civil Service Committee Chairman, the Commission members and other staff for their comments and suggestions.

FINANCIAL GROUPINGS

ATTACHMENT C

	Ministry or Services	Recurrent	Expenditure Estimates 1970–71		(Total A-I-A)
			Development	Net Total	
	Finance Division "A"	K£	K£	K£	K£
AI	1. Defence	32,100	—	32,100	(200)
	2. The Armed Forces	6,147,400	356,850	6,504,250	(75,000)
	3. Home Affairs and Vice-President's Office	2,638,900	243,656	2,882,556	(695,105)
	4. Police	5,555,200	618,900	6,174,100	(645,059)
				15,593,006	(1,415,364)
AII	1. Office of The President and State House	5,388,200	664,940	6,053,140	(83,456)
	2. Ministry of Local Government	799,800	136,000	935,800	(79,700)
	3. Foreign Affairs	967,500	—	967,500	(40,000)
	4. Ministry of Labour	622,700	350,010	972,710	(368,770)
	5. Economic Planning and Development	382,300	16,010	392,310	(700)
	6. Attorney-General	183,300	—	183,300	(105,465)
	7. Judicial Department	356,900	—	356,900	(315,500)
	8. Public Service Commission	40,400	—	40,400	(180)
	9. Exchequer and Audit	140,200	—	140,200	(34,600)
	10. National Assembly	388,400	—	388,400	(5,600)
				10,430,660	(1,033,971)
AIII	1. Education	19,112,800	1,422,088	20,534,800	(5,243,975)
	2. Health	6,074,700	2,373,360	8,448,060	(566,720)
				28,982,860	(5,810,695)

FINANCIAL GROUPINGS

ATTACHMENT C—(Contd.)

	Ministry or Services	Recurrent	Expenditure Estimates 1970-71		(Total A-I-A)
			Development	Net Total	
		K£	K£	K£	K£
Finance Division "B"					
BI	1. Works, Buildings and Roads (M.O.W.)	5,436,200	12,372,040	17,808,240	(2,177,150)
	2. Housing	72,600	2,528,020	2,600,620	(5,350)
	3. Power and Communications	644,000	1,113,344	1,757,344	(473,394)
				22,166,204	(2,655,894)
BII	1. Agriculture and Water	4,770,000	5,960,460	10,730,460	(4,366,532)
	2. Lands and Settlement	427,500	3,001,415	3,428,915	(869,100)
	3. Co-operatives and Social Services	576,800	220,500	797,300	(374,400)
				14,956,675	(5,610,032)
BIII	1. Commerce and Industry	296,800	1,702,060	1,998,860	(83,500)
	2. Natural Resources	761,400	968,901	1,730,301	(630,167)
	3. Tourism and Wildlife	766,600	1,053,417	1,820,017	(5,537)
	4. Information and Broadcasting Including VOK	608,800	170,460	779,260	(668,794)
				6,328,438	(1,387,998)
Miscellaneous					
	1. Treasury	1,233,000	1,220,040	2,453,040	(19,550)
	2. Public Debt	16,771,500	—	16,771,500	—
	3. Pensions	3,043,000	—	3,043,000	—
				22,267,540	(19,550)

ATTACHMENT D

PROJECT CONTROLLER'S REPORT
(Explanatory Notes Attached)

Report Period .....
Month
Year .....Page .....of.....

Project Description: .....Project No.:.....

Project Controller:.....(name);.....(title);.....(org.);

Date Original Schedule Approved:..... Date Current Schedule Approved:.....

Expenditures by Source Month of.....

Source .....K£.....

Source .....K£.....

Source .....K£.....

Total Expenditures, Month of.....K£.....

Cumulative Expenditures through.....K£.....

Budgeted Cumulative Expenditures through.....K£.....

Is budget re-negotiation required to meet schedule? If yes, explain:.....

Scheduled Outputs—Current Period

Item #	Output Description	Status (See Key)					Item #	Output Description	Status (See Key)				
		1	2	3	4	5			1	2	3	4	5

Use Additional sheets if required

If Output Item is in Status 4 or 5, explain by Item:

Item #	Explanation	Action Required

(Use additional sheets if required)

Communications During Period:

Visits to Site .... Comment: .....
Yes No

Group Briefings..... ..... Comment:.....
Yes No

Key Action Items (Next Period)

Item Description	Required Action	Responsible Party or Agency
1.		
2.		
3.		
4.		
5.		

