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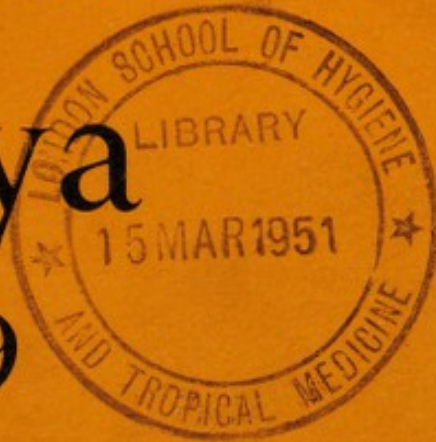
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COLONIAL REPORTS

# Kenya

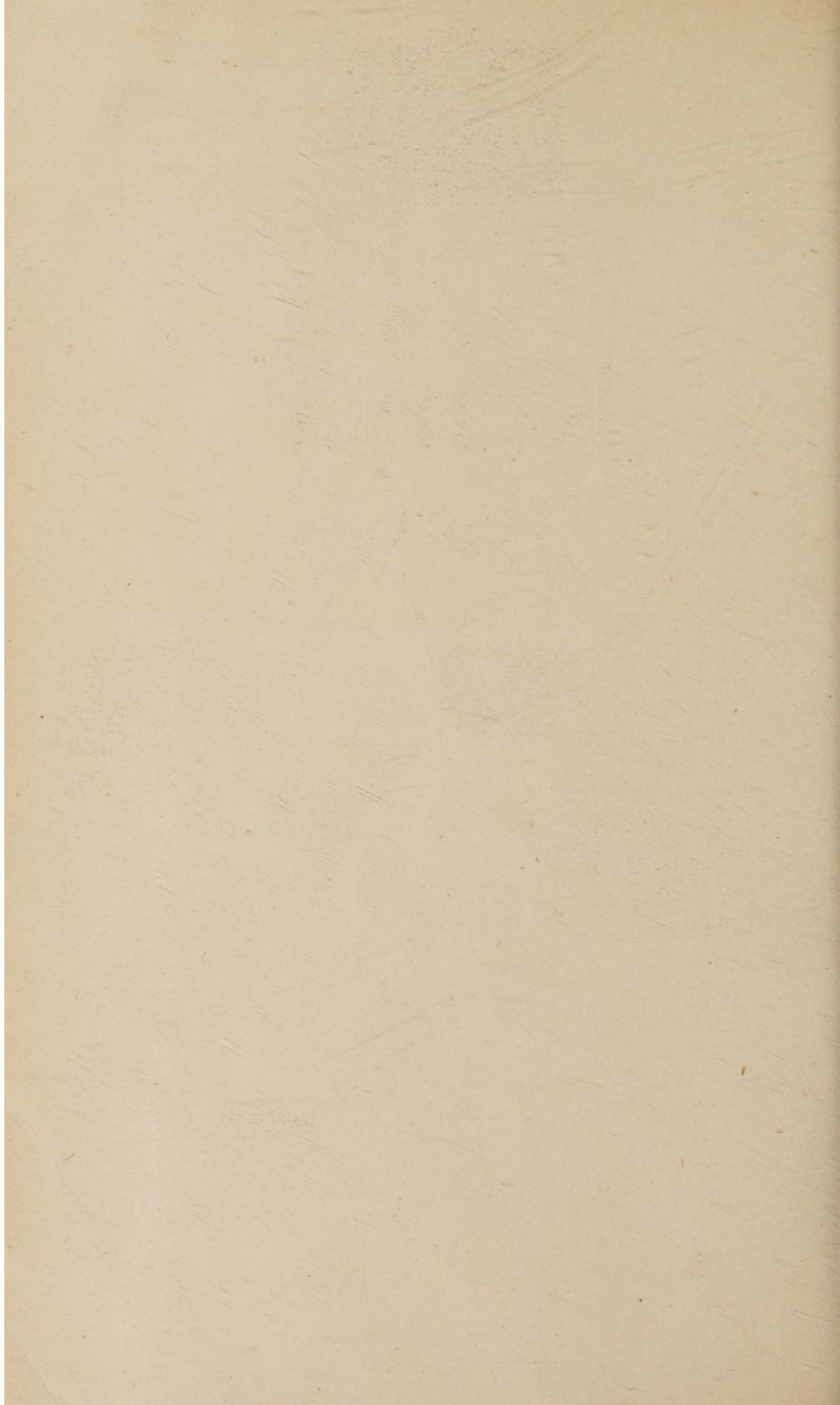
## 1949



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REPORT ON

THE CHIEF AND PROTECTORATE OF

KENYA

FOR THE YEAR

1949

Contents

|     |   |          |
|-----|---|----------|
| 1   | Review of 1949                          | PART I   |
| 16  | Development Projects                    |          |
| 17  | Chapter I Population                    | PART II  |
| 21  | Chapter II Land and Labour              |          |
| 21  | Chapter III                             |          |
| 21  | Chapter IV Public Finance and Taxation  |          |
| 29  | Chapter V Currency and Banking          |          |
| 37  | Chapter VI Commerce                     |          |
| 37  | Chapter VII Post and Telecommunications |          |
| 44  | Chapter VIII Social Services            |          |
| 44  | Chapter IX Education                    |          |
| 50  | Chapter X Justice, Police and Prisons   |          |
| 52  | Chapter XI Public Health                |          |
| 55  | Chapter XII Communications              |          |
| 55  | Chapter XIII Other Subjects             |          |
| 92  | Chapter XIV Geography and Climate       | PART III |
| 92  | Chapter XV Industry                     |          |
| 102 | Chapter XVI Administration              |          |
| 107 | Chapter XVII Rights and Reservations    |          |
| 107 | Chapter XVIII Veterinary and Pesticides |          |
| 107 | Chapter XIX Housing Law                 |          |
| 112 | APPENDICES                              |          |

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The cover illustration shows young patients at Nairobi Group Hospital.

The girls are training as hospital assistants.

## PART I

### Review of 1949

THE factors which in previous years had held up the progress of many schemes under the Development and Reconstruction Authority were largely overcome in 1949 as a result of the arrival of larger numbers of trained staff and better deliveries of machinery. Very satisfactory progress in building was reported, particularly from the Education Department. Apart from the larger European and Asian schools built under Development and Reconstruction schemes, there was great activity all over the Colony in the building of new African schools and the improvement of existing buildings. Much of this was financed from the ordinary revenue of the Colony.

The Medical Department reported substantial progress, but the speed at which Africans in recent years have come to appreciate and understand the value of medical facilities, which are generally supplied free to them, has made it impossible to keep pace with the demand for new hospitals. The 320-bed medical wing of the African section of the new Group Hospital, Nairobi, was occupied during the year, and new buildings were nearing completion in a number of other centres for hospitals for Europeans, Asians and Africans.

The African District Councils Bill, the result of more than three years of close study and consultation, had its first reading before the Legislative Council. The Bill represents an application to African areas of British local government principles. The present Local Native Councils, it was proposed, would become African District Councils. Their membership would in general consist of a majority of African elected members, a number of African nominated members and, for the present, the District Commissioner would continue to preside when he decided to attend.

The Bill seeks to secure such flexibility as will ensure that the more advanced districts will not be delayed in their progress by any limitations which it might be necessary to retain for the more backward communities. The Member for Health and Local Government will be empowered to authorise any Council to take over all or any of a very wide range of duties in addition to the existing duties of the Local Native Councils described in Part III, Chapter 3, of this Report. The effect of this will be that many of the duties hitherto performed by chiefs will, in future, devolve upon the Councils and their employees as they are considered ready to undertake them. The Bill thus further opens the door to African management of local affairs along the lines long tested in the United Kingdom.



The progress of local government was also marked by the announcement that Nairobi was to be raised to the status of a city by Royal Charter in 1950.

The small number of labour disputes during 1949 afford an encouraging example of the general harmony and good humour which prevailed. Very few stoppages lasted more than one day; although about 11,000 men were involved in disputes, less than 25,000 man days were lost.

A committee under the chairmanship of Archdeacon Beecher, set up to examine and make recommendations on the scope, method and content of African education, published its report towards the end of the year. The report, which was received too late for discussion during 1949, comprised one of the most detailed and comprehensive surveys of African education ever made in Kenya, and its recommendations covered a very wide field. It is to be discussed by the Legislative Council in 1950. In the meantime, there was a further large increase in expenditure on education for all races. The expenditure estimates of the department, by far the largest of any departmental vote, rose from about £750,000 in 1948 to about £1,055,000 in 1949. Local Native Councils voted in addition £180,000 in 1949 to African primary education. This represented 30 per cent of their revenues.

The Registration of Persons Ordinance, which was passed by the Legislative Council in 1947, was brought into force in May, 1949. The Ordinance provides for the registration of all males between the ages of 16 and 65 years of all races in the Colony, except that provision is made for exemption in certain cases such as members of the Armed Forces and representatives of foreign governments.

The attraction of urban life continued to draw large numbers of Africans to the towns. In spite of the very heavy building programmes being undertaken throughout the urban areas, there was not enough accommodation, especially for those newcomers to the larger municipalities for whom there was not always work of a nature they were prepared to undertake. There was, on the other hand, a shortage of men prepared to earn their living by manual labour, which was the only form of work for which most of those who drifted to the towns were qualified.

The Voluntarily Unemployed Persons (Provision of Employment) Ordinance was passed towards the end of the year. The Ordinance applies only to such areas as the Governor may from time to time declare, and is designed to deal with persons of all races in the loafer category who drift into the urban areas and who have no intention of obtaining employment. The law does not apply to any person who has a lawful and regular means of livelihood or who has been recently employed or who is unfit for regular employment. It is designed to direct into employment of national importance with the Government, local government authorities or the East Africa High Commission for a limited period able-bodied men who have no intention of seeking work. It does not apply to those who are genuinely seeking employment but are temporarily unable to find it.

Apart from difficulties in connection with housing and a shortage of places in schools and hospitals, the unprecedented immigration into the



Colony since 1945 created no new problems. On the contrary, there was evidence that there had been a general settling down to the conditions of the country and new farmers, in particular, were reported as having made good progress. The large numbers of retired people who came to the Colony also provided a most valuable body of experienced persons of whose services considerable use was made both by the Government and private employers. This factor is an important one in Kenya and in many respects gives the Colony advantages not always possessed elsewhere in Africa.

Both the short and the long rains were an almost complete failure in the Central and Coast Provinces, but fortunately in Nyanza and the Rift Valley, the granaries of Kenya, the rains were satisfactory and there were good crops of maize and wheat. The surpluses available from these Provinces were sufficient to feed the rest of the Colony and to allow of normal exports to other parts of East Africa. The reconditioning of the soil and the prevention of soil erosion continued to be first priorities. Apart from the large funds made available by the Development and Reconstruction Authority, Local Native Councils spent substantial amounts on betterment schemes and had also accumulated some £325,000 in surplus balance in their betterment funds. General satisfaction was expressed at the progress made by African local authorities in the understanding of Government plans for the preservation of the soil and at their readiness to co-operate in carrying out betterment schemes.

One result of the failure of the rains in the Central Province was a most unfavourable coffee crop. Less than half the crop of 1948 was produced in 1949, but, although individual farmers suffered, the general situation was to some extent alleviated by the high prices which were obtained for coffee on the free market towards the end of the year. One-third of this small crop was available for sale on the free market, while the balance was delivered to the Ministry of Food under contracts unaffected by the increased prices.

The relaxation of controls continued in so far as they did not affect dollar currency, which remained under very strict control. There was a considerable extension of the policy of abolishing controls on goods imported from soft-currency countries. The accumulation of stocks, and particularly of cotton piece-goods, in the hands of traders continued to grow and there was some reduction in prices with the result that, although foodstuffs generally were dearer in 1949, the cost-of-living index for non-natives remained stable after April.

The Municipal Council of Nairobi's £1,500,000 3½ per cent loan issued at £98, raised simultaneously in London and Nairobi, was several times over-subscribed, and constituted a landmark inasmuch as it was the first independently raised local authority loan in the history of Kenya.

The Member for Commerce and Industry, accompanied by representatives of the Kenya Sisal Board, visited the United States and secured a contract for the sale of sisal.

The tourist trade was estimated to have brought not less than £3,000,000 directly and indirectly, to the Colony's invisible exports; this factor, taken with the very large number of pensioners who have retired to live in



Kenya, is assuming an ever-increasing importance in the economics of the Colony.

The attraction of capital in the shape of investments in local development projects, including agriculture, continued, but there was some evidence that the price of agricultural land, which rose steeply in 1946 to 1948, had become more stable; the price of residential land in municipalities and townships in one or two cases showed a tendency to fall slightly from the very high level previously reached. In order to encourage industrial development the policy of the Government in making Crown land available for approved industrial enterprises at prices below those prevailing on the open market continued.

Many of the new companies established in Kenya in the last few years began production by 1949. It was still too soon to calculate the effect of this factor, but no marked enhancement of the usual shortage of labour was reported. In Nairobi a number of large new buildings were either completed or were nearing completion; they will provide much-needed office space, and mark a further step forward in the development of the Municipality.

An interesting event during the year was the visit of Sir Gilbert Campion, for many years Clerk to the House of Commons. He gave an address to the Kenya Branch of the Commonwealth Parliamentary Association which was of the greatest value in developing understanding of parliamentary procedure.

## Development Projects

In Sessional Paper No. 3 of 1945, published on 25th June, 1945, the Government of Kenya set out proposals for the reorganisation of the machinery of Government to enable it "to meet efficiently and expeditiously the complexity of post-war conditions and the primary problems of development and reconstruction". The proposals, which were subsequently endorsed by the Legislative Council, included the setting up of a Development and Reconstruction Authority, as a non-political body, responsible to the Governor for the expenditure of all sums specifically allocated for development and reconstruction purposes, and for the co-ordinated execution of approved development and reconstruction plans.

Among the considerations which influenced the Government in setting up the Authority was its desire to ensure, as far as possible, the continuance of a steady programme of development unaffected by the fluctuations of the annual revenues of the Colony, while at the same time providing machinery to enable the tempo of the programme to be regulated to the pace best suited to the prevailing economic situation, so that funds might be available for capital investment in times of economic stress, and it would not be necessary to abandon projects in times of difficulty.

It was recommended that, as an Authority charged with such comprehensive duties would necessarily impinge upon what had hitherto been regarded as the special functions of individual Government depart-



ments, its chairman should be the Chief Secretary, and that he should assume, for the time being, the additional role of Member of the Executive Council for Development and Reconstruction. In order to enable the Chief Secretary to devote himself primarily to the problems of development and reconstruction, it was further proposed that the Deputy Chief Secretary should undertake the duties which would normally fall to the Chief Secretary.

A Development and Reconstruction Fund was established in the Colony's 1946 Estimates, into which all money earmarked for capital expenditure on development and reconstruction over a period of years is to be paid. The annual Estimates are now divided into two parts; the first to be devoted to ordinary Government revenue and expenditure and the second comprising the revenue and expenditure relating to development and reconstruction. Tables of actual revenue and expenditure for 1948 and 1949 can be seen in Part II, Chapter 3.

The programme of development and reconstruction embodied in the Estimates of the Authority for the year 1949 was based on the recommendations contained in the Development Committee's Report, published in July, 1946, which received the general approval of the Legislative Council on 31st January, 1947.

These recommendations envisaged the expenditure of a sum of £15,586,000 from the Development and Reconstruction Fund over a period of ten years from 1st January, 1946. The manner in which the Development Committee recommended that this sum should be allocated was, approximately, as follows:

|  |             |
|--|-------------|
| Agriculture and Veterinary . . . . .         | £ 6,387,000 |
| Communications . . . . .                     | 2,186,000   |
| Education . . . . .                          | 2,435,000   |
| Forestry . . . . .                           | 459,000     |
| Buildings . . . . .                          | 1,377,000   |
| Water . . . . .                              | 1,220,000   |
| Industrial . . . . .                         | 100,000     |
| National Parks and Tourist Traffic . . . . . | 102,000     |
| Health and Hospitals . . . . .               | 847,000     |
| All other . . . . .                          | 473,000     |
|  | £15,586,000 |

These funds were to be provided by loans, by an allocation under the Colonial Development and Welfare Act, from the Excess Profits Fund, by contributions from general revenue, and from various other sources.

The declared object of the programme recommended by the Committee was to use the natural resources of the country, including manpower, in a manner calculated to increase the national revenue of Kenya, in the shortest space of time, so as to raise as soon as possible the standard of living of the majority of the inhabitants. In pursuing this objective the Development Committee put first the proper utilisation of the soil (including minerals, water and forests), and of the manpower of the country.



The 1949 Estimates were framed to continue the programme of development and reconstruction upon which £948,000 was spent in 1946, £1,587,000 in 1947 and £2,655,100 in 1948. The estimates for 1949 provided for expenditure of £5,900,000, but it was made clear in presenting them to the Legislative Council that it was certain that, in practice, it would not be possible to spend all that amount. Actual expenditure in 1949 was of the order of £4,000,000.

The most important matter to come under review in 1949 was the rate of expenditure. A number of factors had caused this rate to increase considerably during the year. They were the large increase in staff of the Public Works Department, the establishment of a number of firms of consulting and contracting engineers who greatly increased the Colony's potential, the rapidity of construction by *pisé de terre*, and the heavy expenditure on roads.

During the year it became apparent that this increased rate of expenditure could not be maintained, as it was threatening to outstrip the rate at which current finance could be provided. The situation, therefore, changed from one in which the first consideration was the rate at which work could be done to one in which the main consideration was the rate at which finance could be provided. Together with this, the great increase in costs since 1945, when the original estimates were made, has imposed an over-all increase on the amount of money necessary to complete the full programme.

### *Building*

The factors which before 1949 had stood in the way of rapid progress were shortage of artisans, shortage of Public Works Department staff, scarcity of material and the steep rise in price of building by contract. These difficulties were largely overcome in 1949, and by utilising all available resources, the Building Branch of the Public Works Department exceeded all expectations in its output of work.

The following table shows the position as regards schemes in hand during the year :

|                                       | <i>Number of Schemes<br/>completed during<br/>1949</i> | <i>Number of Schemes<br/>under construction<br/>on 31st Dec., 1949</i> |
|---------------------------------------|--|--|
| Houses . . . . .                      | 456  | 255  |
| Schools . . . . .                     | 13   | 24   |
| Government Offices . . . . .          | 9  | 5  |
| Medical Building schemes . . . . .    | 9  | 11   |
| Police Building schemes . . . . .     | 9  | 8  |
| Prisons . . . . .                     | 2  | 2  |
| Postal Building schemes . . . . .     | 3  | —  |
| Veterinary Building schemes . . . . . | 8  | 2  |
| Agricultural Projects . . . . .       | 1  | 7  |
| Agricultural Houses . . . . .         | 29   | 130  |
|                                       | <hr/>  | <hr/>  |
| TOTAL. . . . .                        | 539  | 444  |
|                                       | <hr/>  | <hr/>  |



The provision of European and Asian schools formed a very large part of the programme, and the Duke of York's School, the new Secondary School for boys in Nairobi, although only started in November, 1948, was ready for occupation in May, 1949.

The *pisé-de-terre* housing scheme at Kileleshwa was completed during the year and considerably alleviated the Government European housing shortage in Nairobi, but elsewhere in the Colony the shortage of Government housing remained a serious obstacle in the way of the implementation of development plans.

Similarly, later in the year, a start was made with a large *pisé-de-terre* scheme for Government Asian employees in Nairobi which should go far to improve the position in 1950. Further work has also been put in hand for African housing, particularly in the large scheme at Shauri Moyo.

### *Roads*

As in the case of building, the difficulties of 1948 were largely overcome. There had been a shortage of staff and machinery, but the arrival in the Colony of experienced engineering firms able to undertake major road construction projects resulted in a position in which as much road construction as the Colony is likely to be able to afford for the next few years can be carried out. Survey also began to gain the necessary lead over the working parties to enable planning to go forward.

### *Agriculture and Natural Resources*

The emphasis placed on the proper utilisation of the soil, water and forests by the original plan for development was reflected in financial provision amounting to 52 per cent of the total funds likely to be available for development. European settlement schemes, forestry plans and investigation in respect of African settlement all developed satisfactorily, and much work was done in examining the position with regard to tsetse eradication and stock control. The Soil Conservation Service was able to recruit officers in sufficient numbers to allow of good progress being made, though lack of machinery continued to hamper work in this field, but this also improved towards the end of the year. Every effort was made to accelerate the growing interest in better farming among the African population. Land utilisation schemes were put into operation in nearly every district of Kenya.

### *Water*

The shortage of trained staff, though it continued to hamper progress to some extent, was alleviated, and, in addition, consulting engineers were engaged to carry out investigations and in some cases to supervise the work of contractors. The delivery of plant and machinery also improved, but there was still delay which held up certain schemes. Nevertheless, 12 new township water supplies were completed and eight others were investigated and designed; 32 boreholes were drilled, mainly in African areas, and a total of 110 borehole sites were selected in the Settled Areas. Hydrological investigations were continued over the whole Colony.



*Settlement*

*African Settlement.* The Development Committee recommended an expenditure of £3 million on African settlement over a ten-year period. Of this, only about £500,000 had been spent by the end of 1949, as much experiment and investigation are needed before work can profitably be put in hand. At the same time a great deal has to be done in the way of the agricultural education of the African, and here, with very few exceptions, reactions have been most encouraging. The examples first set by a few were being followed by many in such communal labours as terracing, spreading manure, the making of compost and the building of silos. Among pastoral tribes, organised voluntary sales of slaughter stock were held; sales to butchers and to the Meat Marketing Board far exceeded the expectations of 1946 and 1947. Local Native Councils showed a developing sense of responsibility in these matters by passing appropriate bye-laws. Some of the schemes so far financed by the Authority were being taken over by the Local Native Councils.

The Makueni Scheme, comprising some 380,000 acres formerly infested by tsetse fly, achieved a population of 111 families in the part so far cleared, and this number is expected to be doubled in 1950, for there is a waiting list of several hundreds wishing to take part in the scheme. Experience showed that the portion so far cleared can support closer settlement than had been supposed, and consequently the average cost per family settled will be reduced from its present high level.

Betterment schemes in the Central Province were handicapped by the failure of the rains during 1949, but soil conservation work continued steadily. In the Nyeri district great keenness was shown in both coffee and pyrethrum growing, and co-operative groups and farmers' clubs were successfully launched.

*European Settlement.* During the year 22 new tenant farmers were allocated land (making a total of 182), while at the end of the year a further 22 were still awaiting land—55 less than at the end of 1948. There were also 22 assisted owners on the land.

The total number at present in the tenant farming scheme is 204, as compared with 226 at the end of 1948. There were no new acceptances during the year, and the 22 withdrawals were mainly due to the tenants having taken up permanent employment, bought land outside the scheme, or other personal reasons. One tenant farmer was permitted to buy the farm on which he was a tenant and others will shortly be in a position to do so.

As in 1948, it was difficult to acquire land at economic prices, but the Board purchased 11 suitable farms totalling 17,093 acres at a cost of £84,272 including permanent improvements. With one exception these farms were acquired for specific tenant farmers to occupy, the exception being a 7,000-acre unit at Molo, which was split into six economic subdivisions, four of which were occupied by tenants. The two remaining subdivisions were made available to suitable occupants outside the scheme, for outright purchase.

The Foundation Stock Scheme continued to be administered by the European Settlement Board during 1949, and the Board now holds



approximately 3,600 head of cattle on its holding grounds at Konza and Elmenteita. During 1949, 645 head of cattle were sold to tenants, while 772 head of surplus female stock were sold by tender to the general public.

Tenants and assisted owners on the land had once more a good year, and showed great energy in developing their farms. The influence exerted by the Egerton School in imbuing sound mixed farming practice and planning is most noticeable among those who attended courses there. The main item, the shortage of which was a hindering factor, was water-piping.

### *Tourist Trade*

The East Africa Tourist Travel Association was established in 1948 as a result of subscriptions made by and co-operation between the Governments of the Territories and the commercial companies most interested in the tourist trade. Although the majority of the shares is held by the Governments, the Executive Committee of the Association is predominantly composed of the representatives of the private firms.

The belief that there was a potentially large source of income to the Colony in the unique advantages which it offers to the tourist was amply justified during 1949. In 1948 it was estimated that the contribution of the tourist trade to the income of Kenya had been not less than £2,000,000. As the work of the Association and its organisation grew, this estimate was found to be too low, and for 1949 it was computed that the tourist trade had brought £3,000,000 to the Colony, and had become one of the most important elements in its economic structure.

During 1949, the Third International Congress of African Touring was held in Nairobi, of which the expenses were guaranteed up to £10,000 by the Kenya Government, with the Governments of the other territories also making contributions. The Congress was attended by 110 members, representing 23 African countries, 5 European countries, the United States and 3 international bodies. Generally speaking, the resolutions of the Congress were aimed at improving all facilities for travellers throughout East Africa; accommodation, customs, immigration formalities, fuel supply, common prices, and transport arrangements of all kinds were the subject of examination and recommendations.

One of the notable events of the year was the filming of "King Solomon's Mines" by Metro Goldwyn Mayer. The very large party engaged in the making of this film visited a great many parts of the Colony and constituted, from the tourist trade point of view, one of the largest single parties ever to have visited Kenya. There were a number of inquiries and preliminary investigations made for other enterprises of this sort.

### *National Parks*

In the Nairobi National Park the chief feature of development during the year has been the construction of a number of small dams designed to fill from surface catchment and to maintain a supply of water throughout the year except in abnormal drought conditions; they have proved of great benefit to the game. Fencing has been put along the whole of the



park boundary and most of it is electrified. Although not fully effective in keeping all game confined to the park, the fence has lessened the depredations of the animals, and particularly of the lions. Plans are being considered for reinforcing the fence with hedging to make it more effective.

The main Langata-Magadi road runs through the park, but as soon as this has been by-passed by a new road now under construction, it will be possible to institute an entry fee to the park.

In the Tsavo National Park a new road linking Mtito Andei with Taveta has been constructed. The road passes the spectacular Mzima springs and is becoming increasingly popular, while another track along the Galana River is an interesting dry-weather route on which a large number of big game animals can be seen. The tracks which have been constructed in this park now exceed 220 miles in length. As in the Nairobi National Park, small dams have been constructed, proving a great attraction to the game. Planning and investigation are almost complete in this park and the stage has now been reached where greater attention can be paid to publicity and the provision of facilities for visitors.

At Appendix 7 may be seen a table showing the expenditure on each scheme financed or partly financed by funds provided under the provisions of the Colonial Development and Welfare Act. Out of the total finance from all sources of £15,586,000 originally allocated in 1946 for all Development and Welfare projects in Kenya over a ten-year period, an amount of £3,500,000 has been made available from the Colonial Development and Welfare Vote.



## PART II

### Chapter I : Population

THE first total population census in Kenya was held in 1948 ; before then, the native population had last been estimated each year and the non-native population had been the subject of a census in 1931. It has been compulsory to register European births and deaths since 1904, and Asian births and deaths since 1928 ; but it is not yet practicable to enforce the registration of births and deaths outside the urban areas and it has consequently not been possible to make accurate calculations as to the structure of the population.

In Kenya the question of migration is more important as a factor in the growth of the non-African population than natural growth and the lack of statistical information in detail makes calculation of rates based on previous censuses extremely difficult. The 1948 East African population census has, however, provided a base year on which to work.

*Non-native.* The population census on 25th February, 1948, gave a total figure of 154,846, and of these 29,660 were Europeans, 90,528 Indian, 7,159 Goan, 24,174 Arab and 3,325 Others. Net immigration since that date has been large and the population estimate for the end of 1949 was European 35,000, non-European 140,000. An estimate of the changes in the numbers of the individual races of the non-European population would be unreliable. Of the non-native populations as at 25th February, 1948, the following percentages were estimated to be in the various age groups :

| Age Groups  | Percentages |        |      |      |          |        |
|-------------|-------------|--------|------|------|----------|--------|
|             | European    | Indian | Goan | Arab | Coloured | Others |
| 0-4 Years   | 10.2        | 17.0   | 13.7 | 12.7 | 21.2     | 11.9   |
| 5-14 "      | 14.6        | 26.7   | 20.5 | 23.6 | 35.1     | 22.2   |
| 15-44 "     | 48.7        | 47.3   | 51.2 | 47.0 | 36.1     | 49.6   |
| 45-59 "     | 18.3        | 7.1    | 12.8 | 9.8  | 4.2      | 12.3   |
| 60 and over | 8.2         | 1.9    | 1.8  | 6.9  | 3.4      | 4.0    |
| TOTAL       | 100         | 100    | 100  | 100  | 100      | 100    |

*African.* The census result of the Kenya population as at 23rd August, 1948, was 5,218,000, and the analysis by tribe and other characteristics of the population will become available during 1950. There is no territorial registration of births and deaths and it is difficult to make an estimate of trend of population until further studies have been carried out. On the basis of present information, however, it can be estimated that the



Kenya African population as at 31st December, 1949, was of the order of 5·3 million, but it would be impossible to make a closer estimate at the present time. It is planned to provide during 1950, from the fertility survey carried out at the time of the 1948 Census, estimates of population trends in the territory.

## Chapter 2 : Occupations, Wages and Labour Organisation

### PRINCIPAL OCCUPATIONS

The main occupations in the Colony are agricultural, in the public services, commercial and professional, domestic and personal. Within these groups unskilled and semi-skilled labour is provided by Africans ; skilled labour, retail trading and clerical duties are the most important Asian occupations, whilst Europeans provide management and supervision and highly skilled labour.

### WAGES

#### *General*

The Colony's estimated wage bill rose from £18,200,000 in 1947 to £21,900,000 in 1948 ; a similar rise is thought to have taken place in 1949, but the figures are not yet available. The increases derive more largely from the fact that larger numbers of persons were employed than from any general increase in wage rates. The national income, estimated at £62,000,000 for 1948, increased in 1949, but the figures are not yet available.

#### *European*

Of a total of 7,666 European men in employment, some 55 per cent were earning between £600 and £1,200 per annum, and a further 27 per cent were earning less than £600 per annum. The great majority of women in employment were earning between £250 and £450 per annum. A large number of these women were working to implement their husband's salary in order to balance the family budget, and to most of them gainful employment is a necessity. As there is a severe shortage of shorthand typists, women qualified for this work have no difficulty in finding jobs at £8 to £11 per week.

The provision of free medical attention, pensions and paid passages to their places of domicile at the end of every period of four and five years respectively is the normal feature of Government employment for Europeans and Asians, and most of the larger commercial firms provide similar facilities. These benefits are less usual amongst the employees of smaller concerns.

#### *Asian*

By far the largest number of Asian employees earn between £150 and £600 per annum. For the most part they are employed as artisans, clerks, shop assistants and labour supervisors.



*African*

Africans in employment were divided as follows :

|                            |             |
|----------------------------|-------------|
| Agriculture . . . . .      | 38 per cent |
| Private Industry . . . . . | 32 per cent |
| Public Service . . . . .   | 30 per cent |

For those employed in agriculture, cash wages bear little relation to real wages. Resident labourers on farms are provided with housing and with plots of land to cultivate, the value of which may vary between Shs. 10 and Shs. 50 a week. Cash wages are usually Shs. 3/50 per week. Other labourers are supplied with housing, food and generally a certain amount of other benefits in kind, such as blankets. Their cash wages are usually Shs. 6/50 per week.

The minimum wages of employees in the larger urban areas are prescribed. They vary with the great diversity in the cost of living in the Colony from Shs. 7/62 per week to Shs. 12/25 per week, plus a house rent free and medical attention.

Skilled and semi-skilled employees earn from Shs. 15 to Shs. 30 per week, for the most, with a house rent free and free medical attention. All Government employees receive in addition sick pay and paid leave, and these conditions are generally provided by private employers for all except casual labourers.

## HOURS OF WORK

Hours of work differ according to the nature of the work and locality. In urban areas Europeans, Asians and Africans, employed both in private industry and the public service in clerical employment, work 38½ hours per week, i.e., 7½ hours daily and 4 hours on Saturdays. European shopkeepers and traders, and Africans employed by them, work about 40 hours a week ; Asian shopkeepers and traders work 50 hours, and some artisans and traders working on their own account work 70 hours. The hours worked by agricultural labour in many cases are much less ; the daily task by labour employed on task work is often completed in four hours, though in some occupations, such as mixed and dairy farming, the hours are longer.

## COST OF LIVING

It would not be possible in a multi-racial Colony such as Kenya to maintain only one cost-of-living index, for the standard of living of the three principal races all differ in some respects. For convenience, therefore, two retail price indices of consumer goods are maintained, one for Africans and one for others.

The African retail price index is based on goods mainly consumed by Africans in the town of Mombasa, as the most expensive town in the Colony in which Africans live. The index is prepared from 30 main items divided into four groups : food ; fuel and soap ; clothing ; and household articles. The retail price of goods in these four groups are collected monthly by an officer of the Labour Department from 37



representative traders. The base year was 1939, and the following bi-monthly table shows the movements of the index :

*August, 1939 = 100*

|                    | 1948 | 1949 |
|--------------------|------|------|
| February . . . . . | 205  | 206  |
| April . . . . .    | 204  | 205  |
| June . . . . .     | 206  | 206  |
| August . . . . .   | 207  | 207  |
| October . . . . .  | 208  | 212  |
| December . . . . . | 207  | 217  |

The above figures relate to the retail price level of goods consumed by Africans in gainful employment in the urban area of Mombasa. The level of prices in rural areas is much lower, and many workers in agricultural areas grow their own food.

The European and Asian retail price index for consumer goods is based on Nairobi, and the index for the same period is as follows :

*August, 1939 = 100*

|                    | 1948  | 1949  |
|--------------------|-------|-------|
| February . . . . . | 179·5 | 186·1 |
| April . . . . .    | 187·6 | 190·8 |
| June . . . . .     | 187·1 | 190·7 |
| August . . . . .   | 186·7 | 188·4 |
| October . . . . .  | 186·0 | 190·4 |
| December . . . . . | 185·1 | 192·3 |

#### THE LABOUR DEPARTMENT

The Department now consists of five sections :

(1) *Headquarters Section and Field Inspectorate*

- 1 Labour Commissioner
- 1 Deputy Labour Commissioner
- 1 Principal Labour Officer
- 4 Senior Labour Officers
- 11 Labour Officers
- 2 Assistant Labour Officers
- 1 Senior Medical Officer
- 1 Government Inspector of Factories
- 1 Statistician
- 1 Industrial Relations Officer
- 1 Office Superintendent and Accountant

together with other European, Asian and African clerical staff.

(2) *Labour Control Section*

- 1 Labour Officer
- 2 Assistant Labour Officers

together with other Asian and African clerical staff.



(3) *Resident Labour Inspectorate*

1 Labour Officer

11 Assistant Labour Officers

plus African staff.

(4) *Employment Services Organisation*

1 Officer i/c Employment Services Organisation

1 Officer i/c European Employment Bureau

1 Officer i/c African Central Employment Bureau

1 Officer i/c Nairobi Labour Exchange

together with other European, Asian and African clerical staff.

(5) *Central Registration Office*

1 Principal Registrar

2 Assistant Registrars

1 Registrar, Office Superintendent and Accountant

together with other European, Asian and African staff.

The main work of the Labour Department is based on the implementation of accepted international labour standards expressed through legislative and administrative instructions. This covers a wide range of subjects, including the constant inspection of conditions under which labour works; the promotion of good relations between employer and workers; protection of wages; care of migrant labour, and provision of labour rest camps; employment of women and young persons; workmen's compensation; trade unionism and Whitley Councils; conciliation machinery and collective bargaining; compilation of cost-of-living indices and other labour statistics; registration of certain classes of workers; provision of vocational training facilities; prevention of accidents, and factory safety measures.

## TRADE UNIONS

The Industrial Relations Officer has continued his work of explaining the purpose and functions of trade unions. The African is, on the whole, finding the proper practice and operation of trade unionism a very difficult problem. Out of the eight unions registered, only two are "all-African" unions, although their constitutions are flexible to permit membership of all nationalities. They are comparatively young organisations, registered in 1946 and 1948 respectively.

Three unions have a mixed membership of Asian and African members. The remaining three unions are purely Asian, and possess capable officers; with very little difficulty they could develop into competent and efficient organisations. The eight unions claim an approximate membership of 9,000 between them; less than half the members have paid their subscriptions in full: the total of 9,000 is therefore not a correct reflection of the true position.

As experience has shown that the African is finding it extremely difficult to organise trade unions properly, there is a need to introduce some alternative of a simpler nature which can be understood and operated by the majority. Labour relations between employer and employee cannot be



maintained on a satisfactory basis unless both parties have some means by which they can meet and discuss mutual problems. To fill this gap, staff associations are being encouraged ; six staff associations are operating in Mombasa, and two in Nairobi. Such staff associations, encouraged by the local Labour Officer, and operated with sincerity and goodwill by both sides, are proving to be a great success. The experience gained by the workers' representatives on these Councils is invaluable, and provides a good training ground for putting into practice the basic principles of trade unionism.

