

East Africa Protectorate.

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ECONOMIC COMMISSION.

Final Report Part I.

1919.

Printed by the Swift Press, Hardinge Street, Nairobi.

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**APPOINTMENT OF COMMISSION AND TERMS
OF REFERENCE.**

:o:

The Commission was originally appointed under the following notice:—

"THE COMMISSIONS OF INQUIRY ORDINANCE, 1912.

"A COMMISSION.

"I, HENRY CONWAY BELFIELD, Knight Commander of the Most Distinguished Order of Saint Michael and Saint George, Governor and Commander-in-Chief of the East Africa Protectorate, do by virtue of the powers conferred upon me by the Commissions of Inquiry Ordinance, 1912, by this my Commission under my hand appoint the Honourable FRANCIS WILLIAM MAJOR, Companion of the Most Distinguished Order of Saint Michael and Saint George and a Companion of the Imperial Service Order, Major EWART SCOTT GROGAN; WILLIAM ALFRED KEMPE, Esq.; THOMAS ALFRED WOOD, Esq.; and the Honourable PERCIVAL HERBERT CLARKE; to be Commissioners to inquire into and report on:—

- "(1) Any special circumstances affecting the interests of this Protectorate to be considered in framing a commercial and industrial policy to be adopted after the War.
- "(2) The circumstances of the Protectorate, if any, which call for special attention in connexion with the following questions:—
 - "(a) What industries are essential to the future safety of the British Nation and what steps should be taken to maintain or establish them?
 - "(b) What steps should be taken to recover British and foreign Trade lost during the war and to secure new markets?
 - "(c) To what extent and by what means the resources of the British Empire and its Protectorates should and can be developed?
 - "(d) To what extent and by what means the sources of supply within the British Empire and its Protectorates can be prevented from falling under foreign control?
- "(3) The recommendations of the Economic Conference of the Allies as set forth in Government Notice No. 335 and published in the *Official Gazette* of the 15th day of November, 1916, in so far as the circumstances of the Protectorate call for special attention in connexion with such recommendations.

"And I do hereby appoint the said FRANCIS WILLIAM MAJOR, to be Chairman of such Commission.

"And I do hereby direct that three of the aforesaid Commissioners shall form a quorum.

"And I do hereby direct that the aforesaid inquiry be held at such places in the Protectorate as the Chairman may think fit.

"And I do hereby command all persons whom it may concern to take due notice hereof and to give their obedience accordingly.

"Given at Nairobi, this 27th day of March, 1917.

" H. C. BELFIELD,
' Governor and Commander-in-Chief."

(ii)

The Commission was subsequently altered in terms of the following notice :—

“ THE COMMISSIONS OF INQUIRY ORDINANCE, 1912.

“ A COMMISSION.

“ I, CHARLES CALVERT BOWRING, a Companion of the Most Distinguished Order of Saint Michael and Saint George, Acting Governor of the East Africa Protectorate, do by virtue of the powers conferred upon the Governor by the Commissions of Inquiry Ordinance, 1912, Section 3, by this my Commission under my hand alter the Commission issued under the aforesaid Ordinance by SIR HENRY CONWAY BELFIELD, Knight Commander of the Most Distinguished Order of Saint Michael and Saint George, Governor and Commander-in-Chief of the East Africa Protectorate, and dated the 27th day of March, 1917 (Government Notice No. 107), by appointing the Right Honourable BARON DELAMERE, the Honourable WILFRID CLARE HUNTER, and EDWARD POWYS COBB, Esq., to be Commissioners to inquire into and report into the matters the subject of inquiry of such aforesaid Commission of the 27th day of March, 1917, in addition to the Commissioners therein appointed.

“ Given under my hand at Nairobi, this 18th day of May, 1917.

“ C. C. BOWRING,
“ Acting Governor.”

By Notice dated 29th July, 1917, His Excellency the Acting Governor appointed James Arthur Watson, Esq., to be Secretary to the Commission.

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APPENDIX "A".

Loc. No.	Location.	Chiefs and Headmen.	Salary per year. Shgs.	No. of sub-headmen unpaid by Govt.	No. of Clerks unpaid by Govt.	Tax assessment. Shgs.	
1.	Alego.	Ngonga	1,800.	22	1	182,904	
		Oganga	600	20	1		
		Okello	360.	10	1		
		Gua	240.	12	1		
2.	Asembo.	Odindo	800.	—	1	72,132	
		Otiende	360.	6			
		Owino	350.	8			
3.	North Gem.	Ogada	1,800.	—	1	124,740	
		Ochwonyo	480.	10	1		
		Nyabera	360.	7	1		
		Onyango	240.	2	1		
		Mathume	240.	8	1		
		Otako	240.	21	1		
4.	South Gem.	Ndeda	1,600.	—		87,336	
		Daudi	520.	6	1		
		Aduol	280.	7	1		
		Uyomba	240.	9	1		
		Nyangor	240.	4	1		
5.	Kadimu.	Okello	600.	—	1	29,028	
		Owino	240.	3	1		
		Jacobo	240.	8			
6.	Kajulu.	Awour	800.	—	1	26,016	
		Ngonga	240.	4	1		
7.	Kano.	Obonyo	240.	2	1	197,424	
		Amimo	1,200.	—	1		
		Ayon	480.	16	1		
		Oweli	480.	3	1		
		Ogada	360.	5	1		
		Nyagol	480.	10	1		
		Ondiek	360.	5			
		Warindo	360.	4			
		Muga	360.	9	1		
		Omoro	360.	5	1		
		Okwandawa	360.	8	1		
		Aketck	360.	4	1		
		8.	Kibuye.				
Ouko	800.			—	1		
9.	Kisumu.	Osimbo	360.	5	1	76,920	
		(Vacant)	360.	4	1		
		Oyindo	360.	3	1		
		Olang	360.	7			
		Nyaeyo	360.	5	1		
		Kere	1,000.	14	1		
		Ondiege.	360.	10	1		
10.	Nyakatch.	Omolo	360.	4	1	100,200	
		Nyarero	360.	3	1		
		Sonono	800.	—	1		
		Osweya	240.	4			
11.	Nyangori.	Nbiti	240.	5		24,972	
		Ajul	240.	3			
		Jemon	240.	4			
		Arau	800.	—	1		
		Obonyo	360.	2	1		
12.	Sagam.	Ngenya	360.	6		24,324	
		Olulo	600.	—	1		
		Okeya	320.	4	1		
13.	Sakwa	Ongaro	320.	8	1	60,012	
		Oduo	240.	3	1		
		Obiero	320.	5			
Carried forward.			28,040.	337.	45.	1,012,848	

Loc. No.	Location.	Chiefs and Headmen.	Salary per year. Shgs.	No. of sub-headmen unpaid by Govt.	No. of Clerks unpaid by Govt.	Tax assessment. Shgs.
	Brought forward		28,040.	337.	45.	1,012,848
14.	Samia	Kadima	1,200.	—	1	
		Mkudi	360.	9	1	
		Muhamgabwe	360.	9	1	
		Apopo	360.	10	1	
		Jaganye	360.	6	1	
		Ogare	360.	13	1	
		Obilo	360.	4	1	136,728
15.	Seme.	Oguk	800.	—	1	
		Auma	360.	3	1	
		Daudi	360.	11		
		Okello	360.	4		
		Wasonga	360.	19		136,260
16.	N. Ugenya.	Mganda.	1,400.	30	1	
		Khanenye	360.	9	1	
		Onyango	240.	2	1	109,296
17.	S. Ugenya.	Mugunya	800.	16	1	29,820
18.	Uyoma.	T. Moyi.	500.	—	1	
		Aiyoke	360.	9		
		Opondo	360.	12	1	57,660
	TOTAL.		37,660.	503.	60.	1,482,612.

APPENDIX "B".

APPROXIMATE NUMBER OF REGISTERED NATIVES
REPORTED IN EMPLOYMENT (Special count October, 1923).

Tribe.	Registered natives in employment.	Number employed per cent. of adult male population of tribe.
Kavirondo	47,243	42
Lumbwa	3,167	36
Nandi	2,343	54
Marakwet, Suk and Masai	2,213	X
Akikuyu (including Meru and Embu).	48,577	55
Akamba	5,889	15
Wateita	2,560	58
Coast	1,774	X
Muganda	8,081	X
Aliens	5,449	X
	<hr/>	
	TOTAL	129,296
	<hr/>	

X Not stated as Registration has not yet been fully applied to these tribes.

NOTE :— The above total shows a decrease as compared with the figures stated for 1922, namely 133,221. This is due to the inclusion in the latter figure of a large number of natives on indefinite leave, and is not indicative of a decrease in the number of natives in employment.

APPENDIX "C".

NATIVES' TRUST FUND.

Statement of Balances on 31st December, 1923.

Name of Account.	Dr.		Cr.		Reference to items in Schedule to Ordinance No. 46, 1921.
	Shgs.	Cts.	Shgs.	Cts.	
Central Kavirondo.			36,103.	24	Takes in item 9.
North Kavirondo.			6,613.	74	Takes in item 11.
South Kavirondo Luo			—	—	
Kisii			34,180.	56	Takes in item 7.
Bakoria.			—	—	
South Lumbwa.			6,577.	53	
Nandi.			489.	00	
Nyeri.			—	—	
Fort Hall			544.	00	
Kyambu.			—	—	
Embu.			—	—	
Meru.			—	—	
Uasin Gishu Masai.			—	—	
Ravine Kamasia			30,677.	11	Takes in item 8.
Njemps.			2,000.	00	
Kabarnet Kamasia.			—	—	
Kabarnet Suk.			—	—	
Elgeyo.			72.	00	
Marakwet.			—	—	
Kacheliba Suk.			—	—	
Ulu (Machakos)			2,504.	99	
Kitui.			—	—	
Taita.			—	—	
Taveta			—	—	
Nyika			16,197.	39	Takes in item 13.
Pokomo.			2,467.	00	Takes in item 12.
Duruma			1,375.	37	
Lamu			—	—	
Masai Capital Account			40,000.	00	} Takes in items 6 & 10.
Masai Current Account			12,279.	00	
Masai Ghee Production Account.			10,421.	00	
Masai Disturbances Account.			112,917.	99	
General Capital Account			11,703.	50	Takes in items 2, 3, 4, 5 & 14.
Famine Relief Account			17,605.	06	
"Habari" newspaper a/c.	3,124.	10			
Cash in hand	241,605.	30			
On fixed deposit	100,000.	00			

N.B.—Item 1—Balance was
transferred to Church
Missionary Society in
1922.