Will this project fulfil its objective or should it be re-evaluated? .....

Key 1—Ahead of current schedule
2—On schedule
3—Behind current schedule—under control
4—Behind current schedule—need help
5—Funding problem

Submitted to: .....

Submitted by: .....
Project Controller

Copies to: .....

..... Date .....

PROJECT CONTROLLER'S REPORT: EXPLANATORY NOTES

(An item on the form is omitted if self-explanatory)

Report Period

A monthly period is shown. It could be quarterly on low priority or routine programmes.

Project Description

Should correspond exactly to Project Registry.

Project Number

Should correspond exactly to Project Registry.

Project Controller

To be appointed by the parent Ministry responsible for the project. He should be an officer as close to the work location as feasible, but actual assignment will vary greatly by project, both as to level and location.

Date Current Schedule Approved

The intention here is to make clear that there must be a current, approved, realistic schedule or the entire control exercise is meaningless.

Expenditures by Source—Month of

Sources are as indicated in the Project Registry (Government Development and Recurrent Expenditures and Other). It is recognized that it would be some time before current expenditures were available early enough for optimum control. The goal should be to have the expenditures for the month being reported on and available by the 20th of the following month, so that the output status and expenditures status would correlate. This would require computerization. Until then, it is better to have output status current, even if expenditures are not.

Is Budget Renegotiation Required to Meet Schedule?

This item is to flag a potential total project overrun as early as possible. Individual output funding problems are covered in output status. Unless there is flexibility in transferring funds among output items within a project budget, renegotiations should be frequent.

Scheduled Output—Current Period

These are the project milestones or critical items selected as control points for management of the project.

If Output in Status 4 or 5 Explain by Item

Using the principle of management by exception, the report need only concern itself when the Project Controller needs help.

Communications During Period

This focuses attention on the need to keep in regular contact with the work and to let those agencies who interface with the project know what is going on.

Key Action Items (Next Period)

This forces the Project Controller to select the five most important actions to be taken next in furthering the project's timely completion.

Will the Project Fulfil its Objective or Should it be Re-evaluated?

This forces a re-examination of goals where events external to or within the project have changed its reason-for-being.

Telephone: 29051

ATTACHMENT E

Commission of Inquiry
(Public Service Structure and
Remuneration Commission),
Commerce House,
Private Bag,
Nairobi.

25th August, 1970

Mr. J. A. Gethenji,
Director of Personnel,
Directorate of Personnel,
Harambee House,
Nairobi.

Dear Mr. Gethenji,

You will recall that during our discussion in your office on the 19th August I said that I would give you a paper describing a relatively new approach to personnel management called, simply, Organizational Development. It builds on a base established by Sensitivity Training extending the lessons learned into the actual job situation.

2. No one approach, or set of techniques, provides the answer to building a good organization, and the following material is no exception. The introduction and use of Organizational Development must go hand in hand with other improvements. In personnel management, for example, I have read the excellent submission to the Commission on a system for manpower planning, development and motivation centred in a new concept of the Performance Evaluation, and I will urge that the recommendations contained therein be closely followed.

3. The basic need for Organizational Development is to respond to changes which are affecting organizations throughout the world. These changes are twofold, new technology and new human expectations. New technology has given new power to the specialists, and general management has had to admit the technical and financial specialist into policy making levels. New human expectations arise from many and complex origins but they are just as real. People feel they are more valuable than they used to be. They don't want to do the same things over and over. They want to test and experience their individuality. Young people, especially, believe that existing organizations have a tendency to destroy their individuality. Organizational Development adds a dimension to organizations which accommodates and encourages these rising personal expectations.

4. I wondered before I came to Kenya on this occasion how well the general statements in the preceding paragraph would apply to the Kenya Public Services and the young officers in it. After just a week here, I believe they do.

5. The goals of Organizational Development are graphically described by listing some of the specific faults of existing organizations around the world in one column, and the goals of an improved organization in an opposing second column. I selected six from a list provided by Mr. Jack Fordyce, an Organization Development specialist with whom I consulted before leaving for Kenya.