The African has yet to realise that there is no useful purpose in recognising or granting trade union status to a body of workers merely because they desire it. The worker must also have the capacity for understanding the proper working of trade unionism, otherwise the whole structure is in jeopardy. Without a proper understanding of the basic principles, it can become a very dangerous menace, not only to lawful government, but to the interests of the workers themselves. The organisation in the mass of immature and illiterate people makes the possibility of exploitation by political extremists an easy matter, and there is ample evidence that such a situation exists in Kenya.

#### EMPLOYMENT SERVICES

##### *Immigration for Employment Purposes*

Entry permit applications on employment grounds approved by the Department during 1949 were :

|  |       |
|--|-------|
| British Europeans . . . . .  | 1,746 |
| Other Europeans (excluding Italians employed at<br>MacKinnon Road) . . . . . | 354   |
| Asians . . . . .   | 2,389 |

The majority of these were granted temporary passes for specific appointments valid for different periods not exceeding four years.

##### *European Employment*

Interviews to male applicants for employment averaged 120 per month. It was found increasingly difficult to place unqualified men, particularly those of middle age, whereas the technical man is still much in demand.

The East Africa Women's League's Helping Hand and Employment Bureau continued to handle European and Asian women's employment matters on behalf of the Government, and during the year filled 258 posts out of 543 vacancies notified.

##### *Asian Employment*

The supply of Asian labour, both artisan and non-artisan, was still not up to the demand, though an improvement in this respect was shown over the previous year. The improved labour supply position had the effect of increasing individual output of work. Increasingly large numbers of Asian youths are leaving school each year, and the position is being carefully watched so as to avoid the dangers of unemployment in the future which would arise if immigration were unrestricted.



*Italian Immigration*

The peak figure of 1,450 Italian artisans employed by the War Department on the MacKinnon Road project, which was reached during the year, had run down to approximately 600 by the end of December. The majority of those who left the project returned to Italy, but some 50 have been allowed to remain on in Kenya working for private employers for a further two-and-a-half years, making four years in all.

The total number of Italians, mainly artisans, working with private employers in Kenya on 31st December was 537, all but 83 of whom are on temporary employment passes.

*African Employment*

There is in Kenya both a shortage of labour and unemployment. A certain amount of unemployment is seasonal and local, due to crop failures, but a large proportion of it is due to the unwillingness of the African to accept a job involving manual labour. Applications at African Labour Exchanges for jobs such as clerks, askaris and night-watchmen are always far in excess of the demand, whereas in most cases the applicants are more fitted for, and would have no difficulty in finding, manual work.

African Labour Exchanges during the year filled 13,510 vacancies in employment out of 15,789 notified to them. Of those filled, 1,913 were artisan, 6,102 domestic, 4,455 unskilled, and 1,040 office staff and other non-artisan employment.

*Training*

The Government African Training Centres " B " and " C " at Kabete concluded the training of ex-servicemen during the year. Future intakes at Centre " B " will be, for the most part, direct from the schools. Centre " C " will be chiefly occupied with specialised courses of training for Government and local government servants. The following table shows the numbers completing courses during 1949 :

| <i>Centre " B "</i>         |                |
|-----------------------------|----------------|
| <i>Trade or Occupation</i>  | <i>Trained</i> |
| Carpenters . . . . .        | 141            |
| Masons . . . . .            | 291            |
| Blacksmiths . . . . .       | 26             |
| Tinsmiths . . . . .         | 8              |
| Plumbers . . . . .          | 13             |
| Painters . . . . .          | 38             |
| Vehicle Mechanics . . . . . | 33             |
| Turners . . . . .           | 25             |
| Electricians . . . . .      | 35             |
| Shoemakers . . . . .        | 39             |
| Tailors . . . . .           | 55             |
| Cycle Mechanics . . . . .   | 1              |
| TOTAL . . . . .             | 705            |



*Ex-Servicemen's Training Centre "C", Jeanes School*

| <i>Trade or Occupation</i>                          | <i>Trained</i> |
|---|----------------|
| Social Welfare Workers . . . . .                    | 19             |
| Elementary Teachers (T4) . . . . .                  | 20             |
| Lower Primary Teachers (T3) . . . . .               | 43             |
| Primary Teachers (T2) . . . . .                     | 11             |
| Clerks . . . . .                                    | 63             |
| Bakers . . . . .                                    | 14             |
| Surveyors . . . . .                                 | 6              |
| African Assistant Administrative Officers . . . . . | 11             |
| Co-operative Inspectors . . . . .                   | 24             |
| Health Inspectors . . . . .                         | 8              |
|   | <hr/>          |
| TOTAL . . . . .                                     | 219            |
|   | <hr/>          |

In addition, the Overseas Food Corporation, Tanganyika, accepted 438 Kenya youths for training, mostly as apprentice artisans, and the Kenya Government Departmental Schools took their usual quota of 300-400 from the schools, apart from those taken by the Education Department for training as teachers.

## LABOUR DISPUTES AND THEIR SETTLEMENT

The following table shows the number of days lost in disputes ; workers not attached to trade unions are described as "unorganised labour", and the trade unionists as "organised labour":

*Man Days lost in Industry, Agriculture, Commerce, Etc.*

|                              | 1948   | 1949   |
|------------------------------|--------|--------|
| Unorganised labour . . . . . | 10,885 | 6,594  |
| Organised labour . . . . .   | Nil.   | 18,000 |

*Unorganised Labour*

There were 16 fewer stoppages of work than in 1948. No real labour strikes took place—with four exceptions, none of the stoppages lasted for a period of more than one day ; the majority lasted for not more than a few hours. It is worth noting that, whilst 10,148 workers were involved in the stoppages, only 6,594 man days were, in fact, lost.

The existence of a staff council, or similar method of joint discussion, might in all probability have prevented any stoppage whatsoever. A contributory factor to the stoppages was the implementation of the recommendations of the Salaries Commission. Where private employers failed to follow this trend, there were repercussions and discontent.



*Organised Labour*

*Shoemakers' Workers' Union.* A strike involving approximately 300 (African and Asian) operatives lasted 38 days. Conciliation, under the Trade Disputes (Arbitration and Inquiry) Ordinance, ultimately succeeded, and an agreement concerning wages acceptable to both sides was finally drawn up.

*Transport and Allied Workers' Union.* Due to the unreliable records of the union, it is difficult to estimate the actual numbers of those who participated in the strike, which lasted 15 days. At a conservative estimate, 3,000 man days were lost in road transport undertakings. The stoppage was the result of a protest against municipal bye-laws applicable to taxi drivers and, as such, not a genuine trade dispute.

*Labour Trade Union of East Africa (Sweetmeat Workers' Section).* This union called upon approximately 80 members to stop work as a protest against low wages and unsatisfactory conditions of work. The strike lasted 28 days. As the employers refused to recognise the union, and direct negotiations broke down, the Labour Department intervened, and was in the process of negotiating improved terms of service at the end of the year.

*Labour Trade Union of East Africa (Mechanics' Section).* This union called a strike of 10 employees for one day as a protest against the dismissal of a member whom the union claimed to have been victimised for his trade union membership. A Court of Inquiry was held, under the provisions of the Trade Disputes (Arbitration and Inquiry) Ordinance, as a result of which the union's claim was not upheld.

## FACTORY LEGISLATION

It had been decided to defer further consideration of the proposed factory legislation until a suitably qualified person could be recruited from the United Kingdom, to be responsible for the administration of the legislation after enactment. It was not until early in 1949 that the Government was able to obtain the services of such a person.

Before the end of 1949, a revised draft Factories Bill had been submitted to the Labour Advisory Board, and had received their recommendation to Government that it be published for public criticism. This final draft had been prepared in collaboration with the Governments of Tanganyika and Uganda, and had been considered, within the Colony, by a Factories Committee representing Government Departments and various industrial, commercial and professional interests. It was ready for publication early in 1950.



## Chapter 3 : Public Finance and Taxation

### REVENUE AND EXPENDITURE

Schedules of revenue and expenditure under the main heads for the years 1947 and 1948 are included in Appendices 1 and 2 : schedules for the total revenue and expenditure for the eleven-year period ending on 31st December, 1949, are at Appendix 3.

Expenditure is divided into two parts ; the first is devoted to ordinary expenditure and the second to expenditure relating to development and reconstruction.

#### REVENUE

|  | 1948<br>( <i>actual</i> )<br>£ | 1949<br>( <i>actual</i> )<br>£ |
|--|--------------------------------|--------------------------------|
| Import Duties . . . . .  | 4,193,733                      | 4,873,684                      |
| Excise Duties . . . . .  | 801,308                        | 798,330                        |
| African Poll Tax . . . . .   | 603,004                        | 707,987                        |
| Income, Personal and Estate Taxes                                  | 1,443,625                      | 2,027,259                      |
| Licences, Duties, Taxes, excluding<br>those listed above . . . . . | 1,034,982                      | 1,154,434                      |
| All other sources . . . . .  | 3,335,012                      | 2,649,556                      |
| TOTAL . . . . .  | <u>£11,411,664</u>             | <u>£12,211,250</u>             |

#### EXPENDITURE

|   | 1948<br>( <i>actual</i> )<br>£ | 1949<br>( <i>actual</i> )<br>£ |
|---|--------------------------------|--------------------------------|
| Recurrent :   |                                |                                |
| Expenditure . . . . .   | 5,828,128                      | 7,693,869                      |
| Contributions to High Commis-<br>sion . . . . .                     | 689,712                        | 294,597                        |
| Non-Recurrent :   |                                |                                |
| Expenditure . . . . .   | 3,185,959                      | 1,439,140                      |
| Contributions to High Commis-<br>sion . . . . .                     | 88,566                         | 57,108                         |
| War Expenditure (Civil) . . . . .                                   | 593,159                        | 412,708                        |
| Other Governments' share of Joint<br>Services Expenditure . . . . . | 581,369                        | 418,454                        |
| TOTAL . . . . .   | <u>£10,966,893</u>             | <u>£10,315,876</u>             |



## EXPENDITURE (D.A.R.A.)

|  | 1948<br>(actual)  | 1949<br>(revised estimate) |
|--|-------------------|----------------------------|
|  | £                 | £                          |
| Administrative and General . . . . .       | 9,867             | 8,906                      |
| Town Planning . . . . .                    | 3,349             | 5,000                      |
| Agriculture . . . . .                      | 165,119           | 218,536                    |
| Miscellaneous . . . . .                    | 181,049           | 215,205                    |
| Loans to Local Authorities . . . . .       | 22,250            | 60,000                     |
| Forests . . . . .                          | 37,083            | 74,740                     |
| Posts and Telegraphs . . . . .             | 64,179            | 9,542                      |
| Roads . . . . .                            | 462,702           | 800,986                    |
| Settlement . . . . .                       | 490,813           | 563,931                    |
| Unallocated . . . . .                      | —                 | —                          |
| Veterinary . . . . .                       | 45,771            | 181,525                    |
| Water Supplies . . . . .                   | 102,359           | 231,630                    |
| Buildings . . . . .                        | 1,179,268         | 2,174,501                  |
| Education . . . . .                        | 2,132             | 9,500                      |
|  | <u>£2,765,941</u> | <u>£4,554,002</u>          |
| *Less Credit General Works Staff . . . . . | 110,841           | —                          |
|  | <u>£2,655,100</u> | <u>£4,554,002</u>          |

STATEMENT OF LOAN POSITION OF COLONY AS AT  
31ST DECEMBER, 1948

| <i>Period</i>     | <i>Amount of<br/>Issue</i> | <i>Rate of<br/>Interest</i> | <i>Price of<br/>Issue<br/>per cent</i> | <i>Redeemable</i> | <i>Expenditure<br/>at 31st Dec.<br/>1948</i> |
|-------------------|----------------------------|-----------------------------|--|-------------------|--|
|                   | £                          |                             |  |                   | £  |
| 1928              | 3,500,000                  | 4½                          | 95                                     | 1950              | 3,500,000                                    |
| 1930              | 3,400,000                  | 4½                          | 98½                                    | 1961-71           | 3,382,876                                    |
| 1933              | 305,600                    | 3½                          | 98½                                    | 1957-67           | 305,595                                      |
| 1936              | 375,000                    | 3                           | 100                                    | 1956-61           | 374,120                                      |
| 1945              | 600,000                    | 3                           | 100                                    | 1970-75           | 600,000                                      |
| 1946              | 1,820,000                  | 2¾                          | 99                                     | 1971-76           | 1,820,000                                    |
| (Conversion Loan) |                            |                             |  |                   |  |
| 1946              | 300,000                    | 2⅞                          | 100                                    | 1966              | 86,307                                       |
| (Railway Loan)    |                            |                             |  |                   |  |
| 1948              | 3,710,000                  | 2½                          | 99                                     | 1965-70           | 3,710,000                                    |
| (Conversion Loan) |                            |                             |  |                   |  |
|                   | <u>£14,010,600</u>         |                             |  |                   | <u>£13,778,898</u>                           |

\* It was decided in 1948 that the General Works Staff Vote should be abolished and that staff should be charged to the individual works. In order to effect the necessary readjustment the total expenditure from the General Works Staff Vote in 1946 and 1947, £110,841 was re-allocated, and the amounts shown as expended in 1948 in respect of each item include a proportion of this sum,



Three issues of East African war bonds were offered locally in 1940, 1942 and 1944 respectively for re-loan to His Majesty's Government towards the prosecution of the war, realizing a total sum of £11,582,435. The bonds bear interest at 2½ per cent per annum. The 1940 issue was redeemed on 1st July, 1947. The 1942 and 1944 issues are redeemable 1949 to 1951 to 1954 respectively. As the proceeds were re-lent to His Majesty's Government the Colony's liability to bond-holders at 31st December, 1948, of £8,872,850 is covered by a corresponding liability to the Colony on the part of the Imperial Government.

## SINKING FUND

Sinking Fund contributions are at the rate of one per cent. The Sinking Fund Contribution in respect of the £600,000 1945 Loan is at 2 per cent, and in the case of the £300,000 1946 Railway Loan is based on an amount which, invested at 3 per cent compound interest (interest converted half-yearly), will in 20 years amount to £300,000.

*Allocation of Public Debt and Annual Charges.* The figures showing the position will be found in Appendix 4.

STATEMENT OF ASSETS AND LIABILITIES AS AT  
31ST DECEMBER, 1948

(EXCLUSIVE OF PUBLIC DEBT AND SINKING FUND)

| <i>Liabilities</i>                                  |                    |             | <i>Assets</i>   |                    |             |
|---|--------------------|-------------|-----------------|--------------------|-------------|
|   | £                  | Shs. cts.   |                 | £                  | Shs. cts.   |
| Deposits . . .                                      | 11,150,562         | 7 83        | Investments . . | 14,652,196         | 9 20        |
| Drafts . . .  | 18,476             | 8 30        | Advances . . .  | 2,609,197          | 1 26        |
| Loan Funds—Un-<br>spent Balances                    | 231,702            | 7 45        | Suspense . . .  | 470,374            | 13 71       |
| Excess Profits Tax<br>Fund . . .                    | 1,474,812          | 11 0        | Cash . . . . .  | 1,678,743          | 5 86        |
| Wartime Contin-<br>gency Fund . .                   | 200,000            | 0 0         | Imprest . . . . | 312                | 17 10       |
| Reserve Fund . .                                    | 500,000            | 0 0         |                 |                    |             |
| Suspense . . .                                      | 414,525            | 1 42        |                 |                    |             |
| Development and<br>Reconstruction<br>Fund . . . . . | 1,925,590          | 18 80       |                 |                    |             |
| General Revenue<br>Balance . . . .                  | 3,495,154          | 12 33       |                 |                    |             |
| <b>TOTAL . . . . .</b>                              | <b>£19,410,824</b> | <b>7 13</b> |                 | <b>£19,410,824</b> | <b>7 13</b> |

## CUSTOMS TARIFF

In 1923 identical customs tariffs were enacted in Kenya, Uganda and Tanganyika. There was a revision in 1930, and although rates have been altered from time to time, mainly during the late war, the basic structure remained unchanged until 1946 when surcharges, introduced



with the object of maintaining revenue at as high a level as possible and also to discourage the consumption of commodities which could not be regarded as essential, were incorporated in the basic tariff. In 1947 the rates of duty on tobacco, cigars and cigarettes were doubled with a view to conserving dollar exchange.

The basic fiscal rate is 22 per cent *ad valorem* assessed on the value which is taken as being the price which the goods would fetch on sale in the open market in the Colony if delivered at the port of importation, freight, insurance and all costs, charges and expenses having been paid by the seller. Specific duties are charged on goods which lend themselves to such a form of assessment the more important of such goods being potable spirits, cigarettes, matches and cement. In the case of certain articles such as piece-goods, certain articles of wearing apparel and cycles, minimum specific duties have been fixed as an alternative to an *ad valorem* rate in order to safeguard the revenue against abnormally cheap supplies.

The free list includes the chief development imports such as machinery ; road, rail, air and water transport equipment ; explosives ; insecticides ; agricultural and mining equipment, and certain building materials. Exemption from duty is also allowed in the case of drugs, medicines and disinfectants ; filters ; refrigerators and air-conditioning machinery ; surgical and scientific instruments ; articles imported by schools for educational purposes ; church vestments and decorations and sacramental wine ; music and literature, and bona-fide baggage brought by passengers for personal or household use.

During 1949 the customs tariff was amended in a number of respects. In a majority of cases the object of the amendments was to remove anomalies, and to clarify or give greater flexibility to some of the items following examination of the tariff by the Customs Tariff Advisory Committee appointed under High Commission Notice No. 31 of 31st March, 1949. Among the more important changes was the abolition of the 15 per cent *ad valorem* duty on certain types of motor vehicles used in connection with agriculture or for the carriage of goods. The duty on imported sugar was also considerably reduced.

Provision is made in the tariff for the imposition of what are known as "suspended" duties on certain commodities which are produced and manufactured in one or more of the territories—Kenya, Uganda and Tanganyika. These duties may be imposed, varied or revoked unilaterally, thus allowing a modified control by each territory over the degree of protection afforded to a number of the local products.

By a tripartite Customs Agreement in 1927, a system of inter-territorial transfers of imported goods was introduced between Kenya, Uganda and Tanganyika. The effect of this agreement is virtually to remove customs barriers between the three territories, the duty being credited to the receiving territory by a transfer form procedure.

The Congo Basin Treaty obligations prevent the grant of imperial preference.



## EXCISE DUTIES

Certain locally manufactured goods are liable to excise duties. The following table sets out the rates collected during 1949 :

| <i>Commodity</i>                | <i>Rate</i>   |
|---------------------------------|---|
| Sugar . . . . .                 | Shs. 2.24 per cwt.  |
| Tea . . . . .                   | .15 per lb.   |
| Cigarettes and Cigars . . . . . | 8.00 per lb.  |
| Tobacco . . . . .               | 7.00 per lb.  |
| Beer . . . . .                  | Shs. 120.00 per 36 galls. of<br>wort of a specific gravity<br>of 1,055 degrees or <i>pro rata</i> |

## STAMP DUTIES

The revenue derived from stamp duties collected departmentally during the year ending 31st December, 1949, amounted to £279,624. A figure in respect of "write back" on stamps sold by the Post Office for revenue purposes has not yet been agreed, but based on past experience, it should be in the region of £18,300. The total stamp duty for 1949 will therefore be approximately £297,900, which compares with £274,017 for the year 1948. There would appear to be grounds for concluding that the boom of the past few years is gradually coming to a halt.

The principal items of duty for the year 1949 were :

|                                 |          |
|---------------------------------|----------|
| Cheques . . . . .               | £43,799  |
| Transfers . . . . .             | £109,798 |
| Company Share Capital . . . . . | £69,081  |

These figures represent cheques to the number of over 4½ million ; land transfers to the capital value of nearly £5½ million ; and new company share capital of nearly £14 million.

## AFRICAN POLL TAX

Under the provisions of the Native Poll Tax Ordinance, 1942, a poll tax is levied on every adult male African. In 1949, the basic rate of tax was Shs. 15, but in accordance with the usual practice there were local variations to suit the differing means of the inhabitants. The rate of tax varied from Shs. 6 in the case of the Turkana tribe to Shs. 17 in the case of the Masai. In addition to this poll tax, the whole proceeds of which accrued to the central government, every male African residing within the jurisdiction of a Local Native Council paid a Local Native Council rate which varied locally from Shs. 3 to Shs. 9. Those Africans residing in areas in which no Local Native Council was established paid a poll tax of Shs. 17, Shs. 2 of which were credited to the Native Trust Fund.

In the native areas the bulk of the tax was collected by chiefs who handed over the proceeds at frequent and regular intervals to District Revenue Officers or District Officers on tour. Elsewhere, tax was collected by Revenue Officers often with the considerable assistance of employers.



There was an innovation in 1949 whereby, under legislation specially enacted for the purpose (Native Poll Tax (Municipalities) Ordinance, 1948), every African residing within the Municipalities of Nairobi and Mombasa who had not already paid tax and Local Native Council rate in his own native land unit was obliged to pay in lieu of the basic rate of native poll tax payable elsewhere, a special tax of Shs. 22 (Shs. 20 in the case of those Africans paying in Mombasa who were of Coast origin). The intention behind this new legislation was that the municipalities should receive something from Africans in return for the services provided for them. The method of apportionment has been decided as follows :

|                                    |            |
|------------------------------------|------------|
| The Government . . . . .           | Shs. 15.00 |
| The Native Trust Fund . . . . .    | 2.00       |
| The Local Native Council . . . . . | 2.50       |
| The Municipality . . . . .         | 2.50       |

There was much discussion on the question of the introduction of a graduated tax for Africans as it was apparent that the common poll tax would not continue to suit the rising standards of African economic development. There are great difficulties, however, in the way of assessing and collecting a graduated tax where property consists largely of agricultural produce, and incomes are derived from trading outside the normal channels. Though there is a fairly widespread feeling that some form of wealth tax must be introduced, the problems associated with it, for the most part, require detailed study.

The annual yield from the native poll tax has been :

|                |                      |
|----------------|----------------------|
| 1947 . . . . . | £549,216             |
| 1948 . . . . . | £603,004             |
| 1949 . . . . . | £637,500 (estimated) |

#### INCOME TAX

Income tax is charged in Kenya in accordance with the Income Tax Ordinance. Residents are assessed on income accruing in, derived from or received in East Africa, and non-residents on income accruing in, derived from or received in Kenya and in each case after deducting any allowance which may be due.

The personal allowances for resident individuals are as follows :

(a) *Single* : £200, but where the total income exceeds £200 the allowance is reduced by £1 for every £4 by which the total income exceeds £200.

In the case of a widow or widower maintaining children the allowance is fixed at £200 irrespective of the income.

(b) *Married* : £350. The allowance is not affected by the amount of total income.

(c) *Children* : £80 for the first child and £40 for each of the next three. The maximum allowance is £200. "Child" includes a step-child or adopted child maintained within the year preceding the year of assessment, who was either under the age of 16, or



if over the age of 16 at any time within that year was receiving full-time instruction at any university, college, school or other educational establishment or was serving under articles or indentures with a view to qualifying in a trade or profession. No deduction in respect of a child is allowed if the income of the child in his own right apart from income arising from a scholarship, bursary, etc., exceeds £75 per annum. The amount of the deduction may be increased by an amount not exceeding £50 (maximum four children) when the child is being educated.

- (d) *Dependent Relative* : The amount expended on the maintenance of a dependent relative is allowed up to a maximum of £60 provided that the total income of the relative does not exceed £150. Where two or more persons contribute to the maintenance of the relative the total allowance up to £60 is divided between the contributors.
- (e) *Life Assurance etc.* : Relief is granted up to £200 of premiums at a rate not exceeding Shs. 5 in the £, and at a rate of Shs. 2/50 in the £ on the remainder up to one-sixth of the total income on the annual insurance premiums paid by the taxpayer on his life or that of his wife or the annual contributions made by him to the Widows' and Orphans Pension Fund or other approved Fund. Insurance premiums allowable are not to exceed 7 per cent of the capital sum insured.
- (f) *Age Relief* : A deduction is allowable in certain circumstances for taxpayers in the lower income tax groups where the taxpayer proves to the satisfaction of the Commissioner that in the year immediately preceding the year of assessment he maintained a wife aged 55 years or more or that he himself had attained the age of 60 years. In the case of a woman separately assessed the appropriate age is 55 years. The maximum of this allowance is £200.

The rates of tax at present in force are :

- (a) *Persons other than individuals* : That is, companies, trusts, etc.—  
Shs. 4 in the £.
- (b) *Resident individuals* : Income tax and surtax are payable in accordance with the Third Schedule of the Ordinance which is in the form of a ready reckoner. The Third Schedule has the effect of charging the first £400 of chargeable income at Shs. 1/50 plus one-eighth of a cent up to Shs. 3 in the £ at £1,600, any excess being charged separately at Shs. 5 in the £. Surtax is charged at 25 cents plus one-eighth of a cent on the excess of the income over £2,000 up to a maximum of Shs. 2.125 in the £ at £3,500; thereafter there is a separate charge at Shs. 4 in the £ plus one-twentieth of a cent up to a maximum of Shs. 7 in the £ at £9,500; thereafter the next £10,500 at Shs. 10 in the £; the next £30,000 at Shs. 10/50 in the £ and the excess thereafter at Shs. 11 in the £.
- (c) *Non-resident individuals* : Personal deductions are allowed by rules under section 25 of the Income Tax Ordinance, 1940, to British



subjects or individuals chargeable in respect of a pension for past services.

If the individual is not resident in the United Kingdom during the whole year preceding the year of assessment, the following deductions are allowed :

- (i) Exemption from the provisions of the Income Tax Ordinance in respect of one-half of the amount of any earned income where that income does not exceed £500, and £250 of such income where it exceeds £500.
- (ii) Deductions on a graduated scale where the income chargeable does not exceed certain limits. The deductions are calculated as follows :

£100 in the case of a single individual ;

£130 in the case of an individual who, if resident, could claim a deduction under section 24 of the Laws ;

one-quarter of the amount of any income, other than earned income, whether accrued in, derived from or received in the Colony or not ;

provided that the total deductions to be allowed shall be reduced by £2 for every £1 by which the total income (world income) exceeds the amount of the deductions ; and provided further that where the total income includes earned income not accrued in, derived from or received in the Colony, the amount of such earned income shall for the purpose of computing the total deductions be reduced by one-half or by the amount by which the earned income chargeable to tax is less than £250, whichever is the less.

If the individual is resident in the United Kingdom during the whole of the year preceding the year of assessment the following deductions are allowed :

£160 in the case of a single individual ;

£216 in the case of a married man ;

£60 for each child ;

plus one-quarter of the total deductions or one-fifth of the amount of any earned income, whichever is the less ;

provided that the total deductions to be allowed shall be reduced by £2 for every £1 by which the total income (world income) exceeds the amount of the deductions.

The rates of tax payable by non-resident individuals are as follows :

(a) Where the chargeable income does not exceed £800 : at the rate of Shs. 2 for every £ of chargeable income.

(b) Where the chargeable income exceeds £800 : at the rate applicable to resident individuals.

In addition, an annual personal tax, based on income, is payable by individuals other than Africans, as follows :

Where the individual's total income does not exceed £60 . Shs. 20

Where the individual's total income exceeds £60 but does not exceed £120 . . . . . Shs. 40

Where the individual's total income exceeds £120 . . . . . Shs. 60



The following exemptions are provided :

- (a) every individual who has not attained the age of 18 years ;
- (b) every woman whose personal income does not exceed £120 per annum ;
- (c) every married woman living with her husband.
- (d) every individual on a temporary visit to the Colony, provided he is not the owner or lessee of land in the Colony, and is not engaged in any employment or business in the Colony, and has no pecuniary interest in any business or enterprise conducted or carried on in the Colony.

European residents are required to pay a hospital contribution dependent on income of Shs. 5, Shs. 10 or Shs. 20 according to the total income for personal tax purposes, together with a contribution of Shs. 8 for every £25 of chargeable income (as computed for income tax purposes) on the first £250 of chargeable income and Shs. 8 for every £50 of chargeable income over that figure.

#### ESTATE DUTY

The assessment and collection of estate duty in the Colony and Protectorate is governed by the Estate Duty (Consolidation) Ordinance, 1926 (as amended). Estate duty is assessed and collected by the Registrar-General as Assistant Estate Duty Commissioner, reference being made to the Board of Estate Duty Commissioners where circumstances so require.

The table at Appendix 6 indicates the amounts collected over the last few years. The rate of collection begins at 1½ per cent for estates of £1,000 and is on a graduated scale thereafter as follows :

|            |   |   |             |
|------------|---|---|-------------|
| £5,000     | . | . | 2½ per cent |
| £20,000    | . | . | 5 per cent  |
| £90,000    | . | . | 10 per cent |
| £200,000   | . | . | 15 per cent |
| £1,000,000 | . | . | 25 per cent |

## Chapter 4 : Currency and Banking

#### BANKING

The following banking institutions are established in the Colony :

- (a) The National Bank of India Ltd., with branches at Mombasa, Nairobi, Nakuru, Kisumu, Kericho and an Agency at Sotik.
- (b) The Standard Bank of South Africa Ltd., with branches at Mombasa, Nairobi, Nakuru, Kisumu, Eldoret, Kitale, Nanyuki, Nyeri and an Agency at Thika.
- (c) Barclays Bank (D. C. & O.), with branches at Nairobi, Mombasa, Nakuru, Eldoret, Kisumu, Kitale and Thomson's Falls.

The Land and Agricultural Bank of Kenya, with a capital of £726,500 provided by the Government, makes advances to farmers under the provisions of the Land Bank Ordinances. Up to 31st December, 1948, the Land Bank had made 1,952 advances aggregating £2,050,903 of which £894,484 was still out on loan.



The Land Bank also acts as financial agent for the Government in the affairs of various bodies including the Board of Agriculture and the African, Indian and Arab Settlement Boards.

## CURRENCY

The standard coin is the East African shilling (silver and cupro-nickel) with subsidiary coinage of 50 cents (silver and cupro-nickel) and 10 cents, 5 cents and one cent (bronze). A note issue is maintained and notes of the following denominations are in circulation :

Shs 10,000, 1,000, 200, 100, 20, 10, 5, 1.

The currency is controlled by the East African Currency Board, London, which replaced the old local Board of Currency Commissioners in 1921. The Board is represented in the Colony by local currency officers.

## CIRCULATION OF COIN AND NOTES AS AT 31ST DECEMBER, 1949

| Coin         | Denomination | Amount             |      |      |
|--------------|--------------|--------------------|------|------|
|              |              | £                  | Shs. | cts. |
| Copper       | 1 cent       | 38,418             | 2    | 10   |
|              | 5 cents      | 74,073             | 9    | 00   |
|              | 10 cents     | 154,512            | 17   | 90   |
|              |              | <u>£267,004</u>    | 9    | 00   |
| Silver       | 50 cents     | 164,467            | 2    | 00   |
|              | Sh. 1        | 1,069,194          | 14   | 00   |
|              |              | <u>£1,233,661</u>  | 16   | 00   |
| Cupro-nickel | 50 cents     | 10,364             | 17   | 50   |
|              | Sh. 1        | 77,607             | 6    | 00   |
|              |              | <u>£87,972</u>     | 3    | 50   |
| Notes        | Sh. 1        | 22,616             | 6    | 50   |
|              | 5            | 2,262,059          | 12   | 50   |
|              | 10           | 3,160,556          | 15   | 00   |
|              | 20           | 6,173,969          | 0    | 00   |
|              | 100          | 4,636,555          | 0    | 00   |
|              | 200          | 180                | 0    | 00   |
|              | 1,000        | 57,200             | 0    | 00   |
| 10,000       | 1,619,500    | 0                  | 00   |      |
|              |              | <u>£17,932,636</u> | 14   | 00   |

*Note.* The circulation figures of coin are only in respect of Kenya.



The circulation figures of notes are in respect of East African Currency Basin (Kenya, Uganda, Tanganyika and Zanzibar), Occupied Territories Administration, and Somaliland.

## Chapter 5 : Commerce

Separate total import statistics have not been compiled in the past for Kenya, so that true comparisons are not possible with previous years, but the "net retentions" figures given below indicate the increased import trade.

The total value of goods imported into and retained in Kenya in 1949 amounted to £35,913,707 compared with £27,464,086 in 1948, an increase of £8,449,616 or 30 per cent. The value of the total imports into Kenya, including transfers from Uganda and Tanganyika was £54,123,277, of which £27,821,349 represented imports from the United Kingdom.

It is not the practice of this review to give detailed statistics relative to imports and exports, as these will be found in the Annual Trade Report of Kenya, Uganda and Tanganyika published by the Government Printer, Nairobi, but the following were the main importations during 1949 :

| <i>Article</i>   | <i>Value</i><br>£ |
|--|-------------------|
| Cotton piece-goods . . . . .                             | 8,418,015         |
| Vehicles and transport equipment . . . . .               | 7,491,731         |
| Base metals and manufactures thereof . . . . .           | 7,468,986         |
| Machinery, apparatus and appliances . . . . .            | 6,984,765         |
| Products for heating, lighting and power . . . . .       | 5,943,817         |
| Non-metallic minerals and manufactures thereof . . . . . | 2,069,933         |

Exports of domestic produce from Kenya during 1949 amounted to £10,964,134 as compared with £11,369,923 in 1948, a decrease of £405,789 or 3.5 per cent. The principal items exported were coffee, sodium carbonate, wattle extract, hides, skins and leather, sisal, tea, and pyrethrum, and in 1949 these items represented 75 per cent of the total domestic exports.

The above figures indicate that there was a considerable increase in the adverse balance of trade during 1949. In considering this matter, however, there are certain factors which must be taken into account. First, and of the greatest importance, is the fact that Kenya has a common currency with Tanganyika and Uganda which means that, in terms of the balance of payments, East Africa as a whole must be considered in relation to the rest of the world, not Kenya, Uganda or Tanganyika individually. It has also been estimated that during 1949, the Kenya tourist and passenger transit trade was worth not less than £3,000,000. In addition, owing to its geographical position, Kenya, and Nairobi in particular, accommodates the main offices providing essential services for many business firms and organisations operating on an inter-territorial



basis. Mombasa, the port of Kenya, is also the port of Uganda and part of Tanganyika, and, through the services provided to those territories and ships using the port facilities, earns invisible exports for Kenya. Considerable sums are spent each year in the Colony by members of His Majesty's Forces and Government employees serving other territories as well as Kenya. In recent years there has been a very considerable investment of capital from outside sources which has resulted in the importation of large amounts of capital goods required for development purposes. Kenya is becoming increasingly popular as a place of residence for a number of retired people, many of whom have claims on resources outside Kenya, such as pensions, which are then largely spent in the Colony. Moreover, capital goods for replacement were generally in better supply and there were substantial deliveries of such goods which had been on order, in some cases, for several years: the heavy investment of capital in Kenya during the past few years also resulted in large deliveries for the development and inauguration of new enterprises.

The year has seen a considerable relaxation in imports control of goods from soft currency sources, although the expenditure of hard currency has been very strictly controlled. As the result of bilateral agreements negotiated by His Majesty's Government in the United Kingdom, it has been possible to obtain goods in considerable quantities from a number of countries and in particular Japan and Germany. There is evidence that many firms are holding heavy stocks particularly of cotton piece-goods. It has also been found possible to effect a considerable relaxation in the control of exports and a system has been adopted whereby licences are only required for specific scheduled items. The increased availability of motor vehicles from the United Kingdom and other soft currency sources has made it possible to remove a wide measure of Motor Vehicle Control over imports from these sources. Building control has been abolished except in regard to metal piping, which is not yet in free supply and may not be used in the construction of certain types of non-essential buildings. The supply position is improving, however.

During the year there have been difficulties in regard to the supply of cement, sugar, rice and ghee. Although 136,250 tons of cement were imported for use in Kenya and Uganda as against an estimated minimum requirement of 120,000 tons, a large proportion of this amount arrived within a short period and a serious congestion was caused in the port of Mombasa. This resulted in a great strain on the resources of the railway in clearing stocks and necessitated the imposition of restrictions on the amount of cement which could be carried in any one bottom. This was fixed at 1,500 tons and resulted in a falling off of supplies causing a considerable local shortage towards the end of the year. The supply of the other commodities mentioned was affected by adverse climatic conditions in the East African territories, and whereas Kenya is never self-supporting in these items, and normally obtains the balance of its requirements from Uganda or Tanganyika, it was not possible to make sufficient supplies available and arrangements were made for the importation of both sugar and rice from other sources.

Much consideration was given, both by the commercial community



and the Government, to price control policy, and it was found possible to introduce a considerable measure of relaxation.

Devaluation of the pound caused some anxiety and hesitancy, but on the whole the placing of orders was not materially affected in so far as could be judged from goods subject to specific import licensing. It is not yet possible to ascertain the full effect of devaluation on the cost of living and production costs, but there is no doubt that it will be considerable.