344,729.40	344,729.40
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ANNUAL REPORT

LABOUR SECTION—NATIVE AFFAIRS DEPARTMENT.

JANUARY—DECEMBER, 1923.

1. STAFF.—S. F. Deck, Principal Labour Inspector, 1 1.23 to 27.2.23.
 W. P. Shields, Labour Inspector, 1.1.23 to 31.12.23.
 R. F. Palethorpe, Labour Inspector, 1.1.23 to 31.12.23.
 J. D. McKean, Labour Inspector, 1.1.23 to 1.11.23.
 B. J. F. Francklin, Labour Inspector, 1 1.23 to 1.3.23.

Mr. Deck was on leave from 27.2.23 to 28.10.23, and Major Gray, Chief Registrar of Natives, acted for him during his absence.

Mr. McKean went on leave 1.11.23.

Mr. Francklin returned to the Provincial Administration 1.3.23.

II. TOTAL NUMBER OF INSPECTIONS.

Year.	Number.
1921	156
1922	443
1923	421 (See Appendix "A")

III. ACTION AGAINST EMPLOYERS.

	1922.	1923.
Proceedings instituted	48	24
Number of convictions	34	20
Withdrawn	12	1
Settled out of Court	2	3

Owing to increased prosperity throughout the country during the year defalcations by employers were not so numerous as in 1922.

The principal offence was, as usual, withholding wages. Complaints of assault were dealt with chiefly by the police. The number of these cases brought to the notice of Labour Inspectors was negligible.

IV. GENERAL CONDITIONS OF CAMPS INSPECTED.

(a) *Fuel and Ballast Camps.*—The condition of labour in these camps was again good. The mortality and sick rates have been low. On that part of the line between Nairobi and Samburu stations, where mortality has been high in the past, only five deaths have been traced by Inspectors during the year out of an average labour strength of 1 300. There is no doubt that this state of affairs is largely due to the efforts of Labour Inspectors who have brought about an improvement in housing, insisted on a variety of diet, the maintenance of supplies of simple drugs in all camps, and the prompt despatch of serious cases to hospital.

(b) *Magadi Soda Company.*—The labour force at the Lake Factory was considerably reduced during the year and the maximum number employed at any given time did not exceed 600. The health was good, no epidemics occurred, and the total number of deaths was 2.

The ration issued was:—

- 2—lbs. mealie meal per day.
- 1—lb. beans or chiroko weekly.
- 1—lb. meat twice weekly.
- 1 lemon weekly.
- Salt weekly.

This ration seems remarkably well suited to the native constitution as the men's physical condition improves in a marked manner during the period of employment.

(c) *Sisal Estates.*—(1) Kibwezi-Coast. On the Coast conditions are popular. Tasks are low and pay is high, namely, up to Shgs. 24/- without food, per 1,000 leaves cut. In the Kibwezi area plantations are always short of labour. The climate is unhealthy and employers are slow to improve conditions. The average wage to cutters was Shgs. 12/- with food, per 1,500 leaves, which is not enough to attract labour especially as no meat ration is issued. The health, on the whole, was good. Out of a total average labour force in the Kibwezi-Voi area of 2,000 men on five Estates, 19 deaths occurred, equal to 9.5 per 1,000 per annum.

In the Coast Area the health at Powysland Sisal Estate, Kilifi, which employs on an average about 800 men, has not been good. 32 deaths occurred during the year mainly from pneumonia and dysentery, making a death rate of 40 per 1,000 per annum. This is a much higher rate than that recorded on any other Estate.

The Medical Officer of Health, Mombasa, who reported on the Estate in November, considered that the outbreak of dysentery, which caused most of the deaths, was due to the lack of proper latrines, and failure on the part of the management to keep the labour lines and surroundings in a reasonable state of cleanliness. Previous to this, a Labour Inspector reported in September (1) That the situation with regard to health was very grave; (2) That a Sub-Assistant Surgeon was urgently required; (3) That in the meantime medical advice was urgently required on medical treatment, and sanitation of the hospital and compound. Unfortunately, owing to reductions in the Government Medical Staff no Medical Officer was available to inspect the camp till November, by which time an outbreak of dysentery had occurred which resulted in 15 deaths.

The management of the Estate had endeavoured from September onwards to procure the services of a Sub-Assistant Surgeon, but without success. By the end of the year, however, they had secured the services of a competent compound Manager and conditions have improved considerably. The Government Sub-Assistant Surgeon from Malindi visits the Estate weekly. The Estate will be carefully inspected during the coming year and any further neglect of reasonable sanitary precautions by the Management will be dealt with by prosecution.

(2) *Thika-Kiambu Areas*—Health on the whole has been good. Out of a total average labour force of 2,500 men on eight Estates 42 deaths occurred, of which 15 were due to plague making a death rate of 16.8 per 1,000 per annum. Conditions have improved considerably and most Estates now issue a meat ration to cutters and factory hands. The minimum wage averaged Shgs. 12/- monthly, with food, and the cutting task 2,000 leaves per day. Various systems of bonus are in force for overtime work, and on one Estate the factory hands were paid a bonus of Shgs. 24/- each for one month's work. The pay of cutters is still too low to attract labour, and there is every probability of the wage rising to Shgs. 16/- (with food) for 2,000 leaves.

(d) *Coffee and Maize Estates*.—Only 10 Estates were inspected. Housing and sanitation still require improvement, and the usual ration issued is only 2-lbs mealie meal per day and salt weekly. In spite of these apparent drawbacks the labourers remain, to all appearances, healthy and contented. There are various reasons for this state of affairs.

(1) The labourers are usually on verbal monthly contracts and therefore able to take a rest if they feel so inclined on completion of 30 days work.

(2) The Estates are situated for the most part in the healthiest parts of the country.

(3) The Estates are either near Native Reserves where food, as a rule, is easily and cheaply obtainable, or they are large Estates as in Nakuru district with plenty of room for the labourer to bring his family and grow his own food.

With increased development in the coffee areas employers are, however, finding it every year more difficult to obtain a sufficient and regular supply of monthly labourers, and in some cases are obliged to employ men from distant Reserves on long contracts. It is probable, therefore, that regular inspection of certain coffee estates will have to be undertaken during the coming year.

(e) *Sugar Plantation and Factory Mtwani*—About 1,500 natives were employed here during the year, practically all of them monthly labourers from the neighbouring Reserves. Housing and sanitation leave a good deal to be desired, but the death rate has been low. Only one death occurred during the year. Strong recommendations have been made to the Management by the Medical Department to instal a water borne sewage system, but without effect. Action by the Medical Department under the Public Health Ordinance in the interest of the native labourers will be urged unless the matter is remedied early next year.

Other conditions call for no comment. Wages are regularly paid, and the Estate is popular with the local labour.

(f) *Railways*—(1) Uasin Gishu Railway. A separate report by the Magistrate is attached, together with a graph compiled by Mr. Shieds, Labour Inspector, shewing the coincidence of (i) High rainfall and high death rate, (ii) High rainfall and high death rate from pulmonary disease; (iii) Large numbers employed and high death rate.

The high death rate, chiefly from pulmonary disease, of 4.8 per 1,000 during April, in spite of careful medical supervision, shews that tropical African natives cannot work through the day at an altitude of over 7,000 feet during the rains without suffering from pulmonary disease.

Conditions have improved greatly, mainly owing to the efforts of the Railway Magistrates, and the result is reflected in a rapidly falling death rate and the increasing amount of labour offering for work on the line during the greater part of the year. During December the supply of casual monthly labourers fell off as it usually does at this time of the year.

(2) *Thika Railway Re-alignment*—From June to December an average labour force of about 900 men was employed on this work. The labourers were mostly long contract men and the camps of the contractors have been regularly inspected. The health has been uniformly good and only 5 deaths have occurred of which 3 were from plague. The majority of contract labourers were Embu and Meru, who are usually very susceptible to any form of disease. The average death rate for the six months July-December, 1923, was therefore 11.10 per 1,000 per annum. The work was undertaken during the healthiest part of the year, and the number of men employed was small and distributed over 20 miles of line. The figures, therefore, cannot fairly be compared with those of the Uasin Gishu Railway where very different conditions prevailed. Careful instructions were issued by the Medical Department concerning housing, clothing, feeding, water supply, and sanitation, most of which were inserted as conditions in the contract between the Uganda Railway and the contractors. Most employers have issued a small meat ration weekly in addition to beans. No prosecutions have been necessary during the year.

(g) *Harbour Works, Mombasa*—(Pauling & Co.,) The average number employed was 400, of whom 3 died. Conditions were satisfactory and call for no comment.

V. LABOUR CONTRACTS.

(a) *Verbal Monthly Contracts*.—The verbal "30 working day contract" established by Ordinance No 30, 1918, by which it had been held that the employee was bound to complete 30 days work within a period of 42 consecutive days has been recently interpreted by the High Court as having a different meaning, namely, that the employee is not bound to work for 30 days but on the contrary may leave his employer's service any day he chooses and at the end of a period of 42 days is entitled to claim from his employer wages for the days on which he has worked. This interpretation, based on the literal reading of the Ordinance which is admittedly obscure, has deprived the employer of any remedy against an employee who quits his work without permission at the end of any day. Amending legislation has been drafted to meet the chaotic situation thus created and will, it is hoped, become law early in 1924.