Organizational Fault	*Organizational Development Goal*
1. Little personal involvement in organizational objectives except at top level.	Objectives all widely shared by the members and there is a strong and consistent movement towards those objectives.
2. People in the organization see things going wrong and don't do anything about it. Nobody volunteers. People talk about office troubles off the job or in the halls, not with those involved.	People feel free to bring up difficulties because they expect the problems to be dealt with and they are optimistic they can be solved.
3. Status and boxes in the organizational chart are more important than solving problems. There is an excessive concern about management reaction. People treat each other in a formal and polite manner that hides issues—especially with the boss.	Problem solving is highly pragmatic. In attacking problems people work informally and are not preoccupied with status, or second-guessing what higher management will think.
4. Managers feel alone in trying to get things done. Somehow, orders, policies, and procedures don't get carried out as intended.	There is a noticeable sense of teamplay in planning, in performance and in discipline—in short, a sharing of responsibility.
5. People compete when they need to collaborate. They are jealous of their area of responsibility. Seeking or accepting help is thought to be a sign of weakness. Offering help is unthought of.	Collaboration is freely entered into. People readily request the help of others and are willing to give in turn. Ways of helping each other are highly developed.
6. Learning is difficult. People don't approach their fellow workers to learn from them—they have to learn from their own mistakes—reject the experience of others. They get little feedback on performance, and much of that is not helpful.	There is a great deal of on-the-job learning based on a willingness to give, seek, and use feedback and advice. People see themselves and others as capable of significant personal development and growth.

6. Organizational Development (O.D.) is a set of methods and techniques for moving organizations from the characteristics of Column I to those of Column 2. It requires an impartial third party, a professional called in by the group to assist it in defining how it wishes to change and how it will go about making the change. The third party guides; he does not make decisions. A main reason a professional is needed is that solving problems openly brings out conflict along with other relationships, and special skills are needed to guide the group during the confrontation. But the third party is also vital in diagnosing the current state of the organization, designing strategies and the specific methods for bringing about change, and in using his behavioural skills in breaking impasses. Third parties can, of course, be trained, and if the approach works, one or more O.D. men would be a part of the Civil Service in the same way O and M or Management Analysis is.

7. O.D. uses meetings of the affected group as a principal means to bring about change. We will, very briefly, describe a few of the principal types. It is more difficult to describe in a paper just how these groups operate. A whole series of new techniques together with some reliable old ones, have been devised for gathering information before and during the meeting, for prompting more open discussion of problems and relationships, and for generating action leading to practical results. I have some case studies with me which give a more detailed understanding of how results are obtained. Suffice it to say that O.D. meetings are "different"; they are open, dynamic, and get people involved.

(a) Managers' Staff Team Meeting:—

1. The purpose of this type is to assess the effectiveness of the organization and to propose likely goals for change.
2. The team consists of a manager (or principal assistant), the third party and staff assistants with wide responsibility.
3. Data on the condition of the organization is gathered previous to the meeting by interviewing and other sensing techniques.
4. The meeting is essentially a thorough self-examination, stimulating and increasing the likelihood of change. The personal concerns of the staff are first dealt with so that they feel relieved and anxious to turn their energies to the group's problems. The staff is invited to air their complaints about the work situation and the manager feeds back any dissatisfactions with the staff. They begin to pool their interests in formulating group goals.
5. The findings are preliminary and discussed with the managers directly involved.

(b) Managers' Line Team Meeting:—

1. The purpose of this type is to help a group decide what specific change steps it wants to commit itself to. There is an implied promise of further action.
2. The team consists of the manager, line supervisors, and the third party.
3. The manager can start the action by suggesting categories in which he wants contributions from the group. For example: planning; achieving goals; what we do best; what we do worst; how we are working together; our relations, up, down and sideways.
4. The techniques to elicit solid contributions from the group may include sub-grouping, polling or more exotic methods such as "fishbowling", drawing and acting.
5. There may be an action item list as a result but this type of meeting still raises questions rather than solves them.

(c) Team Building Meeting:—

1. The purpose is to produce action items for change, to decide who is to deal with them, and to set a schedule.
2. The team consists of a work group of up to 30, with the responsible manager and the third party.
3. The objectives of the meeting are set by the manager or a small group and the third party. Information collected in advance is presented.