## Chapter 6 : Production

### AGRICULTURE

The principal agricultural products of Kenya are maize, wheat, barley, oats, sorghum, millets, beans, peas and other legumes, coffee, tea, sugar, pyrethrum, essential oils, groundnuts, sesame (simsim), copra, cotton, sisal and wattle. All cereals are grown as farm crops both by Europeans, on estates of varying size, and by African peasant holdings. Maize is the only cereal which is grown to any appreciable extent by both Europeans and Africans, this particular crop being met with under a very wide range of climatic and soil conditions from sea level to over 7,000 feet.

Wheat is a cereal grown at high altitude mainly by European farmers, but a small quantity is produced by Africans in suitable areas. Barley, both for malt and feeding, and oats, for milling and feeding, are grown to a lesser extent by European farmers only but, apart from malting barley, these crops are not to any great extent disposed of off the farm. Sorghums and millets are almost entirely grown by Africans as staple food crops, the type of sorghum or millet varying with the differing soils and climatic conditions of the Reserves. Apart from local exchange in food markets and occasional demands through food shortage in other areas, these latter cereals seldom reach any organised markets.

Beans, peas and other legumes such as grams, pigeon peas and cow-peas are grown mainly by Africans both for food and for sale as cash crops. A considerable export trade was built up before the war in beans of the Canadian Wonder and Haricot types, but internal consumption now takes up the whole crop. There is also a large external trade in beans for human food and some European farmers grow supplies for consumption by African labour on the farm.

Coffee and tea are plantation crops which are grown both for local consumption and for export. Arabica coffee is grown almost entirely by Europeans, both by individuals and by companies, each plantation operating its own pulping station. It is also grown on a small but increasing scale by Africans on small plantations grouped around co-operatively owned pulping stations. The greater proportion of the coffee produced is exported.

Tea planting is still entirely in the hands of European plantation owners either individual or companies, some of the latter being subsidiaries or associations of large companies with world wide interests, but tea planting by Africans is contemplated in the near future. As with coffee the greater proportion of tea produced is exported but in the case



of the latter it is expected that an increasing proportion of the production will be consumed locally, since consumption particularly by the African tends to increase.

Sugar is essentially a plantation crop and is grown commercially by a few European and Asian companies each with large plantations and factories. Some cane is also grown by Asian farmers in an area serving a factory of one of the big companies. Most of the sugar produced is consumed in East Africa. Apart from this commercial production in plantations, sugar cane is widely grown by Africans for domestic consumption.

Pyrethrum is grown by European farmers generally in conjunction with some form of mixed farming. There are also a few African growers and it is anticipated that these will increase in the near future. The product is almost entirely exported and during the war years was one of the Colony's most valuable individual exports.

Essential oils are produced by a few European farmers who have specialised in this line. The products are very valuable in limited quantities, but over-production could cause marked fluctuations in market prices and no immediate expansion in production is anticipated.

Groundnuts and sesame (simsim) are essentially African crops. Nuts and seed may be exported as such or purchased by local mills where the oil is expressed for both local consumption and for export. The residual cake is used locally for stock-feed. Most of the present production of groundnuts and sesame is, however, consumed by the growers.

Copra is produced by Arabs and Africans on plantations in the coastal belt, the total production being purchased by local mills. The coconut oil is consumed locally.

Cotton is grown only by African peasant farmers who sell the seed cotton to central ginneries which are mainly Asian owned. The ginned fibre is all exported and cotton seed may be exported or used locally for stock-feed or other purposes.

Sisal is grown only as a plantation crop on a large scale by European companies. The fibre has been one of the most valuable individual exports of the Colony during and since the war years. A small quantity of fibre is used in a local factory which makes bags and rope.

Wattle bark is produced mainly by African peasants and also to some extent by European farmers. The bark is sold to a few central factories which export it either in baled form or as an extract.

#### *Production in 1949*

Once again the world shortage of cereals has made it necessary for Kenya to do its utmost to render East Africa self-supporting in staple foodstuffs. Cereal production has continued to be stimulated by the implementation of the Increased Production of Crops Ordinance 1942. In this Ordinance prices for certain commodities and minimum returns per acre are guaranteed by the Government in certain conditions. No additions were made to the Crops Schedule in this Ordinance and for major cereals—wheat, maize, barley and oats—the guaranteed minimum return was Shs. 60 per acre. For linseed the guaranteed return was



Shs. 65 per acre. Marketing continued to be organised under the system of crop controls set up during the war in both European and African areas. Coffee, sisal and pyrethrum were exported under contracts which provided the advantage of guaranteed prices to the growers. The organised marketing in native areas again provided guaranteed prices to growers for cereals, oil seeds and cotton.

The maize crop in European areas produced 944,607 bags\* from 120,925 acres, an average yield of 7·81 bags per acre, together with 111,280 bags of squatter maize. Production and acreage were higher than in the previous season and the more favourable growing conditions were reflected in an increase of over one bag per acre in the average yield. Owing to the need for maximum production many areas are continuing to grow maize on land which, because of decreasing fertility, should no longer be under the plough. A favourable season in the Nyanza Province produced a surplus of 808,798 bags, but the marketed surplus in the Central Province declined to 122,798 bags.

The wheat crop was most satisfactory with an average yield for the Colony of 5·09 bags per acre. Total acreage increased to 199,073 acres whilst total production rose to 1,014,402 bags, which is a record. As with maize Nakuru produced a satisfactory crop with an average yield of 5·81 bags per acre and conditions in the Uashin Gishu improved, the average yield being 4·43 bags per acre.

Good yields of barley and oats were obtained; 82,688 bags of barley being reaped from 13,102 acres and 87,010 bags of oats from 13,413 acres.

The sorghum and millet crops improved and 21,074 bags of sorghum and 54,948 bags of millet came on the market as surplus requirements.

The 1948-49 coffee season was most unfavourable. Total production amounting to 6,562 tons as compared with 14,075 tons from the previous season. Four thousand, five hundred and fifty-nine tons were delivered to the Ministry of Food.

Tea production (partly estimated) for 1949 amounted to 11,974,145 lb., as compared with 10,025,070 lb., for the previous year. The season was unfavourable, being comparable to the previous one, a long cold season following a prolonged drought.

Pyrethrum improved very slightly over the previous season. Deliveries of dried flowers to the Agency amounted to 1,581 tons (this increase includes 150 tons received from Tanganyika) as compared with 1,507 tons on 23,000 acres for the previous season.

The oil seeds industry continued in a very much similar state to the previous season. Produce Control bought 17,003 bags as compared with 17,362 bags in the previous season. There was no sign of recovery in sesame (simsim) production, only 924 bags having been bought by Produce Control.

Cotton production improved slightly, weather conditions on the whole being favourable to this crop. The total output of ginned cotton amounted to 9,591 bales as compared with 4,860 bales in 1947-48; approximately a quarter of this production was from the Coast Province.

The production of sisal which is the Colonies' greatest dollar earner

\* A bag is about 200 lb.



was 36,021 tons as compared with 34,649 tons (fibre, tow and flume) in 1948.

## ANIMAL HUSBANDRY

Early in 1949 the European livestock industry of the Colony was exposed to the imminent danger of a widespread outbreak of rinderpest, following the appearance of defects in the attenuated rinderpest virus which had been safely used as an immunising agent for over ten years. The European farming area had been virtually free from rinderpest for five years; many stockowners had, therefore, discontinued the practice of regularly immunising their stock, and very large numbers of fully susceptible cattle were exposed to infection when rinderpest appeared, almost simultaneously, on 20 widely scattered farms.

For several months the demand for rinderpest vaccines and sera was greater than could be met by the veterinary laboratories at Kabete, but the situation steadily improved and by the end of the year the European Settled Areas were once again free from rinderpest.

In the native areas the danger was less grave, because regular annual inoculations against rinderpest had been carried out for many years, and no large concentrations of susceptible stock had accumulated. Only in the Masai country did rinderpest threaten to get out of hand, and although infection in game and in cattle in some of the native areas still persisted at the end of the year, the danger of a countrywide conflagration had by then been averted.

The spread of contagious bovine pleuro-pneumonia which occurred in 1948 was successfully arrested during the course of 1949, and although it proved difficult to eradicate the disease from the infected herds, no new outbreaks occurred among European stock outside the Nairobi area.

Trypanosomiasis and east coast fever continue to hinder the expansion of the livestock industry, while the infertility diseases of dairy cows remain the major cause of low production. In areas where further expansion of the artificial insemination services proved possible, definite progress in the control of the breeding diseases was achieved.

The rapid expansion of the livestock industry on the European farms during the last ten years is revealed by the following figures:

|                                     | 1938    | 1948    |
|-------------------------------------|---------|---------|
|                                     | £       | £       |
| <i>Livestock on European Farms:</i> |         |         |
| Cattle . . . . .                    | 307,000 | 588,000 |
| Sheep . . . . .                     | 297,000 | 262,000 |
| Breeding Pigs . . . . .             | 2,100   | 8,000   |
| Horses . . . . .                    | 2,500   | 6,200   |
| Poultry . . . . .                   | 66,000  | 253,000 |
| <i>Export Values:</i>               |         |         |
| Bacon and Ham . . . . .             | 13,200  | 43,200  |
| Butter . . . . .                    | 88,800  | 224,400 |
| Wool . . . . .                      | 51,600  | 91,200  |
| Hides . . . . .                     | 124,800 | 354,000 |
| Skins . . . . .                     | 61,200  | 566,400 |



In addition to the substantial increases in the value of exports of animal origin, internal consumption has enormously increased during recent years.

The production of veterinary biological products reverted from the East African Veterinary Research Organisation to the Kenya Veterinary Department in April; a total of over 7,300,000 doses of various vaccines was issued from the Kabete laboratories during the course of the year.

Fencing of the Nakuru-Mogotio and Isiolo-Nanyuki stock routes and outspans progressed favourably, and a start on the fencing of the Samburu-Thomson's Falls route was made. A total of 152 miles of fencing on these routes is now completed.

Good progress was made in the establishment of the new livestock improvement centres which are being established to serve the Giriama, Kisii, Kipsigis and Meru tribes, but delays over the acquisition of land have made it impossible to start work on the new centre for the Nyeri district.

The pasteurising plant at Mariakani, for the treatment of milk produced by Africans for sale in Mombasa, was brought into use in November, and has been handling an average of 1,200 gallons of milk daily.

Importations of stock from overseas totalled 228 cattle, 29 horses, 13 pigs and 423 poultry during the year, while very large numbers of day old chicks and hatching eggs were imported by air. Subsidies amounting to 60 per cent of the cost of sea freight and stall continued to be payable to the importers of pedigree bulls, and a total payment of £3,834 for 64 bulls imported during 1948 was distributed.

Another very successful agricultural show was held at Nakuru in September, with over 600 entries in the cattle section. Development of the new Nairobi show ground, to be known as Mitchell Park, has reached the stage at which it is now possible to plan for the first show to be held in 1951.

#### FORESTRY

The Forest Department controls the Crown Forest Estate of the Colony and also certain Native Forests and was fully employed in the dual operations of forest protection and forest development.

The main feature of the Department's development policy is the planting of not less than 6,000 acres of softwood plantations annually. The final target set is for 200,000 acres of plantations of such species in 30 years' time. This is an extremely important part of the Forest Department's functions and should lead in the future to a considerable increase in the wealth of the Colony and also to increased export markets being obtained.

During the year the proposal made by Mr. Marquand, Paymaster-General of the British Government, that planting should be accelerated and increased in view of its importance to the Commonwealth as a whole, was under active consideration and towards the end of the year a committee headed by Mr. Hiley, late Forest Economist of Oxford University, started an economic investigation of the whole problem of Kenya forestry.



The timber production of the Colony can be classified under two main headings of soft and hard woods. The principal softwoods are *Podocarpus gracilior* and *Podocarpus milanjanus*, cedar (*Juniperus procera*) and cypress (*Cupressus sp.*), the last named being an exotic and produced from plantations. The main types of hardwoods are olive (*Olea hochstetteri*), Mueri (*Pygeum africanum*) and camphor (*Ocotea usambarensis*).

The total of log timber cut from the forest in 1949 was 4,499,131 log cubic feet (Hoppus measure) of softwoods of which 57 per cent was podo, 29 per cent cedar and 12 per cent cypress. In addition 508,081 log cubic feet of cedar were cut for the manufacture of pencil slats. The total amount of hardwoods cut was 983,585 log cubic feet (Hoppus measure), but there is no one species cut more than any other.

The production of fuel during the year was 19,935,230 stacked cubic feet, of which 12,164,313 was supplied to the East African railways and harbours.

In addition to timber and fuel the following forest products were also supplied :

|                               |            |              |
|-------------------------------|------------|--------------|
| Mangrove poles . . . . .      | 710,572    | number       |
| Other poles . . . . .         | 5,761,211  | running feet |
| Bamboos . . . . .             | 19,075,605 | „ „          |
| Withies . . . . .             | 50,804     | headloads    |
| Plants . . . . .              | 1,439,565  | number       |
| Mangrove bark . . . . .       | 237        | tons         |
| Cedar bark shingles . . . . . | 304,746    | number       |
| Fence posts . . . . .         | 468,753    | cubic feet   |

The Forest Department, which is controlled by the Conservator, is divided into six divisions each under an Assistant Conservator of Forests also known as the Divisional Forest Officer, who is responsible for all silvicultural exploitation and general management in his division. The latter are further split up into stations where a forester or assistant forester, or occasionally a junior Assistant Conservator of Forests, is in charge.

Most of the log timber is marked and measured on a royalty basis per Hoppus cubic foot, but a few of the sawmillers are charged on an output royalty basis. Twenty-eight of the 40 sawmillers operating in the forest reserves are members of the East African Timber Co-operative Society Ltd., which is mainly a marketing organisation but also owns some mills.

The Timber Control is still in force regarding the export of timber and certain powers in this respect have been delegated to the Conservator of Forests, who is now the Deputy Timber Controller for Kenya. He is charged with the duty of controlling export by means of permit in order to ensure that the local demand is fully satisfied before unlimited export is allowed. The export of first and second quality is allowed, however, and considerable numbers of podo shorts were also exported during the year to the United Kingdom.

Forest development in plantations is still being maintained and increased, as is shown by a total of about 10,000 acres of all species planted of which 7,000 acres were softwoods.



The following were extracted from the plantations during the year :

|                     |           |                         |
|---------------------|-----------|-------------------------|
| Softwoods . . . . . | 548,213   | log cubic feet (Hoppus) |
| Hardwoods . . . . . | 57,723    | ” ” ” ”                 |
| Fuel . . . . .      | 5,851,571 | stacked cubic feet      |
| Poles . . . . .     | 4,795,965 | running feet            |
| Withies . . . . .   | 26,450    | headloads               |

The following forest products were exported during the year :

|                          |         |            |
|--------------------------|---------|------------|
| Pencil slats . . . . .   | 214,642 | cubic feet |
| Cedar . . . . .          | 1,271   | ” ”        |
| Podo . . . . .           | 198,042 | ” ”        |
| Hardwoods . . . . .      | 108,328 | ” ”        |
| Plywood . . . . .        | 4,800   | ” ”        |
| Floor blocks . . . . .   | 30,344  | ” ”        |
| Mangrove poles . . . . . | 78,000  | score      |
| Poles . . . . .          | 500     | ”          |
| Mangrove bark . . . . .  | 292     | tons       |
| Woodfuel . . . . .       | 415     | ”          |
| Charcoal . . . . .       | 414     | ”          |

amounting to £291,515, plus manufactured articles valued at £400.

#### FISHERIES

The fisheries of the Colony are divided into four sections.

##### *Rivers*

These are the high altitude rivers of the Colony including all rivers stocked with trout. The trout rivers are the responsibility of an assistant fish warden in charge of 32 African fish scouts and assisted by 34 honorary fish wardens. The year was one of very small rainfall in the Mount Kenya and Aberdare Range areas which also had a bad spawning year, and this will have repercussions on the stock of trout in 1951 and 1952.

The whole of the building, equipment, roads, ponds, water ways, etc., of the River Research Station and the Kabaru Trout Hatchery Rearing Ponds, have now been completed and are fully at work. The biologist in charge of the River Research Station completed two years of investigation and is writing a full report of his work.

The new hatchery superintendent arrived in June and took up his duties. Various scientific workers and members of scientific expeditions used the laboratory during the year, and the number of visitors was nearly 800. The hatchery distributed 19,000 trout of various sizes during 1949. Further work was done, in co-operation with the Medical Department, on the rehabilitation of the rivers which had been dosed by D.D.T. to eliminate the larva of simulium fly. The work was in the nature of an experiment to determine whether rehabilitation could be effected by the activity of underwater life.

##### *Inland Waters, Lakes, Dams, Ponds, etc. (excluding Lake Victoria)*

*Lake Baringo.* A concession was given to catch crocodiles on this lake. During the year 1,260 crocodiles were captured. The native fishing for tilapia was considerably reorganised. The Local Native Council made a profit of £110 on a total expenditure of £521. The total number of



fish caught was 269,560 of a total weight of 90.2 tons and a value of £2,695. During October the biologist and the superintendent of the Fish Culture Farm made a survey of the fishery prospects of the lake and a full report was submitted.

*Lake Rudolf.* A small fishery is still operating on the lake under European supervision. During the year the lake has been visited by a number of persons wishing to set up a fishery, but so far serious and definite proposals have not been made for its exploitation.

*Dams, Ponds, etc.* The new superintendent of the Fish Culture Farm arrived in January, 1949, and found a suitable site for an Experimental Fish Culture Farm near to Sagana River Station and situated at the junction of the Ragati River with the Sagana River. At first the local Africans were not in favour of the idea, but by the end of the year had agreed to the whole scheme, largely as a result of the efforts of the district administration in explaining it. The land has now been surveyed and drawings will be prepared in 1950, while the scheme goes forward to the Native Land Trust Board asking for a lease of the land for twenty years. Much advisory work on farm and native dam stocking was done and an explanatory brochure is in the course of preparation.

*The Coast*

The problems reported in previous years in connection with the high price of hooks and cotton twine were successfully overcome and these commodities are now in free supply to the native fishermen as a result of greatly increased imports arranged by the Fish Department. This had the effect of immediately reducing the price of hooks from over 60 cents each to 6 and 10 cents each and the price of twine from Shs. 10 per lb. to Shs. 3/50 per lb. New fishing methods were introduced and given a trial and there were encouraging signs that the fishermen were beginning to take more practical interest than in the past. The most successful new methods were concerned with the catching of mullet and with new shark tackle. Modern nets and net preserver were also successfully introduced.

The year 1949 proved an exceptionally good year for the coast fishing industry. Catches at Malindi totalled 278 tons and at Shimoni 150 tons, both of which are the highest ever recorded.

*Specifications and Price of Catches at Malindi*

|                  | <i>Catch in Pounds</i> | <i>Average Price per lb. over Year Cents</i> | <i>Total Value Shs.</i>   |
|------------------|------------------------|--|---------------------------|
| Demersal . . . . | 440,289                | 29   | 127,683.81                |
| Pelagic . . . .  | 106,549                | 41   | 43,685.09                 |
| Shark . . . .    | 56,986                 | 24   | 13,676.64                 |
| Crawfish . . . . | 7,246                  | 83   | 6,014.18                  |
| Turtle } . . . . | 11,883                 | 12   | 1,425.96                  |
| Dugong }         |                        |  |                           |
| TOTAL            | 622,953<br>278 tons    | Average 38                                   | 192,485.68<br>£9,624 5 68 |



*Distribution of Malindi Catch*

|   | <i>lb.</i>         |
|---|--------------------|
| Consumed Malindi . . . . .                | 252,568            |
| Exported Mombasa as Cooked Fish . . . . . | 144,492            |
| Exported on Ice (Nairobi) . . . . .       | 222,091            |
| Exported Wet Mombasa (no Ice) . . . . .   | 3,802              |
|   | <hr/>              |
| TOTAL                                     | 622,953 (278 tons) |
|   | <hr/>              |

The assistant fish warden was in charge of 350 miles of coastline, on which were operating some 1,000 fishing craft and over 2,500 men employed in the industry. The value of fish landed by African and Arab fishermen on the Kenya coast in 1949 was £75,566 for 2,249 tons. During the year Dr. Hickling, Fisheries Adviser to the Colonial Office, paid a visit to Kenya, and the Colonial Office research vessel called twice at Mombasa. The Yale University Expedition, in charge of Mr. Shevlin, arrived from America with the object of investigating the possibilities of big-game fishing in these waters.

One of the results of the establishment of the High Commission for the East African territories has been a development of research on an inter-territorial basis and a sea fishery research station is to be built on Zanzibar.

A European firm has started marine fish culture at Ngongoni, 20 miles north of Malindi. This venture is an entirely new form of fish production on this coast, dependent upon machinery from the United Kingdom. Considerable delay and difficulty was encountered, hence no fish have so far been produced, but construction work on the dams nears completion. Marketing and distribution of fish still remain unsatisfactory, but the position has improved since the opening of the cold store at Kilindini, which allows surplus supplies to be stored until times of scarcity.

A commercial venture which established a business of flying fresh fish from Lamu to Nairobi closed down business at the end of the year. This was not owing to lack of fish but to the high air freight costs involved.

*Lake Victoria*

Additional staff was recruited during 1949. The year saw the beginning of the operations of the Lake Victoria Fisheries Service, which decided that the first priority must be given to the collection of statistics, and valuable records were obtained. The Chief Fisheries Officer attended the Anglo-Belgian Conference held in Elizabethville during June and the Inland Fisheries Research Committee held in Jinja during July.

There was still a shortage of fishing nets, but supplies improved during the year, though prices continued to increase. One interesting fact was that the revenue collected by the Lake Fisheries Service was £2,496, or 30 per cent higher than had been estimated, though revenue collection was given very little attention during the year because of the more urgent priority attached to investigation. It is thought that the fishermen realise that considerable efforts are being made to help them, and therefore renew their licences automatically.



## MINING

The principal mineral products of the Colony are, in order of value, soda ash, gold and kyanite. These are exported together with some processed diatomite, while other minerals won in Kenya, which include asbestos, feldspar, gypsum, limestone, magnesite and talc are used chiefly for local consumption.

Soda ash is manufactured by the Magadi Soda Co., Ltd., and the output of gold is derived chiefly from companies in Nyanza Province, although a number of individuals are still operating in the gold-fields. Few individual miners operate the remaining minerals.

The total value of minerals won in Kenya in 1949 is estimated as approximately £1,010,000, which shows a considerable decline compared with that of 1948. Gold production remains approximately the same in value although somewhat reduced in quantity. Output of soda ash from the Magadi Soda Co. showed a steep decline which is believed to be due to a purely temporary change in market conditions. Output of salt from the Magadi Soda Co. was appreciably increased. The production of kyanite has increased to nearly 23,000 tons, worth some £125,000, and valuable dollar contracts are being filled by this material.

The devaluation of the pound sterling in terms of dollars had the effect of raising the price of gold from Shs. 172 an ounce to Shs. 248/25. This caused a very welcome increase in the earnings of producing gold-mines, but up to the end of the year had neither stimulated prospecting to any appreciable extent nor caused any noticeable increase in production. This increase in the price of gold has failed to restore the pre-war economic position of the gold-mining industry in Kenya, although it goes a great deal of the way towards doing so.

The progress of the geological survey which it is hoped may lead to the discovery of prime movers for industry was slow, due to the difficulty experienced in recruiting suitable geologists required for the Survey which is financed from funds provided under the Colonial Development and Welfare Act. The position improved during the year, however, and by the end the geological staff had reached nine out of a total establishment of 16. The Government also decided to accept, in addition to the above, the services of three American geologists under the Marshall Aid scheme for technical assistance. They are all expected to arrive early in 1950. Priority was given in the geological survey to areas likely to be of the greatest interest from an economic point of view. Certain special investigations were carried out by the Mines Department in connection with the production of kyanite for stockpiling purposes in the U.S.A., and deposits of limestone which are vital for the manufacture of cement. Graphite deposits were also investigated. Diamond drilling for coal in the Coast Province was started late in the year and is continuing, but so far no definite result has been obtained.

## INDUSTRIAL PRODUCTION

The year 1949 saw a continued interest in the setting up of local secondary industries and a desire to invest capital in local projects.

A number of factories have been established to support the building



trade, which is fully occupied on both Government and private development projects. During the period ending 30th September some 199 new buildings were erected within the Nairobi Municipality of an estimated value of £487,000, and building was being carried out on a considerable scale throughout the Colony. The production of bricks, building blocks, refractories, tiles, building boards and light engineering work was further developed. Two bakeries, each with the most modern automatic equipment imported from the United Kingdom, were opened and have not only improved the quality of bread but have added very materially to the Colony's baking resources. A modern ice-cream factory commenced production and locally manufactured plastics are being increasingly used, particularly telephone equipment and electrical fittings. A large factory producing woollen textiles and cloth is being reorganised and it is hoped that two factories will be manufacturing glass bottles and other glassware during 1950.

There has been a considerable expansion in the local canning trade, particularly of tinned fruit and vegetables. A large new factory which is being built at Thika should be working early in 1950 producing tinned pineapples and vegetables on a large scale and mainly for the export market. The Metal Box Company has also nearly completed a new factory.

It has been found in practice that there have been certain difficulties in the operation of the Industrial Licensing Ordinance which is operated by the East African Industrial Council and which was enacted by almost identical legislation in each of the three territories. The Kenya Ordinance is No. 26 of 1948. Pending the redrafting of the legislation, an amendment was made empowering the East African Industrial Council to grant at its discretion an exclusive licence to manufacture for a period not exceeding five years. A licence was granted under the provisions of the Ordinance for the manufacture of cotton yarn and cotton piece-goods at Kisumu and applications were also received for licences to manufacture glazed earthenware, pipes, sanitary ware and tiles. These had not been considered by the East African Industrial Council by the end of the year, but licences have since been granted.

The two old-established breweries, which are supported by capital invested by brewing companies operating in the United Kingdom, are contemplating considerable expansion and inquiries have been received concerning the possibilities of breweries being established by other interests. Investigations of limestone deposits for the manufacture of cement appear to have produced satisfactory results and it is hoped that this commodity may be manufactured in Kenya in the fairly near future. A factory has been erected for the construction of nails and plans are well advanced for the preparation and utilisation of coir. During the year the sale of the East African Industrial Management Board's plants for the manufacture of pottery, caustic soda, industrial acids, hydrogenated oils and refractory bricks was completed, and a company has been formed known as East African Industries Limited, in which the Colonial Development Corporation holds two-thirds and the Kenya Government one-third of the issued share capital. The construction of a factory to manu-



facture fertilisers on a limited scale was nearing completion at the end of the year and the kiln has since been fired with satisfactory results.

The above does not provide a complete list of industrial developments in the Colony during the period under review, but serves to indicate the large number of firms entering the field and the very considerable capital investment which is being made in the Colony.

#### CO-OPERATIVE SOCIETIES

Co-operative societies for the marketing of agricultural produce and for the supply of farmers' requirements have played an important part in the economic life of Kenya since the formation of the Kenya Co-operative Creameries Ltd., and the Kenya Farmers' Association (Co-operative) Ltd., in the middle 'twenties. These two concerns now handle almost the whole of the dairy and general farm produce of the European farming community. The Kenya Planters' Co-operative Union Ltd., formed in 1945, now handles three-quarters of the Kenya coffee crop. At the end of the year the Kenya Poultry Products Co-operative Society Ltd. was registered. This society aims to undertake the co-operative marketing of poultry products, and has been formed on the initiative of the Kenya Poultry Club.

On the consumers' side the movement has not been so successful. The Kenya Farmers' Association (Co-operative) Ltd., although primarily a producers' co-operative, embarked on a policy of expanding their store trading activities in 1947 but, as a result of severe losses on this side of their business in 1948, decided to close down their retail stores.

The E.A. Co-operative Trading Society Ltd. is the only purely consumers' co-operative with European membership. It began in Mombasa in 1944, opened branches in Moshi and Arusha in the same year and in Nairobi in 1946. As a result of losses the Mombasa shop was closed in 1947, and the remaining branches cannot yet be considered firmly established. An interesting feature of this society is that its Nairobi shop is the first and only shop in East Africa to be run on "serve yourself" lines, an innovation introduced in 1949.

A characteristic of the European societies is that they are organised on the head office-branch office system, a single society covering the entire Colony. As a result there has been no development of secondary societies.

Amongst the Asian community, consumers' stores have made some headway. There are three in Mombasa and four in Nairobi with a total membership of less than 5,000. One co-operative credit society is registered. During 1949 it made loans to its members totalling £25,690.

In 1946 a separate department of Government was created under a Registrar of Co-operative Societies. The staff of this department assist in the formation of co-operative societies.

While the department is always ready to give assistance to any group of people who wish to form a co-operative society, its main preoccupation is with the formation of African societies. Effort has been mainly concentrated on the encouragement of agricultural co-operative societies as this type of society is capable of providing the greatest benefit in the



African lands which are farmed by peasant cultivators. Moreover the management and accounting of producer co-operatives is more simple than that of consumers or other urban types of co-operatives, and it is in the lack of experience in management and accounting that the main obstacle to the growth of co-operation among Kenya Africans lies. The Registrar finds that, if African co-operative societies are to succeed, his staff must undertake the training of secretaries and committeemen in book-keeping and business management. The will to co-operate is there, but the basic knowledge necessary to make a co-operative society work must be given.

The growth of co-operation amongst Africans is illustrated in the following table :

| <i>African Co-operative Societies</i> |         |         |         |         |
|---------------------------------------|---------|---------|---------|---------|
|                                       | 1946    | 1947    | 1948    | 1949    |
| Number registered . . . . .           | 9       | 64      | 92      | 150     |
| Membership . . . . .                  | 2,515   | 5,828   | 6,877   | 9,852   |
| Turnover . . . . .                    | £16,395 | £45,789 | £55,090 | £61,326 |

## Chapter 7 : Social Services

### EDUCATION

During the course of the year the reports of three important committees were published. The committee appointed to inquire into the scope, content and methods of African education (the Beecher Committee) published its report in October. In November the report of the Willoughby Committee, which was set up to implement the recommendations of the Development Committee Report in respect of Technical Education, was published, and was followed by the report of the Select Committee on Indian Education.

The development plans for the education of all races have progressed satisfactorily and the speed with which building programmes have been carried out has increased considerably. The results of these development schemes have already become evident in the marked increase in the output of trained teachers and in some lessening in the congestion in European and Asian schools.

A schools' health service was started in 1949 with the appointment of a schools' medical officer and a health sister. A start was made with 790 children of all races in Nairobi who were medically examined on their entry to primary schools for the first time, and 9,011 received inoculations against smallpox, typhoid or diphtheria.

The staff available for the supervision and inspection of schools has not yet been increased sufficiently to permit of a satisfactory control of education, but in this connection the Beecher Report recommended an immediate and substantial increase in establishment.

#### *European Education*

The education provided for Europeans consists of a primary course of seven years followed by a secondary course leading up to the school



certificate examination over an additional four years. There is in addition a further course of two years for boys and girls taking the higher certificate examination.

There are in the Colony nine Government primary and three Government secondary schools, all the secondary schools and five of the primary schools being boarding schools. One of the Government boys' secondary schools, the Duke of York School, was opened at the beginning of 1949. Considerable progress was made during the course of the year in the provision of additional accommodation in European schools, details of new buildings completed being as follows:

#### *Government Primary Schools*

- Kitale—100 additional places for boarders and a new sanatorium.  
 Nakuru—100 additional places for boarders and a new sanatorium.  
 Kilimani—Three additional classrooms and two temporary classrooms.  
 Parklands—Two additional classrooms.  
 Mombasa—Two additional kindergarten classrooms.

#### *Government Secondary Schools*

- Nairobi—A new school—the Duke of York School—opened with accommodation for 100 boys.

Immigration into the Colony continued, and there was the consequent demand for additional places in the schools, though on a lesser scale than in 1948. The following enrolment figures for Government schools are of interest:

|                              | <i>December</i><br>1948 | <i>December</i><br>1949 |
|------------------------------|-------------------------|-------------------------|
| Government Primary Schools . | 1,747                   | 2,057                   |
| Government Secondary Schools | 972                     | 1,070                   |

During the course of the year the War Office agreed to subsidise the tuition of children of serving members of the Army, and the number of such children attending Government schools increased from 133 in January, 1949, to 171 in the September term. Most of these children are day pupils and it is likely that their number will continue to grow in 1950.

Although the Education Department is not responsible for pre-school education, it had up till 1949 organised arrangements in consultation with the Government of Tanganyika for a pre-school correspondence course in which Kenya children shared. The Glancy Report on Asian and European education had recommended that fees commensurate with the actual costs of schooling to the Kenya Government should be charged in respect of children from Tanganyika, with the result that the Tanganyika authorities raised the fees in respect of Kenya children taking the correspondence course to the actual cost of that course. This involved an increase of 400 per cent, and the effect was the immediate withdrawal



of all Kenya children. Some of these have joined the P.N.E.U. Course provided from the United Kingdom, and others have joined a Kenya correspondence course which has been started as a private enterprise by qualified teachers.

In the Prince of Wales and Kenya High Schools, 13 (seven boys and six girls) passed the higher certificate examination taken at the end of 1948, and 150 (93 boys and 57 girls) passed the school certificate. Thirty-seven boys and 26 girls gained exemption from matriculation.

A number of scholarships were awarded from public funds to enable Kenya boys and girls to undergo courses of higher education overseas. The details are as follows :

| <i>Type of Scholarship</i>                    | <i>No. awarded</i><br>1949 | <i>Total bursaries held</i><br><i>in 1949</i> |
|---|----------------------------|---|
| Government European Overseas Bursaries .      | 9                          | 26  |
| Prince of Wales School Scholarships . . . . . | 3                          | 13  |
| Kenya High School Scholarships . . . . .      | 12                         | 23  |

The courses of study for which the 1949 Government Overseas Bursaries were awarded were as follows :

|                               |   |   |
|-------------------------------|---|---|
| Medicine . . . . .            | 1 | St. Thomas's Hospital   |
| Nursing . . . . .             | 1 | " " "   |
| Physiotherapy . . . . .       | 1 | " " "   |
| B.Sc. Degree . . . . .        | 4 | { Oxford University<br>Cape Town University<br>St. Andrews University<br>University College of Bangor |
| Surveying . . . . .           | 1 | Cape Town University  |
| Interior Decoration . . . . . | 1 | Central School of Arts and Crafts   |

The Advisory Council on European Education met three times during the year ; the following were the chief items discussed :

- (1) The proposed domestic science college for girls.
- (2) The re-opening of the Egerton School of Agriculture for Kenya students.
- (3) Pre-school education.
- (4) The revised building programme.
- (5) Religious instruction in schools.
- (6) The place of the average child in primary education.
- (7) Language teaching in primary schools.

The new scales of fees were introduced in January 1949, as follows :

|                  |                        |                |
|------------------|------------------------|----------------|
| <i>Primary :</i> | Tuition . . . . .      | £9 per year    |
|                  | Boarding . . . . .     | £60 " "        |
|                  | <b>TOTAL . . . . .</b> | <b>£69 " "</b> |



|                                      |                   |
|--------------------------------------|-------------------|
| <i>Secondary</i> : Tuition . . . . . | £22 10 0 per year |
| Boarding . . . . .                   | £72 0 0 „ „       |
|                                      | <hr/>             |
| TOTAL . . . . .                      | £94 10 0 „ „      |

The contribution to revenue for extra-territorial pupils will be over £50,000. On the whole, parents have accepted the increased fees with understanding, but the number of parents receiving some remission of fees has increased.

### *Indian and Goan Education*

*Primary and Secondary Education.* In Nairobi, Mombasa and Nakuru education is compulsory for Asian boys between the ages of 7 and 15 years. Compulsory education for girls has not yet been introduced.

In the lower classes of the primary schools instruction is given in the vernaculars—Gujerati, Urdu, Hindi, and Punjabi. From the seventh standard onwards the medium of instruction is English.

According to the latest information available the enrolment in the various categories of Asian schools was as follows at the end of 1949 :

|                            | <i>No. of<br/>Schools</i> | <i>Enrolment</i> |              |
|----------------------------|---------------------------|------------------|--------------|
|                            |                           | <i>Boys</i>      | <i>Girls</i> |
| Government Indian Schools  | 17                        | 9,885            | 3,183        |
| Aided Indian Schools .     | 46                        | 3,301            | 6,354        |
| Unaided Indian Schools * . | 30                        | 758              | 506          |

The enrolment in Government schools shows an increase of 1,629 or over 14 per cent on the figures for 1948, and in order to provide for this increase it has been necessary to continue the system of dual sessions whereby half the children in a school attended in the morning and the other half in the afternoon. Over 4,000 children in Nairobi schools alone are receiving their education under this system at present. In the 1946 Report of the Development Committee, provision was suggested for 16 primary schools with a total accommodation of 9,310, and for capital grants to private schools sufficient to finance the provision of at least 3,000 places. Few of these capital grants have yet been taken up, but seven of the Government schools with accommodation for 3,450 children are already completed or nearing completion.