(b) *Long Term written Contracts*.—It has further been ruled by the High Court that any mention of working days in specifying the duration of a contract renders the contract invalid. As most of the written contracts at present current state, in specifying the duration of a contract "... Calendar months" or "on earlier completion of ... days work", it may be assumed that most of them will not hold good in the Courts.

As most native labourers prefer to be paid by the 30 working day card it is to be hoped that means will be found in the coming year to legalise the present custom, by which a labourer by diligent work can obtain his release from a contract before the specified calendar period has elapsed.

(c) *Task-work*.—Careful records have been kept by Labour Inspectors of the different tasks set as a days work to labourers in the various industries. It has been found that on coffee Estates tasks, of necessity, vary very greatly with the season of the year and the condition of the Estate, whereas on Railway construction, fuel cutting, and sisal Estates, a recognised standard task can be kept up practically all the year round. The average tasks in the various industries are as follows:—

- | | |
|---------------------------|--|
| (1) Coffee-Picking. | Three 4 gallon tins per day during heavy picking season. 15 cents per tin over-time. |
| Weeding. | 500-1,000 sq. yards per day. |
| Pruning. | 20-40 trees per day. |
| (2) Sisal Cutting. | 1,250 leaves per day (Kibwezi and Coast Areas).
2,000 leaves per day (Thika-Kiambu Area). |
| Weeding. | 100-200 plants according to the condition of the Estate. |
| (3) Railway Construction. | 80-100 cubic feet soft earth. |
| (4) Fuel Cutting. | 35-50 cubic feet according to the nature of the timber. |
| (5) Ballast breaking. | 10-25 cubic feet according to hardness of stone equals
2½-6 barrels. |

In wattle plantations 50 cubic feet can easily be cut and stacked by an able-bodied man in six hours, while in the dry bush where special trees have to be selected and the logs carried some distance for stacking 35 cubic feet is as much as an able-bodied man can do.

In practice Inspectors find that the employer who sets a moderate task and sees that the labourers do it, and therefore get their tickets regularly marked, is more successful than the man who sets a higher task for a slightly higher wage and gets only two tasks done in three days.

It is the usual practice now amongst employers to set no tasks to labourers new to the work for the first fourteen days. This is particularly important with such tribes as Meru who are unused to any sort of regular work and are, therefore, appalled at the size of the task before they have learned the work.

Task work is really piece work, *i.e.*, so much pay for so much work done. Any written contract in which piece-work and the rate therefor is not agreed to in writing by the parties is a time contract. It has, however, become the practice amongst employers throughout the country to set a day's task equivalent to about eight hours work for an average labourer. Most labourers prefer this arrangement, as by working hard they can finish their work by noon and have the rest of the day to themselves.

It cannot, however, be enforced in the Courts if it is not specified in the contract.

It is also evidently open to abuse by unscrupulous employers and where complaints are made by labourers against employers of withholding wages on account of non-completion of tasks Inspectors insist on payment by time. In practice this system works well. The average task set is not high and if the labourer finds he is being over-tasked he very soon complains either to an Inspector or to the nearest Magistrate.

VI. LABOUR RECRUITING.

The number of Labour Agents Permits issued during the year was as follows:—

i. Ukamba Province	..	..	..	11
ii. Nyanza Province	..	..	..	49
iii. Kikuyu Province	..	..	..	4
				64
			Total.	64

as compared with 74 for 1922.

The total number of labourers attested on long term contracts is shown in Appendix "B".

The behaviour of Agents has been satisfactory and no prosecutions have been necessary.

(a) *Uasin Gishu Railway*—As conditions improved on the line it was found that monthly labourers could be obtained in plenty and the number of recruited long-contract labourers diminished. It is probably due to this fact as much as anything else that the mortality decreased in such a marked manner during the year.

(b) *Government Departments*—Large numbers of Embu and Meru have been recruited mostly on long contracts.

(c) *Recruiting Associations*—The Kikuyu Planters Recruiting Association with headquarters at Thika started operations in April after building the necessary camps at Meru, Chuka, Embu and Thika. A camp was begun at Fort Hall, but it was found that the natives disliked sleeping there on account of the danger of fever and it was abandoned. Most of the labour travels by a route to the East of Fort Hall and so avoids altogether the township which has a bad reputation among them for unhealthiness. From April to December, 1923, the Association obtained 2,950 labourers for farms in the Fort Hall, Thika and Kiambu districts. As it had to compete with recruiters from the Railways and Sisal Areas who were offering higher rates of pay the result of the years work was distinctly satisfactory. Only one case of failure to pay wages occurred amongst members of the Association. The offending member was expelled from the Association and the wages were paid.

(d) *Native Recruiters*—It is noteworthy that practically all the men engaged by the Kikuyu Planters Association were obtained by native recruiters. The difficulty with the latter is that the best of them make a great deal of money in capitation fees in a very short time and then retire into private life.

There is very little doubt that the better class native labourer now finds his way to employment without the assistance of the recruiter. The supply from Central and North Kavirondo through Labour Agents is diminishing and even more remote tribes such as the Kisii and South Kavirondo now find their way independently to Lumbwa station in ever increasing numbers. From this point, they either go on foot or work their way down the line to their destinations. The Kikuyu from Nyeri, Fort Hall and Kiambu districts have for some years been independent of the Labour Agents mainly because they can always find employ-

ment on the plantations close to their homes. There remain only the more remote districts, Embu, Chuka, Meru and Kitui, as promising fields for the Labour Agents efforts. With raw labour from distant places the Labour Agent serves a useful purpose. But once a tribe is habituated to going out to work its members much prefer to seek their own employers.

It is a question whether some form of assistance should not be rendered by Government, having regard to the low rates of wages paid throughout the country, to such labourers leaving their homes in search of work. A useful form of assistance would be reduction of rail fares from Kisumu to the Coast and intermediate stations. It is noteworthy in this connection that a similar recommendation was made by a Committee of Inquiry in connection with the supply of native labour S. Rhodesia, 1921. The present system of "batch" rates on the railway whereby natives travelling in parties of 10 or more can obtain reduced fares, is utilised only by Labour Agents for their recruits. The natives of Nyanza Province, who require more than any other tribe the assistance of cheap fares to help them to their destinations, are, as yet, incapable of the co-operative effort which would enable them to take advantage of the system.

VII. LABOUR DEMAND AND SUPPLY & RATE OF WAGES.

(a) *Supply*.—The supply has proved remarkably elastic during the year but a shortage became apparent during November and December chiefly in (i) Kibwezi Sisal Area, where conditions are always distasteful to labour. The plantations are situated in the midst of dry bush country far from any well-populated native Reserve. No meat ration is issued by the employers there and the labourers, mostly long contract men from Kisumu, find it difficult to supplement their ration of mealie meal and vegetables by local purchases.

(ii) *Thika and Fort Hall Sisal Areas*.—A shortage occurred towards the end of the year, a period when the supply from the Nyanza Province always tends to decrease.

(iii) *Ruiru Coffee Plantations*.—An acute shortage occurred in the month of November just as the harvesting of the coffee crop began. The employers were relying on a supply of Meru and Embu labourers which had been plentiful until November and then suddenly ceased. The assistance of the local Administrative Officers was invited by the planters and meetings between planters and Chiefs were arranged which resulted in enough labour arriving on the farms to pick the crop. The shortage was admittedly largely the fault of the employers who had neglected to provide for their labour requirements in advance.

The number of labourers engaged in Agricultural and pastoral work on June 30th, 1923, was 54,000 according to the statistics of the Agricultural Department, as compared with 50,000 on June 30th, 1922, and the total number of natives in employment throughout the country in October, based on returns by employers to the Registration Office, was 129,000 as compared with 133,000 in December, 1922. This apparent drop in the number of labourers in employment is probably fallacious. The former figure certainly contains a large number of natives who had quitted their employment on indefinite leave. From the latter figure most of these absentees have been eliminated. Even so the figure 129,000 is probably too high. On the Uasin Gishu Railway, as will be seen from the report attached, the supply was maintained in a remarkable manner. From certain districts, such as South Kavirondo and Meru, labour is coming in increasing numbers, but the figures for the Ukamba districts, Kitui and Machakos, are disappointing.

The numbers of labourers supplied by the different tribes are shown in Appendix "E". It will be noticed that the Kikuyu (including Embu and Meru), though a smaller population, supply more than the Kavirondo. The explanation of this probably lies in the fact that a large number of Kikuyu, at least 10,000 men, living on farms as resident natives, are returned as in employment. In fact, most of them work only for a short period during the year although by law required to do at least 180 days. Fresh legislation for the control of these squatters is about to be introduced and it is hoped that it will bring about closer supervision of natives resident on farms who threaten to become, as the Court records of Nakuru district shew, an idle, quarrelsome and thievish community. The number of resident natives heads of families, almost entirely Kikuyu, in Nakuru District, according to the records of the local Magistrate, is about 4,000. This number, supplemented by the ordinary supply of casual monthly labourers from the Kikuyu Reserve, ought to meet the labour requirements of the district. Records shew, however, that during the year 900 contract natives from Nyanza Province had to be imported into Nakuru district for work on farms. One result of the migration of Kikuyu natives to the Naivasha and Nakuru farms can be seen in the shortage of Kikuyu labour on plantations near the Kikuyu Reserve

where Kikuyu labour is being gradually replaced by Embu and Meru. There are, however, other causes which contribute to this state of affairs. The Kikuyu of Kiambu, Fort Hall, and to a less extent Nyeri Districts, are in touch with a good market for their produce which is improving in quality and increasing in quantity every year. The result of this must be that labour from these Areas will demand a higher wage. Thus the employers are reluctant to give at present with the result that the number of Kikuyu offering for employment on plantations near the Reserve is diminishing. Alien labour still continues to enter the country in increasing numbers. Appendix "E" shews 5,449 aliens in employment in October, 1923, as compared with 5,264 in December, 1922. The needs of the Uasin Gishu and Trans-Nzoia districts continue to be met largely by immigrant labour from the Eastern Province of Uganda. With the increase in cotton growing in Nyanza Province, the chief source of unskilled labour in the country, the wealth of the native will certainly increase and they will demand a higher wage. This position has evidently already been reached in Uganda where the wealth derived from the sale of cotton has been so considerable that the wage offered by planters no longer offers any attraction to the native.