4. In leading the group to decisions, a skilful manager makes use of the total knowledge and inventiveness of the group. He successfully blends the time and attention given to relationships and to tasks. He gets and gives positive as well as negative comments. The decisions taken are group decisions, in which the group has taken apart the old system, then explored and decided on new ways, and finally set the new system. The manager makes certain that adequate follow-up is provided.

(*d*) *Some other types of meetings applicable to Government use:*—

1. *Organizational Mirror,* which allows an organizational unit to obtain information from a number of key organizations to which it relates. The meeting closes with a list of specific tasks for improvement of operations.

2. The *Field Force Analysis,* which analyses a situation in the form of a simple diagram, showing the forces acting for changing the situation and those against it. It helps open up options for action, to help decide what step to take next.

3. The *Intergroup Meeting,* helping two groups to improve their working relationship.

8. Now that we have looked briefly at some examples, the following summary statements about O.D. will be more meaningful.

(*a*) O.D. is a strategy for managing change by working together with those affected by the change. It works with beliefs, attitudes and values as well as the structure of change. It is aimed at making people respond maturely and creatively to problems or opportunities.

(*b*) O.D. is also a discipline for focusing human energy on specific goals. If each member participates in forming groups goals and in general subscribes to them, then a considerable share of his energy, and the energy of his co-workers, begins to move to a common purpose.

(*c*) The manager who wants to use O.D. must be reasonably sure the people involved want to work openly with him and with each other. He forms a tentative general goal which, by joint process, will convert to specific group goals. During the process, the manager works on obtaining a balance between defining tasks and improving quality of the relationships in the group.

9. I feel at this time that O.D. will play a part in the recommendations I make to the Commission. This opinion was reinforced today at a Commission meeting at which improved management practices with a strong human relations element were given high priority. Accordingly, I would appreciate an opportunity to discuss the matter further with you.

Yours sincerely,
E. RUBIN,
Consultant to the Commission of Inquiry (Public Service Structure and Remuneration Commission.

Circulated to members of the Commission.

APPENDIX 6—TABLES OF PARASTATAL BODIES, ETC.

TABLE 1—REGULATORY BOARDS

Name	Cap. No.	Parent Ministry	Summary of Functions
1. Kenya Sisal Board	341	Agriculture	Regulation of sisal industry and sisal research.
2. Kenya Dairy Board . .	336	Agriculture	Regulation and development of efficient production, marketing and distribution of dairy produce.
3. The Pyrethrum Board . .	340	Agriculture	Regulation of the industry and pyrethrum research.
4. Pig Industry Board . .	361	Agriculture	Promotion of the industry; licensing butchers and factories.
5. The Tea Board of Kenya . .	343	Agriculture	Licensing and regulating production and processing.
6. The Wheat Board	344	Agriculture	Advice on marketing and distribution of wheat, flour and feed; licensing flour mills; allocation of wheat to mills.
7. Horticultural Co-operatives Development Authority/ Pineapple Development Authority / Canning Co-operatives Board.	381	Agriculture	Promotion and regulation of the horticultural industry.
8. Transport Licensing Board . .	404	Power and Communications	Organization, co-ordination and regulation of passenger and goods transportation.
9. Betting Control and Licensing Board.		Home Affairs	

TABLE 2—COMMERCIAL BOARDS

Name	Cap. No.	Parent Ministry	Summary of Functions
1. Kenya Meat Commission ..	363 (1950)	Agriculture	Promotion of the cattle and "small-stock" industries by providing holding, processing and marketing facilities for beef cattle and all small-stock and processed by-products thereof.
2. Kenya Coffee and Marketing Board.	333 (1933) (1946) (1960) (1967) NOTE:– Legislation amalgamating the two former Boards has not yet been enacted	Agriculture	The Kenya Coffee and Marketing Board is the result of the merger of the former Coffee Board and Coffee Marketing Board. On the production side its functions are mainly regulatory and research. On the marketing side, it is concerned with both promotion and actual sales of Kenya coffee.
3. Pyrethrum Marketing Board		Agriculture	Promotion of the pyrethrum industry by regulating production; instituting research into pyrethrum processing and processing and marketing pyrethrum and pyrethrum products.
4. Maize and Produce Board ..	388 (1959) (1964) (1966)	Agriculture	Regulation and control of maize, and scheduled produce, production marketing (both internal and export) and milling; provision of storage, transportation and handling facilities and advising the Minister on proper price relationships.