In the secondary schools the curriculum is set by the syllabus of the Cambridge School Certificate examinations. Four large Government schools, of which two were girls' schools, and six aided schools offered courses leading up to the Cambridge School Certificate. The number on the roll in secondary classes at the end of the year was 2,453 (2,118 boys and 335 girls). Up to the present there have been no higher certificate courses open to Indian pupils, but arrangements have been made for such a course to start in 1950 which will make it possible for Indian

\* Returns from unaided schools are in many cases incomplete and inaccurate.



students to qualify for admission to institutions of university standing in the United Kingdom.

Fees in Government Indian schools were raised as from the beginning of 1949 and the new rates are as follows :

|                              | <i>Per Annum</i> |              |
|------------------------------|------------------|--------------|
|                              | <i>Boys</i>      | <i>Girls</i> |
| Standards I and II . . . .   | Shs. 36          | Shs. 36      |
| Standards III and IV . . . . | 72               | 45           |
| Standards V to VII . . . .   | 108              | 81           |
| Forms 1 and 2 . . . . .      | 148              | 148          |
| Forms 3 and 4 . . . . .      | 270              | 270          |

*Teacher-Training.* The initial year of the full two-year course at the men's teacher-training centre was completed, and 12 new students, of whom one left at the end of the first term, were admitted. In addition to the ordinary work of the centre, the staff gave time to the supervision of the teaching of former students who were working in Government schools in Nairobi. Two refresher courses were held during the year ; during the first, instruction was given to 20 teachers selected from the 65 applicants from Indian schools throughout Kenya, and the second course was on English and English-teaching methods for teachers from the Government Indian Primary School, Nairobi.

Of the 10 women students who completed their course during 1949, nine were recommended for the award of certificates and 10 new students were admitted.

Although there appears to be an increasing interest taken by the Indian community in the men's and women's teacher-training centres, the number of applicants for admission in 1950 was most disappointing. Of the very few applications made to the men's centre, three candidates from Kenya and one from India were accepted. There were possibilities of additional candidates for admission from Zanzibar and Tanganyika.

In spite of the improved conditions of service which have been offered, pupils in the senior classes of secondary schools do not appear to be interested in the teaching profession as a career ; only one of the successful candidates for admission was direct from school.

*Higher Technical Education.* During 1949 three bursaries were awarded to Indians for courses in dentistry and medicine in the United Kingdom, and in addition six were awarded for higher studies at universities in India. In all, 37 Government bursars were undergoing courses of studies abroad, nine in the United Kingdom and 28 in India.

In Kenya itself the opportunities for higher and technical education for Asians are limited to those provided by the Nairobi evening continuation classes and by the East African Railways and the Public Works Department, which provide courses in engineering and surveying.

Rapid progress was made during the year with the buildings for the new Mombasa Institute of Muslim Education, a substantial part of which was to be opened early in 1950. The Institute, which will be self-governing, is to include an Arab secondary school and a technical institute



dealing with a very wide range of technical subjects, including nautical training. This project was made possible in the first instance by a generous gift of £100,000 from H.H. the Aga Khan.

### *African Education*

The primary course extends over six years and is followed by a six-year secondary course. The latter is divided into two sections: the first is of two years (Forms 1 and 2) and is given in junior secondary schools. At the completion of the junior secondary course the Kenya African preliminary examination is taken and on the results of this examination pupils are selected for entry to the senior secondary schools which give a four-year course (Forms 3 to 6) leading up to the school certificate examination and the Makerere entrance examination. The African secondary examination, which is taken on the completion of Form 4, offers a further opportunity of selecting the best candidates for admission to the final two years of the secondary course.

At the end of 1949 the number of teacher-training centres was as follows:

|   | <i>Govt.</i> | <i>Mission</i> | <i>Total</i> |
|---|--------------|----------------|--------------|
| T <sub>2</sub> Teacher-Training Centres . | 1            | —              | 1            |
| T <sub>3</sub> Teacher-Training Centres . | 5            | 8              | 13           |
| T <sub>4</sub> Teacher-Training Centres . | 3            | 18             | 21           |

Two new women's T<sub>3</sub> teacher-training centres were opened at Embu and Vihiga during the course of the year.

The year can be looked upon as one of very satisfactory progress. Work under the Development Plan has gone forward steadily and very considerable sums were spent on capital works both in direct expenditure on Government schools and as grants to the voluntary agencies. A comparison of the numbers of candidates who entered for the various academic and teaching examinations organised by the Department in the years 1944 and 1949 will show the progress achieved.

|   | 1944 | 1949  |
|---|------|-------|
| Kenya African Preliminary Examination .       | 907  | 2,094 |
| African Secondary Examination . . . . .       | 134  | 254   |
| School Certificate . . . . .                  | 15   | 61    |
| T <sub>4</sub> Teachers Certificate . . . . . | 246  | 598   |
| T <sub>3</sub> Teachers Certificate . . . . . | 65   | 411   |
| T <sub>2</sub> Teachers Certificate . . . . . | 20   | 154   |

In higher education results have been equally satisfactory. Up to 1948 only two schools, the Alliance High School and the Holy Ghost College, presented candidates for the school certificate and the Makerere entrance examinations. In 1949 the C.M.S. School, Maseno, presented candidates for these examinations for the first time. In 1949, too, 60 African candidates were successful in the school certificate examination as against 44 in 1948.

There was a notable improvement in the results of the Makerere



entrance examination, students from Kenya schools being admitted as follows, compared with a total of 21 in 1948 :

|                                |    |
|--------------------------------|----|
| Alliance High School . . . . . | 15 |
| Holy Ghost College . . . . .   | 8  |
| Maseno School . . . . .        | 8  |
| Mombasa Arab School . . . . .  | 2  |
|                                | —  |
|                                | 33 |
|                                | —  |

Thirty-three of the total of 79 students admitted to Makerere from all the East and Central African territories were from Kenya and the Alliance High School had more successes in the entrance examination than any other school in those territories.

There were 81 Kenya students at Makerere in 1949 taking the following courses :

|                              |    |
|------------------------------|----|
| Art Certificate . . . . .    | 2  |
| Higher Science . . . . .     | 12 |
| Higher Arts . . . . .        | 37 |
| Education . . . . .          | 14 |
| Veterinary Science . . . . . | 2  |
| Clinical Medicine . . . . .  | 6  |
| Adult Course . . . . .       | 6  |
| Science and Arts . . . . .   | 2  |

Two Government African overseas bursaries were awarded in 1949, one for a civil engineering course at Loughborough College and the other for a science course at Nottingham University. There were in addition eight students continuing their studies in the United Kingdom under bursaries awarded in previous years.

For the first time since 1939 progress in technical education under the Education Department can be reported. Up to 1939 the Education Department had trained apprentices in various trades at the Native Industrial Training Depot at Kabete. This was requisitioned by the War Department on the outbreak of the war and was later taken over by the East African Directorate of Training, but from the beginning of 1949 it was handed back to the Education Department, and renamed the Kabete Technical and Trades School. Three hundred and sixty-nine apprentices were admitted at the beginning of the year, and received instruction in a wide variety of trades. A second trade-school at Thika, originally established by the Directorate of Training, was taken over by the Education Department at the beginning of 1949, and 86 apprentices were admitted for training as masons and carpenters.

Towards the end of the year the officer appointed to fill the hitherto vacant post of Superintendent of Technical Education arrived in the Colony and assumed duty.

Progress in agricultural education has not been entirely satisfactory. The Thogoto Agricultural School at Kikuyu started the year with only 21 first and second year students. Difficulty has been found in reaching



agreement on the agricultural policy which should serve as the basis of the curriculum because the students are drawn from areas with widely different methods of farming dictated by varying local conditions of soil and rainfall. The school was originally intended to give courses to students who had completed at least ten years of academic education and who were likely to return to the land to earn their living through improved farming methods. So far there has been no success in attracting this type of student to the school, and the whole matter is under consideration.

### Finance

The estimated recurrent expenditure by the Education Department for 1949 as compared with 1948 was as follows:

|                                      | 1949            | 1948            |
|--------------------------------------|-----------------|-----------------|
|                                      | £               | £               |
| Administrative and General . . . . . | 50,935          | 37,364          |
| European Education . . . . .         | 301,349         | 213,358         |
| Indian and Goan Education . . . . .  | 220,002         | 146,812         |
| Arab Education . . . . .             | 19,147          | 14,417          |
| African Education . . . . .          | 368,850         | 215,748         |
| Special Schemes . . . . .            | 1,200*          | 13,244          |
|                                      | <u>£961,483</u> | <u>£640,943</u> |

The figures shown above do not include capital and recurrent expenditure by other Departments upon the Education Service, nor do they include capital expenditure financed by Development and Reconstruction Authority funds.

### HEALTH

Despite the serious shortage of medical officers and nursing sisters the work of the Medical Department continued to expand with the increasing demands. This expansion was not solely confined to activities directly administered by it but was also reflected in the medical work in the Native Reserves under the auspices of the Local Native Councils and supervised by the Department. The additional staff, particularly non-native, recruited by other departments resulted in requests for services which were only met with great difficulty. This was particularly apparent in the larger urban centres where insufficient staff quarters added to the difficulty so that the facilities provided fell below the desired minimum. It was especially so in Nairobi with the setting up of the services administered by the East Africa High Commission.

With regard to services for Africans, the main trend of policy was in the further development of rural health centres and a good beginning was made with the construction of one in the Nyanza Province and

\* Expenditure on special schemes which were shown under this Head in 1948 were incorporated in the expenditure under the relevant racial Heads in 1949. The sum of £1,200 shown above represents expenditure on a new scheme started in 1949, the Nairobi Central School, a school for children of mixed parentage.



another in the Rift Valley Province, while sites for three others were provisionally selected and funds earmarked for them.

Except for a localised outbreak of typhoid fever amongst African labour in a European Settled Area and two small foci of sleeping sickness in the Nyanza Province, no serious incidence of epidemic disease was recorded.

Professor R. C. Browne, M.A., D.M., M.R.C.P., Nuffield Professor of Industrial Health in the University of Durham, Dr. E. R. Cullinan, M.D., F.R.C.P., Physician, St. Bartholomew's Hospital and Gordon Hospital, Examiner in Medicine, University of London, and Sir Stewart Duke-Elder, K.C.V.O., M.A., M.D., F.R.C.S., Surgeon-Oculist to H.M. the King, etc., visited Kenya under the Colonial Advisory Medical Committee's scheme for the provision of a Panel of Medical Visitors to colonial territories financed by the Nuffield Foundation. As in 1948, these visits were very welcome and had a stimulating effect on all those with whom contacts were made.

The setting up of the East African Bureau of Research in Medicine and Hygiene, as part of the East Africa High Commission services but under the control of the Colonial Research Medical Committee, was an outstanding event for the better co-ordination of research on an inter-territorial basis. An important departmental advance was the inauguration of a school medical service in charge of a medical officer. Good progress was made and pupils of all races attending schools in Nairobi and Mombasa were examined.

A departmental committee examined the whole range of African staff training and its recommendations have already borne fruit. After a long delay owing to recruitment difficulties, two sister tutors were posted to the Group Hospital and Medical Training School, Nairobi, where in addition to African dressers and nurses, the training of hospital and laboratory assistants, compounders, masseurs, and health inspector learners is undertaken. A sound film projector was provided at the school and proved a valuable visual aid for teaching. Entry to the Medical Training School, restricted until recently to candidates with educational attainments not below the Kenya African preliminary examination of the Education Department, was altered in order to admit selected English-speaking hospital dressers adjudged capable of being instructed through the medium of English. This had a most gratifying effect in encouraging the younger, ambitious members of staff whose prospects of further advancement were greatly enhanced. The "Block System" of training African nursing staff came into force and its effects should be beneficial. Essentially, this is a scheme whereby selected staff from outlying institutions are given intensive tutorial training over a short period in groups with practical instruction on return. In addition, systematic training was also undertaken at the larger hospitals such as Fort Hall, Kiambu, Kakamega and Mombasa. It is noteworthy that English is gradually replacing Swahili as the lingua franca in many of the larger hospitals. In the second half of the year the African health inspector section of the Medical Training School was transferred from Nairobi to the Jeanes School at Kabete. The new arrangement is



proving very satisfactory especially as the curriculum has much in common with other courses of instruction there and social contacts are on a broader basis. Having completed a three-years study course at the Medical Training School, eight students entered and passed the African health inspectors examination held by the Joint East African Examination Board of the Royal Sanitary Institute.

With few exceptions, priority had to be given to the provision of additional African staff quarters rather than to extra hospital and dispensary buildings. As a result of the unprecedented immigration of the past few years, and of the remarkable speed at which Africans have come to understand and avail themselves of medical services, there was an acute shortage of in-patient accommodation for all races throughout the Colony with overcrowding in most African institutions, where the number of patients was often greatly in excess of the authorised accommodation. In Nairobi the shortage of beds at the Government European Hospital and private nursing homes was such that many persons had to be nursed in their own homes. To overcome this difficulty, additions comprising 24 beds and accommodation for 14 nursing sisters were almost completed at the European Hospital, while domiciliary nursing services were provided. The control of the European Hospital, Mombasa, was transferred to a local management committee under the auspices of the Hospital Authority. The new wing accommodating 54 in-patients was approaching completion by the end of the year. In connection with hospitalisation for Asians, an 18-bed institution built on a £ for £ basis between Government and the local Indian community was opened at Nakuru. Plans were drawn up for hospitals at Nairobi and Mombasa where a maternity home with 24 beds is also projected. The 320-bed medical wing of the African Section of the new Group Hospital, Nairobi, was occupied. The necessity for completing the operating theatres of the 300-bed surgical wing prevented its occupation, but this work was in hand at the end of the year. The transfer of patients from the old Hospital to the new Group Hospital only served to relieve pressure for surgical cases there and to take the overflow from the hard-pressed Orthopaedic Centre. The table at pages 59-61 provides particulars of in-patient accommodation for all races at Government and non-Government institutions. With regard to quarters for African staff, a major advance was the virtual completion at the Group Hospital of 12 two-storey flats providing accommodation in 48 one-roomed quarters and 48 two-roomed quarters with the usual ancillaries. Elsewhere it was departmental policy to obtain African staff housing from the general housing pool at each station. However, at Fort Hall, Nyeri and Kisumu, departmental quarters valued at £7,500 approximately were provided. The situation is still adverse but is slowly improving.

Relations with Municipal Councils responsible for services in the larger urban areas such as Nairobi, Mombasa, Nakuru and Kisumu were close and cordial. The amended arrangements in respect of Local Native Councils' services made in 1947, whereby the central Government assumed responsibility for all curative and the majority of health measures while the Councils remained responsible for capital and recurrent ex-



penditure on maternity work and rural dispensaries, continued satisfactorily. Likewise, co-operation with Mission hospitals through the Christian Council of Kenya was maintained and increased subsidies were made in respect of the medical supplies, all of which could be purchased from the departmental medical stores. The table at page 62 provides statistics for the chief groups of diseases. Whereas in 1947 and 1948 the epidemic, endemic and infectious diseases group exceeded all others in numbers treated, it is noteworthy that this year diseases of the digestive system come second. However, the mortality rate for both these is less than half of the respiratory system group which comes third in order of incidence. It is impossible to draw any conclusions from the available statistics about the occupations in which these groups of diseases mainly occur, but it can safely be said that the great majority of patients come from the Native Reserves where peasant farming predominates. The reduction in the number of in-patients compared with 1948 is probably due to the low incidence of malaria, especially in the Central Province.

The Colony-wide survey of tuberculosis was completed and provided useful information as to the extent of infection. The medical officer who undertook this work went on leave to the United Kingdom to make contacts with persons versed in the control and treatment of the disease and to visit Denmark in connection with the use of B.C.G. vaccine for purposes of immunisation. Plans were made for further investigation and treatment in the most heavily infected areas on the slopes of Mount Kenya in the Central Province.

The inter-territorial Leprologist completed his survey of the Colony and showed the incidence of the disease to be highest in the more humid parts of the Coast and the Nyanza Provinces. The existing leprosarium at Kakamega was improved and a 2,000-acre site was selected for a new colony near Busia in the Kavirondo District. Treatment with the new drug sulphetrone is very promising and the good results of a control experiment in Kakamega raised the patients' hopes of alleviation or recovery as never before.

The discovery of several cases of kala-azar in the Kitui District and three at Fort Hall in the Central Province, probably infected in the Kitui area, revealed what is thought to be an endemic focus of infection in that locality, confirming previous suspicions of its presence.

An increasing frequency of Malta fever in Africans was noteworthy and the subject of a special report by the Medical Specialist. The mortality rate is low but patients were incapacitated for three to six months. Work on the local aetiology of the disease is in hand, as it is thought that casual or occupational contacts with goats is the important factor in the spread of the disease, especially as goat's milk is seldom drunk by adults.

The usefulness of the intensive treatment of schistosomiasis (bilharzia) with sodium antimony tartrate was successfully demonstrated in the Coast Province where the disease is most prevalent.

On the whole, the incidence of malaria throughout the Colony, especially in the Native Reserves, was below the average. This was probably due to the abnormally low rainfall, particularly in the Central Province. Indeed, on this account, further assessment of the value of African hut-



spraying with D.D.T. in the experimental area in the Kericho District was handicapped by the absence of the usual favourable epidemiological climatic conditions. The efficacy of penicillin in the treatment of venereal diseases was reflected in its popularity to the extent of demands exceeding the supplies. Results from the single injection penicillin treatment of gonorrhoea were promising, and enabled many cases to be treated as out-patients, thereby relieving the strain on in-patient accommodation.

The main incidence of enteric fever was in Nairobi and environs where some 500 cases were reported. Sporadic cases occurred elsewhere and, as mentioned earlier, a third restricted outbreak with 120 cases occurred amongst Africans in the Naivasha District. The source of infection was traced to a local creamery where butter-milk intended for stock feeding on the farms had been consumed. Prompt control measures terminated the outbreak and no secondary cases occurred.

Two new foci of sleeping sickness came to light in the Nyanza Province, one in the Kibigori area approximately 25 miles east of Kisumu in the Kisumu-Londiani District with 234 cases, and the other in the Kadimu-Alego area of central Nyanza, close to the Uganda border, with 126 cases. In south Nyanza, where the disease was known to be endemic, 138 new cases were recorded and 542 old cases re-examined. In all three areas large-scale population surveys were carried out and treatment extended or set up. In addition, measures for the elimination of the tsetse fly vectors were well advanced.

Only 19 cases of smallpox were recorded but, nevertheless, routine protective vaccination continued. Only seven cases of plague were notified. Relapsing fever was chiefly confined to the Central Province where 322 of the 354 cases occurred and where a medical officer continued research work on the bionomics of its vector.

Of the 78 poliomyelitis cases notified, 44 occurred in Nairobi township and surrounding districts. No cases of yellow fever were discovered, but the presence of the virus in an area close to Nairobi was again confirmed. Some 6,500 cases of influenza were notified, the majority in the Nairobi district. Typhus fever of the tick-borne variety was recorded in 102 instances with the majority of the cases in the Nairobi urban and rural areas.

Regarding medical research, a variety of subjects was investigated by the Insect-Borne Division of the Medical Research Laboratory. The large scale D.D.T. hut-spraying experiment in the Kericho District was continued and over 3,000 huts were sprayed with the wettable form of the powder with a very considerable reduction in malarial transmission. To date, results have been very convincing, but the approximate high cost of Shs. 18 per hut, heretofore borne by the Government, may not be within easy reach of the average householder for whom the work cannot be continued indefinitely free of charge. On the other hand, many of the peasants have expressed their willingness to pay for such a service and it is hoped a way out will be found.

Work on the vector and possible animal reservoir of relapsing fever was continued and an interesting discovery was the finding of the tick vector in porcupine burrows. The ability of the causative organism—a



spirochaete—to infect human lice under laboratory conditions is of great interest, suggesting that, under certain conditions, the louse may act as an alternative vector of the disease. Up to the present, the disease is only known to be transmitted by a tick. A case of rat-bite fever was diagnosed in the Coast Province and two species of rodents were found transmitting the infection. This is of interest as the infecting organism does not appear to have been previously isolated in East Africa. Large numbers of rodents were caught and examined for parasites. In some cases specimens of rodent sera were sent to the Virus Institute, Entebbe, for examination.

Entomological work included a sandfly survey of the Colony and seven species were identified. An experiment to study the bionomics of the common yellow fever vector—*Aedes aegypti*—was commenced near Mombasa. Knowledge of the habits of this mosquito in East Africa is scanty. Two species never previously recorded for the Colony were found in the Coast Province. Large-scale measures for the control and elimination of the Simulium fly, vector of onchocerciasis, were continued in three areas in the Nyanza Province. In the Kakamega-Kaimosi area, the streams and rivers over approximately 600 square miles remained free, but the capture of a single fly in December, 1948, on a river in the Kakamega area necessitated a modified dosing commencing in January 1949. Further dosing became necessary in April. In December, 1949, despite a third dosing cycle, more flies with a wider distribution were found. This was disappointing and efforts to eliminate residual breeding-places are being intensified. The Koderia area, cleared early in 1946, remained free from flies, the eradication of which now appears complete. An alternative method of fly elimination carried out by bush-clearing in the Riana area in 1942 remained satisfactory, but this procedure is unlikely to supersede treatment with D.D.T., or gammexane on grounds of cost and slowness.

Turning to therapeutics, the value of chloromycetin was fully demonstrated in the treatment of tick-typhus and enteric (typhoid) fever, especially in the latter where the effects were dramatic in most cases. This drug is likely to prove valuable in the treatment of Malta fever and whooping-cough but its present high cost permits only small-scale trial.

In municipal areas, townships, and many trading centres, building development proceeded apace. Nevertheless, the problem of overcrowding, particularly of Asians and Africans, was still acute. This is especially noticeable in Nairobi where plans for the completion of another African housing scheme in 1950 were made. In urban areas reports of analysis of water supplies were satisfactory while in rural areas the importance of protected supplies was continually stressed and the number considerably increased. In addition to drinking water, bathing places, washing slabs and cattle drinking troughs were added where the supply was adequate. Work of this nature was much appreciated by the African population especially in villages where the African supervisors effected useful public health measures such as refuse removal, house repairs, provision of latrines and rodent destruction. An impressive exhibit concerning the production and handling of clean milk was staged at the



Nakuru Agricultural Show and another exhibit on general lines was provided at Kisii Show.

## MISSION AND PRIVATE NURSING HOMES AND HOSPITALS

The following is a list of Mission and private nursing homes and hospitals operating in this Colony :

|  | <i>No. of Beds</i> |          |
|--|--------------------|----------|
| Neukirchen Mission Hospital, P.O. Kipini . . . . .   |                    | African  |
| Friends Africa Inland Mission, Kapsower . . . . .    |                    | "        |
| " " " " Marakwet . . . . .                           |                    | "        |
| African Inland Mission, Kapenguria . . . . .         | 25                 | "        |
| " " " Kijabe . . . . .                               | 31                 | "        |
| " " " Githumu . . . . .                              |                    | "        |
| " " " Kapsabet . . . . .                             |                    | "        |
| Lasit Mission, P.O. Simba . . . . .                  |                    | "        |
| Beresford Memorial Hospital, Meru . . . . .          | 56                 | "        |
| Friends Africa Mission, Kaimosi . . . . .            | 100                | "        |
| Kendu Mission Hospital, Rangala . . . . .            | 75                 | "        |
| C.M.S. Hospital, Butere . . . . .                    |                    | "        |
| " " Kaloleni . . . . .                               | 75                 | "        |
| " " Mombasa . . . . .                                |                    | "        |
| " " Maseno . . . . .                                 | 82                 | "        |
| Church of Scotland Mission, Kikuyu . . . . .         | 84                 | "        |
| " " " Chogoria, Meru . . . . .                       | 89                 | "        |
| " " " Tumutuma, Karatina . . . . .                   | 125                | "        |
| Catholic Mission Hospital, Kalimoni, Thika . . . . . | 42                 | "        |
| " " " Nyeri . . . . .                                |                    | "        |
| " " " Kabaa, Thika . . . . .                         | 20                 | "        |
| Mill Hill Mission Hospital, Rangala . . . . .        | 7                  | "        |
| Lady Grigg African Maternity Home, Nairobi . . . . . | 39                 | "        |
| " " Maternity and Child Welfare, Mombasa . . . . .   | 28                 | "        |
| Lady Grigg Indian Maternity Home, Nairobi . . . . .  | 21                 | Asian    |
| Mombasa Nursing Home, Mombasa . . . . .              | 5                  | European |
| Woodlands Nursing Home, Nairobi . . . . .            | 22                 | "        |
| Maia Carberry Nursing Home, Nairobi . . . . .        | 30                 | "        |
| Bydand Nursing Home, Nairobi . . . . .               | 20                 | "        |
| Nakuru War Memorial Hospital, Nakuru . . . . .       | 26                 | "        |
| Eldoret European Hospital, Eldoret . . . . .         | 25                 | "        |
| Kitale European Hospital, Kitale . . . . .           | 16                 | "        |
| Dr. Mandalia's Eye Clinic, Mombasa . . . . .         |                    | Asian    |
| Dr. Seth's Nursing Home, Mombasa . . . . .           | 10                 | "        |
| Alice Beaton Maternity Home, Nairobi . . . . .       | 12                 | European |
| Consolata Hospital, Nyeri . . . . .                  | 40                 | African  |











## KENYA

| Group Diseases  | In-patients | Out-patients | Total Cases | In-patient Deaths | Mortality per Thousand |             |
|---|-------------|--------------|-------------|-------------------|------------------------|-------------|
|   |             |              |             |                   | In-patients            | Total Cases |
| Epidemic, endemic and infectious diseases . . . . .   | 60,897      | 151,458      | 212,355     | 1,888             | 31                     | 8.8         |
| Affections of the Nervous System . . . . .            | 7,176       | 118,472      | 125,648     | 252               | 35                     | 2           |
| Affections of the Circulatory System . . . . .        | 1,379       | 53,657       | 55,036      | 158               | 114                    | 2.7         |
| Affections of the Respiratory System . . . . .        | 26,712      | 128,184      | 154,896     | 1,340             | 49                     | 8.6         |
| Diseases of the Digestive System . . . . .            | 18,275      | 157,165      | 175,440     | 637               | 25                     | 3.6         |
| Affections of the Skin and Cellular Tissues . . . . . | 16,756      | 111,101      | 127,857     | 97                | 5                      | .76         |
| General Diseases not mentioned above . . . . .        | 11,772      | 32,001       | 43,773      | 503               | 43                     | 11          |
| Affections produced by external causes . . . . .      | 20,891      | 84,477       | 105,368     | 380               | 18                     | 3.6         |
| Others . . . . .                                      | 30,497      | 89,726       | 120,223     | 345               | 11                     | 3.1         |
| GRAND TOTAL . . . . .                                 | 194,355     | 926,241      | 1,120,596   | 5,598             | 28                     | 3.2         |



## HOUSING

The housing position for all communities remained difficult, particularly in urban areas where the demand for accommodation from the Asian and African population continued to exceed that available in spite of expanded building programmes. Building materials were fairly plentiful although imported cement supplies fluctuated in direct relation to shipping space and railway transport facilities. During the year, artisans' wages levelled out and there was a slight drop in the price of the building of cheaper houses, though the devaluation of sterling gave rise to an increase in the cost of certain imported materials such as aluminium. A favourable factor leading to the reduction in building costs has been the establishment of firms specialising in the production of concrete building units designed for easy and rapid erection in competition with cut stone. One such firm is already in production, and has built the new Police lines, extensions to the European Hospital and other buildings. Though the methods of building are not always cheaper than traditional methods, they make less demand on the limited skilled artisan strength of the Colony, with the result that artisan wage levels remain more stable.

A large new brick and tile factory has been built near Nairobi, while other tile factories are endeavouring to increase production. Brick-making in Nairobi has been in abeyance for a number of years, although it is a thriving industry in many other parts of the country where fuel is more readily available.

*Municipalities*

*Nairobi.* Good progress was made in 1949 on housing schemes in Nairobi.

The first part of the Woodley Estate consisting of 24 houses and 40 flats was completed; the 24 additional flatlets were almost completed and a start had been made on the 70 houses comprising the second part of the scheme. The first half of the Bahati scheme for 15,000 Africans was practically finished and the Gorofani scheme for 1,680 Africans had been started.

The especial interest in the Gorofani African Housing scheme lies in the fact that the housing is being built by the Municipal Council to be let to employers of labour at economic rents. In this way it is hoped to avoid crippling public subsidisation of housing rents on the one hand, and on the other to avoid the upset to the wage structure of the Colony involved in the direct payment by the worker of an economic rent at a moment when economic rents in the large towns bear no relation to the cost of living as a whole throughout the Colony. This is particularly important as Africans for the most part do not understand real wages, but are attracted by the cash wage which, of course, in Nairobi or Mombasa has a value far below a similar or even a lower cash wage elsewhere in the Colony. If this pilot scheme succeeds, as seems probable from its popularity amongst employers of labour, it may form the beginning of an important new contribution to the solution of the Colony's housing problems in urban areas.



*Mombasa.* The African Housing scheme at Port Tudor has shown steady progress and up to the end of the year 11 two-storied blocks of flats had been completed. Good progress was also made with the Municipal Board's Buxton Housing Estate, for the accommodation of the Board's African employees, both married and bachelor, and it is estimated that by the end of 1949 only 28 married employees will still require accommodation. At the close of 1949 negotiations were proceeding between the Municipal Board and the Government for raising a loan of £25,000 for an Asian housing scheme.

*Kisumu.* The Municipal Board of Kisumu has made considerable progress towards meeting the needs of the Asian and African communities for dwellings. Part of the Royal Air Force transit camp and the whole of the Polish Women's Camp were purchased from the Government by the Board and this accommodation, with slight alterations, was found to be sufficient for 111 Asian families. The Municipal Board has also negotiated a loan with the Government of about £20,000 for the purpose of constructing 185 dwellings for the various grades of African municipal employees, which should be adequate for future requirements.

*Eldoret.* The Eldoret Municipal Board has plans in view for a housing scheme, at an estimated cost of £50,000, to alleviate the present overcrowded conditions prevalent in the African location.

*Nakuru.* Due to the completion and occupation, in 1948, of the Nakuru Municipal Board's *pisé-de-terre* housing estate, which provides housing for 700 Africans, the housing shortage was not acute.

The Board completed plans for a new African location and an Asian residential area, where ploholders will erect their own dwellings to specifications laid down by the Board. It is hoped that this new location and area will be occupied early in 1950.

*Kitale.* The Asian and African housing situation in Kitale remained difficult. Little actual building was done by the Board during the year but considerable planning took place with regard to the lay-out of Asian plots and erection of flats. A Government loan of £8,000 was successfully negotiated for the construction of African housing, a market and beer hall.

### *Rural Areas*

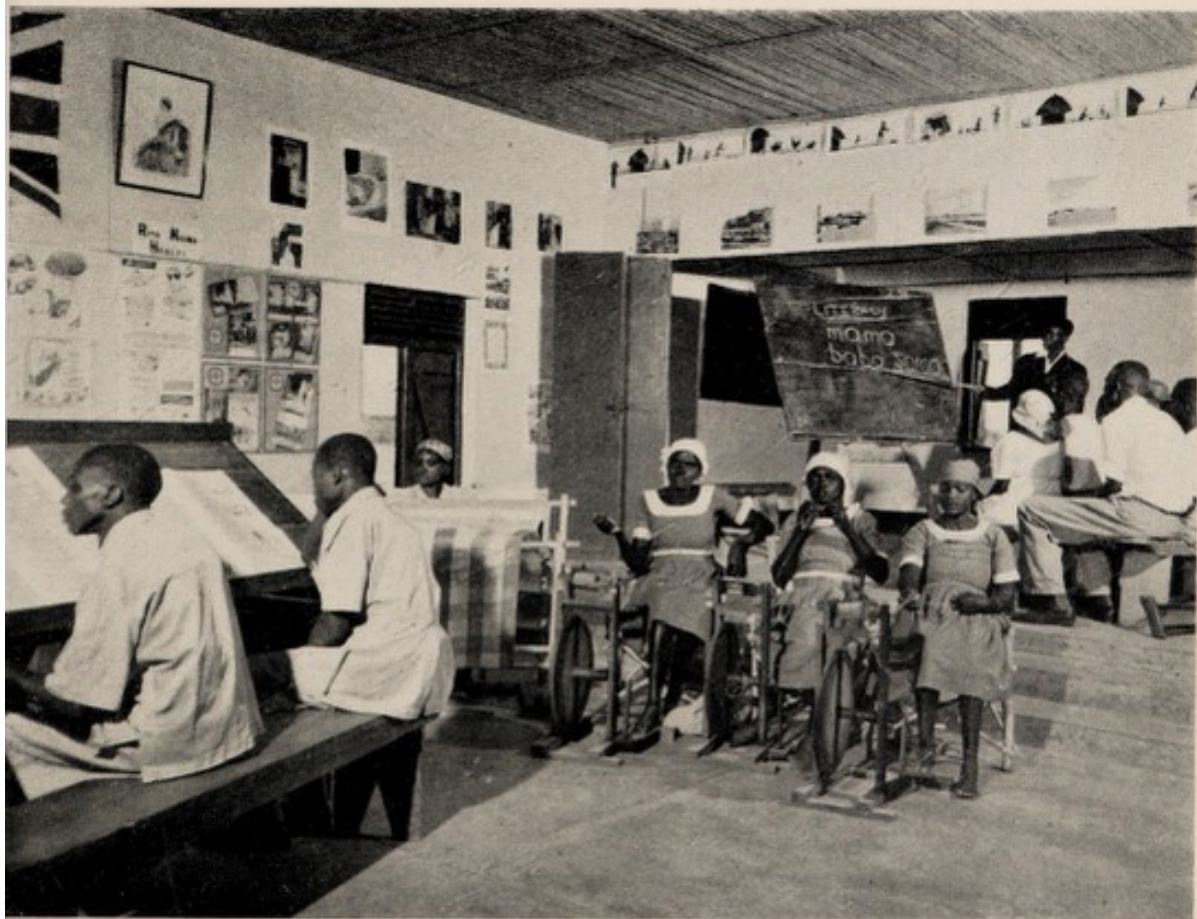
The standard of housing for Government employed road and building gangs improved during the year.