Similarly the immense sums earned by natives of the Nyanza Province on the Uasin Gishu Railway must have contributed to the shortage of labour from that Province noticeable in the latter months of the year.

Rates of wages for Unskilled labour in the various districts and industries during December, 1923, were as follows.—

		Maximum rate on engagement.	Average Wage.	Increase.
1. Uganda Railway (Maintenance).	..	Shs. 14/- p.m. with food.	Shs. 14/-	Shs. 2/-
2. Railway Construction.	..	„ 14/- do.	„ 14/-	
3. Fuel cutting and Ballast breaking (Nairobi to Coast).	..	„ 14/- do.	„ 14/-	„ 2/-
4. Sisal Plantations (Thika and Kibwezi).	..	„ 14/- do.	„ 12/-	„ 2/-
5. Coffee Plantations.	..	„ 12/- do.	„ 10/-	„ 2/-
6. Maize Plantations.	..	„ 10/- do.	„ 10/-	„ 2/-

In the Trans-Nzoia area labour is still obtainable at Shgs. 6/- per month with food. During 1922 labour could be obtained for Shgs. 8/- per month for coffee and maize plantations. It is now practically impossible, except in a few specially favoured areas, to get any labour at this figure. Sisal Estates cannot obtain as much labour as they require at Shgs. 12/-. Rates of pay on maize farms tend to be lower than in other branches of Agriculture probably on account of the "pickings" obtainable by the labourers during harvest.

The number of labourers supplied by various tribes on long term contracts is shewn in Appendix "B".

Evidence shews that the long term contract is unpopular with native labour particularly those from Meru and Embu. It is the experience of all Inspectors that natives work better and keep healthier when working on verbal 30 day contract. This fact has been particularly noticeable on the Uasin Gishu Railway, and it is interesting to note that the same point has been noted and recorded by competent observers on the Katanga Mines in the Belgian Congo and in Southern Rhodesia.

Apprentices During the year 117 natives were signed on as apprentices by the Uganda Railway at their workshops in Nairobi, with a view ultimately to replacing most of the Indian artisans at present employed. The training given to the apprentices is 8 hours in the shops under European supervision and 2 hours school nightly. The boys are taken at about 16 years of age and the pay and rations are as follows:—

First year.	Shgs. 6/- per mensem.
Second year.	„ 8/- „ „
Third year.	„ 12/- „ „

Rations. 2 lbs. meal per diem, 2 lbs. meat per week, 2 ozs salt per week.

Clothing and fuel is also supplied.

It is, of course, too early to forecast the result of the experiment. The progress made indicates that it is being conducted on lines more suitable to native temperament and intelligence than any other experiment hitherto made. It is probable, however, that stricter discipline than that in force at present will have to be introduced if the final results are to be satisfactory. The Railway

Authorities are preparing accommodation for further apprentices whom it is hoped to sign on during the coming year. Judging from the number of applications received for vacancies the scheme appears to be popular with the natives.

The Government Printing Press had six apprentices during the year under training as printers. Learners in the book-binding trade are not apprenticed.

Private employers do not, as a rule, employ indentured apprentices. They prefer to train the more intelligent labourers as skilled workmen. The question of native apprenticeship requires careful consideration. If conditions are made too easy the result will be an indifferent workman; while if they are too strict natives will be unwilling to sign on. Some sort of certificate is required signed by a responsible authority to indicate that the native has served his time and acquired the necessary skill and experience to warrant his employment as a skilled workman.

VIII. *Labour Rest Camps.* The following camps were in existence during the year.

(1) Nairobi Rest Camp and Kitchen.

Average number housed.		Number supplied with rations and firewood.	
1922.	1923	1922.	1923.
50	32	11,636	5,117

A statement of revenue and expenditure is shewn in Appendix "C". The new kitchen building erected by the Uganda Railway Authorities in 1922 is not satisfactory, and it is hoped that it will be possible to repair and enlarge it during the coming year. The decrease in the number supplied with rations is due to the fact that the new kitchen is too far from the station.

(2) *Kisumu Rest Camp* Consists, as during 1922 of 9 huts in the Native Location in charge of the District Commissioner. A kitchen and Rest house at the Railway station were completed during the year and were used by 96,297 natives. The cost of construction of the kitchen was Shgs. 1604/- and the cost of upkeep Shgs. 842/-. All trains are met by the native clerk in charge of the kitchen who reports all cases of sickness among the returning labourers to the District Commissioner.

(3) *Nakuru.* Two huts and a kitchen were maintained during the year in the Native Location.

(4) *Thika.* At the end of the year a substantial concrete building 30' X 15' was erected to provide accommodation for travelling natives in place of the temporary shelter erected in 1922. No food will be supplied for the present as most natives bring their food with them.

(5) *Nandi.* Four camps are now provided, namely, at Chesume, Kapsabet, Lemukwa and Ol Lessos. The latter camp was completed during the year under review. The provision made in this district appears to be sufficient for the present.

(6) *Kisii.* A new camp was erected during the year on the Lumbwa-Kericho road at the Sondu River (4 huts), the object being to provide shelter for labourers proceeding to and from South Kavirondo district. It is proposed to provide other camps at Kisii, Stations and mile 9 (near Lumbwa Station).

IX. REPATRIATION.	1921.	1922.	1923.
Natives repatriated			
(Within Colony).	113	182	132
(Outside Colony).	9	20	10

This fund continues to serve a useful purpose. Considering that the average number of natives in employment is over 100,000 the number applying for repatriation is very low.

X. NATIVE SKILLED LABOUR BUREAU. Owing to the institution in Nairobi of a Bureau, the European and African Trades Organisation, by an Association of private employers, it was considered unnecessary to maintain this branch of the Labour Section. It was therefore closed and applicants are now referred either to the Resident Commissioner or to the private agency which finds employment for natives free of charge either to employer or employed. The Agency, however, is short of funds and in the event of subscriptions from the public not being forthcoming it will probably be obliged to close down.

XI. RESIDENT NATIVES ON FARMS.

	Land under cultivation (Acres)	Resident native labour (heads of native families).
Naivasha district	6,999	3,227
Nakuru	60,880	4,136
Uasin Gishu	43,706	2,000
Trans-Nzoi	26,696	2,522
Laikipia	11,637	371
Kisumu	18,817	1,517

The tendency of natives, chiefly Kikuyu, to migrate to European farms continues. The figures indicate that the areas most favoured by them are Nakuru and Naivasha. The impelling force behind this movement is need for more grazing, healthier conditions for stock and access to Salt Licks. The position is not altogether satisfactory. The tendency is for the native who has brought his cattle on a farm to become a pastoralist rather than an agriculturist. Magistrates endeavour to check this by limiting the number of stock brought on to farms, but smuggling is easy and the number allowed on the permit is usually exceeded. The result is that the resident natives, on the whole, do not at present perform their fair share of work on the farms and a stricter enforcement of the Resident Natives Ordinance is required especially in Naivasha district. As development on farms increases this difficulty should become easier to deal with.

XII. RECOVERY OF WAGES.

	Amount claimed	No. of claimants	Amount recovered.
1921	£ 746	489	£ 639
1922	£1401	581	£1079
1923	£1940	1122	£1868

In addition to the above about £125 in wages was recovered through the Court of the Railway Magistrate on the Uasin Gishu Railway.

The increase in the amounts claimed and recovered does not indicate necessarily that employers are becoming more prone to withhold wages, but rather that the number of natives in employment is increasing and that they are getting into the habit of claiming their wages more promptly.

XIII. COMPENSATION FOR ACCIDENTS AND RULES FOR THE PROTECTION OF NATIVE WORKMEN IN FACTORIES.

	No. of accidents reported.	No. of men compensated.	Amount paid.
1921.	71	46	£113. 6.0
1922.	52	15	£ 37. 0.0
1923.	25	4	£ 7.10.0

A draft Bill on the subject is still under consideration. In the meantime employers are warned by Inspectors of the advisability of erecting guard rails to fence dangerous machinery, and in the event of injury or death are asked for compensation. This is usually paid except in cases where the accident is proved to have been the result of the victim's negligence or disobedience.

XIV. LABOUR ORDERED UNDER NATIVE AUTHORITY AMENDMENT ORDINANCE, 1922 (Schedule "D" attached).

There is a large increase in the number of men ordered out during the year and in the aggregate of men-days. The increase is chiefly evident in the following departments :—

- (a) *Administration* Porterage of specie and other Government loads.
- (b) *Public Works* Repairs of roads.
- (c) *Military.* Transport of stores from Meru for the Northern Frontier District.

In the case of public Works the demand was largely due to the abnormal rains which rendered urgent repairs to roads necessary.

XV. EFFECT OF REGISTRATION ON NATIVE LABOUR.

The unpopularity of the certificate seems to be disappearing. The native who goes out regularly to work appreciates the record it gives him of previous rates of pay. Many employers prefer the better paid experienced native who therefore benefits by having a record of his previous work and wages. At the same time the native undoubtedly suffers at the hands of mean and ignorant petty employers especially in Nairobi and complaints by natives of the refusal of employers to make discharge endorsements on certificates have been numerous. I think the majority of these complaints arise either from ignorance or neglect on the part of employers and not from malice afore thought. The matter will however, engage the attention of the Labour Office during the coming year, and any instances of refusal or neglect to endorse a certificate will be promptly dealt with.