TABLE 2—COMMERCIAL BOARDS—(*Contd.*)

Name	Cap. No.	Parent Ministry	Summary of Functions
5. Cotton Lint and Seed Marketing Board.	335 (1954)	Agriculture	Promotion of the cotton industry by instituting such schemes as would encourage greater production of seed cotton, e.g. research, disease control; seed distribution, price incentives, and by providing storage, handling, processing and marketing facilities for all cotton lint and seed.
6. Kenya National Trading Corporation.	Company Act	Commerce and Industry	Promotion of citizen-participation in wholesale and retail distribution; rationalization of distribution by elimination of middleman; participation in import/export trade.

TABLE 3—DEVELOPMENTAL BOARDS

Name	Cap. No.	Parent Ministry	Summary of Functions
1. Agricultural Development Corporation.	Act No. 7 of 1965	Agriculture	Promotion and execution of schemes for agricultural development and reconstruction by initiation, assistance or expansion of agricultural undertakings or enterprises.
2. Kenya Tea Development Authority.	318	Agriculture	Promotion of tea development among smallholders by providing imports, extension and processing services and training tea growers.
3. National Irrigation Board ..	Irrigation Act No. 16 of 1966	Agriculture	Development, control, improvement and administration of national irrigation schemes.
4. National Construction Corporation Ltd.	Company Act Legislation now in hand to give it statutory status (1967)	Works	Promotion of development of the construction industry by promoting, encouraging and facilitating activities of African contractors in both building and engineering industries.
5. Industrial and Commercial Development Corporation.	517 (1954)	Commerce and Industry	Promotion of the industrial and commercial development by initiation, assistance or expansion of commercial, industrial or other undertakings or enterprises.
6. Kenya Tourist Development Corporation.	382 (1965)	Tourism and Wildlife	Investigation and formulation of tourist projects; promotion of existing and new tourist ventures; operation of hotels, motels, lodges etc.; promotion of tourism.
7. National Housing Corporation.	117	Housing	Lending money for promoting the development of housing; undertaking housing schemes on its own account; servicing and recovery of housing loans; housing research.

TABLE 4—FINANCE BOARDS

Name	Cap. No.	Parent Ministry	Summary of Functions
1. Cereals and Sugar Finance Corporation.	329	Finance	Borrowing funds from the public or Government for on-lending the Ministries of Agriculture and Commerce and Industry or their agents for growing, harvesting (G.M.R. and C.F.) and purchase of cereals and sugar.
2. Agricultural Finance Corporation.	323	Agriculture	Agricultural credit—land purchase loans; development loans; short-term credit.

TABLE 5—CONSULTATIVE/ADVISORY, PROFESSIONAL AND MISCELLANEOUS BOARDS AND COMMISSIONS

1. The Council of Legal Education (AG's)
2. The Disciplinary Committee (Advocates) (AG's)
3. Board of Estate Duty Commissioners (AG's)
4. Bankruptcy Contingency Fund Board (AG's)
5. The Advisory Board of Special Category Criminals (Psychiatric) (AG's)
6. The Board of Review (AG's)
7. The Insurance Advisory Board (AG's)
8. The Board of Censors (AG's)
9. The Board of Adult Education (Co-ops and Social Services)
10. The Defence Council (Defence)
11. The Commissions Board (Defence)
12. The Wages Council; and Tribunals (Ministry of Labour)
13. Medical Practitioners and Dentists Board (Health)
14. Pharmacy and Poisons Board (Health)
15. Nurses and Midwives Council
16. The Museums Trustees Board
17. The Kenya Cultural Centre (Natural Resources) (Cap. 218)
18. The Kenya National Library Service Board (Natural Resources) (Cap. 225)
19. National Hospital Insurance Fund (Health)
20. National Social Security Fund
21. The Industrial Court
22. Export Promotion Council
23. Central Agricultural Board
24. Public Service Commission of Kenya
25. Teachers Service Commission (Education)

GPK