Vipingo type houses have replaced "A" type camp shelters of corrugated iron in the Coast Province, while in other Provinces this replacement is either by permanent stone houses or well-built mud huts. All Government departments are now required to notify the Labour Department of the intention to establish and the actual establishment of labour camps. Detailed inspections and reports on all District Council road camps were completed by labour officers during the year. These reports were analysed at the Labour Department Headquarters, and the results, with criticisms and advice, were sent to the Councils concerned through the Commissioner for Local Government. Improvement in this type of housing has proved to be a slow process, and however co-operative a



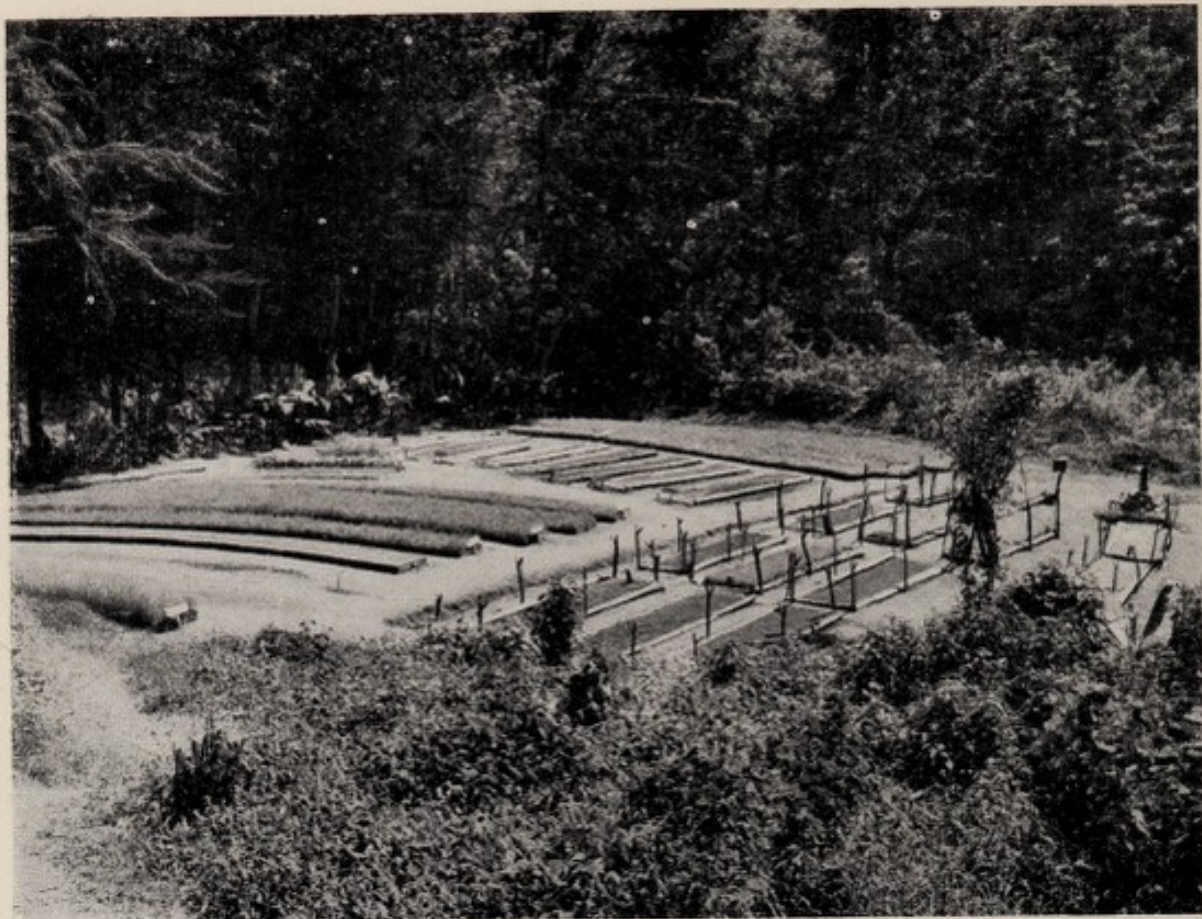


CONTOUR PLANTING ON A EUROPEAN FARM AT SOLAI  
*The crops are maize and wheat*



A WELFARE HALL IN NYANZA PROVINCE  
*Spinning, weaving and a mass literacy class are in progress*





A TREE NURSERY IN THE MACHAKOS DISTRICT  
*The young trees will be used for the reafforestation of bare hills*

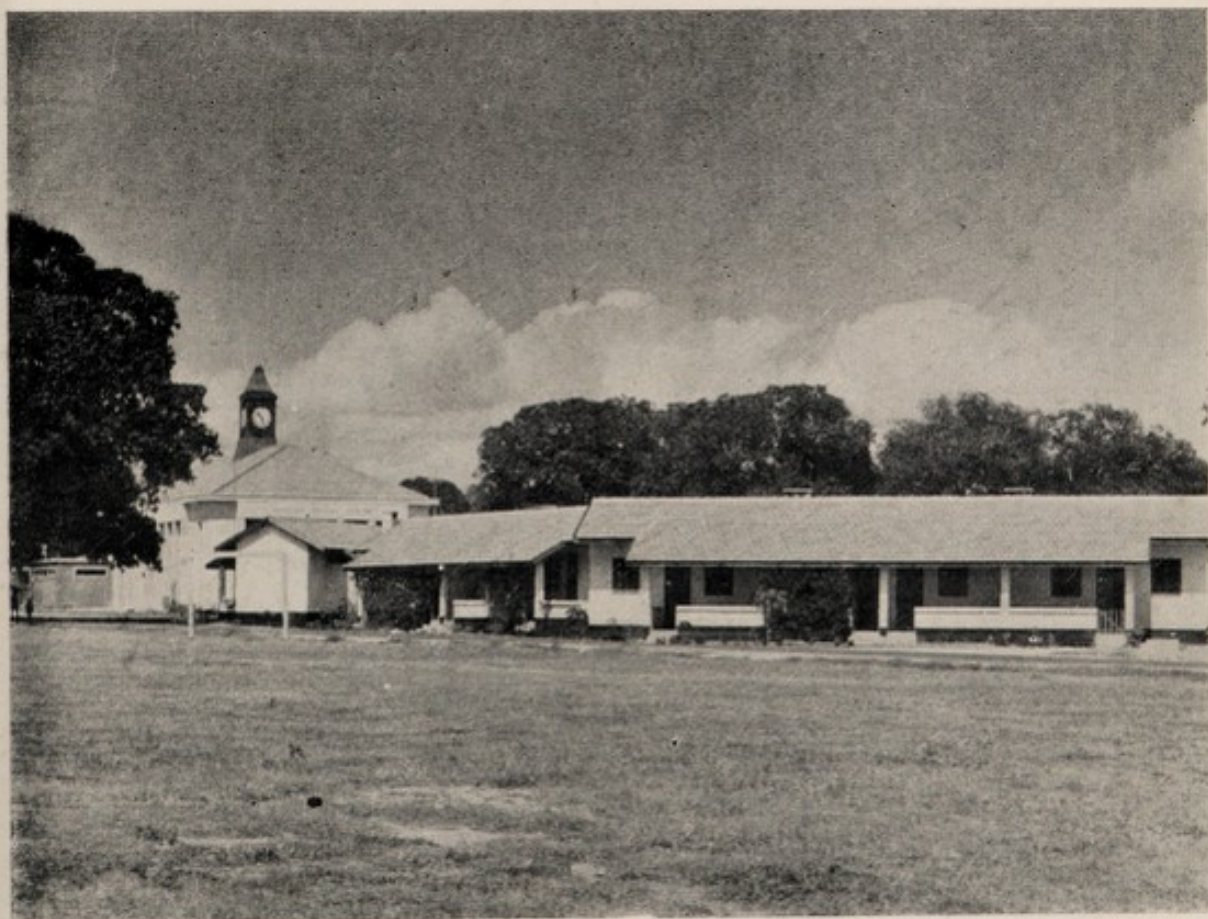


COMMUNAL SOIL CONSERVATION WORK IN NYANZA PROVINCE



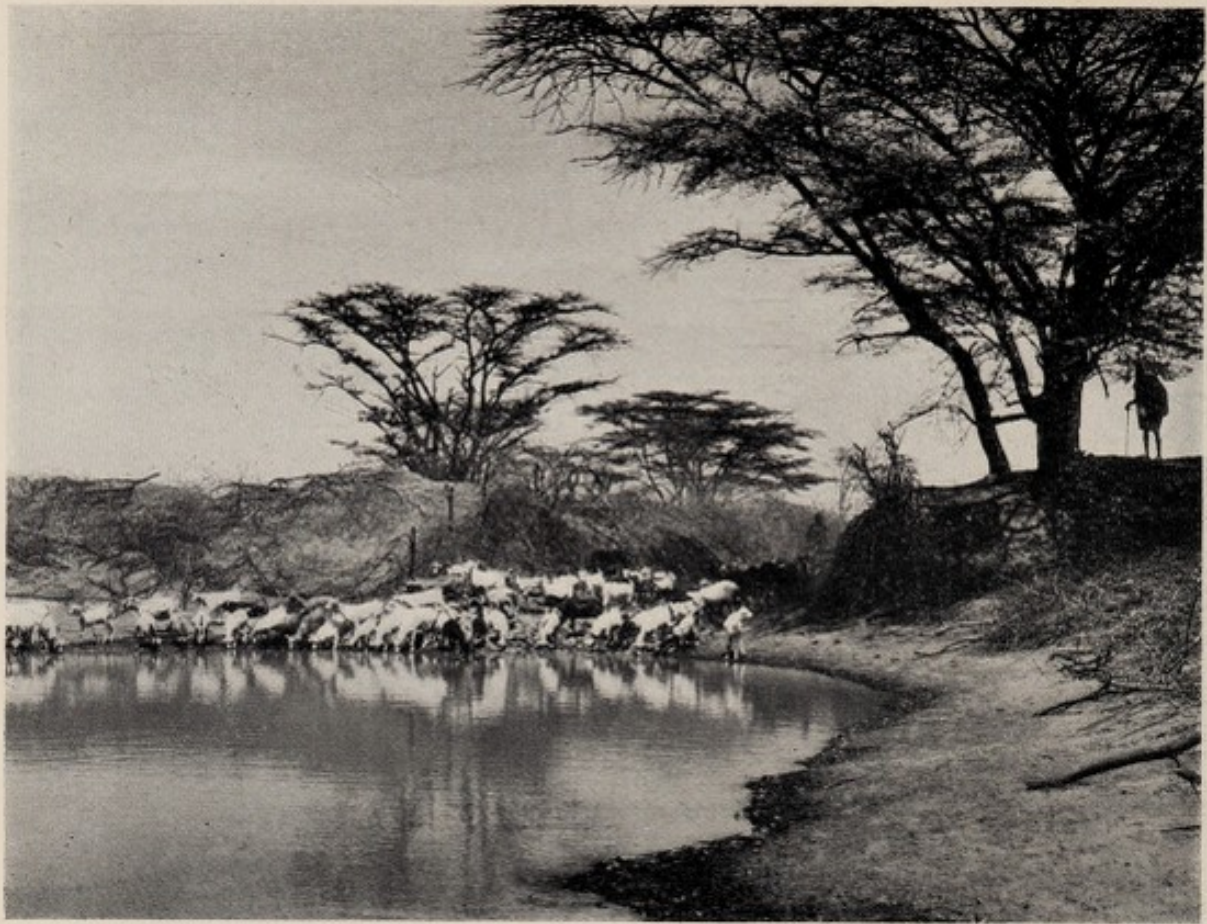


A TUBERCULIN TEST ON AN AFRICAN BABY  
*During a survey of the incidence of tuberculosis in the African areas*



AFRICAN HOUSING IN MOMBASA  
*On the left is the Social Centre*





LIVESTOCK AT A WATERING-POINT

*In the arid area of Mugerin where bore holes and dams prove unsuccessful, tanks are mechanically scooped out*



ELEPHANT IN THE NEW NATIONAL GAME RESERVE NEAR MARSABET



Council may be, it is obvious that finance is still the limiting factor. Contractors' camps were also inspected throughout the year and where necessary instructions were given for improvement to buildings and sanitation to be carried out.

The position in regard to the rural housing of Africans is very much more satisfactory than in the towns. Many estates have first-class African housing and an interesting development by one of the Kericho tea estates was of an all-concrete round hut. Resident labour on farms continues to live in mud and wattle huts and no doubt the bulk of farm labour will continue to occupy this type of dwelling for many years to come.

Slow but steady progress has been made in the erection of Government housing, but there is still a shortage of housing for Government servants and much leeway to be made up. The European *pisé-de-terre* scheme at Kileleshwa continued to expand and considerable building took place in the outstations throughout the Colony.

The East African Railways and Harbours Administration, less limited by financial considerations, maintained its lead in housing its employees and in improving and extending its housing estates.

The number of dwellings built in 1949 in municipalities in the Colony is shown in the table on page 66.

#### SOCIAL WELFARE

The year 1949 was a period of adjustment and extension of work. There has been a great deal of enthusiasm, both on the part of officers of the Administration and of the African public, but it is apparent that local enthusiasm by itself is not enough. There is insufficient experience of organisation, so that unless a European can be found to canalise and direct African efforts surprisingly little action may result from a great volume of enthusiasm.

The Commissioner for Social Welfare is a member of the African Affairs Branch and the Welfare Officers are an integral part of the Provincial Administration, so that social welfare is not a distinct Department of the Government.

#### *Training*

The Commissioner for Social Welfare is also responsible for the Jeanes School, which is the training establishment for the African civil service and local African services, but was still training ex-servicemen in 1949. The table on page 67 shows the scope and nature of the work.

|   |     |
|---|-----|
| Number of wives who received instruction during the year                          | 100 |
| Number of children in the children's school in December, 1949                     | 195 |
| Number of women who have attended the spinning and weaving centre during the year | 26  |

In addition, refresher and special courses are held for African officers as the requirements of the Administration demand.

The special difficulties of courses at the Jeanes School often derive from the extreme variations in the educational background of those who



## NEW DOMESTIC DWELLINGS IN MUNICIPALITIES, 1949

KENYA

|                   | Local Authority |       |         | Government |       |         | Other Agencies |       |         | Total |
|-------------------|-----------------|-------|---------|------------|-------|---------|----------------|-------|---------|-------|
|                   | European        | Asian | African | European   | Asian | African | European       | Asian | African |       |
| Nairobi . . . . . | 30              | —     | 768     | 30         | —     | —       | 159            | 294   | 1       | 1,282 |
| Mombasa . . . . . | —               | —     | 104     | 13         | 34    | 214     | 63             | 151   | 61      | 640   |
| Kisumu . . . . .  | —               | 2     | 7       | 5          | 9     | 10      | 2              | 10    | 5       | 50    |
| Nakuru . . . . .  | 3               | —     | —       | 6          | 5     | 42      | 25             | 23    | —       | 104   |
| Eldoret . . . . . | —               | —     | 42      | 4          | 11    | —       | 4              | 2     | 31      | 94    |
| Kitale . . . . .  | —               | —     | —       | —          | —     | —       | 6              | 8     | —       | 14    |
| TOTAL . . . . .   | 33              | 2     | 921     | 58         | 59    | 266     | 259            | 488   | 98      | 2,184 |



attend, especially in the case of ex-servicemen. In the future, however, it is hoped that entrants will come for each course from the same level of schooling.

## JEANES SCHOOL OUTPUT OF STUDENTS

|   | 1946      | 1947       | 1948       | 1949       |
|---|-----------|------------|------------|------------|
| Social Welfare Workers . . . . .          | 22        | 23         | 21         | 19         |
| Probation Assistants . . . . .            | 2         | 3          | 4          | —          |
| British Legion Assistants . . . . .       | 2         | 2          | —          | —          |
| General Traders . . . . .                 | 2         | 27         | 36         | —          |
| Elementary Teachers (T4) . . . . .        | —         | —          | 6          | 20         |
| Lower Primary Teachers (T3) . . . . .     | —         | 31         | 47         | 43         |
| Primary Teachers (T2) . . . . .           | —         | —          | 13         | 11         |
| Agricultural Instructors . . . . .        | —         | 24         | 48         | —          |
| Health and Hygiene Assistants . . . . .   | —         | 10         | —          | —          |
| Clerks . . . . .                          | 6         | 42         | 52         | 63         |
| Bakers . . . . .                          | —         | —          | 10         | 14         |
| Court Prosecutors . . . . .               | —         | —          | 4          | —          |
| Surveyors . . . . .                       | —         | —          | —          | 6          |
| Market Assistants . . . . .               | —         | —          | 1          | —          |
| Army Teachers . . . . .                   | —         | 73         | —          | —          |
| Census Supervisors . . . . .              | —         | —          | 70         | —          |
| To Makerere . . . . .                     | —         | —          | 5          | —          |
| African Assistant Administrative Officers | 8         | —          | —          | 11         |
| Co-operative Inspectors . . . . .         | —         | —          | —          | 24         |
| Health Inspectors . . . . .               | —         | —          | —          | 8          |
| <b>TOTAL . . . . .</b>                    | <b>42</b> | <b>235</b> | <b>317</b> | <b>219</b> |

*Scouting*

The Boy Scouts Association of Kenya was very active during the year and produced a pageant in which scouts of all races took part. Two combined camps, in which some 1,500 scouts participated, were held and were a success from the point of view of scouting as well as from the point of view of good relationship between scouts of all races. Scouting is very strongly supported by Government Departments, and many people have renewed their interest. Most of the African social welfare workers are keen scouters. The approximate strength of scouts in Kenya is as follows :

|                        | <i>Cubs</i> | <i>Scouts</i> | <i>S. Scouts</i> | <i>Rovers</i> | <i>Scouters</i> |
|------------------------|-------------|---------------|------------------|---------------|-----------------|
| European . . . . .     | 221         | 206           | 64               | 26            | 44              |
| Asians . . . . .       | 210         | 691           | 40               | —             | 40              |
| Africans . . . . .     | 421         | 2,500         | 58               | 30            | 95              |
| <b>TOTAL . . . . .</b> | <b>852</b>  | <b>3,397</b>  | <b>162</b>       | <b>56</b>     | <b>179</b>      |



*Girl Guides*

The following table shows the strength at the end of the year :

|                    | <i>Guiders</i> | <i>Guides</i> | <i>Brownies</i> | <i>Companies</i> | <i>Packs</i> |
|--------------------|----------------|---------------|-----------------|------------------|--------------|
| European . . . . . | 46             | 203           | 306             | 13               | 13           |
| Indian . . . . .   | 10             | 153           | 112             | 7                | 6            |
| African . . . . .  | 15             | 141           | 9               | 18               | 1            |
| Goan . . . . .     | 4              | 36            | 53              | 2                | 2            |
| TOTAL . . . . .    | <u>75</u>      | <u>533</u>    | <u>480</u>      | <u>40</u>        | <u>22</u>    |

There was an increase over 1948 of two European and six African Guide Companies and two Indian Packs. In addition, there are 20 unwarranted guiders and some 100 recruits, whose numbers increase every week.

During the year five camps, two rallies and six training courses were held.

The new constitution, granted by Imperial Headquarters in London has given the Kenya Girl Guide Council a greater degree of control.

In reviewing the year's progress the outstanding feature was again the demand for more African companies, and the formation of these companies was only hindered by lack of guiders. In this connection it is to be noted that the first African Captain was warranted during the year. 1949 was full of encouragement and increased interest was shown everywhere. The visit of Lady Baden-Powell to Kenya at the end of the year provided an additional stimulus.

*Community Associations*

Some success has attended attempts to form African young farmers' clubs, but in this, as in other efforts, the difficulty was to find African leaders prepared to give their spare time and service. In the Native Land Units it was sometimes possible to direct the easily aroused enthusiasm of the people into constructive activity. In the urban areas, the year saw a considerable development of the kind of social life which, in other parts of the world, provide the townsman with healthy and profitable occupation for his spare time. Numerous societies and clubs came into existence—for sports, debating, amateur dramatics, brains trusts, dancing and other traditional pastimes. Africans generally prefer to keep membership of their clubs on a tribal basis, so that there are many small associations and keen rivalry.

By the end of 1949, 69 community centres were in operation in rural areas. Of these 63 were supported by Local Native Councils, two by Missions and four by District Councils in the Settled Areas, and others were being built. The central Government makes a building grant of £150 towards each permanent hall, an equipment grant of £50, and a grant of £10 towards the first year's upkeep: in practically every case the Local Native Council has contributed larger sums, but, in any event, the Council must meet the expenses after the first year. Halls are in charge of an African welfare worker, paid by the Local Native Council, but trained by the Government; they are generally equipped with a



wireless set, a film-strip projector, a small library, daily papers and magazines, indoor games, equipment and a football and athletic ground. The mobile cinema pays periodic visits, and talks and discussions are arranged by a number of official and unofficial persons, with demonstrations of better farming and hygiene, visits to places of interest, or educational classes. Though financial support from the Local Native Council is generally necessary, every attempt is made to prevent the African from taking these amenities for granted as things to be provided free irrespective of the individual's own efforts.

This work is not confined to the areas of the Native Land Units. Three District Councils in the European areas have taken a special interest in welfare work among Africans and have established centres. These Councils do not have a system of rating, so that the funds for the projects have been supplied by contributions from European farmers, supplemented by Government assistance. The centres are self-supporting, but the goodwill of the European towards the African population is the important factor in the success of these schemes.

In Nairobi and Mombasa, the African centres continued along the well-established lines which have made Kaloleni in Nairobi and Tononoka in Mombasa the centres of African social life.

Football is the most popular game among Africans and each year there are competitions for a number of trophies in the main centres of the Colony. During 1949 there was the usual increase in the number of these trophies and a considerable expansion in the number of teams competing for them. The more important games attracted many thousands of spectators. The leading teams generally have a tribal basis within an urban area and have no difficulty in raising the funds to travel to all parts of the Colony to compete.

In Nairobi, an African amateur dramatic club showed considerable promise and, under the very highly qualified assistance and guidance which has been provided, seems likely to go far.

### *Family Welfare*

Domestic distress among the European community is dealt with by the voluntary societies; they play a valuable part among other communities also. Generally, the European societies are well-organised on a Colony-wide basis. The League of Mercy and the East Africa Women's League are represented everywhere, and dispose of considerable funds and gifts in kind. The Asian societies are not as a rule Colony-wide, and are generally confined to a particular sect amongst that community; the traditional form of Asian charity is by individual gift, and there is little investigation of the circumstances of the recipients of gifts of money or kind which are freely given by individuals as and when they are asked.

The family welfare of the African is primarily, for the vast majority who stay in the Native Land Units, a matter for tribal and clan organisation with the assistance of guidance and advice from the Government, and, of course, in the case of medical treatment, for example, of very large expenditure of public funds. In the rural areas outside the Native Land Units, the welfare of the African worker and his family is very much the



concern of the Labour Department. Inspection includes wage rates, manner and time of payment, hours of work and tasks, housing conditions, rations and feeding arrangements, sanitation, medical care and attention, safety, health and general care and attention both during and after working hours.

Employers are urged to provide, and in many cases do provide, a variety of amenities such as primary schools, playing fields, sports equipment, shops, reading rooms and canteens.

Tribal organisation provides security to the aged and infirm ; whether to enter employment or not is still largely a matter of individual choice, so that long-term unemployment exists only where the individual does not wish to take up one of the many opportunities for remunerative work open to him. The case of the fully detribalised man who, by reason of age or infirmity, can no longer work and is destitute is different and these cases are at present met by *ad hoc* measures for each individual.

### *Mass Education*

In most Districts, the Administrative teams conducted projects such as mass anti-erosion and afforestation schemes, which afford in many parts of the Colony standing examples of the success of mass education along these lines.

In various parts of the Colony experiments were being made in attempts to discover the kind of approach to which a particular tribe will best respond. Some of these experiments, though not yet tested over a long enough period to enable final judgment to be made, were believed to have given rise to considerable optimism, and to the belief that an extension of mass education projects could profitably be undertaken along a variety of lines.

In the fields of juvenile care and probation services substantial progress was made during the year, and a very large increase was planned, and accepted, for 1950.

## Chapter 8 : Legislation

In 1949 the Legislative Council of Kenya passed 62 Ordinances, of which the following are the more important :

No. 3, *The Mental Treatment Ordinance*. This Ordinance revises completely the law in regard to the treatment of mental disorders and the management of the estates of persons suffering from such disorders or found to be of unsound mind, and in regard to the control and management of mental hospitals in the Colony. Prior to the enactment of this Ordinance, the law on the subject in force in the Colony was contained in two Indian Acts of 1858. These were repealed in India in 1912. One of the fundamental weaknesses of the Indian Acts was that no provision existed for a person suffering from a mental disorder or defect to be received voluntarily into a mental hospital for treatment. The Ordinance, therefore, makes an important and necessary change in this respect.

No. 5, *The Diamond Industry Protection Ordinance*. Experience in



Tanganyika showed that the Diamond Industry Protection Ordinance of that territory was unsatisfactory in many respects and, in 1946, that Ordinance was substantially amended. The Diamond Industry Protection Ordinance, 1934, of Kenya was modelled on the Tanganyika Ordinance. While diamonds have not yet been found in marketable quantities in this Colony, it was considered desirable that the legislation on the subject should be brought up to date and into line with that of Tanganyika, and as the amendments were numerous and widespread throughout the Ordinance, it was considered preferable to repeal the 1934 Ordinance and re-enact it with the necessary amendments.

No. 9, *The Estate Duty (Consolidation) (Amendment) Ordinance*. Under section 11 of the Estate Duty (Consolidation) Ordinance, 1926, estate duty was levied and paid upon the principal value of an estate. The expression "principal value" was not defined in the Ordinance and the practice was to charge duty on the market price at the date of death. Section 2 of the Estate Duty (Consolidation) (Amendment) Ordinance, 1949, accordingly defines "principal value" to mean "the price which the property would be estimated to fetch if sold at the time of the death of the deceased." Under section 20 (3) of the Estate Duty (Consolidation) Ordinance, 1926, an Assistant Commissioner could require a valuation for estate duty purposes to be made and signed by an approved valuer. The Estate Duty Commissioners were not, however, bound to accept a valuation submitted by an approved valuer and, in practice, valuations made by persons other than approved valuers were often accepted and not all valuations made by approved valuers were accepted. The provisions regarding valuers have no counterpart in the United Kingdom legislation or the estate duty legislation of many other Colonies and their retention was considered undesirable. Section 4 of the Ordinance amends the Estate Duty (Consolidation) Ordinance, 1926, so as to give power to the Governor in Council to remit the payment of estate duty in cases in which payment would cause exceptional hardship.

No. 10, *The Law Society of Kenya Ordinance*. This Ordinance incorporates the Law Society of Kenya, and gives it certain statutory powers. Upon the commencement of the Ordinance, the existing Law Society, which was an unincorporated body, will cease to exist and the property and assets of the existing Law Society will be vested in the corporate body. Part II of the Ordinance provides for the incorporation and sets out the objects and powers of the Law Society. Part III sets out the qualifications necessary for membership of the Society and expulsion and resignation of members. Parts IV and V provide for the constitution of the Council of the Society, for its powers and procedure and for the appointment of committees and officers. Part VI provides for the holding of general meetings of the Society and for the voting and procedure thereat. Parts VII and VIII contain provisions for the custody and use of the Common Seal of the Society, for the keeping of minutes and accounts and the annual report of the Council, and Part IX confers powers on the Council to make regulations binding on members of the Society, prescribing such matters as may be necessary for the proper conduct and regulation of the affairs of the Society.



No. 12, *The Eviction of Tenants (Control) Ordinance*. The Eviction of Tenants (Control) Ordinance, 1948, was enacted to prevent the eviction of certain tenants in the Coast Province who occupied houses to which rent control legislation was not applicable. Under the Ordinance proceedings for the eviction of a tenant occupying a house in any of the areas set out in the Schedule to the Ordinance were prohibited except with the consent of the Rent Control Board for the Coast Province, and the conditions under which the Board could give such consent were prescribed by the Ordinance.

It was found, however, that the provisions of this Ordinance operated to prevent the Mombasa Municipal Board from carrying on their statutory duties and powers. It was also necessary for a definition of "house" to be inserted so as to limit the operation of the Ordinance to houses as defined. The Ordinance being a short one it was considered preferable to repeal and re-enact its provisions with the amendments necessary to rectify the defects noted above and the Eviction of Tenants (Control) Ordinance, 1949, was accordingly enacted.

Later in the year the Ordinance was amended to place it beyond doubt that the protection against eviction given by it to persons occupying houses in certain districts of Mombasa was to continue, notwithstanding the application to them of the provisions of the Increase of Rent (Restriction) Ordinance, 1949. The opportunity was also taken to insert a new section which prohibits the raising, without the consent of the Rent Control Board, of the rent of the land upon which a house which does not belong to the owner of the land is built above the rent payable on the date of the commencement of the Increase of Rent (Restriction) Ordinance, 1949.

No. 16, *The Nurses and Midwives Registration Ordinance*. This Ordinance was enacted in order to give effect to recommendations of the Nursing and Midwives Council Committee. The Ordinance establishes and constitutes a Council for controlling and supervising the training of nurses and midwives and for improving their standards of qualification and conditions of training.

No. 20, *The Immigration (Control) (Amendment) Ordinance*. This Ordinance amends the Immigration (Control) Ordinance, 1948 (referred to as the principal Ordinance), in certain respects, which experience has shown to be necessary. The Ordinance has been prepared as a result of a conference between the Law Officers and Principal Immigration Officers of Kenya, Tanganyika, Uganda and Zanzibar. It was found, in practice, that the Principal Immigration Officer had to delegate some of his functions to a deputy officer, and other powers to immigration officers at Mombasa. Accordingly, section 2 has been amended so as to confer power on the Governor to appoint a Deputy Principal Immigration Officer and also to enable the Principal Immigration Officer to delegate his powers. Section 4 of the principal Ordinance is amended so as to permit an immigration officer to require the master of a ship, or captain of an aircraft, or guard of a train, or person in charge of a vehicle leaving, as well as arriving from, any place outside the Colony, to furnish a list of the persons in his ship, aircraft, train or vehicle. An amendment is also made to this section to permit the arrest of a person whose presence in the Colony is unlawful,



if, in order to prevent justice being defeated, it is necessary to arrest him immediately. Section 5 (1) of the principal Ordinance provided that certain persons, therein detailed, were prohibited immigrants, and that it was unlawful for them to enter the Colony. Section 5 of Ordinance No. 20 of 1949 amends this so as to make not only the entry into, but also the presence in, the Colony of prohibited immigrants unlawful; section 5 is further amended to make it plain that "prohibited immigrant" includes any person against whom there is in force an order of deportation from the Colony, whether the deportation order is made under the principal Ordinance or any other law. As the principal Ordinance stood, there was no provision which allowed a person who came within any of the categories of "prohibited immigrant", to alter his status and obtain a permit to enter the Colony. Ordinance No. 20 of 1949 amends section 5 (1) of the principal Ordinance by inserting provisos to the effect that a person who is in possession of a valid pass (including a prohibited immigrant's pass), allowing him to enter the Colony is not, during the period for which such pass or permit is issued, to be deemed to be a prohibited immigrant, and that when such person has been issued with a valid entry permit or his name endorsed as a dependant upon a valid entry permit, he shall cease to be a prohibited immigrant. Section 5 of the principal Ordinance is also amended to provide that any person who, within four years of his entry into the Colony, is found by the Principal Immigration Officer to have been a prohibited immigrant under the law in force at the time of his entry, is to be deemed to have been a prohibited immigrant at the time of such entry, whether he entered the Colony before or after the coming into operation of the principal Ordinance. Section 6 of the principal Ordinance is amended by extending the right to enter the Colony without a permit to civilian employees of any of His Majesty's Departments of State, their wives and children, as well as to serving members of His Majesty's Forces, their wives and children. It was found, by experience, that the various maximum sums, specified in section 7 of the principal Ordinance, of which an intending immigrant falling within Classes B, C, D or E must have in his own right and at his free disposal, were too small. Accordingly, section 7 (1) is amended to provide for the maximum sum to be prescribed for each category by regulations made by the Governor in Council. Section 7 (2) is amended to provide that if a person granted an entry permit for a particular employment fails to engage in that employment or to continue in it for four years, he is to be deemed to be a person seeking to enter the Colony *de novo*. Section 8 raises the age below which particulars of children may be endorsed on the entry permits of one or other parent from 16 to 18 years. Section 9 is amended to make it clear that the Governor may include in a deportation order a direction that the person shall remain out of the Colony. Provision is also made for detention pending deportation. Section 10 increases the penalties for returning to the Colony in breach of a deportation order.

No. 21, *The Increase of Mortgage Interest (Restriction) Ordinance*. This Ordinance re-enacts the provisions relating to restrictions of increase of mortgage interest which were previously contained in the Increase of Rent and of Mortgage Interest (Restrictions) Ordinance, 1940. The



latter Ordinance was recently repealed and a new Ordinance providing for control of the increase of rent was enacted and the opportunity was taken to separate the provisions relating to mortgage interest from those relating to rent.

No. 22, *The Increase of Rent (Restriction) Ordinance*. This Ordinance was enacted to give effect to the recommendations of a committee appointed to consider the Increase of Rent and of Mortgage Interest (Restrictions) Ordinance, 1940. For convenience the provisions of the Increase of Rent and of Mortgage Interest (Restrictions), 1940, which dealt with mortgage interest, have been removed from Ordinance No. 22 and form the subject of a separate Ordinance. This Ordinance therefore makes provision in relation to the increase of rent and the recovery of the possession of premises to which it applies. The Ordinance applies both to the dwelling-houses and business premises which are situated in any area in which there has been established a Rent Control Board. Certain types of premises are, however, expressly exempted from the application of the Ordinance.

No. 26, *The Mombasa Shop Hours Ordinance*. The provisions of the Shop Hours Ordinance, 1925, which are in force in other parts of Kenya, were never applied to the Municipality of Mombasa because the restricted shop hours prescribed under that Ordinance would prove inconvenient to ships' passengers, shopkeepers and residents in and around the docks. It was, however, necessary to give protection to employees working in shops at Mombasa, and the Mombasa Shop Hours Ordinance, 1949, was enacted to regulate the hours of work of, and to protect the rights of, shop assistants in Mombasa. The Ordinance was enacted to give effect to the recommendations of the report of a committee appointed to examine the question as to the necessity for separate legislation in relation to shop hours in Mombasa. The Ordinance replaces the Mombasa Shop Assistants Ordinance, 1937, which experience showed did not afford adequate protection to shop assistants in Mombasa.

No. 28, *The Protected Areas Ordinance*. Serious thefts of arms, ammunition and military stores have taken place from military depots and dumps. The Protected Areas Ordinance, 1949, was enacted in order to enable increased security measures for the safeguarding of arms, ammunition and other military stores in places where they are kept in the Colony to be taken, and to prevent the entry of unauthorised persons into such places.

No. 30, *The Evidence (Bankers' Books) (Amendment) Ordinance*. It is sometimes desirable to admit as evidence in legal proceedings in Kenya copies of entries in the books of bankers carrying on business in Tanganyika, Uganda or Zanzibar in the same manner as, and subject to the same conditions under which copies of entries in the books of bankers carrying on business in the Colony are admitted in such proceedings. Conversely, it may be desirable under section 7 of the Evidence (Bankers' Books) Ordinance, 1937, to inspect and take copies of entries in bankers' books in Kenya with a view to obtaining evidence which may be used in legal proceedings instituted in Tanganyika, Uganda or Zanzibar. Hitherto neither of these courses was permissible. The Evidence (Bankers' Books)



(Amendment) Ordinance, 1949, accordingly amends the Evidence (Bankers' Books) Ordinance, 1937, to provide for this.

No. 33, *The Radio-active Minerals (Amendment) Ordinance*. The Radio-active Minerals Ordinance, 1948 (referred to as the principal Ordinance), prohibited prospecting for any radio-active minerals except under licence from the Governor. By reason of the increasing importance of such minerals, and the necessity of securing a sufficient supply from sources within the Commonwealth, the Secretary of State requested that everything possible should be done to encourage persons to prospect for radio-active minerals. The fact that prospecting for such minerals by the holder of a prospecting right was not permitted unless the holder also obtained a licence might have acted as a deterrent to would-be prospectors. The Radio-active Minerals (Amendment) Ordinance, 1949, amends section 3 of the principal Ordinance so as to obviate the necessity for a person to obtain a licence from the Governor to prospect for radio-active minerals and provides instead that such a person need only secure an endorsement by the Commissioner of Mines and Geology on a prospecting right issued to him under the Mining Ordinance, 1940, specifically authorising him to prospect for such minerals. Provision is made for appeal to the Governor against a refusal by the Commissioner to endorse a prospecting right. Section 4 of the principal Ordinance required a monthly report to be made by anyone prospecting for radio-active minerals. This provision, it was considered, might well act as a deterrent to would-be prospectors and was not considered of such importance as to justify its retention and was therefore repealed.

No. 35, *The Trade Unions (Registration) Ordinance*. The Trade Unions and Trade Disputes (Amendment) Ordinance, 1948, amended the Trade Unions and Trade Disputes Ordinance, 1943, in various respects, and in particular by specifying certain additional matters, in respect to which a trade union is required to satisfy the Registrar of Trade Unions before it can be registered. It was considered desirable, in the public interest and in order to secure a uniform application of the trade-union law, that every trade union, and not only trade unions which sought registration subsequent to the 1948 amendment, should satisfy the Registrar in regard to these additional requirements. Accordingly, section 3 of the Trade Unions (Registration) Ordinance, 1949, enables a trade union which was registered before 20th April, 1948, to apply for re-registration within one month from the commencement of the Ordinance. Failure to do so entails cancellation by the Registrar of the original registration. Re-registration may be had without fee, and may be granted as if it were a new registration and antedated to the date of the original registration, or may be refused on any ground upon which registration could be refused or cancelled under the 1943 Ordinance, on the ground that the trade union has not, since its original registration, complied with the provisions of the Trade Unions and Trade Disputes Ordinance, 1943. The right of appeal against a refusal by the Registrar to register a trade union contained in that Ordinance will apply also to a refusal to register under this Ordinance.

No. 36, *The Deportation (Aliens) Ordinance*. This Ordinance brings



up to date and strengthens the law relating to the control and deportation of aliens. Deportation of immigrant British subjects is dealt with by a separate Ordinance, and deportation of prohibited immigrants and of destitute persons is covered by the Immigration (Control) Ordinance, 1948.

No. 37, *Deportation (Immigrant British Subjects) Ordinance*. Chapter 61 of the Revised Edition allowed the deportation from Kenya of any person, whether a British subject or an alien, and whether he belonged to Kenya or not. This provision was considered too wide. The Deportation (Immigrant British Subjects) Ordinance, 1949, strengthens and brings up to date the law on the subject and will not permit of the deportation of any British subject unless he is an "immigrant British subject" who does not "belong to Kenya" within the meaning of those expressions as defined in the Ordinance. No person can be deported under this Ordinance unless he is either a convicted person whom a court recommends for deportation or an undesirable person reported on to the Governor by a court.