XVI. UNEMPLOYED NATIVES IN TOWNS.

The number of unemployed natives on the streets of Nairobi has been very noticeable. It is hoped that Bye-laws will be passed during the coming year to restrict this menace, especially with regard to native children. Well paid work is always available either in the town or its vicinity and there are several labour agents at work. There is undoubtedly a necessity for legislation on the lines of the Togh Labour Rules in Durban.

XVII. SUMMARY.

(1) Although an acute shortage of labour cannot be said to exist at present, the time is not far distant when employers will have to look beyond the borders of Kenya to fulfil their requirements. The estimated number of adult males in the country between the age of 15 and 40 is about 420,000, exclusive of the purely pastoral tribes such as Somali, Masai, Turkana, etc.

From this total the Labour Bureau Commission Report, 1921, states that 20% should be deducted to allow for the medically unfit, which leaves a total of 336,000.

Of this number approximately 129,000 are shewn by the Registration records to have been in employment on October 31st, 1923, while an additional number amounting to about 9,500 are estimated to have been in employment but not recorded as such in the Registration Office, e.g., K.A.R., Police, Prisoners and Warders, and daily labourers. On the other hand it is estimated that about 4,000 of those recorded as in employment were on indefinite leave, thus leaving a net total in employment on the 31st October, 1923, of about 134,500. As it is improbable that the average native of this country will work for more than six months in the year for many years to come, it may be assumed that the approximate annual supply drawn from the local tribes is about 270,000 per annum. An increasing number will probably be detained in the Reserves for growing cotton and for other schemes of native development. The native population of Uganda is already largely absorbed in this occupation and the natives of Nyanza Province are keenly following the example set by their progressive neighbours. The position at present is that European employers must now compete with the native maize industry in Kikuyu and the cotton industry in Nyanza Province. Both Reserves contain large areas of undeveloped land which the natives are being encouraged to plant with economic crops. The result of all this will probably be a shortage of labour on European farms and plantations unless employers are prepared to raise wages.

(2) A rise in wages as indicated will not necessarily affect non-native production adversely. There is still a great waste of labour in the country. Two years ago employers were talking of two men per acre for coffee. The more progressive of them now employ less than one per acre.

The higher paid man stays longer and generally does much more work. The employer realises that with a highly paid labourer he must see that he gets a reasonable amount of work for his money and do with fewer labourers. A trained labourer on a good wage can do a big task, a raw hand cannot. The former does not like being discharged, the latter does not mind in the least and generally likes it.

(3) Employers who cannot obtain resident natives realise the danger of a shortage in the near future and are already forming Employers' Recruiting Associations.

(4) Wages are rising Recruiting Associations are no longer able to obtain labour for Shgs 8/-, and it is probable that the average monthly wage of agricultural labour recruited for periods of over three months will rise to Shgs 12/- during 1924, though the casual monthly labourer may continue to work for Shs 10/- near home Sisal Estates will probably have to pay at least Shgs 14/-

(5) Meru natives are coming out to work in increasing numbers, and have, as a rule, proved satisfactory The supply from Kitui and Machakos districts has been disappointing These natives appear to prefer paying their taxes by the sale of their stock rather than by working for wages

(6) The health of native labour during the year has, on the whole, been remarkably good A notable exception was the heavy death rate from pneumonia on the Uasin Gishu Railway during the heavy rains April, May, and June, when 100 natives died of pulmonary disease, out of an average labour force of about 16,200 in employment Special precautions are required where tropical African labour has to work at an altitude of over 7,000 feet during rainy weather Frequent inspection of railway construction camps to see that the sick are properly housed and attended is absolutely necessary and has already been arranged

(Sgd.) S. F. DECK.
Principal Labour Inspector

APPENDIX "A".

Labour Section — Annual Report, 1923.

Inspection of Labour Camps.

No. of Inspections carried out.	Labour Agents.	Fuel.	Soda.	Sisal.	Coffee.	Copra.	Flax.	Sugar.	Stock and grain.	Timber Mills.	Govt. and Railways and Harbours.	Squat- ters.	Misc.	Total.	
Mombasa—Voi.		5	1	5		1					2	1	2	17	
Voi—Simba.		17		5										22	
Simba—Magadi.		9	1	1					1					12	
Athi River—Kijabe and Thika.		4			6						1	22	1	34	
Fort Hall, Nyeri, N. and W. Kenya.				7	4								1	12	
Naivasha and Laikipia.														—	
Nakuru, Ravine and Londiani.		12					2		3	2	3	13	1	36	
Uasin Gishu.									4					4	
Lumbwa, Nandi, Kisumu, N. and S. Kavirondo.	20			1				14	4					39	
Uasin Gishu Railway. (Formal Inspections).											245			245	
	20	47	2	19	10	1	2	14	12	2	6	268	13	5	421

APPENDIX "B".

Native Affairs Dept. — Labour Section
Annual Report, 1923.

Numbers of each tribe attested to work on Long Contracts.
January to December, 1923

Tribe.	January.	February	March.	April.	May.	June.	July	August.	Sept.	October.	Nov	Dec.	Total.
Kavirondo (including North and Central)	837	871	1381	1332	1189	790	1126	2053	1467	1560	1327	775	14708
Kisii.	408	246	561	788	858	427	281	219	482	501	95	166	5032
Nandi.		7	102	106	150	18	5	41	—	83	1	46	559
Lumbwa.	69	15	27	7	20	9	—	—	57	—	30	—	234
	5	—	9	54	168	145	—	—	201	6	—	2	590
Suk-Kamasia. (Elgeyo-Marakwet.)													
Kikuyu.	31	—	51	10	30	1	282	218	134	242	362	241	1602
Meru.	40	—	—	—	—	—	—	—	315	313	—	—	668
Embu.	—	151	9	—	—	—	—	—	—	—	—	—	160
Wakamba.	291	330	146	15	134	2	65	1	44	75	126	20	1249
Coast.	20	55	4	48	24	16	139	117	35	173	78	199	908
Wateita.	—	—	—	—	—	—	—	—	—	—	20	88	108
Nairobi (Miscellaneous).	142	105	69	31	43	151	284	216	325	106	237	30	1739
TOTAL. Year 1923.	1843	1780	2359	2391	2616	1559	2182	2865	3060	3059	2276	1567	27557
	2400	3828	3918	2004	1259	1204	1909	2854	2695	2037	1267	1981	27356
Total. Year 1922.													
Total. Year 1921.	2701	3051	2927	2094	2776	2057	1769	1118	1381	1652	2596	3168	27490

APPENDIX "C"

Native Affairs Department — Labour Section.
Annual Report, 1923.

Labour Camp and Kitchen, Nairobi.

Revenue and Expenditure.

EXPENDITURE.		Shgs.	Cts.	REVENUE.		Shgs.	Cts.
(a)	Purchase of fuel and foodstuffs.	561	36	(a)	Sale of foodstuffs and fuel.	400	78
(b)	Wages	934	00	(b)	Rents for use of Rest Camp.	962	70
(c)	Repairs and construction (including new kitchen — Shs. 1141/86)	1474	69				
(d)	Miscellaneous Stores.	184	87				
TOTAL		3154	92			1363	48

Number of labourers housed average per mensem **32**

Number of labourers who passed through Labour Camp
and were provided with rations, **5117**

APPENDIX D.

NATIVE AFFAIRS DEPARTMENT—LABOUR SECTION—ANNUAL REPORT, 1923.

Summary of Labour Ordered out under the Native Authority Amendment Ordinance, 1920.

"A" No of men ordered out. "C" men days.

Month	Administration		Police		Prisons		Medical		Public Works.		Military.		Agricultural.		Veterinary.		Education.		Forests.		Postal.		Railway.		Total			
	A	C	A	C	A.	C	A	C	A	C	A	C.	A	C	A.	C.	A	C.	A	C.	A	C	A	C	A.	C.		
	January	703	4,561	20	280	51	123	90	477	20	1,200	139	5,130	36	484	0	0	0	0	0	0	0	0	0	0	0	0	1,059	12,255
February	594	5,228	67	466	0	0	31	73	0	0	62	1,040	0	0	15	315	57	1,018	0	0	0	0	0	0	0	0	826	8,140
March	516	3,461	96	449	60	60	25	155	83	4,980	205	6,900	0	0	104	542	0	0	50	1,880	0	0	0	0	0	0	1,139	18,407
April	771	4,911	83	398	0	0	51	341	163	7,204	162	9,180	43	129	20	60	0	0	0	0	6	180	0	0	0	0	1,299	22,403
May	1,023	7,701	65	426	0	0	233	946	104	2,940	0	0	0	0	61	345	0	0	0	0	20	1,200	0	0	0	0	1,506	13,558
June	1,699	11,386	49	278	0	0	229	1,240	134	6,540	166	484	0	0	291	2,192	0	0	0	0	6	360	0	0	0	0	2,574	22,480
July	1,654	5,812	43	310	0	0	20	60	147	5,740	19	570	0	0	72	72	0	0	0	0	7	14	0	0	0	0	1,962	12,578
August	1,002	4,584	14	70	61	82	507	576	100	6,000	324	14,265	0	0	144	432	0	0	0	0	0	0	0	0	0	0	2,152	26,009
September	1,541	6,343	13	50	0	0	240	240	432	432	25	750	0	0	57	114	0	0	0	0	0	0	0	0	0	0	2,308	7,929
October	2,001	7,119	84	594	30	30	457	1,931	0	0	242	7,860	45	291	71	196	0	0	0	0	5	300	0	0	0	0	2,935	18,321
November	1,698	6,000	40	51	30	30	435	904	1,346	8,200	131	6,882	60	570	122	1,679	0	0	0	0	0	0	0	0	0	0	3,862	24,316
December	2,113	6,176	78	589	0	0	42	84	1,489	41,940	97	5,820	15	75	45	115	0	0	0	0	0	0	0	0	0	0	3,879	54,799
Total Year 1923.	15,315	73,282	653	3,961	232	325	2,360	7,007	4,018	85,176	1,572	58,881	199	1,549	1,002	6,062	57	1,018	50	1,880	14	2,054	0	0	0	0	25,501	241,195
Total Year 1922.	6,397	44,277	485	4,418	58	258	774	4,425	1,384	26,261	844	27,214	0	0	239	4,121	0	0	205	5,263	44	698	177	7,920	10,547	124,855		

APPENDIX "E".

Native Affairs Dept. — Labour Section — Annual Report, 1923.

January to December, 1923.

Approximate number of registered Natives reported in employment.
(Special count October, 1923).

Tribe.	Registered Natives in employment	Number employed per cent of adult male population of tribe.
	(a)	(b)
Kavirondo.	47,243	42
Lumbwa.	3,167	36
Nandi.	2,343	54
Marakwet Suk and Masai.	2,213	X
Akikuyu (Meru and Embu).	48,577	55
Akamba	5,889	15
Wateita.	2,560	58
Coast.	1,774	X
Baganda.	8,081	X
Aliens.	5,449	X
TOTAL	129,296	

X Not stated as Registration not generally applied.

NOTE. The above total shows a decrease as compared with the figures stated for 1922, namely, 133,221. This is due to the inclusion in the latter figure of a large number of natives on indefinite leave, and is not indicative of a decrease in the number of natives in employment.

ANNUAL REPORT.

UASIN GISHU RAILWAY CONSTRUCTION.
1923.

Part I.

The average number of men employed monthly was as follows :—

January	...	13,750
February	...	15,454
March	...	16,326
April	...	16,495
May	...	16,265
June	...	16,269
July	...	14,882
August	...	15,685
September	...	15,651
October	...	13,460
November	...	11,115
December	...	8,563

2. The number of Sub-Contractors at the beginning of the year was 36 of whom 16 completed their contracts at various times during the year leaving 20 still in employment on 31st December.

3. Griffiths & Co.'s departmental camps averaged approximately 20 throughout the year.

4. The Railway up to Sabatia (Mile 37½) was taken over by the Uganda Railway as from 31st October.

5. Construction work was begun on the upper Section Mile 107 to the termination at Mile 147, in February and railhead on December 31st had reached Mile 101½.

6. The Staff at the beginning of the year consisted of Mr. J. D. McKean, and myself, at Sabatia, and Mr. B. J. Fairfax-Francklin at Canstaff.

Owing to the improvement in the general situation and consequent decrease in the volume of work, Mr. Francklin returned to the District Administration on the 1st March and Mr. McKean and myself carried on the work until November 1st, when Mr. McKean proceeded on leave, after which date I remained single handed.

7 Mr McKean moved to Eldoret on the 7th March and inspected the Camps from Mile 147—Mile 53½ or Mile 72 as convenient monthly, while I remained at Sabatia and did the camps from Nakuru to Mile 53½ or Mile 72.

8. The Principal Labour Inspector visited the Railway as follows :—
Mr Deck—January 19th to 26th and November 24th to December 1st.
Major Gray—April 24th to 27th.

while the Honourable Chief Native Commissioner also visited the line. His Honour Judge Maxwell visited Sabatia February 8th to 9th, and His Excellency the Acting Governor, Sir Charles Bowring, on August 20th. Both His Excellency and the Judge inspected the Special Prison here which was also inspected by the Commissioner of Prisons on March 20th.

9. As stated in my Annual Report for 1922, relations between employers and employees had improved considerably by December, 1922, and this improvement continued steadily throughout 1923 until during the last five or six months of the year it was unusual to receive more than two or three minor complaints in respect of matters arising out of the relationship of master and servant on a full tour of the line.

Many factors contributed to this satisfactory state of affairs, including the steady decrease in the amount of task work necessary, but the main cause was the application by employers of experience gained in handling their men, and on the part of the latter an increased appreciation of what was expected of them on and off the work.

Employers (with only three or four exceptions) began early in the year to realise that, while we required the maintenance of reasonable conditions for the men as to housing, payment, etc. and were determined that these should be provided, we were also determined that the men should do reasonable work and give their employers a "fair deal", and from May onwards, when Dr. Fisher took over as Chief Medical Officer, and two of the four employers mentioned had finished their contracts, the hostility towards inspections, etc. on the part of employers may be said to have finally come to an end.

10 Only nine cases were prosecuted by us in our capacity as Labour Inspectors during the year, of which three were in respect of bad housing, two in respect of sanitation, two for failure to supply medicines (one of which was withdrawn), one in respect of non-supply of meat rations, and one for employing juveniles on heavy work. Four of these charges were against one employer.

Of the other six cases shown on the Court Records as offences by employers under the Master and Servants Ordinance three were withdrawn and all were minor matters in connection with individual wage disputes, etc.

That it was possible to limit prosecutions to the number mentioned was due to the change of attitude on the part of employers already referred to.

11. It is my experience, which I wish to place on record, that the first thing in obtaining satisfactory treatment of labour is to gain the employer's goodwill. This is best done by making acquaintanceship with him and by putting the whole matter of labour treatment to him from the point of view of what I would term enlightened self interest.

As already stated with very few exceptions employers have met us more than half way, and there is no doubt that we have been, on the whole, very fortunate in the personnel engaged on the construction.

Part II

12 HOUSING. Housing throughout the year has been generally satisfactory. The round Hut approximately 15 feet in diameter has been maintained in many camps but a tent shaped hut first built with Dr. Fisher's approval on the Plateau has proved itself popular with employers (it is easy to build and to keep in repair), and with the men, and this type has been recommended both by the Chief Medical Officer and myself for future Railway Constructions.

13. SANITATION. Camp compounds have, on the whole, been kept fairly clean and the interiors of huts have been swept daily by the cooks, though continual attention on the part of employers has been necessary to keep the men up to the mark.

With regard to latrine arrangements we have generally speaking to admit failure which has resulted not from any neglect of the matter (employers having been continually urged to do all they can and natives frequently addressed on the subject and ordered to use the latrines provided), but from the deeply ingrained habits of the native himself who has an intense dislike of using a latrine already used by another person, which nothing but increase of education and advance in conditions of living will eradicate.

Fortunately, the men have suffered hardly at all from fly borne diseases and as the great majority of the men respond to the calls of nature on their way to or near the work, and the sun acts as strong disinfectant, little if any practical harm has resulted though the area adjoining any large work has been usually badly fouled.

14. FOOD. The rations issued throughout have been —
2 — 2½ lbs. maize daily.

1 lb. cheroko or beans (usually the former weekly) and Salt.

In addition one pound of meat per week has been issued to all Griffiths & Co's men employed on manual labour and with two or three exceptions, by all Sub-Contractors.

The quality of all rations has been extremely satisfactory hardly a complaint on this head having been recorded, though some gangs have consistently refused to eat beans.

15. CLOTHING. Two blankets per man have been issued throughout and latterly all men have been provided with a sack each. This was originally decided upon at a Meeting held at the Resident Engineer's Office on the 24th November, 1922, but orders for the issue were given verbally only to Sectional Engineers and the full issue was delayed.

On my raising the matter in June a long correspondence between the Resident Engineer, the Principal Inspector of Labour, and the Agent Messrs. Griffiths & Co., ensued—the Resident Engineer raising the question of cost which had not been dealt with at the Meeting in 1922, and the matter was not finally settled until October when it was agreed that men staying longer than three months should get a sack free, those staying for a shorter period paying Shg 1/- for each sack.

In spite of the failure to issue written instructions and the delay caused by the protracted correspondence referred to, the great majority of the men have been issued with sacks throughout the year, though the full benefit anticipated from their issue was not realised owing to the fact that many of the men preferred to use the sacks for sleeping on instead of wearing them to work in during the rains with which idea in view the issue was originally recommended.

16. DEATH RATE. The following table shows the number of deaths which occurred on the Construction from month to month :—

Month	In Hospital.	In Camp.	By Accident.	Total.	Average No. of men employed.	No. of deaths per 1,000 per mensem.
January	33	6	6*	44	13,750	3.20
February	45	2	2*	48	15,454	3.10
March	38	9	2†	47	16,326	2.87
April	72	7	1	80	16,495	4.85
May	55	4	1	60	16,265	3.68
June	47	4	1	52	16,269	3.19
July	25	4		29	14,882	1.94
August	37	3	4	44	15,685	2.80
September.	39	1		40	15,651	2.55
October	36	2		38	13,460	2.82
November	19	1		20	11,115	1.79
December	9			9	8,563	1.05

N.B. * One included in hospital total as death occurred in hospital.

† Two included in hospital total as deaths occurred in hospital

The percentage of deaths works out to 35.28 per 1,000 per annum as compared with 51.32 per 1,000 per annum for the year 1922.

The highest monthly percentage this year was that of April and the worst months, April, May, and June. Last year the high percentage continued for five months, May—September. The rains in April were exceptionally heavy and had not this been the case the rate would probably have been lower still.

The main causes of the deaths were, in my opinion, the same as last year :—

- (1) The prevalence of epidemic influenza-pneumonia.
- (2) The climatic conditions prevailing in the area of the Construction.
- (3) The attitude of the natives themselves towards European methods of medicine, etc.

Messrs. Pearson and Mouchet in their admirable book "Practical Hygiene of Native Communities in Tropical Africa" put the death rate in Native Reserves in respect of males who attain the age of puberty at 32 per 1,000 per annum. If this estimate is correct the figures for the Railway Construction for 1923 would appear to be eminently satisfactory.