No. 39, *The Voluntarily Unemployed Persons (Provision of Employment) Ordinance*. This Ordinance makes it obligatory upon every adult male "unemployed person", as defined in the Ordinance, to report to a Labour Exchange where he will be registered and either offered suitable employment or issued with a certificate that he has reported and requiring him to report again on a specified date. If an unemployed person refuses to accept an offer of employment, and the officer in charge of a labour exchange is of opinion that he is a voluntarily unemployed person, he shall be ordered to report to a labour exchange committee. A labour exchange committee may require a person who appears before it to show cause why he should not be declared to be a "voluntarily unemployed person", that is to say, an unemployed person who is not genuinely seeking employment. If he shows that he is genuinely seeking employment, he may be granted a certificate of exemption from the provisions of the Ordinance. If he fails to show cause to the satisfaction of the Committee, he may be declared to be a voluntarily unemployed person, and may be directed into employment. The Ordinance will only remain in operation for one year unless extended by resolution of the Legislative Council.

No. 43, *The Customs Tariff (Amendment No. 2) Ordinance*, and No. 44, *The Customs Tariff (Amendment No. 3) Ordinance*. The Customs Tariff (Amendment No. 2) Ordinance, 1949, was enacted to give effect to certain changes in the Customs Tariff Ordinance, 1947, by varying the rate and incidence of customs duties. To achieve this the rates of duty on many articles were varied. The Ordinance gives effect to certain recommendations of a committee appointed by the East Africa High Commission to investigate anomalies in the Customs Tariff. The Customs Tariff (Amendment No. 3) Ordinance, 1949, provides for the importation, without payment of customs duty, of goods imported by the Young Men's Christian Association, Mombasa, and the Mission to Mediterranean Garrisons.

No. 51, *The Companies (Amendment) Ordinance*. This Ordinance was enacted to give effect to a recommendation of the Board of Commerce



and Industry that the Companies Ordinance, 1933, should be amended so as to require every prospectus issued by or on behalf of a company, or in relation to an intended company, to contain a declaration that the directors and proposed directors accept responsibility for the accuracy of the information and statements in the prospectus.

No. 55, *The Advocates Ordinance*. This Ordinance, which was drafted in collaboration with the Law Society of the Colony of Kenya, is to consolidate, amend and bring up to date the law relative to advocates. The law on the subject has hitherto been contained in the Legal Practitioners Ordinance (Chapter 10), an Ordinance passed as long ago as 1906, and in the Rules of Court (Legal Practitioners) made by the Chief Justice in 1926 under the powers vested in him by the Kenya Colony Order in Council, 1921.

No. 56, *The Income Tax (Amendment) (Relief) Ordinance*. This Ordinance amends the Income Tax Ordinance, 1940, so as to afford an additional measure of relief to old people in receipt of a small income. It was considered that such persons, whether in receipt of earned income or unearned income, not infrequently, by reason of their age, have to incur additional expense in procuring assistance which their age renders them unable to provide for themselves.

No. 57, *The Legislation (Application to High Commission) Ordinance*. Although the East Africa High Commission performs many functions of government in Kenya, a reference in an Ordinance or in an instrument made thereunder to the Government of the Colony or to public purposes does not include a reference to the East Africa High Commission or to the purposes of the East Africa High Commission. There are many cases in which it is necessary that this should be so. Accordingly the Legislation (Application to High Commission) Ordinance, 1949, was enacted to confer on the Governor in Council power, by order, to provide that any specific reference to the Government of the Colony or to public purposes occurring in any Ordinance or in any instrument made thereunder shall, to such extent and subject to such modifications as may be specified in the order, be read and construed as including a reference to the High Commission or the purposes of the High Commission, as the case may be.

No. 58, *The Excise Duties (Amendment) Ordinance*. This Ordinance, amends the Excise Duties Ordinance, 1935, by adding to the Schedule to that Ordinance provision for an excise duty to be collected on matches manufactured in the Colony. The reason for this amendment is that the manufacture of matches in the Colony may shortly be commenced and it is necessary for intending manufacturers to know the amount of excise duty which will be levied.

No. 59, *The Industrial Licensing (Amendment) Ordinance*. Since the enactment of the Industrial Licensing Ordinance, 1948, it has become apparent that there were certain defects in that Ordinance. For example, that Ordinance contained inadequate provision for protecting a new industry from uneconomic competition. The Industrial Licensing (Amendment) Ordinance, 1949, accordingly inserts a new sub-section in section 10 of the 1948 Ordinance which enables the Industrial Licensing Council, at the time of granting a licence, to declare that for a period to be specified



which may not exceed five years, no similar licence shall be granted. A new section 10A is also inserted which enables the Council to make a similar declaration in relation to a licence which has already been granted. The other respects in which the 1948 Ordinance was defective was that, although provision existed for an appeal by any person aggrieved by a refusal of the Council to grant a licence, no provision existed for any appeal by a person aggrieved by the grant of a licence. Section 4 of this Ordinance accordingly amends section 14 so as to provide for this. A consequential amendment was made to section 15 of the 1948 Ordinance which provides for the action to be taken consequent upon a decision of the Appeal Tribunal either to grant or to refuse a licence.

## Chapter 9 : Justice, Police and Prisons

### SYSTEM OF COURTS

On 27th June, 1921, the Kenya Order in Council, 1921, was promulgated and from that date onwards the administration of justice has been carried out by the Courts of Justice established thereunder. These courts consist of His Majesty's Supreme Court of Kenya established under that Order in Council with full jurisdiction, civil and criminal, over all persons and over all matters in the Colony, besides being a Court of Admiralty exercising admiralty jurisdiction in all matters arising on the high seas or elsewhere, or otherwise relating to ships and shipping; Subordinate Courts constituted by or under the provisions of an Ordinance and courts with extended jurisdiction in special districts.

The Supreme Court consists of the Chief Justice assisted by four Puisne Judges. Sittings are held in Nairobi and Mombasa continuously throughout the year except for periods of 40 and 20 days respectively commencing on 1st July and 20th December, which are observed as court vacations. Provision is made, nevertheless, for the conduct of urgent business during vacation. Criminal sessions are held monthly at Nairobi and Mombasa and at regular intervals at Nakuru, Kisumu, Eldoret, Kitale, Nyeri and at other stations when required. District Registries of the Supreme Court have been established at Mombasa, Nakuru, Kisumu, Eldoret and Nyeri. The Supreme Court exercises supervision over the working and proceedings of the Subordinate Courts, whose records are inspected from time to time and whose judgments are subject to review and revision.

Appeals from the Supreme Court lie to the Eastern African Court of Appeal, constituted under the Eastern African Court of Appeal Order in Council, 1921, which holds quarterly sessions at Nairobi, Mombasa and Kampala and alternatively at Dar-es-Salaam and Zanzibar. Appeals from the Eastern African Court of Appeal lie to the Privy Council.

Subordinate Courts, at present constituted by the Courts Ordinance, 1931, No. 16 of 1931, of the first, second and third class are held in every district and at every administrative station in the Colony by officers of the administrative branch of the Government upon whom judicial powers



have been conferred. Additionally, at important centres such as Nairobi, Mombasa, Nakuru, Kisumu, Eldoret, Nyeri and Kericho, first-class Subordinate Courts are held by Resident Magistrates legally qualified and specially appointed to the staff of the Judicial Department. The local limits of jurisdiction of Subordinate Courts are provided for under section 7 of the Courts Ordinance, 1931. Subordinate Courts exercise both civil and criminal jurisdiction. The criminal jurisdiction of such courts is conferred by virtue of section 16 of the Courts Ordinance, 1931, and sections 7, 8 and 9 of the Criminal Procedure Code.

Subordinate Courts may, in the cases in which such sentences are authorised by law, pass the following sentences :

*First Class :*

- (a) Imprisonment for a term not exceeding 3 years ;
- (b) Fine not exceeding £150 ;
- (c) Corporal punishment not exceeding 24 strokes ;  
provided that no sentence exceeding 12 months' imprisonment or exceeding 12 strokes shall be carried into effect, and no order for payment of a sum of money exceeding £50 shall be executed until the record of the case has been transmitted to, and the sentence has been confirmed by, the Supreme Court.

*Second Class :*

- (a) Imprisonment for a term not exceeding 12 months ;
- (b) Fine not exceeding £75 ;
- (c) Corporal punishment not exceeding 12 strokes ;  
sentences exceeding 6 months' imprisonment or exceeding 8 strokes require to be confirmed by the Supreme Court as does any order for payment of a sum of money exceeding £37 10s.

*Third Class :*

- (a) Imprisonment for a term not exceeding 3 months ;
- (b) Fine not exceeding £25 ;
- (c) Corporal punishment on juveniles only not exceeding 8 strokes ;  
a sentence exceeding one month's imprisonment or an order for payment of a sum of money exceeding £5 requires to be confirmed by a Subordinate Court of the first class within whose jurisdiction the court imposing the sentence is situate.

In addition to the supervision required as a matter of law by way of confirmation of the sentence mentioned above, the Supreme Court is empowered by section 361 of the Criminal Procedure Code to call for and examine the record of any criminal proceedings before any Subordinate Court for the purpose of satisfying itself as to the correctness, legality or propriety of any finding, sentence or order recorded or passed, and as to the regularity of any proceedings of any such Subordinate Court. In exercising this revisional jurisdiction in the case of any proceedings in a Subordinate Court the record of which has been called for or which has been reported for orders, or which has otherwise come to its knowledge,



the Supreme Court may exercise any of the powers conferred upon it as a Court of Appeal and may enhance the sentence, provided the accused person has had an opportunity of being heard either personally or by an advocate in his own defence ; the Supreme Court cannot inflict a greater punishment for the offence than might have been inflicted by the Subordinate Court which imposed the sentence. In practice the record of every case in which corporal punishment is ordered, and whether confirmation is required by law or not, is put before a Judge of the Supreme Court for review.

In certain cases the Governor may invest any first-class Magistrate with power to try Africans, Abyssinians or Somalis for any offence and to impose any sentence which could lawfully be imposed by the Supreme Court. This power has been exercised in the case of the two districts of Northern Frontier and Turkana, which are difficult of access and inconvenient for sittings of the Supreme Court. Courts so constituted sit with the aid of assessors. Cases are examined by the Supreme Court and when a sentence of death is passed the sentence requires confirmation by the Supreme Court and the Governor before being carried into effect. Appeals from death sentences from courts exercising such extended jurisdiction lie to the Court of Appeal for Eastern Africa.

Subordinate Courts of the first, second and third class exercise civil jurisdiction by virtue of Part III of the Courts Ordinance, 1931, up to a limit of £75, £50, £25 respectively, except that in the case of the first- and second-class courts the limit is doubled if the defendant is a native, an Arab, a Somali, a Baluchi, a Comoro Islander or a Malagasy. In addition to these courts there are constituted Muslim Subordinate Courts presided over by Liwalis with full jurisdiction over natives, Arabs, Somalis, Baluchis, Comoro Islanders and Malagasys in all matters up to a limit of £75 ; by Cadis with full jurisdiction over Mohammedan natives in all matters up to a limit of £50 ; and by Mudirs with full jurisdiction over natives, etc., up to a limit of £25.

As a wartime measure, an experimental scheme of courts presided over by European local residents as special magistrates in Settled Areas was embarked upon ; these special magistrates are honorary workers and they have been given full third-class powers with second-class powers in respect of offences against the Employment of Servants Ordinance, 1937, the Resident Labourers Ordinance, 1937, and the Native Registration Ordinance, Chapter 127. The experimental scheme has proved most successful and has therefore remained in operation. The special magistrates of the Colony have performed valuable service by trying large numbers of petty cases, thus relieving Resident Magistrates in many districts.

Native Courts as constituted under the Native Tribunal Ordinance, 1930, are established in every district in the Colony and deal with a very large number of disputes between Africans, especially in regard to customary law. Native Courts have limited criminal jurisdiction over Africans and all disputes concerning land in the Native Land Units must be instituted in the appropriate Native Court. During the year the Native Courts disposed of over 50,000 criminal cases and 45,000 civil cases.



They are under the close supervision of the Administrative Officers who are advised by the Native Courts Officer. Appeals from the decisions of Native Courts are to the Native Appeal Courts where these have been constituted and thence to the District Officer and to the Provincial Commissioner and, in certain instances, by way of case stated to the Supreme Court.

#### THE LAW OF THE COLONY

The law of the Colony consists of Imperial Orders in Council relating to the Colony, certain English and Indian Acts applied either wholly or in part, and Ordinances of the local legislature and regulations and rules made thereunder.

Civil and criminal jurisdiction is exercised in conformity with such enactments, and in conformity with the common law, the doctrines of equity and the statutes of general application in force in England on 12th August, 1897, so far only as the circumstances of the Colony and its inhabitants permit, and subject to such qualifications as local circumstances render necessary. Procedure is regulated by rules, made by the Supreme Court with the approval of the Governor.

In all civil and criminal cases to which natives are parties, every court is guided by native law so far as it is applicable and is not repugnant to justice and morality or inconsistent with any Order in Council, Ordinance, regulation or rule made under any Order in Council or Ordinance; and decides all such cases according to substantial justice without undue regard to technicalities or procedure and without undue delay.

Except in the case of Europeans, who are tried by a jury composed of Europeans, all trials before the Supreme Court are with the aid of three assessors. The special provisions relating to the trial of Europeans are contained in part VII of the Criminal Procedure Code. On trial for murder, treason or rape the number of the jury is 12 and on trial for other offences it is five.

In a trial by jury, judgment follows the unanimous verdict of the jury: in a trial with assessors the Judge giving judgment is not bound to conform to the opinions of the assessors.

Criminal appeals from Subordinate Courts are heard by a Judge of the Supreme Court, except when in any particular case the Chief Justice directs the appeal to be heard by two or more Judges. Civil appeals from Subordinate Courts are heard by a Judge of the Supreme Court, except when in any particular case the Chief Justice directs the appeal to be heard by two or more Judges. Civil and criminal appeals from the Supreme Court to the Court of Appeal for Eastern Africa are heard by a bench consisting of not less than three Judges. The provision relating to such appeals are contained in the Eastern African Court of Appeal Order in Council, 1921.

The types of cases dealt with by the Supreme Court in its original jurisdiction are civil, criminal, bankruptcy, probate and administration, divorce, lunacy and prize court, and by the Subordinate Courts with limited jurisdiction are civil, criminal, divorce and maintenance, lunacy and appellate civil under certain local Ordinances.



No cases of exceptional legal interest were decided during 1949.

Complete Hollerith statistics are kept for cases tried throughout the Colony, but these are not available for some months after the end of the year. The following tables may however be useful for comparative purposes :

### *Supreme Court*

| <i>Causes Filed</i>  | 1946  | 1947  | 1948  | 1949  |
|--|-------|-------|-------|-------|
| Civil Cases . . . . .  | 442   | 787   | 1,139 | 1,522 |
| Probate and Administration Causes . . . . .                    | 301   | 326   | 328   | 353   |
| Bankruptcy Causes . . . . .                                    | 8     | 7     | 9     | 13    |
| Trust Causes . . . . .   | 6     | 9     | 4     | 6     |
| Lunacy Causes . . . . .  | 4     | 3     | 1     | —     |
| Divorce Causes . . . . .                                       | 64    | 65    | 63    | 60    |
| Civil Appeals from Subordinate Courts                          | 26    | 34    | 41    | 44    |
| Original Criminal Cases . . . . .                              | 238   | 265   | 248   | 274   |
| Criminal Appeals from Subordinate Courts . . . . .             | 508   | 623   | 702   | 599   |
| Criminal Revision of Subordinate Court cases . . . . .         | 305   | 312   | 430   | 146   |
| Criminal Confirmation of Subordinate Court Sentences . . . . . | 1,280 | 1,455 | 1,432 | 1,452 |

It will be seen that there is a marked increase in the quantity of civil work.

### *Capital Punishment*

In 1949, 45 persons were sentenced to death by the Supreme Court, and eight by Special District Courts of the Northern Province. Five persons condemned in 1948 were awaiting the decision of His Excellency the Governor in Council at the beginning of 1949.

Of these 58 persons :

- 15 were executed ;
- 3 were acquitted on appeal to the Eastern African Court of Appeal ;
- 3 had their convictions reduced to manslaughter by the Eastern African Court of Appeal ;
- 13 had their sentences commuted by the Governor in Council ;
- 1 died in prison ;
- 1 was ordered to be detained during the Governor's pleasure by the Eastern African Court of Appeal ;
- 22 awaited the hearing of their appeals by the Eastern African Court of Appeal, or the decision of His Excellency the Governor in Council on 31st December, 1949.

### *Eastern African Court of Appeal*

Normal sessions were held at Nairobi, Kampala, Mombasa and Dar-es-Salaam during 1949.



During the year the following Appeals were filed :

|                      | <i>Civil</i> | <i>Criminal</i> |
|----------------------|--------------|-----------------|
| Kenya . . . . .      | 44           | 86              |
| Tanganyika . . . . . | 4            | 86              |
| Uganda . . . . .     | 12           | 90              |
| Zanzibar . . . . .   | 2            | 10              |
| Aden . . . . .       | 2            | 1               |
|                      | 64           | 273             |

## POLICE

*Kenya Police*

There are four Police Provinces comprising 29 divisions and 92 police station areas, each with its complement of police outposts. Nairobi had been a separate extra-provincial Police entity, but in September, 1949, as a result of the heavy incidence of crime in the municipal and surrounding areas, Nairobi was placed together with Kiambu, Machakos, Thika and Masai under the command of an Assistant Commissioner. The results of this change have been satisfactory.

Since 1943, the Kenya Police have gradually extended their duties to include the Native Land Units. By the end of 1949 only a few African districts had no units of the Kenya Police stationed within their boundaries. In addition, the Force has assumed full responsibility for the Northern Province which it formerly shared with the Army. The duties in that Province consist mainly of protecting the Kenya tribesman from the attacks of alien raiding parties and preventing inter-tribal bloodshed arising from trespass on each other's grazing preserves and watering-places.

Severe cuts were made in the strength of the Force during the depression of 1930-32, but there was comparatively little crime in Kenya at that time. After the recent war, however, there was as in other parts of the world a rapid increase in crime and the Force has been very considerably enlarged to deal with the situation. The following table indicates the nature of the increase in crime :

|   | 1938  | 1940  | 1946   | 1949   |
|---|-------|-------|--------|--------|
| <i>Offences against Property :</i>                |       |       |        |        |
| Nairobi . . . . .                                 | 950   | 1,201 | 3,927  | 4,760  |
| Mombasa . . . . .                                 | 432   | 674   | 1,227  | 1,879  |
| Remainder of Settled and Urban<br>Areas . . . . . | 2,777 | 3,017 | 5,548  | 6,298  |
| TOTAL . . . . .                                   | 4,159 | 4,892 | 10,702 | 12,937 |

*Offences against Persons :*

|   |     |     |     |       |
|---|-----|-----|-----|-------|
| Nairobi . . . . .                                 | 69  | 64  | 159 | 203   |
| Mombasa . . . . .                                 | 48  | 56  | 84  | 138   |
| Remainder of Settled and Urban<br>Areas . . . . . | 369 | 450 | 542 | 730   |
| TOTAL . . . . .                                   | 486 | 570 | 785 | 1,071 |



In urban areas the most common offences are breakings into dwelling-houses, thefts from motor-cars and thefts of bicycles. The method of "pole-fishing" through open windows was particularly annoying and caused considerable inconvenience. In Nairobi, three police cars fitted with wireless patrolled the area nightly between 8 p.m. and 6 a.m., with satisfactory results. In November, large-scale visits of inspection were paid to African locations surrounding Nairobi in the Kikuyu areas, and many arrests of undesirables were made for a variety of offences. The effect was both immediate and marked, and by the end of the year there was a considerable fall in the number of serious offences reported.

In the rural areas stock thieving and breaking were the most common offences, nevertheless there was a decrease in the number of stock thefts compared with the previous year in every district except one.

The employment of women police was first started in 1944 and by 1949 eight were employed. Their duties were confined to inquiries, cases in which women and children were concerned and maintenance of police station records; but as the need for the services of women grows, Asian and African women may be employed.

A further interesting development arose from the purchase in 1948 of six police dogs where which kennelled in Nairobi and trained by three dog-masters engaged from the Palestine Police. In 1949 they were put into use and were found to be of the greatest value for tracking purposes.

#### *Tribal Police*

Every native district had its own force of tribal police, established under the Tribal Police Ordinance, 1929. These police are controlled wholly by the Provincial Administration, and are paid by the Central Government. As the title suggests, these men operate only within their home districts and amongst their own tribes. Apart from their general duties in the detection and arrest of offenders, they are specifically charged with the duty of assisting headmen to carry out their responsibilities under the Native Authority Ordinance. The tribal police are armed with rifles, and although it is not always possible to provide annual musketry courses for them, there have been occasions when they have given invaluable support to the Kenya Police, when the latter have been obliged to resort to the use of firearms. In 1949, selected n.c.o.s from every province were sent for training at the Police Training School.

Formerly, the tribal police were the only force operating in the native lands. In many districts the Kenya Police now function, but this innovation has by no means rendered the tribal police obsolete. With their local knowledge they are regarded as a necessary adjunct to the Kenya Police.

#### PRISONS

Thirty-five prisons and 10 camps were maintained during the year.

The number of persons admitted to prisons decreased from 29,547 (convicted 15,838, remands, etc., 13,709) in 1948 to 28,679 (convicted 15,986 remands, etc., 12,693) in 1949.

The daily average prison population increased, however, from 8,214



in 1948 to 8,471 in 1949. The daily percentage of sick in prisons decreased from 2.8 in 1948 to 2.75 in 1949. The number of deaths increased from 78 in 1948 to 126 in 1949.

As far as it was possible to arrange, first offender prisoners were kept separate from those with criminal histories. The district prisons, the camps, the special prison at Narok and the Kitale agricultural training centre were reserved entirely for the former class.

Industrial training was continued and the workshop facilities were increased during the year. The revenue derived from prison industries increased from £43,778 in 1948 to approximately £59,990 in 1949.

The East African Railways and Harbours Administration reimbursed the Government to the extent of £13,656 in respect of convict labour employed in quarries and reconstruction works.

### *Detention Camps*

Forty-two camps were maintained. The number of persons admitted to these camps increased from 16,552 in 1948 to 16,639 in 1949. The daily average number of persons serving sentences of detention increased from 2,033 in 1948 to 2,209 in 1949. The daily percentage of sick decreased from 1.8 in 1948 to 1.7 in 1949. The number of deaths decreased from 19 in 1948 to 11 in 1949.

### *Approved Schools*

One hundred and thirty-one lads were admitted during the year and 49 were discharged. Two hundred and eighty-six were undergoing training at the close of the year: 152 at Kabete and 134 at Dagoretti. The health at both schools has been described as excellent by the visiting medical officers. The policy of careful classification of the lads on admission was continued; the younger and those without bad criminal records were sent to Dagoretti and the remainder were retained at Kabete.

### *Probation Services*

The Probation of Offenders Ordinance was operated in the Central and Coast Provinces. During the year 889 cases were inquired into at the request of the courts and 305 probation orders were made. Since the system was first commenced in the Colony in April, 1946, 662 probation orders have been made, 182 completed their periods of probation satisfactorily and 46 were failures.

## Chapter 10: Public Utilities

### ELECTRICITY

#### *The Electric Power Ordinance*

The East African Power and Lighting Company supplied the municipalities of Nairobi, Mombasa, Nakuru, Eldoret, Kisumu and Kitale and the Fort Hall—Thika District. During the year a distributing licence



was issued to the Company for the Nanyuki area. Following the extensive limitations earlier in the year on the use of electricity imposed by the E. A. Power and Lighting Company in the Nairobi area due to the shortage of generating plant, the Government appointed a committee under the chairmanship of Sir William Ibbotson, C.I.E., M.B.E., M.C., to make recommendations on the possibility of setting up a Power Board with a view to imposing a greater degree of control on licensees. The committee had not completed its investigations at the end of the year.

With the rapid development of the Colony, considerable increases were made in the demand for power, particularly as the wood fuel position in the Nairobi area deteriorated.

#### *Nyeri Electricity Undertaking*

Electricity supplies were made available in Nyeri Township and the demand for power was satisfactory. It is expected that when all consumers are connected the demand will exceed that originally anticipated.

#### *Government Electrical Installations*

During the year the amount of work carried out by the Public Works Department was approximately twice that contemplated during 1948 and included many schemes not only for the Kenya Government but for the E. A. High Commission. The Department was hampered to a considerable extent by the continuance of staff shortages.

### WATER SUPPLIES

With the exception of Nairobi, Nakuru, Eldoret and Kisumu, where local authorities control their own water supplies, the Public Works Department operates and controls water supplies in all municipalities, townships and in most trading centres and administrative centres. The Department also operates a number of boreholes in native reserves and in other areas, and maintains water supplies connected with schools and other institutions.

Excluding non-revenue earning supplies, such as boreholes in native reserves, the water supplies operated by the Public Works Department supplied 869,458,400 gallons of water during 1949, an increase of approximately 90 million gallons over the 1948 total.

At the end of 1949, 36 revenue-earning water supplies were in operation, and the collections totalled approximately £130,000. New water supplies brought into operation include Maseno, Embu, Kapsabet, Ngong, Thomson's Falls, Londiani and Kabete. Extensions to Kisii, Molo, Kericho and Nyeri water supplies were put in hand and progressed satisfactorily. The arrival of pipe specials towards the end of 1949 enabled the programme of extensions to the Mombasa distribution system to be recommenced.

#### *Boring*

The policy of sinking boreholes was continued throughout the year in native areas, in alienated areas and for townships and other projects. The total number of boreholes drilled in 1949 was 224 of which 203, or



90.6 per cent., were successful. These resulted in an aggregate tested yield of 7,113,300 gallons per day, or an average of 35,040 gallons per day per borehole. The average depth at which water was struck was 275 feet. All the major geological formations in the Colony were explored in the course of this drilling.

#### BROADCASTING

The local broadcasting service, operated by Cable and Wireless Ltd., is now broadcasting entertainment matter for  $37\frac{1}{4}$  hours per week for European listeners, and 15 hours per week for Indians. At the end of 1949 there were approximately 10,000 current licences from such listeners.

The Press Liaison and African Information Services continued their  $5\frac{1}{2}$  hours per week in Kenya dialects and Swahili; the E.A. Refugee Administration continued their  $1\frac{1}{2}$  hours per week in Polish. Forces Welfare also hire the Cable and Wireless station for a 4-hour programme every Sunday morning.

There is also a low-powered, Forces owned and operated broadcasting transmitter at MacKinnon Road for the entertainment of troops there.

## Chapter 11 : Communications

#### SHIPPING

The tonnages handled at the Port of Mombasa during 1949 set up a new high record. The principal increases over 1948 were in the import of bulk oils—due largely to the Railway's conversion of its equipment from coal and wood fuel to oil fuel—and in the export of general cargo. 1949 exports exceeded the 1948 figure by nearly 80,000 tons.

The figures for 1949 are as follows :

|                                 | <i>Tons</i> |
|---------------------------------|-------------|
| Imports (all classes) . . . . . | 1,491,922   |
| Exports (all classes) . . . . . | 944,780     |
|                                 | <hr/>       |
| TOTAL . . . . .                 | 2,436,702   |
|                                 | <hr/>       |

This figure shows an increase of 4.79 per cent on 2,325,299 tons in 1948.

The number and registered net tonnage of vessels using the port rose during 1949 to 911 (2,649,851 tons) as compared with 806 vessels (2,433,009 tons) in 1948.

Passenger traffic through the port amounted to 62,206 passengers.

In April, 1949, a new port cold store with a capacity of 107,260 cubic feet was opened at the port for public use. This store has seven times the capacity of the old Government cold store which has now been dismantled.

#### AIR TRANSPORT

The Governor of Kenya in common with the Governors of the other East African territories has delegated certain powers given to him by the



Air Navigation Order to the Director of Civil Aviation, East Africa. These include personnel licensing, licensing of aerodromes and flights over prohibited areas. The Directorate is a department of the East Africa High Commission with the responsibilities of advising the High Commission and the East African territories on all civil aviation matters, and controlling the activities of aircraft operators in and over the East African territories.

There are five customs airfields in Kenya, i.e., Nairobi (Eastleigh), Nairobi West, Mombasa, Kisumu and the flying-boat base at Naivasha. There are 28 other airfields in use.

Internal air transport is operated by the East African Airways Corporation, a Government owned Corporation with a fleet of Rapide, Dove and Lodestar aircraft. The Corporation operate a network of scheduled services connecting the main administrative and commercial centres of Kenya, Tanganyika, Uganda and Zanzibar. Charter services are operated by a number of companies.

#### RAILWAYS

During 1949 railway traffic also showed an increase, 3,067,341 tons of freight being carried over the Kenya and Uganda section against 2,976,000 tons in 1948, an increase of 3 per cent.

Passenger traffic, particularly third class, also continued to expand, a total of 3,430,117 journeys being made during the year under review, an increase of 5.5 per cent over the already high figure of 3,287,000 in 1948.

The continued heavy flow of import traffic, particularly of vehicles and cement, imposed a considerable strain on the carrying capacity of the railway and in the latter half of the year it was necessary to regulate cement arrivals. Record tonnages of exports were handled, including the second highest recorded cotton crop.

Generally, the operating performance achieved during 1949 was of a high order, 840 million net ton miles being run in 1949 against 721 million in 1948. Several new Garratt locomotives were put into service during the year but no new rolling stock was received.

#### ROADS

There are about 17,000 miles of roads in the Colony, maintained as follows :

|   | <i>Miles</i> |
|---|--------------|
| By Public Works Department . . . . .            | 5,791        |
| By Municipal and District Councils . . . . .    | 3,306        |
| By Local Native Councils and the Administration | 7,915        |

The Public Works Department is responsible for the following types of road :

|   | <i>Miles</i> |
|---|--------------|
| Roads constructed to bitumen standard . . . . . | 223          |
| Gravel or murrum all-weather roads . . . . .    | 1,679        |
| Earth roads . . . . .                           | 3,889        |

The year 1949 saw the beginning of the formation of a Roads Branch



of the Public Works Department. In January a new Road Engineer was appointed and two reports by him have reviewed the road reconstruction programme initiated in 1946, progress to date and the lines along which the work of the newly formed branch should proceed.

During the year, authority was obtained to recruit the majority of the staff considered necessary and to purchase plant and portable field accommodation. It was thus possible to implement the first part of the new proposals consisting of the formation of some 30 grader-maintenance units for use throughout the Colony on roads for which the Public Works Department is responsible.

The Committee set up to consider the possible creation of a road fund to be administered by a Road Authority completed its work and submitted its final report to the Government towards the end of the year.

Expenditure on capital works in 1949 is expected to total £641,657, including £71,562 spent as part of a grant of £460,000 from the Colonial Development and Welfare Vote. The total sum was made up as follows :

|   |                   |
|---|-------------------|
| Great Trunk Road and other Trunk Roads    | . £486,017        |
| Improvement of District Council Roads     | . £145,000        |
| Improvement of Local Native Council Roads | . £ 10,640        |
|   | <hr/>             |
| TOTAL                                     | . <u>£641,657</u> |

Brief particulars of work on the more important of these schemes are given below :

*MacKinnon Road—Mombasa Road.* This scheme extends from a point seven miles from Mombasa on the Nairobi Road as far as mile 55. During the year earthworks were completed from mile 7 to mile 18 and in December a contract was let for earthworks onwards to mile 42, by which time the contract to bitumen standard for the remaining length between mile 42 and mile 55 will be nearing completion.

*Limuru "A" Route.* The 17 miles from near Nairobi to Limuru are being realigned. From the Nairobi end of the scheme the road had been completed to bitumen standard for seven miles and all bridges and culverts had been built. Earthworks were nearing completion and the basecourse had reached mile 12 from Nairobi.

*Nairobi—Kiambu Road.* A contract for the construction of all bridges and culverts on this realignment scheme was completed during the year but plant could not be diverted to it for continuation of the earthworks.

*Dagoretti—Limuru Escarpment Road.* The 17.7 miles of this new bitumen road forming part of the Nairobi—Nakuru trunk road was opened to traffic in April and was completed by the end of the year. It now carries some 900 vehicles per day at midweek.

*South Coast Road. Kibos—Kibigori Road. Gilgil—Thomson's Falls East Road.* Work has proceeded slowly on these three schemes as, in order to work to schedule on schemes of higher priority, it has not been possible to allocate to them sufficient plant to ensure economical working. For this reason work was closed down at the end of the year until such time as the plant position improves,



## POSTAL SERVICES

East African Posts and Telegraphs Department is controlled by an Administration Headquarters stationed in Nairobi under the Postmaster-General, who is a member of the Central Legislative Assembly of the High Commission. Regional headquarters, controlling services provided in each territory, are established in Nairobi, Dar-es-Salaam and Kampala.

The Department became self-contained on 1st January, 1949, the target date proposed in the Conversion Scheme. Although the latter did not pass through its final stages of approval until the last days of 1948, the planning which had already been done made it possible for the change to take effect on 1st January with comparative smoothness. Negotiations with the Territories were then continued for clearing up matters outstanding as a consequence of modifications to the Conversion Scheme.

From the beginning of the year, a coded time-sheet system for all engineering and buildings officers, together with new cost accounting processes, began to operate. Valuation of all the assets of the Department was almost completed; new loans were negotiated with the Territorial Governments, and by the end of the year plans were well advanced for an approach to the London market in 1950 for the first instalment of £2,000,000 towards the Department's capital requirements of the next few years.

During the year the staff position has materially improved and a beginning was made on the extensive programme of building work to meet the growing needs of the Department. A great amount of building work remains to be carried out in the future and to deal with this work the Department has created its own Buildings Organisation.

New post offices and postal agencies were established mostly in rural native areas to serve the growing needs of the native population. The number of private postal boxes in use was nearly doubled during the year. New telephone exchanges were opened and the capacity of existing exchanges was increased. New ground was broken in the history of telecommunications by the installation of experimental radio equipment (V.H.F. Relay Link) between Nairobi and Nakuru. An extension was made during the year in the conversion of the Morse telegraphic system to teleprinter working.

## Chapter 12 : Other Subjects

### THE CORYNDON MEMORIAL MUSEUM

The attendance record set up in 1948 was beaten, the figures for the year rising to 137,946 from 127,427 in 1948. The number of school children who visited the Museum declined slightly owing to difficulties that were encountered over transport from distant schools. Even so the figure was high and included a visit from the pupils of one school in Tanganyika, who travelled 190 miles each way to see the Museum. Many distinguished



scientists from various parts of the world visited the Museum, and help was given to many of them and also to various visiting scientific expeditions.

The overcrowding in the public exhibition halls and galleries made it impossible to add more than a few new exhibits, and this was done at the cost—in most cases—of putting other exhibits into store. The more important exhibits placed on view during the year were a special exhibit dealing with East African crayfish of economic importance, and other crustacea; an exhibit of ethnological material of the tribes round Mount Kenya; a reorganisation of the Botany Exhibit Room to make room for a further 36 paintings of flowers by "Joy"; a new underwater panorama of coral fish and a special exhibit dealing with dragonflies.

Accessions to the study material were very numerous during the year, totalling 16,907, and a large number of specimens were added not previously recorded in the taxonomic collections. Minor alterations to the research block made available a new room for ornithology, which had previously shared accommodation with mammals. The appointment of a full-time entomologist to the staff made it possible to start work on the huge arrears in this department, and good progress was made.

Members of the staff made many successful collecting expeditions with the special object of filling up the gaps in the study collections.

During the year an appeal was launched by the trustees for funds required for urgently needed extensions, and by the end of the year a sum of nearly £18,000 had been raised out of a total of £60,000 needed. Government contributed £5,000 and also £1 for every £3 collected from the public.

During the year the trustees agreed to the erection of new quarters of the East African Herbarium and the Desert Locust Research Headquarters on the Museum grounds adjoining the Museum, and the work on building was started.

The new herbarium will amalgamate the large Museum collection and those from Amani, Tanganyika, and will serve as a centre for systematic botanical research for the whole of East Africa. The presence of the headquarters of the Locust Survey next to the Museum will make co-operation between that body and the Museum easier.

#### GAME

During 1949, Captain A. T. Richie, O.B.E., M.C., retired after 25 years' service in the Game Department. The Department was under establishment and was in some difficulty in meeting the many calls made on it. Revenue from game licences was about £17,000 and from the sale of ivory and confiscated trophies was about £14,500. The total departmental expenditure was about £28,000.

The main areas where game is afforded complete protection are the National Parks, which are administered by the National Parks Trustees, but certain areas have not yet been taken over by the trustees and continue to be administered by the Game Department in addition to their duties of enforcing the provisions of the Game Ordinance in other areas where game is to be found. In the populated areas, game is rapidly pressed



back as settlement is developed, particularly where fencing takes place. In the Rumuruti area, for example, where settlement is fairly recent, it is particularly noticeable that the large quantity of game formerly to be seen has moved off. In the forest areas, however, game is on the increase. The Forestry Department counted 1,050 elephant on Mount Kenya, and it is estimated that there are probably 10,000 to 12,000 buffalo there, in addition to rhinoceros and large quantities of many varieties of lesser game.