Part III.

17. The following table shows the number of men employed by Messrs Griffiths & Co., and by Sub-Contractors direct throughout the year .—

Month.	Griffiths & Co.	Sub-Contractors.
January.	2,635	11,115
February	2,973	12,479
March.	2,901	13,421
April	3,332	13,163
May	4,575	11,688
June	5,679	10,589
July.	5,668	9,239
August	5,925	9,760
September.	6,197	9,453
October	5,620	7,840
November	4,881	6,273
December	4,514	4,048

This clearly shows the gradual decrease in the numbers of men employed by Sub-Contractors as the main earth and other works upon which they were employed were completed, and the gradual proportional increase in men employed departmentally by Griffiths & Co. as the work of maintenance, packing, and lifting, etc., increased.

The Proportion of casual as against indentured labour working for Sub-Contractors steadily increased from month to month until towards the end of the year I should estimate that 70 to 80 per cent. were of the former class.

This labour proved itself, in my opinion, the equal of indentured labour on the work and the men who knew they could leave at the end of any month were undoubtedly more contented than those on long term agreements.

The casual labourer does not, of course, undergo medical examination before beginning work but in the opinion of Dr. Fisher, Chief Medical Officer, such examination has proved itself of negligible value and it remains to be proved, if the figures can be compiled by the Native Affairs Department, if the deaths and the sick rates among casual labour are higher than those among indentured natives or not.

Part IV.

18. A table of cases heard is appended * Serious crime was again almost non-existent, and of 533 criminal cases heard 237 were Master and Servants cases and 132 breaches of the Registration Ordinance. 79 cases under Chapter XVII of the Penal Code were dealt with, a very considerable increase on last year's figures.

A certain proportion of these thefts were committed by the sophisticated detribalized class of native who managed to find employment on the Railway as house boys, Neoparas, etc., and when it is remembered that the great majority of men had to leave their blankets and other belongings unguarded in their huts for some periods every day, the number of thefts which occurred is, in my opinion, not unduly high.

No case of murder was reported during the year and no serious flogging case and most of the offences against the person were of a very minor nature.

* vide Appendix "a".

Part V.

19. The regulations prevailing between employers and employees have already been commented upon, as have housing, sanitary and other conditions.

Natives still make the task of ensuring their welfare a difficult one both for the employer and Official. Grass from huts is still used for lighting fires and the holes so made never repaired without direct orders and supervision from employers. Latrines are still regarded as unpleasant practical jokes, and blankets sold or sent home. Being sent to hospital is still often a thing to be avoided at all costs and by any means.

At the same time it is my impression that there has been a steady, if gradual, improvement in all these matters and I believe that the experience gained here by natives of conditions on works will have a considerable effect on their conduct in the future, while many thousands have doubtless derived great benefit both physical and mental from six or seven months of regular work under favourable conditions.

The more experience I have of the work of Labour Inspection and the more I see of conditions in Labour Camps the more I am impressed with the difficulty of arriving at safe conclusions as to the effect of conditions upon health, etc.

To take a concrete example, Housing. A heavy death rate may occur in a particular camp in a period of a month or six weeks and one is naturally inclined to jump to the conclusion that this may be the result of the type or condition of the housing. Further enquiries may, however, show that the men affected are out to work for the first time in their lives and belong to a raw tribe unused to labour conditions.

High death rates have been reported in the best camps, and moreover in those in which the men are notoriously well treated and looked after, as often or almost as often as from camps where housing was not satisfactory, and the employer less zealous for the welfare of his men.

One perfectly definite opinion can, however, be recorded and that is that the death rate in large camps (say 400—1,000 men) is usually much heavier in proportion than that in small camps, a conclusion also arrived at by Messrs. Pearson and Mouchet.

Numerous other examples of the difficulty of tracing cause and effect could be quoted, and it appears to me that many years of close study of all these matters will be necessary before we shall be in a position to pronounce a definite opinion upon all the questions that arise over the whole field.

Part VI.

20. RELATIONS WITH RESIDENT ENGINEER. Relations with the Resident Engineer and his Assistant Resident Engineers have been entirely satisfactory, and I wish to place on record my appreciation of the very material support and assistance which I have received from him and from them throughout the year.

21. CONDUCT OF MESSRS. GRIFFITHS & CO. IN LABOUR MATTERS. The failure to circularise written orders on the subject of issue of sacks has already been referred to.

This was a sheer oversight on the part of the Agent and in no way an intentional omission, and I feel myself in some measure to blame in that I did not discover the shortages resulting until June.

The explanation is that it is a surprisingly difficult matter to keep a check upon the men's clothing, there being no safe method short of holding a full inspection on a Sunday when the men are off the work and having the huts inspected after the men have fallen in. The statements made by the men themselves as to clothing can never be relied upon, their main object being to get all they can and after disposing of one or more articles, to demand more free on the ground that they have not received their correct issue.

In August a shortage of posho affecting some 300—400 (some of them for two days) occurred at Rongai and two or three other minor shortages of maize meal have been reported during the year. In addition the supply of cheroko to some camps was irregular for two or three months.

As stated in last year's report some breakdowns in a food distribution organisation on the scale of this Railway appear to be inevitable and taking matters as a whole I am of opinion that in this, as in other directions, Messrs. Griffiths & Co., deserve considerable credit in respect of their arrangements for, and treatment of, their labour.

On my bringing the Rongai shortage to the notice of the Agent he at once summoned his Line Controller from Maji Muzuri and his Chief Storekeeper from Nakuru, and new arrangements were made (partly at my suggestion) which have proved adequate to prevent a recurrence of this nature up to date of writing.

The Agent has throughout proved himself willing to adopt suggestions made and he and his engineers have made our work very much easier than it was in 1922, thanks to their willing co-operation and assistance

22 SABATIA SPECIAL PRISON. A Special Prison was built at Sabatia in September, 1922, and has been maintained up to date of writing. On the 6th October the Prison was gazetted with myself as Superintendent, and the Staff has throughout consisted of three Native Warders

The number of convict prisoners admitted during the twelve months January—December, 1923 was 199. Only short term convicts (up to two months) served their sentences here, long terms men being transferred to Nakuru

There were two deaths, and one escape.

The Prison was inspected by His Excellency the Acting Governor, His Honour the Acting Chief Justice, and the Commissioner of Prisons, on the dates already mentioned, and found satisfactory on each occasion

(Sgd) R. F. PALETHORPE
Railway Magistrate.

APPENDIX "A"

Master and Servants Ord. Indian Penal Code.

Month.	Desertion Offences.	Other Offences.	Offences by Employers.	Offences against other Local Laws.	Offences against Registration Ord.	Offences against the person.	Offences against property.	Other Offences.	Total Criminal cases.	Total Civil cases.
January.	7	11	5		1	4	5	2	35	5
February.	25	10		5	18	2		1	61	5
Márch.	8	4	1		4	2	4		43	9
April	9	13	1	1	28	3	8		53	2
May.	8	10	4		12	8	7		49	6
June.	6	17	1	6	18	5	13		66	6
July.	9	4	1	1	13	2	8	2	40	7
August.	11	15		5	18	5	7		61	4
September.	9	10	1	6	7	6	10	3	52	2
October.	4	8		6	10	1	12		41	5
November.	1	3		3	11	1	4		23	2
December.			1	3	2	2	1		9	5
	117	105	15	36	132	41	79	8	533	58

ANNUAL REPORT, 1923.

Native Registration Section—Native Affairs Department.

STAFF. Major H. W. Gray, O.B.E., Chief Registrar of Natives.

Mr. A. E. Imbert, Assistant Registrar of Natives.

Mr. G. H. Booth, European Clerk.

Mr. G. Wedderburn, European Clerk.

Messrs. Imbert, Booth and Wedderburn, were absent on leave from 18-3-23 to 8-10-23, 1-1-23 to 20-1-23, and 13-10-23 to 31-12-23 respectively. Major Gray, in addition to his duties as Chief Registrar of Natives, acted as Principal Labour Inspector of the Labour Section of the Native Affairs Department in the absence of Mr. S. F. Deck during the period of 26th February to 28th October, 1923.

2. PROGRESS. The progress of registration during the year was satisfactory. This Section and the Finger Print Bureau based Staff and financial requirements upon a rate of 5,000 registrations monthly, or 60,000 during the year; this estimate was exceeded by 10,209 and an average of 5,850 registrations per month was maintained.

3. UASIN GISHU RAILWAY CONSTRUCTION. The unsatisfactory state of affairs as regards registration on this work reported in my last annual Report was rectified in January when I despatched Mr. Wedderburn and a native staff to proceed from one end of the construction to the other for the purpose of seeing that every native was registered. Since then the Railway Labour Inspectors and the Police Officers have been able to keep pace with the matter.

4. TOURS OF INSPECTION. Owing to the almost continual absence on leave of one Officer it was impossible for any inspection duty to be undertaken except that performed by the Chief Registrar of Natives whilst touring in the interests of the Labour Department when acting as Principal Labour Inspector.

5. LABOUR RETURNS. An improvement was made during the year by completely decentralising the work of collecting the monthly Labour Returns. A Card index was supplied to each District to enable a complete list of all employers to be kept, each card being suitably ruled for recording the receipt of the Return each month. It is hoped that this method will simplify the task of Administrative Officers in dealing with defaulters. A clerk can place defaulters cards before the Officer-in-Charge each month for instructions; previously a register had to be waded through to find them and registers soon became most confusing owing to the names of people leaving the District being scored through. A Card index need never carry the name of an employer who has ceased to be effective and also unlike a register, it can at all times be kept in precise alphabetical order.