Lion and cheetah were given absolute protection in the Masai Districts, for they are extremely susceptible to bait and the very large numbers of hunting parties which visited this easily accessible and very attractive area have seriously depleted the stock, and there was grave danger of their disappearing altogether. These measures have proved effective and the situation shows great improvement as many fine specimens are now to be seen though it is not yet possible to throw the area open to lion shooting. Certain other forms of game were given varying degrees of special protection during 1949.

One of the dangers of the slaughter of marauding animals is that the balance of nature is disturbed. For instance, the wholesale killing of leopard results in an enormous increase in pigs and baboons, the natural prey of the leopard, but far worse enemies of crops. Hyaenas, which formerly lived on the leavings of lions, now kill not only game but cattle for themselves. Pigs, baboons and hyaenas are amongst the most cunning of animals and are consequently difficult to control by trapping or by poisoning. As they lack attraction to big game hunters, the Game Department is obliged to undertake the task of control.

On cattle farms, the most trouble is caused by zebra and buffalo, both of which remain in considerable quantities in the populated areas. When hunted, the buffalo retires to almost impenetrable thickets, which present little attraction to the hunter. Giraffe are undoubtedly on the increase and in certain areas it has become necessary to take control measures to prevent damage to fences and crops.

The exceptionally dry season in the uninhabited hinterland of the Coast Province resulted in a large migration of elephant towards the native cultivated areas of the coast belt and the Tana River, and the game wardens were fully extended in controlling the movement so as to protect property.

A new Ordinance was in preparation during 1949 designed to meet prevailing conditions and to enable more effective control to be exercised over the slaughter of game for profit. Public opinion is, however, the greatest factor in the preservation of game and much attention was paid to enlisting the sympathy of the public to this end. A number of convictions for poaching and other offences were obtained during the year.

The capture of live animals is strictly controlled under the Game Ordinance and only trappers whose methods are known and approved are allowed to operate. Capture is allowed only on private land and on Crown land where the game for one reason or another has to be removed and the alternative is its destruction.

There is a need for scientific research into the ecology of wild animals,



their diseases and migrations, and so on, and a proposal has been made to obtain the services of an American scientist under arrangements with the Economic Co-operation Administration.

The big-game hunting industry brings many dollars to Kenya, and was estimated to have been worth not less than £1,000,000 in 1949. A safari costs about £800 per month and, during 1949, 73 visitors' game licences were taken out, mostly by Americans. Arrangements were also made to enable European soldiers at MacKinnon Road to take part in hunting under conditions of strict control at reduced rates.

#### DRAMATICS

Nairobi had no theatre regularly available for dramatic performances other than matinees, but a semi-professional company went ahead with plans to build a Little Theatre which opened early in 1950 and will provide regular performances pending the opening of the Kenya Cultural Centre, which will include as one of its earliest priorities a theatre capable of seating a sufficient number to cater for all requirements.

There is a dramatic society in most of the municipalities and regular performances are given. In Nairobi, in particular, there was a show of one kind or another every month. The most ambitious performance was "The Gioconda Smile," which was put on in Nairobi before it had been seen elsewhere in Africa. The visit of Markova and Dolin early in the year was regarded as the most successful performance seen in Kenya for many years, and was the first performance of the ballet since before 1939. These artists, originally scheduled to make one appearance, gave four repeat performances.

#### MUSIC

The East African Conservatoire of Music with an enrolment of 200 pupils and a staff including such well-known performers and teachers as Jean de Middleleer, Rebe Edmond and Elizabeth Hunt continued to give instruction in all musical instruments, the ballet, dramatic art and painting. A large number of concerts were given of which the most notable was a performance of "Lilac Time."

Successes in the examinations of the various United Kingdom examining bodies were higher than ever before and included members of all races in Kenya. The success of Goan pupils was particularly noticeable, as was the advance made by a number of Africans, one of whom continued his studies at Oxford.

The Nairobi Musical Society continued to give frequent concerts and recitals. The presentation of "Yeoman of the Guard" and of "Pagliacci" were the chief enterprises of the year, the latter being the most ambitious performance for many years. The Nairobi Orchestra of some 60 players, managed in conjunction with the Conservatoire of Music, and consisting partly of professional and partly of amateur performers, had a successful year in which four performances were given with the full orchestra. The Elizabeth Hunt Quartet gave a number of concerts in Nairobi and elsewhere in the Colony.



## OTHER ACTIVITIES

Almost every kind of sport is played in Kenya, and the visit of the University of Capetown Rugby team provided a notable episode. The national societies, professional associations and literary and other interests are all represented in Kenya by vigorous associations playing a considerable part in the life of the Colony.



## PART III

### Chapter 1 : Geography and Climate

THE Colony and Protectorate of Kenya extends approximately from latitude  $4^{\circ}$  N. to latitude  $4^{\circ}$  S., and from longitude  $34^{\circ}$  E. to longitude  $41^{\circ}$  E. It is bounded on the north by Abyssinia and the Sudan, on the west by the Uganda Protectorate, on the south by Tanganyika and on the east by the Indian Ocean and Somalia.

The eastern and north-eastern boundaries were originally defined along the Juba River by an agreement with Abyssinia in 1908, but upon the cession of Jubaland to Italy in 1925, the eastern and north-eastern boundaries were re-adjusted by a commission.

The Protectorate, a strip of land extending 10 miles inland from the coast and including the islands of the Lamu archipelago, consists of the mainland dominions of the Sultan of Zanzibar in respect of which an annual payment of £16,000 is made to the Sultan.

The northern part of the Colony, comprising three-fifths of the whole, is arid and comparatively waterless. The southern strip, on which almost all economic production is centred, comprises a low-lying coastal area and a plateau raised by volcanic action to a height varying from 3,000 feet to 10,000 feet. This area includes Mount Kenya (17,040 feet), Mount Elgon (14,000 feet), the Aberdare Range (about 12,000 feet to 13,000 feet) and part of the Great Rift Valley, which is some 30 to 40 miles wide and often 2,000 to 3,000 feet lower than the country bounding it on either side.

The European settled area, which includes the principal agricultural centres of Nakuru and Eldoret, is traversed by the Kenya and Uganda Railway main line and there are branch lines to other important centres such as Nyeri, Thomson's Falls and Kitale. The main areas of native production in the Nyanza and Central Provinces are also served by the Railway.

The Colony includes the larger portion of Lake Rudolf and the eastern waters of Lake Victoria Nyanza; the land area is 219,730 square miles and the water area, 5,230 square miles, making a total of 224,960 square miles.

The capital is Nairobi. The population of the Municipality of Nairobi at the 1948 census was 120,000 of whom 10,830 were Europeans, 41,810 were Asians and 64,910 were Africans. Mombasa is the principal port; the population at the 1948 census was 85,000 of whom just over 2,000 were Europeans.

With the exception of the coast and the immediate interior, where the average temperature is about  $80^{\circ}$  F., the climate of Kenya is cool and



invigorating. At Nairobi the mean temperature is 67° F., the mean maximum being 77° F. and the mean minimum 57° F.

There are generally two rainy seasons, the "Long Rains" from April to June, when the greater part of the rain falls, and the "Short Rains" from October to December; but in the high areas west of the Rift Valley and north of the railway the wettest months are April to August. No month is invariably dry and near Lake Victoria showers occur on most afternoons. The mean annual rainfall on the coast is 40 inches, of which 20 inches may fall in April and May. Inland the rainfall decreases to 10 inches and then increases with altitude to an average of 40 inches over the highlands. On higher ground and near the Lake, average annual totals reach 70 inches.

## Chapter 2 : History

The Arabs and the Persians traded along the East African coast from the earliest times and established a chain of settlements which achieved a considerable degree of material prosperity. The first Europeans to interest themselves in East Africa were the Portuguese, who, between 1498 when Vasco da Gama landed at Malindi in the course of his voyage to India and 1729 when they were finally expelled from Mombasa, replaced the Arabs as traders and established small garrisons at various points to protect their interests. The Portuguese were driven from the northern part of the Coast by the Arabs of Oman to whom their kinsmen in East Africa had appealed, but once the Portuguese had gone the independent and mutually hostile rulers of the coastal settlements were hardly more willing to submit to the over-lordship of the Iman of Oman than they had been to Portuguese sovereignty. It was not until the thirties of the nineteenth century when Sayyed Said, determined to enforce his rights over his African possessions, subdued the ruling Mazrui family of Mombasa and transferred his residence from Muskat to Zanzibar, that the rule of Oman can be said to have been effectively established on the Coast. Under Sayyed Burghash, however, the territory became independent of Oman.

Even in the middle of the nineteenth century the Arab hold was confined to the coastal belt, and the only Arabs who penetrated up country were traders on the main caravan routes in search of the two marketable commodities of the interior—ivory and slaves. Although America and various powers including Great Britain had established trading connexions with Zanzibar and appointed Consuls, it was left to individuals—mainly missionaries—to explore the interior of East Africa.

Among the early explorers in the northern part were Rebman, who in 1848 first saw Kilimanjaro, and Krapf, who in the following year first saw the snows of Kenya. Further exploration was mainly directed to the discovery of the sources of the Nile.

The peoples whom the explorers found in the interior were of many different races, but in no case except in Uganda had their society advanced



beyond the simple tribal state. The population was small for the area, both on account of the inhospitable environment and also on account of the slave trade. Tribe fought tribe sometimes for cattle but often also to obtain captives which the chiefs sold to Arab slave traders in return for arms and spirits. These Africans were backward in their agricultural practices and an easy prey to famine and disease. So it was humanitarian rather than imperialistic considerations which convinced many of the explorers that the salvation of these territories lay in the establishment of legitimate trade and of European administration.

British interests in East Africa were not, however, territorial but were mainly concerned with the suppression of the slave trade. Thus it was not surprising that when Sir William MacKinnon was offered a concession of the mainland dominions of Zanzibar in 1877 the British Government, preoccupied elsewhere, placed obstacles in his way. Germany took the opportunity to become first in the field. In 1884 the later notorious Dr. Karl Peters negotiated a series of treaties with native chiefs in the interior opposite Zanzibar and in 1885 a German protectorate was declared over the areas he had visited. Great Britain supported Germany's claims and in the following year reached an agreement with Germany regarding spheres of influence as far west as the eastern shores of Lake Victoria. The Sultan's assent was obtained to the agreement whereby he was left on the mainland only a 10-mile strip along the coast.

Nevertheless the British Government was not prepared to intervene directly and it was a commercial company, the British East Africa Association, which in 1887 obtained from the Sultan a concession of the mainland between the Uamba and the Tana Rivers. This Association was incorporated under a Royal Charter as the Imperial British East Africa Company in the following year. Its early activities were concentrated mainly on the coast, but in 1889 a considerable caravan was despatched to explore the interior under F. J. Jackson.

The 1886 Agreement had not dealt with Uganda—a populous productive country in which interest now centred. Dr. Karl Peters in defiance of the orders of his own Government arrived in Uganda early in 1890 and obtained concessions from King Mwanga, but an Anglo-German Treaty, which extended the line of demarcation of interests to the western side of Lake Victoria, relieved Great Britain of rivalry in Uganda.

Late in 1890 Captain F. D. Lugard took over its administration on behalf of the Imperial East Africa Company. The Company, however, found the task of maintaining order too difficult for its slender resources and the fate of Uganda was in doubt until the Government finally agreed in 1893 to assist the Company financially and a protectorate was also established over the Company's territory between the coast and Naivasha.

The difficulties of administration in and of communication with Uganda were the prime reasons for the project to establish a railway, the survey of which was started in 1892. In 1895 His Majesty's Government commenced the construction of this line. The laying of the rails over 800 miles of desert and mountains in the face of obstacles of every nature, including man-eating lions, was an epic enterprise. On 28th May, 1899, the line reached a swampy stretch of land where the town of Nairobi



has since been built. (This was the last stretch of open ground before the long climb up the Kikuyu Escarpment and Railway Headquarters and a nucleus of railway workshops was established here.) It was not until December, 1901, that the line reached Kisumu on Lake Victoria, which remained the port from which Uganda was reached until the railway line from Nakuru to Kampala was completed in 1926.

The building of the railway and the heavy costs incurred in its upkeep directed attention to the possibilities of developing the empty highland areas through which the line passed. It was in 1897 that Lord Delamere, the pioneer of white settlement, had made his way to the East African highlands from the north through Somaliland and Abyssinia. He was greatly impressed by the agricultural possibilities of this land. A few years later in 1902 the boundaries of the East African Protectorate were altered to include what was previously the eastern province of Uganda, and in that year also the conditions under which land could be alienated were laid down. Lord Delamere returned to the Protectorate and commenced extensive farming operations which were to prove that the land could be successfully farmed by Europeans. A large incursion of new settlers took place in 1905 when farmers arrived both from England and South Africa.

Simultaneously with the introduction of British control and the settlement of Europeans came an influx of Indians in considerable numbers. The Indian population has a long history in East Africa. Indians lived at the coast from early times onwards as a trading community and later, when labour was required to build the railway, 35,000 Indians were brought across to East Africa. The families who remained when the work was completed became small traders and did much to open up trade with Africans in the interior. Further immigration has increased the number of this community until to-day it is more than three times the size of the European community.

In 1905 the Protectorate was transferred from the authority of the Foreign Office to that of the Colonial Office. A Governor and Commander-in-Chief and Executive and Legislative Councils were appointed under an Order in Council in 1906.

During the years preceding the first World War, the Protectorate developed steadily. European settlement had made good progress. Kenya coffee was beginning to make a name; sisal was flourishing and the future of wool and wheat looked promising. Exports, however, were still mainly the products of native areas.

So far as African administration was concerned, the pre-war period was one of the establishment of law and order. Troubles were experienced with various tribes in the nineties and with the Nandi until 1905, but on the whole few countries have been opened up with such little bloodshed and with the maintenance of such friendly relations with the inhabitants. Such social services as were available in those days were provided by the missions, which from their establishment had combined educational and medical facilities with the teaching of the Gospel.

Because of its proximity to German East Africa, the British East Africa Protectorate was very directly affected by the first World War. The



Germans had a larger force under arms than the British, but the latter were assured of quick reinforcements, and their command of the seas isolated the Germans from any assistance from overseas.

The Germans took the offensive and penetrated Kenya's southern border. A volunteer force composed mainly of European farmers and one battalion of the King's African Rifles was the sum total of British strength. They were reinforced by Indian troops a few months after the outbreak of war. But it was not until 1916 when General Smuts assumed command that the British took the offensive, and in a long wasting campaign during which the losses due to disease greatly exceeded casualties in action, our troops chased the elusive and enterprising Germans under General von Lettow Vorbeck through German East Africa. By November, 1917, there were no enemy troops left in this area, but our troops had been unable to capture General von Lettow Vorbeck who, retreating through Portuguese East Africa and entering Nyasaland and Northern Rhodesia, finally surrendered in November, 1918, only on receipt of news of the Armistice.

Over 85 per cent of the European population of fighting age had enlisted for military service and during the war large numbers of Africans had served in the Carrier Corps. As a result many farms reverted to scrub and bush and European settlement was virtually at a standstill during these years.

When peace came great strides were made in European settlement. New farmers arrived from England and South Africa and special schemes were launched for ex-soldiers. Already in 1919 the European population was estimated at 9,000.

The influx of new settlers, combined with the effects of the war on the native population and a severe famine in 1918, created a labour crisis. At the same time Kenya began to feel the effects of the post-war slump. The depression was further increased by the currency changes from the rupee as the unit, first to the florin and then to the shilling, which in effect substantially increased sterling obligations.

The very serious financial and economic position in 1921 led to the appointment of an Economic Committee on whose recommendations the tariff policy was substantially changed to a protective tariff designed to stimulate agricultural production. The railway rates policy was also modified in order to facilitate the export of the main agricultural products, especially maize.

At the same time political controversies were raging. Nominated unofficial Europeans had first sat in Legislative Council in 1906 and in 1919 their numbers were increased from four to 11 and an elective basis established. The grant of the franchise to Europeans called forth a demand from the more numerous Indian community for equal privileges on a common roll with educational qualifications; this demand aroused opposition among Europeans who threatened armed resistance. The matter was resolved by the Devonshire White Paper of 1923 which granted the Indians five seats on a communal basis and also made provision for an Arab elected member, and a nominated unofficial member to represent African interests. The Paper also, whilst confirming the position of the



Europeans in the highlands, contained a clause which stated that primarily Kenya is an African territory and the interests of the African native must be paramount. The settlement was accepted with reluctance by the European community, but the Indians launched a campaign of non-co-operation and it was not until the nineteen-thirties that the full numbers of members allotted to them took their seats in Legislative Council.

Meanwhile other changes of great importance had been taking place. By the Kenya Annexation Order in Council of 1920 the territories outside the mainland dominions of the Sultan of Zanzibar had been recognised as a Colony, the coastal belt remaining a Protectorate. The Uganda Railway was in 1921 constituted as a separate financial entity and in 1926 was established the office of the High Commissioner for Transport vested in the Governor of Kenya until 1935, when it was vested jointly in the Governors of Kenya and Uganda.

Kenya was drawn into closer relationships with her East African neighbours by the foundation of the Governors' Conference, which met for the first time in January, 1926, in Nairobi. Full federation soon became a political issue, but the differences in the political status of the three territories—a Protectorate, a Mandate and a Colony and the fears and suspicions of the various communities rendered federation difficult. After a series of abortive commissions and inquiries, the idea was abandoned.

A brighter aspect of the nineteen-twenties was the progress in native development. In the field of education the Education Department was supplementing the facilities already provided by the missions and in 1924 established a Native Industrial Training Depot at Kabete and also the Jeanes School where African teachers and their wives were given a training in rural community life, rather than a purely academic training. In the same year Local Native Councils were inaugurated in order to associate the African more closely in the government of his area, and as a first step in his political development. These Councils have proved valuable and very successful.

In the early nineteen-thirties the Colony felt once more the effects of a world depression. All races suffered, the African and the Asian as well as the European. Drought and a plague of locusts on a large scale deepened the depression. The economic story of the later years of the nineteen-thirties is one of gradual recovery from the depression, helped to a small extent by the working of alluvial deposits of gold discovered in the North Kavirondo district in 1931.

As a result of the economic situation public interest was centred more on financial than on political matters. Whereas the commissions and committees of the nineteen-twenties had discussed political representation and federation, the inquiries of the nineteen-thirties such as those undertaken by Lord Moyne and Sir Alan Pim were concerned with finance and taxation. Although reductions in expenditure were made and an official levy on salaries imposed, this was not sufficient to bridge the gap between revenue and expenditure and it became necessary to increase taxation at a time when the people of the Colony were least able and willing



to accept it. Controversy centred on the Government proposal to re-introduce income tax which had been introduced in 1921 and then abandoned. The first stage was the imposition of a graduated non-native poll tax in 1923. Finally in 1936 the elected members of the Standing Finance Committee recommended the acceptance of a light income tax on condition that the Secretary of State examined the composition of the Executive Council. In 1937 income tax starting at Shs. 1 in the pound was introduced, and in the same year the number of officials on Executive Council was reduced, the number of unofficials remaining the same.

Steady development was taking place in African affairs. A second unofficial member was nominated to represent African interests in Legislative Council. The Native Tribunals Ordinance provided for a more comprehensive system of native courts than had formerly been established. Agricultural schools for Africans were opened, veterinary services developed, educational facilities were increased and provision made for secondary and higher education, if only on a minor scale, and the Medical Department took a large share in the improvement of conditions in native reserves. In short, many Africans were emerging from the tribal state and approaching a stage, not without its dangers, which provided them with the prospects of a more civilised life.

When Mussolini conquered Abyssinia in 1936 the first shadows of the second World War were cast over Kenya. There were no forces in the Colony apart from two regular K.A.R. battalions and the tiny volunteer force of the K.R.N.V.R., which had been established in 1933. In 1937 a European Kenya Defence Force came into being as well as a European territorial force known as the Kenya Regiment. In September, 1938, the Kenya Women's Emergency Organisation was founded as the country's central registry for women's services in war-time. Kenya's preparations, however, were inadequate to meet a threat from the Italian East African Empire, but the breathing space given by the fact that Italy did not enter the war until 1940, which allowed of a great increase in the local forces and reinforcement from South and West Africa and overseas, saved Kenya from invasion by the Italians in East Africa.

Although it was necessary for strategic reasons to abandon to the enemy areas in the Northern Frontier District, General Cunningham found himself early in 1941 in a position to carry the war into Italian territory. The success of his campaign was as overwhelming as it was rapid. Addis Ababa was occupied within a few months and Italian resistance in East Africa ceased when Gondar fell in November, 1941. Kenya's military commitments did not end here. Forces were built up steadily, and fighting and other units took a prominent part in the campaigns in Madagascar and Burma, whilst Pioneer units performed useful work in the Middle East.

As the war receded from Kenya's frontiers, Government was able to devote more attention to measures directed to increase production. Despite the drain on manpower of both Europeans and Africans for the forces, those who remained, including the wives of European farmers, did not let production fall. A combination of drought and locusts at a



time when local consumption was greatly increasing caused a serious maize shortage in 1943, but in the following years more cereals were being produced than ever before.

In 1944 an important step forward in the history of the Colony was taken when the Governor nominated Mr. Eliud Mathu as the first African to represent his people on Legislative Council. Even before the war was ended, the Government was occupying itself with plans for post-war development and in 1945 an important re-organisation of Government was undertaken which, grouping the main departments under Members of Executive Council, made preparation for the responsibilities of the peace.

### Chapter 3 : Administration

The Government of Kenya was administered during the year by His Excellency Sir Philip Euen Mitchell, G.C.M.G., M.C. The supreme executive power of the Colony is vested in the Governor who is advised by an Executive Council, which consists of seven *ex-officio* members, who are the Chief Secretary, who is also Member for Development, the Attorney-General, who is Member for Law and Order, the Financial Secretary, who is member for Finance, the Chief Native Commissioner, who is Member for African Affairs, the Member for Agriculture, Animal Husbandry and Natural Resources, the Member for Health and Local Government, and the Deputy Chief Secretary, who is Member for Education, and five nominated members, of whom one is the Member for Commerce and Industry and represents commercial and industrial interests, three are European unofficial members and one is an Asian unofficial member. One of the European nominated members represents African interests.

The Legislative Council consists of 16 official members, of whom 7 are *ex-officio* and 9 are nominated, and 22 unofficial members of whom 11 Europeans, 5 Asians and 1 Arab are elected, and 4 African and 1 Arab are nominated. All laws in the Colony are enacted by the Governor with the advice and consent of the Legislative Council.

The Colony is divided for administrative purposes into five provinces, each in charge of a Provincial Commissioner, and one Extra-Provincial District. Within the districts which comprise the provinces, the executive functions of Government are invested in the District Commissioners.

#### TOWNS AND SETTLED AREAS

There are now six municipalities in Kenya, viz., Nairobi, Mombasa, Nakuru, Eldoret, Kisumu and Kitale. The announcement was made during 1949 that Nairobi would be raised to the status of city by Royal Charter in 1950. In Nairobi local government is by Municipal Council, elsewhere by Municipal Board; the essential difference being that the Boards are required to submit their estimates of expenditure to the Central Government for prior approval, whereas the Nairobi Municipal Council is not required to do so. Revenue is mainly raised by the imposition of rates on unimproved site values, varying between 4 per cent in



Nairobi and 2 per cent in smaller municipalities. The Central Government pays a contribution in lieu of rates on Crown property and on property occupied by the Armed Forces. For all the municipalities taken together, these contributions in 1949 were about £150,000. Other contributions are made to the various municipal authorities from Central Government revenues in the form of grants for various services, e.g., roads, staff, public health. In 1949 such grants amounted to approximately £125,000. Considerable revenue is also raised in the form of charges for services rendered.

The municipal authorities consist mainly of elected members, but partly of nominated members. The latter include the District Commissioner, who is *ex-officio* and represents African interests, African members and members representing, in some cases, the East African Railways and Harbours Administration. Except in Nairobi and Mombasa, where Indian members are elected, all municipal authorities have Indian nominated members. In Mombasa there are also two nominated Arab members. The electoral franchise is based on the ownership of property or receipt of a certain income. An Aldermanic Bench was added to the Nairobi Municipal Council in 1946 and all municipal authorities are statutory public health authorities and are also responsible for public works including roads, sanitation, sewers and water supplies. They are engaged in housing undertakings for the various communities and certain medical services for the poorer classes, such as clinics, and in some cases, maternity homes. They have by-law-making powers over a wide variety of subjects, are preparatory authorities for town-planning schemes but are not educational authorities.

Until recently all loans raised by municipal authorities have been from advances from the Government, usually from the proceeds of a colonial loan. Loans have also been raised from the Railways and Harbours Administration, and internally from reserve funds. In 1947 the legislation on the subject was amended to facilitate the raising of loans from sources other than the Government and negotiations were conducted during 1948 between the Municipal Council of Nairobi and finance corporations for raising substantial amounts from such sources. These negotiations resulted in 1949 in the issue with the approval of the Secretary of State of £1,500,000 at  $3\frac{1}{4}$  per cent of Sterling Register Stock (1970-74) at £98, which was several times over-subscribed both in London and Nairobi.

There is provision in the Ordinance governing District Councils for the imposition by the councils of an annual rate on land in the form either of a rate on unimproved land values, or a flat or graduated rate on land areas. There is also provision for the levying of an industrial rate. No District Council except the Nairobi District Council has, so far, availed itself of its powers to impose rates and practically the whole of the revenues of the District Councils consists of grants from the Central Government. The expenditure of the councils is almost entirely concerned with the maintenance of district roads and bridges. In recent years the work of the District Councils has certainly increased and there is little doubt that their services in connection with advisory committees on agricultural



matters, district water boards, land settlement, public health, and in other directions have been very valuable. But however useful the District Councils have been from an administrative point of view, without independently raised revenue they are unimportant fiscally and represent only a modified and incomplete form of local government. During 1949 discussions continued over a wide field among the District Councils with a view to extending their responsibilities, and to the possibilities of rating. It is expected that an agreed policy will emerge during 1950.

#### NATIVE AREAS

The Local Native Councils of Kenya are a deliberate creation and provision was made for their establishment by the Native Authority Ordinance, 1937, which consolidates earlier legislation on the subject. Their powers and functions are defined in that Ordinance and embrace the welfare and good government of the native inhabitants of the areas where they have been established in respect of matters affecting purely local native administration, and particularly the provision, maintenance and regulation of food and water supplies, forests, roads, bridges, culverts, public health, the use of land, education, establishment and regulation of markets, agricultural and livestock, the regulation of drying and cleaning of skins, the registration of births, deaths and marriages, measures for dealing with soil erosion, communal services, etc.

The District Commissioners are the presidents of the councils, although in nearly all cases there are now African vice-presidents, who increasingly take the chair at meetings. Membership is, by administrative practice, determined partly by election and partly by nomination, but all councils now have elected majorities. The funds which are controlled by councils are derived from four main sources :

- (a) the proceeds of local native rates which they are empowered, subject to sanction by the Governor in Council, to impose on the African inhabitants of the area over which they have control ;
- (b) land rents, forest dues and profits, market dues, native court fees and fines, etc. ;
- (c) Government grants ;
- (d) Levies on the sale of certain forms of produce such as maize and cattle.

Twenty-six councils have been established, usually to correspond with administrative districts. The greater part of the rural African population and all native land units are under the jurisdiction of such councils.

During 1949 revenue and expenditure continued to rise, with expenditure on primary education continuing to be the most important item. The Beecher Report, published towards the end of 1949, but not yet considered by the Government, recommended means whereby Local Native Council expenditure on education should be stabilised at its present level, with the Government providing for future expansion and re-assuming the major responsibility locally for the implementation of agreed educational policy.



The ordinary revenue of the 26 councils in 1949 amounted to approximately £600,000 and their ordinary surplus balances were about £300,000. Many councils maintain a separate agricultural betterment fund with revenues largely derived from maize cesses. The expenditure from these funds in 1949 was about £95,000; balances were about £325,000. The purpose of a betterment fund was to provide a source of finance from which the land could be reconditioned after the heavy cropping resulting from the high price of maize, but sums up to 50 per cent of the revenue accruing to the fund in any one year in a district may be transferred to ordinary revenue if the Governor-in-Council approves. There were extensions, also, of this method of raising revenue by other forms of wealth tax in the estimates of the councils, and these constituted a significant departure from the traditional common rate per capita. The system of imposing cesses on certain forms of agricultural produce in some cases was adopted solely to raise revenue for general purposes as an interim measure to meet expanding commitments in face of the somewhat inelastic revenue accruing from a flat rate per head. It has yet to be decided whether this should become a permanent part of Local Native Council fiscal policy.

The administration of council affairs and the carrying out of council decisions has largely been the work of officers of the Government and of the chiefs appointed by the Government, but councils are engaging increasing numbers of senior African staff as executive officers and, in some cases, works supervisors. There are not at present, however, enough African officers of this calibre to meet the requirements of these posts. A Bill, which brings the activities, powers and conduct of Local Native Councils more into line with those of other established local government bodies, is now under consideration. The sanctioning authority for Local Native Council estimates of revenue and expenditure is the Governor-in-Council, but since 1942 he has been advised by a Standing Committee on Local Native Council Estimates with an unofficial African majority. The powers of this committee are to be extended under the new legislation.

#### PUBLIC RELATIONS AND INFORMATION SERVICES

The work of the Press Liaison and African Information Services falls roughly under four sections: one dealing with the presentation and distribution of mass education material for Africans, the second, a field section, consisting of four mobile cinema units, the third dealing with press liaison and the fourth, a photographic section, supplying material for the use of the other three.

For the mass education of Africans a weekly Swahili broadsheet was published. This was used to give important Government announcements and a certain number of educational articles, on such subjects as economics and taxation, agriculture and health. In addition 14 booklets and pamphlets were published, among the subjects being the Governor's speeches, which were printed in various vernaculars, health, animal husbandry, agriculture and road safety. Nine picture sheets were produced on such subjects as agriculture, animal husbandry, forestry, water supplies and the progress of women. Four posters on health subjects and two on forestry were printed.



Regular broadcasts were given in Swahili and other vernaculars, programme time varying between 7 and 8 hours a week. Communal listening facilities were supplied at over a hundred listening posts, in such places as welfare halls. Listener figures sent in by some but not all of these posts indicate that at least 1½ million Africans heard the programmes during the year.

Over 50 film-strip projectors have been supplied to welfare halls, missions, schools and other suitable places. Eleven film-strips were completed and distributed and at the end of the year work was in hand on a further 14. Thirty-seven film-strips were received from the Central Office of Information and distributed to projector holders.

During the year the office did not have its own facilities for making films, as the Colonial Film Unit was operating in East Africa producing films on behalf of the Kenya Government. Work in Kenya on four films and one newsreel was completed and four other films and one newsreel were in the course of production at the end of the year.

The four mobile information units were almost continuously on tour throughout the year and gave 917 shows to 1,188,088 Africans.

Much useful material from Britain continued to be received from the Central Office of Information and was distributed to information rooms, European, Asian and African schools. The Swahili edition of the Central Office of Information publication *To-day* was sold at 30 cents a copy. A circulation of 2,700 copies had been built up by the end of the year.

The Press Liaison Section, which was set up in the middle of 1948, considerably increased the volume and improved the quality of material supplied. Large numbers of handouts and communiques were issued both to the local press and overseas. The chief aim was to explain the Government's plans and policies.

Three weekly newsletters were issued. The first, which was discontinued at the end of October, was a general newsletter on up-country affairs, the second giving news mainly from the African areas and the third specially written for the vernacular press. A summary of opinions on African affairs expressed in the Kenya press was issued fortnightly. The *K.I.O. Fortnightly* was published throughout the year. This bulletin is chiefly for farmers and contains important Government announcements and some articles of agricultural interest.

Considerable help was given to visiting journalists and others. A total of more than 150 such individuals visited the office and were given advice, information and articles about the Colony and photographs, and help in making arrangements for visiting different parts of the country. In addition to this the number of miscellaneous inquiries received from intending settlers and others interested in the country and its problems continued to increase, and every effort was made to answer these requests or to put the person concerned in touch with those who might best help him.

A large library of up-to-date photographs is maintained and prints are available dealing with a wide range of subjects for educational or publicity purposes.



## SURVEY OF KENYA

On 1st January, 1949, the Survey Department was separated from the former Department of Lands, Mines and Surveys. Recruitment of trained staff showed a great improvement over previous years.

Field progress on cadastral surveys for title by Government surveyors and private surveyors amounted to a total of nearly 121,000 acres, comprising about 1,450 township plots, 463 farms and 185 other plots. Office progress in checking cadastral plans showed considerable increase over 1948, but this was more than offset by the receipt of a record number of new plans to be checked, and the number outstanding at the end of the year was even greater than at the end of 1948. By the end of the year, however, increase of staff was sufficient to cope with the incoming plans and the situation should now steadily improve. Demands from the field staff for survey data showed a very large increase during the year, while the preparation of key diagrams and office compilations also showed a marked increase. Demands for information about survey records by Government departments and private persons also continued to increase steadily.

No further aerial photography by the Royal Air Force was done during the year, but the Directorate of Colonial Surveys made excellent progress on the compilation and plotting of new maps from this photography. One sheet of the new standard "Colonial" series on the scale of 1/62,500, in full colour, was received while nearly 50 sheets in black and white only on the scale 1/50,000 were also received. No. 82 Squadron R.A.F. (Photo-Reconnaissance Squadron) returned to East Africa in late December and is now based on Nairobi for its 1950 programme of photography of Kenya, Uganda and Tanganyika.

Five African surveyors were sent to the Survey Training School of the Uganda Survey Department at Entebbe in April to undergo a course of instruction for two years.

## Chapter 4 : Weights and Measures

Imperial weights and measures are used.

The shortage of apparatus continued to hamper any extension of the work of the Weights and Measures Department. All standards were thoroughly examined during the year, and found to be in good order. The following tables show the results achieved during the year as compared with 1948 :

| <i>Item</i>                            | <i>Total Number Assized</i> |               | <i>Number Rejected</i> |              |
|--|-----------------------------|---------------|------------------------|--------------|
|  | 1948                        | 1949          | 1948                   | 1949         |
| Weights . . . . .                      | 20,911                      | 20,970        | 3,955                  | 874          |
| Measures of Capacity . . . . .         | 451                         | 759           | 29                     | 32           |
| Measures of Length . . . . .           | 434                         | 239           | 44                     | 15           |
| Weighing Instruments . . . . .         | 2,777                       | 1,928         | 563                    | 252          |
| Liquid Measuring Instruments . . . . . | 128                         | 536           | 28                     | 188          |
| TOTALS . . . . .                       | <u>24,701</u>               | <u>24,432</u> | <u>4,619</u>           | <u>1,361</u> |



*New Apparatus submitted for assizing and stamping by  
Importers' and Manufacturers' agents*

| <i>Item</i>  | 1948  | 1949   |
|--|-------|--------|
| Weights . . . . .  | 5,274 | 17,880 |
| Weighing Instruments :                                     |       |        |
| (a) Counter Machines . . . . .                             | 251   | 916    |
| (b) Platform Machines . . . . .                            | 393   | 409    |
| (c) Self-Indicating and Same-Self-<br>Indicating . . . . . | 82    | 64     |
| (d) Spring Balances . . . . .                              | 19    | Nil    |
| Measures of Length . . . . .                               | 204   | Nil    |
| Measures of Capacity . . . . .                             | 369   | 603    |

The time devoted to these tasks precluded the possibility of calling upon traders to submit their assizing apparatus for verification, but almost every petrol pump in the country was assized and stamped.

## Chapter 5 : Newspapers and Periodicals

| <i>Name</i>                        | EUROPEAN<br><i>Published</i> | <i>Language</i>            |
|------------------------------------|------------------------------|----------------------------|
| <i>East African Standard</i>       | Daily and<br>Weekly          | English                    |
| <i>Mombasa Times</i>               | Daily                        | English                    |
| <i>Kenya Weekly News</i>           | Weekly                       | English                    |
| <i>Sunday Post</i>                 | Weekly                       | English                    |
| <i>Comment</i>                     | Weekly                       | English                    |
| <i>E.A. Field, Farm and Garden</i> | Monthly                      | English                    |
| <i>Trans Nzoia Post</i>            | Weekly                       | English                    |
| <i>Uasin Gishu Advertiser</i>      | Weekly                       | English                    |
| <i>Dalgety's Review</i>            | Monthly                      | English                    |
| <i>E.A. Agricultural Journal</i>   | Quarterly                    | English                    |
| <i>K.I.O. Fortnightly</i>          | Fortnightly                  | English                    |
| ASIAN                              |                              |                            |
| <i>Kenya Daily Mail</i>            | Daily                        | Gujerati and English       |
| <i>Colonial Times</i>              | Weekly                       | Gujerati and English       |
| <i>Daily Chronicle</i>             | Daily                        | Gujerati and English       |
| <i>Observer</i>                    | Weekly                       | Gujerati, Urdu and English |
| <i>Goan Voice</i>                  | Weekly                       | English                    |
| AFRICAN                            |                              |                            |
| <i>Baraza</i>                      | Weekly                       | Swahili and English        |
| <i>The Africa</i>                  | Weekly                       | Swahili and English        |
| <i>Gikuyu Times</i>                | Weekly                       | Gikuyu                     |
| <i>Mumenyereri</i>                 | Weekly                       | Gikuyu                     |
| <i>The Kenya Star</i>              | Fortnightly                  | Gikuyu                     |
| <i>Ramogi</i>                      | Fortnightly                  | Dholuo                     |
| <i>Gikuyu</i>                      | Weekly                       | Gikuyu and English         |



*District News Sheets*

| Name                              | Published   | Language        |
|-----------------------------------|-------------|-----------------|
| <i>Sauti ya Bomani</i>            | Monthly     | Swahili         |
| <i>Bonden</i>                     | Monthly     | Swahili         |
| <i>Mwangaza wa North Nyanza</i>   | Monthly     | Swahili-Luluhya |
| <i>Embu District Gazette</i>      | Fortnightly | Gikuyu          |
| <i>Fort Hall District Gazette</i> | Monthly     | Gikuyu          |
| <i>Dongo jo Central Nyanza</i>    | Monthly     | Dholuo-Luluhya  |
| <i>Machakos District Magazine</i> | Monthly     | Kikamba         |
| <i>Kitui District News Sheet</i>  | Monthly     | Swahili         |
| <i>Habari ya Kipsigis</i>         | Monthly     | Swahili         |
| <i>Sauti ya Serikali</i>          | Monthly     | Swahili         |

*Missions*

|                               |         |                     |
|-------------------------------|---------|---------------------|
| <i>Rafiki Yetu</i>            | Monthly | Swahili             |
| <i>Sauti ya Vita</i>          | Monthly | Swahili and English |
| <i>Matangazo ya Injili</i>    | Monthly | Swahili             |
| <i>Wathiomu Mukinyu</i>       | Monthly | Gikuyu              |
| <i>Catholic Times of E.A.</i> | Monthly | English             |

## Chapter 6 : Reading List

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- BROWN, G. ST. J. ORDE, *The African Labourer*. Oxford University Press, 1937.
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- Nairobi. Master Plan for a Colonial Capital.* 1948. 21s. (21s. 9d.)

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- Financial Report and Statement for the Year 1946.*
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- Monthly Trade and Revenue Reports for the months of January to November, inclusive.*
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- Report of Settlement Schemes Committee,* 1944.
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## PUBLIC SERVICES

- Report of a Committee appointed to Consider the Advisability of introducing  
a System of Probation to the Colony*, 1942.
- Report of the Hospital Committee*, 1944.
- Report of Police Terms of Service Committee*, 1942.
- Report of Kenya European Local Civil Service Committee*, 1939.
- Report of Kenya European Local Civil Service Committee*, 1943.



## MISCELLANEOUS

*Annual Report of the Colony, 1946, 1947, 1948.*

*Annual Reports of the Government Departments.*

*Blue Book, 1945.*

*Kenya Legislative Council Debates.*

*Report on Native Affairs, 1939-45.*

*Native Welfare in Kenya, by A. M. CHAMPION, 1944.*

*Fighting for What? by DR. A. R. PATERSON, 1944.*

*Defence Regulations (as at November 1946).*

*Fauna of British Eastern and Central Africa (published by E. A. HIGH COMMISSION).*

*Second Progress of Tsetse Fly and Trypanosomiasis Survey and Control in Kenya Colony.*

*The Building of Earth Dams and Waterholes, by COLIN MAHER.*

## MAPS OF GENERAL INTEREST

Shortage of technical staff in the Survey Division of the Department has prevented the completion of any large surveys.

At the end of 1947, the Directorate of Colonial Surveys started an Air Survey of Central Kenya planned to cover about 30,000 square miles with vertical photography for the compilation of topographical maps on the general scale of 1/62,500. It is hoped that eventually the whole of Kenya will be mapped by this means. See the report on the Survey of Kenya in Part III, Chapter 3.



## APPENDIX I

STATEMENT OF REVENUE UNDER MAIN HEADS FOR THE  
YEAR ENDED 31ST DECEMBER, 1948, AS COMPARED WITH 1947

| <i>Head of Revenue</i>   | 1947<br>£  | 1948<br>£   |
|--|------------|-------------|
| Customs and Excise . . . . .                                       | 4,254,211  | 5,040,282   |
| Licences, Duties, Taxes, etc. . . . .                              | 2,502,164  | 3,081,611   |
| Fees and Payments for Specific Services . . . . .                  | 261,667    | 237,073     |
| Posts and Telegraphs . . . . .                                     | 551,557    | 649,336     |
| Earnings of Government Departments . . . . .                       | 205,522    | 244,538     |
| Revenue from Government Property and<br>Royalties . . . . .        | 99,030     | 98,758      |
| Sale of Government Property . . . . .                              | 79,399     | 165,387     |
| Miscellaneous Receipts . . . . .                                   | 191,077    | 103,455     |
| Agricultural Production and Settlement Board                       | 21,613     | 25,646      |
| Forest Department Revenue . . . . .                                | 121,603    | 152,904     |
| Interest and Redemption . . . . .                                  | 165,886    | 192,261     |
| Reimbursements . . . . .   | 173,693    | 207,600     |
| Reimbursements (War Expenditure Civil) . . . . .                   | 316,870    | 360,116     |
| Land Sales . . . . .   | 37,207     | 96,279      |
| Colonial Development and Welfare Vote . . . . .                    | 16,509     | 175,049     |
| Other Governments' share of Joint Service<br>Expenditure . . . . . | 879,188    | 581,369     |
| TOTAL . . . . .  | £9,877,196 | £11,411,664 |



## APPENDIX 2

STATEMENT OF EXPENDITURE UNDER MAIN HEADS FOR THE  
YEAR ENDED 31ST DECEMBER, 1948, AS COMPARED WITH 1947

The figures shown in the following table are, as in other years, in respect of the year previous to the Report, as the figures for 1949 were not available at the time of writing. The allocation of duties reflected in the table has been changed since 1948 and in a number of cases the department concerned is no longer the responsibility of the Member shown in the table.

### *Heads of Expenditure*

| A. KENYA—RECURRENT  | 1947<br>£ | 1948<br>£  |
|---|-----------|------------|
| His Excellency the Governor . . . . .                                 | 17,070    | 20,906     |
| Judicial . . . . .  | 52,561    | 58,299     |
| Audit Department . . . . .  | 32,098    | 33,529     |
| <br><i>Deputy Chief Secretary—</i>                                    |           |            |
| Central Administration, Secretariat and Legislative Council . . . . . | 55,892    | 67,026     |
| Administration . . . . .  | 346,788   | 449,934    |
| Civil Aviation . . . . .  | 39,035    | 6,305      |
| Coast Agency . . . . .  | 8,664     | 9,167      |
| Conference of E.A. Governors (Kenya Share)                            | 5,715     | —          |
| Education . . . . .   | 507,413   | 606,226    |
| Information Office . . . . .  | 17,486    | 22,969     |
| Labour . . . . .  | 40,739    | 59,553     |
| Lands, Mines and Surveys . . . . .                                    | 57,176    | 67,592     |
| Military . . . . .  | 136,822   | 231,130    |
| Miscellaneous Services . . . . .                                      | 11,111    | 13,556     |
| Naval Expenditure (Kenya Share) . . . . .                             | 4,285     | 4,285      |
| Posts and Telegraphs (Kenya Share) . . . . .                          | 382,803   | —          |
| Printing and Stationery . . . . .                                     | 55,773    | 86,738     |
| Prisons . . . . .   | 153,961   | 211,326    |
| Public Works . . . . .  | 226,342   | 443,501    |
| Public Works Recurrent . . . . .                                      | 256,445   | 270,486    |
| Registrar of Co-operative Societies . . . . .                         | 2,902     | 3,608      |
| Transport Licensing Board . . . . .                                   | 3,297     | 3,139      |
| <i>Carried forward</i> £2,414,378                                     |           | £2,669,275 |



| <i>Heads of Expenditure</i> | 1947<br>£ | 1948<br>£ |
|-----------------------------|-----------|-----------|
| <i>Brought forward</i>      | 2,414,378 | 2,669,275 |

*Attorney-General, Member for Law and Order—*

|                             |         |         |
|-----------------------------|---------|---------|
| Legal . . . . .             | 14,853  | 15,002  |
| Police . . . . .            | 366,907 | 476,831 |
| Registrar-General . . . . . | 8,834   | 10,279  |

*Financial Secretary, Member for Finance—*

|  |         |         |
|--|---------|---------|
| Accountant General . . . . .                               | 40,363  | 49,454  |
| Customs (Kenya Share) . . . . .                            | 75,979  | 88,274  |
| Inland Revenue . . . . .                                   | 53,957  | 29,128  |
| Miscellaneous Services . . . . .                           | 212,445 | 239,706 |
| Pensions and Gratuities . . . . .                          | 452,965 | 404,983 |
| Public Debt (Kenya Share) . . . . .                        | 259,401 | 257,958 |
| Rent and Interest to H.H. The Sultan of Zanzibar . . . . . | 16,000  | 16,000  |
| Subventions . . . . .                                      | 51,419  | 31,682  |

*Member for Agriculture, Animal Husbandry and Natural Resources—*

|  |         |         |
|--|---------|---------|
| Office of Member for Agriculture, etc. . . . . | 6,163   | 35,098  |
| Agriculture . . . . .                          | 167,622 | 207,341 |
| Agricultural Production Board . . . . .        | 21,269  | —       |
| Forest . . . . .                               | 68,508  | 104,845 |
| Game . . . . .                                 | 27,577  | 32,199  |
| Veterinary Services . . . . .                  | 125,479 | 141,737 |

*Member for Health and Local Government—*

|  |         |         |
|--|---------|---------|
| Health and Local Government . . . . .    | 6,626   | 8,554   |
| Government Chemist . . . . .             | 2,724   | 3,129   |
| Local Government Contributions . . . . . | 246,429 | 413,532 |
| Medical . . . . .                        | 462,939 | 591,136 |
| Miscellaneous Services . . . . .         | 974     | 1,985   |

|                 |            |            |
|-----------------|------------|------------|
| Total Recurrent | £5,103,811 | £5,828,128 |
|-----------------|------------|------------|

## NON-RECURRENT

|  |         |         |
|--|---------|---------|
| His Excellency the Governor . . . . .                                | 820     | 1,524   |
| Audit . . . . .  | 160     | —       |
| Judicial . . . . .   | —       | 528     |
| Central Administration—Secretariat and Legislative Council . . . . . | 1,394   | 394     |
| Administration . . . . .   | 39,701  | 11,847  |
| Civil Aviation . . . . .   | 2,343   | —       |
| Conference of E.A. Governors (Kenya Share)                           | 70      | —       |
| <i>Carried forward</i>   | £44,488 | £14,293 |



| <i>Heads of Expenditure</i>                                     | 1947<br>£         | 1948<br>£         |
|---|-------------------|-------------------|
| <i>Brought forward</i>  | 44,488            | 14,293            |
| Education . . . . .   | 30,277            | 141,449           |
| Labour . . . . .  | 16,000            | 14,714            |
| Lands, Mines and Surveys . . . . .                              | 3,197             | 7,250             |
| Miscellaneous Services (Deputy Chief Secretary) . . . . .       | 3,433             | 44,835            |
| Posts and Telegraphs (Kenya Share) . . . . .                    | 74,690            | —                 |
| Printing and Stationery . . . . .                               | —                 | 2,088             |
| Prisons . . . . .   | 581               | 623               |
| Registrar of Co-operative Societies . . . . .                   | —                 | 466               |
| Public Works Extraordinary . . . . .                            | 286,860           | 572,098           |
| Legal . . . . .   | 9                 | 2,543             |
| Police . . . . .  | 21,100            | 47,620            |
| Accountant-General . . . . .                                    | 22                | 218               |
| Customs (Kenya Share) . . . . .                                 | 1,315             | 1,402             |
| Inland Revenue . . . . .  | 64                | 105               |
| Miscellaneous Services (Financial Secretary) . . . . .          | 1,232,782         | 2,132,047         |
| Pensions and Gratuities . . . . .                               | 126,183           | 701               |
| Subventions . . . . .   | 3,319             | 268               |
| Office of Member for Agriculture . . . . .                      | 1,443             | 93,904            |
| Agriculture . . . . .   | 88,184            | 17,851            |
| Agricultural Production Board . . . . .                         | 22,672            | —                 |
| Agricultural Machinery Pool . . . . .                           | 43,350            | —                 |
| Forests . . . . .   | 71,603            | 203               |
| Game . . . . .  | 3,161             | 7,093             |
| Veterinary Services . . . . .                                   | 5,457             | 9,014             |
| Local Government Contributions . . . . .                        | 116,958           | 65,618            |
| Medical . . . . .   | 16,025            | 6,801             |
| Miscellaneous Services . . . . .                                | —                 | 2,755             |
| <br>  |                   |                   |
| Total Non-Recurrent (excluding War Expenditure—Civil) . . . . . | <u>£2,213,173</u> | <u>£3,185,959</u> |

B. CONTRIBUTIONS TO THE COST OF HIGH  
COMMISSION SERVICES

|                              |                 |
|------------------------------|-----------------|
| (i) Recurrent . . . . .      | 689,712         |
| (ii) Non-Recurrent . . . . . | 88,566          |
|                              | <hr/>           |
| Total Part B                 | <u>£778,278</u> |



*Heads of Expenditure*1947  
£1948  
£

## C. WAR EXPENDITURE—CIVIL

|   |         |           |
|---|---------|-----------|
| Administration . . . . .                                  | 3,808   | } 593,159 |
| Miscellaneous Services (Deputy Chief Secretary) . . . . . | 197,946 |           |
| Posts and Telegraphs . . . . .                            | 2,070   |           |
| Police . . . . .  | 102,268 |           |
| Miscellaneous Services (Financial Secretary)              | 521,360 |           |

Total Part C      £827,452      £593,159

1. *Recurrent*

|  |           |
|--|-----------|
| (i) Kenya Expenditure (Part A) . . . . .                 | 5,828,128 |
| (ii) Contributions to High Commission (Part B) . . . . . | 689,712   |

2. *Non-Recurrent*

|  |           |
|--|-----------|
| (i) Kenya Expenditure (Part A) . . . . .                 | 3,185,959 |
| (ii) Contributions to High Commission (Part B) . . . . . | 88,566    |

Total      £9,792,365

*War Expenditure, Civil (Part C)* . . . . .      593,159

Total (including War Expenditure—Civil)      £10,385,524

## OTHER GOVERNMENTS' SHARE OF JOINT SERVICES EXPENDITURE—RECURRENT

|  |         |         |
|--|---------|---------|
| Conference of E.A. Governors . . . . . | 14,876  | —       |
| Customs . . . . .                      | 32,633  | 36,137  |
| Inland Revenue . . . . .               | 28,593  | —       |
| Naval Expenditure . . . . .            | 4,285   | 4,285   |
| Posts and Telegraphs . . . . .         | 209,100 | —       |
| Public Debt . . . . .                  | 588,603 | 540,373 |

TOTAL RECURRENT      £878,090      £580,795

## NON-RECURRENT

|  |     |     |
|--|-----|-----|
| Conference of E.A. Governors . . . . . | 181 | —   |
| Customs . . . . .                      | 565 | 574 |
| Inland Revenue . . . . .               | 64  | —   |
| Posts and Telegraphs . . . . .         | 288 | —   |

TOTAL NON-RECURRENT      £1,098      £574

GRAND TOTAL      £9,023,624      £10,966,893



## APPENDIX 3

### REVENUE AND EXPENDITURE FOR THE ELEVEN YEARS ENDED 31ST DECEMBER, 1949

| <i>Year</i>    | <i>Revenue</i><br>£ | <i>Expenditure</i><br>£ |
|----------------|---------------------|-------------------------|
| 1939 . . . . . | 3,811,778           | 3,808,079               |
| 1940 . . . . . | 4,111,412           | 4,064,465               |
| 1941 . . . . . | 5,348,888           | 4,511,275               |
| 1942 . . . . . | 5,595,025           | 5,341,551               |
| 1943 . . . . . | 6,801,860           | 6,782,466               |
| 1944 . . . . . | 7,734,333           | 7,629,088               |
| 1945 . . . . . | 8,034,197           | 7,815,928               |
| 1946 . . . . . | 9,057,390           | 8,795,237               |
| 1947 . . . . . | 9,877,196           | 9,023,624               |
| 1948 . . . . . | 11,411,664          | 10,966,893              |
| 1949 . . . . . | 12,211,250          | 10,315,876              |



## APPENDIX 4

ALLOCATION OF PUBLIC DEBT AND ANNUAL CHARGES AS AT 31ST DECEMBER, 1948

| Loan                             | CAPITAL DEBT |                           |                   |              | ANNUAL CHARGES |          |                           |              |           |           | Total Annual Charges |
|----------------------------------|--------------|---------------------------|-------------------|--------------|----------------|----------|---------------------------|--------------|-----------|-----------|----------------------|
|                                  | Kenya Colony | E. A. Railways & Harbours | Total Public Debt | Kenya Colony |                |          | E. A. Railways & Harbours |              |           |           |                      |
|                                  |              |                           |                   | Interest     | Sinking Fund   | Total    | Interest                  | Sinking Fund | Total     |           |                      |
| 1928 . . . . .                   | £ 659,669    | £ 2,840,331               | £ 3,500,000       | £ 29,685     | £ 6,596        | £ 36,281 | £ 127,815                 | £ 28,404     | £ 156,219 | £ 192,500 |                      |
| 1930 . . . . .                   | 2,233,909    | 1,166,091                 | 3,400,000         | 100,525      | 22,340         | 122,865  | 52,475                    | 11,660       | 64,135    | 187,000   |                      |
| 1933 . . . . .                   | 305,600      | —                         | 305,600           | 10,696       | 3,056          | 13,752   | —                         | —            | —         | 13,752    |                      |
| 1936 . . . . .                   | 375,000      | —                         | 375,000           | 11,250       | 3,750          | 15,000   | —                         | —            | —         | 15,000    |                      |
| 1945 . . . . .                   | 600,000      | —                         | 600,000           | 18,000       | 12,000         | 30,000   | —                         | —            | —         | 30,000    |                      |
| 1946 (Conversion Loan) . . . . . | —            | 1,820,000                 | 1,820,000         | —            | —              | —        | 50,050                    | 18,200       | 68,250    | 68,250    |                      |
| 1948 (Conversion Loan) . . . . . | —            | 3,710,000                 | 3,710,000         | —            | —              | —        | 92,750                    | 37,100       | 129,850   | 129,850   |                      |
| 1948 (Railway Loan) . . . . .    | 300,000      | —                         | 300,000           | 11,058       | 8,334          | 19,392   | —                         | —            | —         | 19,392    |                      |
| TOTAL . . . . .                  | 4,474,178    | 9,536,422                 | 14,010,600        | 181,214      | 56,076         | 237,290  | 323,090                   | 95,364       | 418,454   | 655,744   |                      |



## APPENDIX 5

TABLE SHOWING EXAMPLES OF THE AMOUNT OF INCOME TAX PAYABLE BY FIVE CLASSES OF TAXPAYERS

| Salary | Allowance<br>Single<br>Man | Tax<br>Due | Allowance<br>Married | Tax<br>Due | Allowance<br>Married<br>One Child | Tax<br>Due | Allowance<br>Married<br>2 Children | Tax<br>Due | Allowance<br>Married<br>3 Children | Tax<br>Due |
|--------|----------------------------|------------|----------------------|------------|-----------------------------------|------------|------------------------------------|------------|------------------------------------|------------|
| £ 200  | £ 200                      | £ Nil      | £ 350                | £ Nil      | £ 430                             | £ Nil      | £ 470                              | £ Nil      | £ 510                              | £ Nil      |
| 250    | 175                        | 7/10/-     | "                    | "          | "                                 | "          | "                                  | "          | "                                  | "          |
| 300    | 150                        | 15/-/-     | "                    | "          | "                                 | "          | "                                  | "          | "                                  | "          |
| 350    | 125                        | 22/10/-    | "                    | "          | "                                 | "          | "                                  | "          | "                                  | "          |
| 400    | 100                        | 30/18/-    | "                    | 5          | "                                 | "          | "                                  | "          | "                                  | "          |
| 450    | 75                         | 40/8/-     | "                    | 10         | "                                 | 2          | "                                  | "          | "                                  | "          |
| 500    | 50                         | 50/12/-    | "                    | 15         | "                                 | 7          | "                                  | "          | "                                  | "          |
| 550    | 25                         | 61/10/-    | "                    | 20         | "                                 | 12         | "                                  | "          | "                                  | "          |
| 600    | Nil                        | 73/2/-     | "                    | 25         | "                                 | 17         | "                                  | "          | "                                  | "          |
| 650    | "                          | 81/5/-     | "                    | 30/18/-    | "                                 | 22         | "                                  | "          | "                                  | 4          |
| 700    | "                          | 89/13/-    | "                    | 37/3/-     | "                                 | 27         | "                                  | "          | "                                  | 9          |
| 750    | "                          | 98/8/-     | "                    | 43/15/-    | "                                 | 33         | "                                  | "          | "                                  | 14         |
| 800    | "                          | 107/10/-   | "                    | 50/12/-    | "                                 | 39         | "                                  | 28/10/-    | "                                  | 19         |
| 850    | "                          | 116/17/-   | "                    | 57/16/-    | "                                 | 46         | "                                  | 34/13/-    | "                                  | 24         |
| 900    | "                          | 126/11/-   | "                    | 65/6/-     | "                                 | 53         | "                                  | 41/1/-     | "                                  | 29/14/-    |
| 950    | "                          | 136/11/-   | "                    | 73/2/-     | "                                 | 60         | "                                  | 47/16/-    | "                                  | 35/18/-    |
| 1,000  | "                          | 146/17/-   | "                    | 81/5/-     | "                                 | 68         | "                                  | 54/18/-    | "                                  | 42/8/-     |
|        |                            |            |                      |            |                                   |            |                                    |            |                                    | 49/4/-     |
|        |                            |            |                      |            |                                   |            |                                    |            |                                    | 56/7/-     |

Note. The figures take no account of the additional allowances available (up to £50 per child) where children are being educated as this is dependent on the cost of education.



## APPENDIX 6

ESTATE DUTY 1941-49

| Year | Estates Assessed | Estates Re-Assessed | Total Net Assessment | Duty Assessed | Additional Duty Re-Assessed | Duty Collected | Refund of Duty | Remission of Duty on Estates of Persons Killed in War |
|------|------------------|---------------------|----------------------|---------------|-----------------------------|----------------|----------------|---|
| 1941 | 257              | 33                  | £ 752,270            | £ 17,681      | £ 4,149                     | £ 10,874       | £ 120          | £ —   |
| 1942 | 292              | 27                  | 1,490,199            | 51,336        | 17,585                      | 61,125         | 278            | 510   |
| 1943 | 296              | 36                  | 710,205              | 24,507        | 2,558                       | 42,783         | 527            | 431   |
| 1944 | 305              | 66                  | 807,516              | 51,926        | 4,613                       | 42,174         | 3,146          | 528   |
| 1945 | 313              | 66                  | 1,063,998            | 33,905        | 11,576                      | 44,322         | 898            | 1,779   |
| 1946 | 334              | 50                  | 1,063,219            | 36,291        | 3,504                       | 39,052         | 934            | 98  |
| 1947 | 325              | 69                  | 1,493,778            | 69,969        | 3,116                       | 74,527         | 537            | 88  |
| 1948 | 321              | 53                  | 1,348,963            | 54,335        | 4,206                       | 58,452         | 1,521          | 51  |
| 1949 | 357              | 77                  | 1,984,032            | 86,122        | 6,071                       | 75,740         | 2,172          | —   |



APPENDIX 7  
DEVELOPMENT AND WELFARE SCHEMES

| Scheme No. | Title of Scheme   | Colonial Development and Welfare Vote |                               |  | Local Resources | Remarks *  |
|------------|---|---------------------------------------|-------------------------------|--|-----------------|--|
|            |   | Actual Expenditure to end of 1948     | Estimated Expenditure in 1949 | Total Estimated and actual Expenditure to 31 Dec. 1949 |                 |  |
| 439        | Improvements and Investigation of Water Supplies in Native Areas                          | £ 32,996                              | £ 3,549                       | £ —  | —               |  |
| 479 & A    | Water Supplies and Cattle Dips on Stock Routes  | 10,405                                | 339                           | 36,545   | —               |  |
| D.271      | Thomson's Falls Agricultural Station and Uaso Nyiro Irrigation Sub-Station                | 14,364                                | 2,686                         | 17,050   | —               |  |
| D.292 & A  | Agricultural Schools and Teachers' Training Centres, Maseno and Embu                      | 93,455                                | 97,852                        | 191,207  | —               |  |
| D.299 & A  | Soil Conservation and Agricultural Development —Capital                                   | 97,061                                | 121,217                       | 218,278  | —               |  |
| D.299 & A  | Soil Conservation and Agricultural Development —Recurrent                                 | 35,499                                | 50,000                        | 85,499   | 145,965         | One-third cost of scheme or maximum £50,000 a year from 1948 to 1955 inclusive. Ceiling £319,900 |
| D.300 & A  | Water Supplies General  | 42,766                                | 43,332                        | 86,098   | —               |  |
| D.324 & A  | Housing for Government African Employees, Nairobi   | 56,348                                | 11,924                        | 68,098   | —               |  |
| D.355      | Education of Women and Girls  | 27,093                                | 12,973                        | 40,066   | —               |  |
| D.475 & A  | Group Hospital, Nairobi   | 86,984                                | 70,087                        | 157,071  | —               |  |
| D.521      | Water Supply in Masai Reserve, Uaso Kedong  | 2,480                                 | —                             | 2,480  | —               |  |
| D.535      | Training College for Asian Male Teachers  | 16,841                                | 2,661                         | 19,502   | —               |  |
| D.703      | Combined Central Engineering and Traffic Training School for Kenya, Uganda and Tanganyika | 38,433                                | 24,133                        | 62,566   | —               |  |
| D.833      | Training of Ex-Servicemen—Capital   | 73,876                                | 11,605                        | 85,481   | —               |  |



## DEVELOPMENT AND WELFARE SCHEMES—continued

| Scheme No.  | Title of Scheme  | Colonial Development and Welfare Vote |                               |  | Local Resources | Remarks *                                    |
|-------------|--|---------------------------------------|-------------------------------|--|-----------------|--|
|             |  | Actual Expenditure to end of 1948     | Estimated Expenditure in 1949 | Total Estimated and actual Expenditure to 31 Dec. 1949 |                 |  |
| D.833       | Training of Ex-Servicemen—Recurrent . . . . .                        | 127,123                               | 53,283                        | 180,406  | 180,406         | Half-cost of scheme or £180,977 maximum      |
| D.864       | Anti-malarial Drainage, Mombasa Island . . . . .                     | —                                     | 20,000                        | 20,000   | 22,000          | Two-fifths cost of scheme or £20,000 maximum |
| D.865       | Health Centres . . . . .   | 344                                   | 45                            | 389  | 388             | Half-cost of scheme or £50,000 maximum       |
| D.868       | Stock Breeding Centres . . . . .                                     | 962                                   | 11,491                        | 12,453   | —               | Three-quarters cost of scheme — maximum      |
| D.877       | Water Supplies in Native Districts . . . . .                         | 1,263                                 | 1,422                         | 2,685  | 895             | £340,650                                     |
| D.895       | Training College for Asian Women Teachers . . . . .                  | —                                     | 1,326                         | 1,326  | —               |  |
| D.899       | Great Trunk Road—Kenya Section . . . . .                             | 791                                   | 60,906                        | 61,697   | —               |  |
| D.927       | Assistance to Geological Survey Organisation—<br>Capital . . . . .   | —                                     | —                             | —  | —               |  |
|             | Assistance to Geological Survey Organisation—<br>Recurrent . . . . . | 3,815                                 | 14,400                        | 18,215   | —               |  |
| D.935       | Reconditioning of Lands in Native Areas . . . . .                    | 28,428                                | 42,439                        | 70,867   | —               |  |
| D.986       | Institute for Muslim Education . . . . .                             | —                                     | 13,459                        | 13,459   | —               |  |
| R.24 A & B  | Hydrographic Surveys . . . . .                                       | 28,729                                | 13,834                        | 42,563   | —               |  |
| R.108       | Malarial Control Experiment, Kericho Highlands . . . . .             | 5,714                                 | 3,494                         | 9,208  | —               |  |
| R.221       | Kenya Highlands Fertilisers . . . . .                                | 4,983                                 | 1,172                         | 6,155  | —               |  |
| R.234       | Sociological Research into the Teita Tribe . . . . .                 | 1,122                                 | —                             | 1,122  | —               |  |
| R.248       | Coffee Research Station . . . . .                                    | 13,216                                | 28,098                        | 41,314   | —               |  |
| R.252 A & B | Sociological Research into the Turkana Tribe . . . . .               | 1,326                                 | 1,164                         | 2,490  | —               |  |
| R.260       | Sociological Research into the Kisii Tribe . . . . .                 | 8,564                                 | 1,658                         | 10,222   | —               |  |
| R.37        | Translation of Anthropological Works . . . . .                       | 183                                   | —                             | 183  | —               |  |

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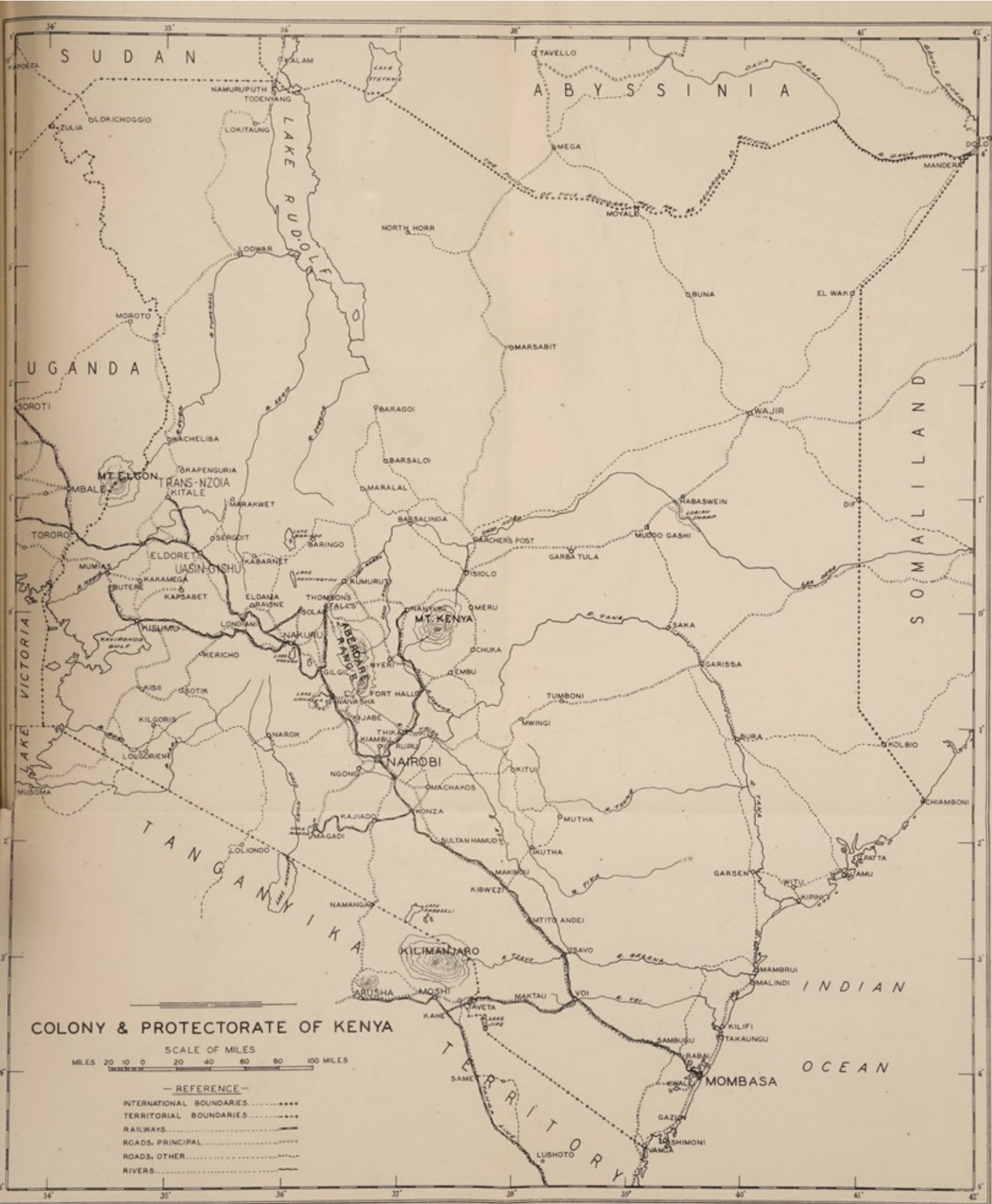
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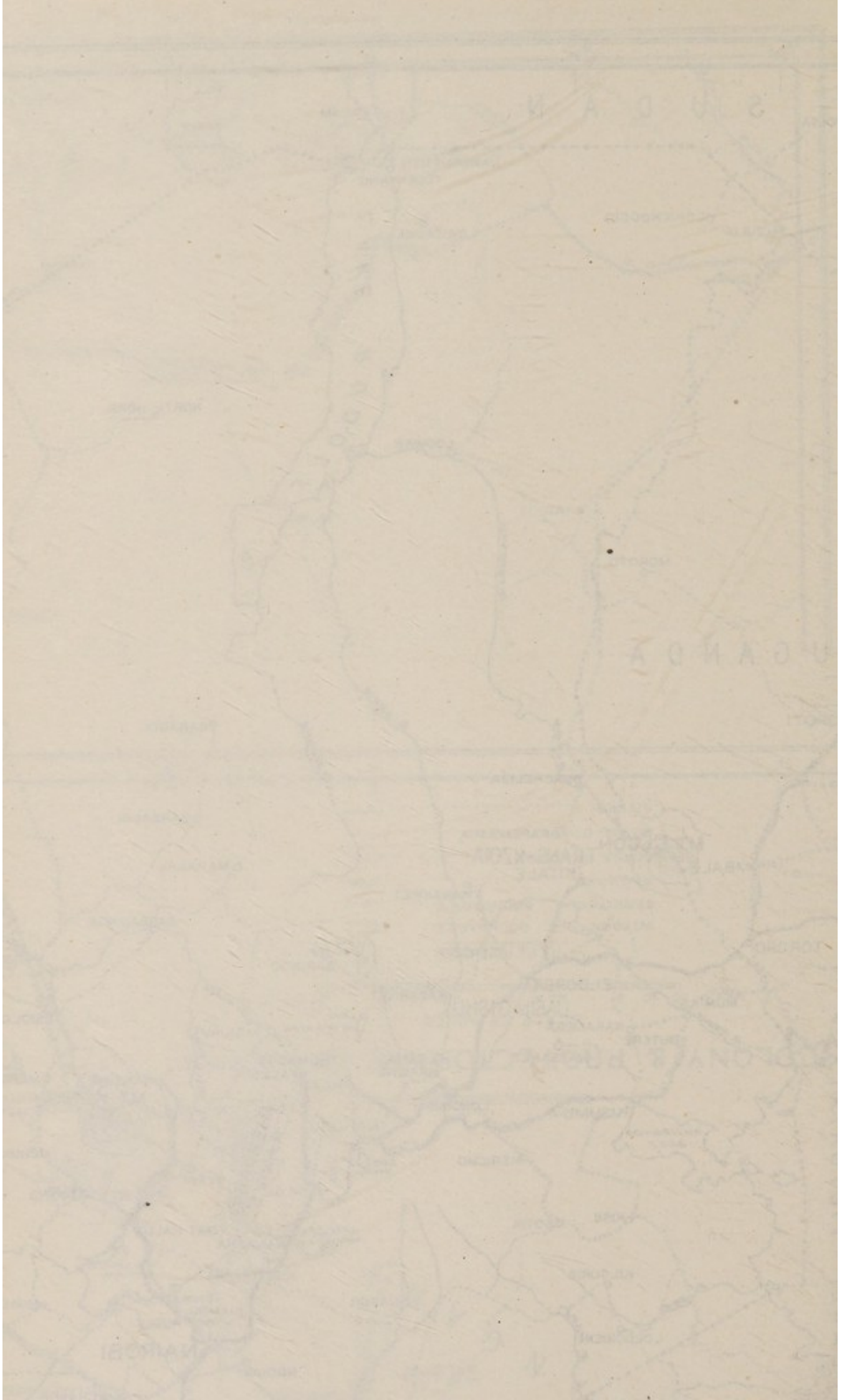
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