6. I may say that these "Directories of employers" are extremely useful to both Administrative and Police Officers in other ways than as a means of checking the receipt of labour Returns. In fact their utility is capable of considerable extension if the special "signals" employed in connection with the life cards in this office were used, such for instance as signalling the fact that an employer is liable for Poll Tax, Gun Licence, Motor Licence, Coffee Tax, Dog Licence, Trading Licences, etc. When Licences or Taxes are paid the signals being taken off. All unpaid Taxes or Licences are then seen at a glance.

7. DESERTERS. The Supreme Court has shewn increasing uneasiness during the year in regard to the law governing the offence of desertion from employment by natives serving upon a "30 working day" contract under the Master and Servants Ordinance, 1918, culminating in a definite Ruling to the effect that there can be no offence of desertion from these contracts. This Ruling was only given in December but it cast its shadow before and both Police and Magistrates showed a disinclination to take up the cases with the result that prosecutions were fewer, thus the object at which the registration scheme largely aims, viz, stabilizing labour, was not advanced as much as the Registration Section of the Native Affairs Department would wish.

8. In addition to this Ruling of the Supreme Court we had an entirely new point of view adopted by the Resident Magistrate, Nairobi, in regard to natives alleged to have deserted. He found under Section 151 of the Criminal Procedure Ordinance, read in conjunction with Section 41 of the Master and Servants Ordinance, 1910, that an alleged deserter could not be remanded to the place of the commission of the alleged offence but that he must be tried by the Magistrate within whose jurisdiction he was arrested. This, of course, made it quite impossible for a large number of desertion cases to be tried as employers will not sacrifice the time and money to travel long distances to give evidence.

9. The desertion figures for the year are :—

1. No. of alleged Deserters reported	3544
2. No. of alleged Deserters reported for prosecution on formal complaint.	2373
3. Total No. of Deserters traced	1558
4. Total No of Deserters arrested	1284
5. Total No of Deserters convicted	925
6. Balance of deserters wanted remaining untraced	815

Percentage of deserters wanted traced 65.74%

No of natives in employment (as per special October Returns) 129,296

Total No. of Deserters reported — 3544 or .27 per thousand of employed.

Total No of complaints lodged — 2373 or .18 per thousand of employed.

10. LEGISLATION *Squatters* The effect of the Bill to amend the Master and Servants Ordinance now before Legislative Council will be to bring Squatters within the provisions of the Native Registration Ordinance, 1921. This change is most welcome, as it will considerably increase the scope of the Registration scheme and at the same time will undoubtedly facilitate for Administrative and Police Officers the control of the native population residing in non-native areas. Otherwise there has been no fresh legislation affecting the registration of natives except the passing of a Rule under the Native Registration Ordinance, 1921, enabling a special Labour Return to be called for, which is referred to later in this Report.

11 INDEFINITE LEAVE. In my previous Annual Report I mentioned the extent to which a certain section of employers and also natives abuse so-called "leave" to the detriment of the labour supply. An employer gives "leave" to a native rather than sign him off with a view to the said native returning to his employ again at some future date. It may be a month hence or it may be three years hence. A native accepts his so-called "leave" in order that he can prove to his tribal Chief, Headman or others, that he is genuinely in employment in the hope perhaps of thereby escaping any calls upon him for work on roads, etc., in the Reserve. On the 25th July last, this question was referred to the Convention of Associations for an expression of opinion. That body referred it to a Sub-Committee, and there, at the end of the year, so far as I can ascertain, the matter rests.

12. In the meantime a test case against an employer was taken in the Kiambu Court on the grounds that a native on indefinite leave is no longer in the employer's service and therefore the employer should indicate this fact in his labour Return. The case failed and the employer was discharged. The Hon. Solicitor General has sought permission to appeal against the judgment and this appeal will be heard early in January, 1924.

13. MOVEMENT FROM THE RESERVES OF UNREGISTERED NATIVES. From the fact that there were 5,000 fewer temporary registrations in 1923, compared with 1922, I think it is fair to assume that natives are not leaving their Reserves in such large numbers without first becoming registered.

14. PROSECUTIONS FOR OFFENCES AGAINST THE REGISTRATION LAWS.

Prosecutions.	Nationality.	Percentage 1922.	Percentage 1923.	Remarks.
89	Europeans.	1.61	2.63	Percentage is taken of the average No. of European employers, viz. 3,383.
82	Asiatics (including Seychellois)	2%	4.59	do. do. do. do. 1783.
2,135	Africans.	.6	.38	The percentage is taken of the total No. of Africans registered, viz. 553,310.

15. EXPENDITURE AND REVENUE. The Estimates for 1923, provided a total sum of £13,135 for this branch of the Native Affairs Department and the Finger Print Bureau, to which sum must be added £1,570 approved by Supplementary Estimate in order to replace the 1/6th cut in the salaries of the Asiatic Staff which had been deducted from the Budget, and making provision for Mr. Wedderburn's salary, bringing the total up to £14,705.

The approximate Revenue for the year (based upon receipts for ten months as figures for the complete year are not yet available) was £1,332, leaving an approximate gross expenditure over revenue for the year of £13,373. I am not in a position to deduct the savings effected but these would be very considerable.

16. TAXING EMPLOYERS OF NATIVE LABOUR. Nothing further has, so far, been done in this direction, but the subject is under consideration. From the point of view of this branch of the Native Affairs Department,

I consider a tax upon the number of natives employed would be beneficial to the registration system, also its cost would be met by it, but in other respects I think it would be too small, inconvenient, and irritating a tax to be a good one, moreover the cost of collection would, I think, be too high.

17 INCREASED USE OF REGISTRATION. If the Immigration and Employment Bill now before the Legislative Council becomes law there is little doubt that the information available from the records of this branch of the Native Affairs Department will be of paramount value. Receiving as it does monthly reports from all employers of natives employed there is at hand a ready barometer of the labour market, and this with little difficulty can be adjusted so as to differentiate between skilled and unskilled native labour.

18 It is understood that the Districts of the Nyanza Province have been given the choice of continuing to pay the present Hut and Poll Tax or a tax based on polls only, at a higher rate, and that there is every prospect of the latter being accepted. If this eventuates, I feel sure that registration will be a great help in the assessment and the collection of this tax, if an opportunity is given, of first of all having every adult native of those Districts registered.

19. REGISTRATION AT THE COAST. Since the inception of the Registration system practically no headway has been made at the Coast (with the exception of Mombasa), and I am unable to report any appreciable progress in 1923. Registration is quiescent in Malindi, and utterly dormant in the Vanga District.

20. STAFF. It was intended to retrench European Clerk Mr. G. Wedderburn at the end of June, but during his absence on tour it seemed impossible to get the work satisfactorily performed by any Asiatic clerk so that I was compelled to apply for Mr. Wedderburn's retention. This, I am glad to say, was approved.

In comparison with 1922, there were the following fewer appointments provided in the Estimates:—

Europeans.	1 Asst. Registrar of Natives.
	1 Chief Registration Clerk.
Asiatics.	11 Clerks.
Africans.	8 Clerks.
	15 Finger Print Takers.

There was no instance of the Establishment being increased. The reduction actually took place in March, 1922. The services of an Asiatic clerk were dispensed with and two Africans engaged in his place.

21. No decision has yet been arrived at with regard to grading the members of the Asiatic staff of this Section, but recommendations have been made in accordance with the provisions of the Secretary of State's despatch and it is earnestly hoped that the question will be finally settled early in 1924.

22. SPECIAL LABOUR RETURN. A Special Labour Return was called for, by Rule, for the month of October. The object being to enable errors and omissions made by employers in their ordinary labour Returns which had accumulated over a period of four years, to be rectified. The result was very satisfactory and enabled the records of large numbers of natives whose discharge from employment had never been notified to be adjusted, these adjustments amounting to 38,000. This was the first check upon our records attempted. Although this figure seems high, when it is considered that four years ago registration was only started, that it necessarily had to be very gradually dealt with, that it took many months to get employers to understand the requirements of the law, I do not think it is unreasonably so. There are other causes contributing to a wide margin of error, viz. Squatters were first of all treated as servants and later the Supreme Court ruled that they could not be so regarded. The system of indefinite leave led to thousands of natives being shown as employed who were actually living in their Reserves. Employers leaving the country frequently fail to send a final labour return.

23. Special Labour Returns were received from employers as follows:—

Europeans	..	..	∴	4,212
Asiatics and others.	..	..	∴	2,023
				<hr/> 6,235

On the average ordinary Returns are received from 5,305 employers only.

24. The net result of the Special Labour Return was to shew 129,296 natives as in employment during the month of October. This figure is a positive one being taken from the Returns. No allowance has been made for failure to render the Return, it is, therefore, a minimum figure. It does not, however, represent the daily average of natives employed as it includes the natives who were either engaged or discharged during the month, i.e., many natives who did not complete a full month's work.

25. I am not able with absolute accuracy to estimate the daily average

think it would be safe to put it down at 114,000. On the same basis of calculation the figure for 1922 was 102,000. The year 1923, therefore, showing an increase of 12,000. These figures do not, of course, take into account unregistered labour employed at the Coast (except Mombasa), Jubaland, Northern Frontier District, etc.

26. A schedule is attached shewing the tribes making up the figure of 129,296 employed, the numbers being given in each case. (Enclosure I).

27. The Special Return created an enormous amount of extra work which took three months to cope with; during the whole period the Staff was working at particularly high pressure and considerably lengthened hours. In addition there was, of course, the work connected with a large accumulation of the ordinary monthly Returns. The manner in which the work was carried out reflects credit upon the members of the Staff, especially the clerical grades.

28. WORK PERFORMED. A Schedule fully setting out the various routine duties carried out by the Section during the year is attached. (Enclosure II). (See footnote).

29. In conclusion I should like to remark that there has been no indication throughout the year from any source whatever that the native registration laws are objectionable to the natives themselves. On the contrary, there have come to my notice many hundreds of instances wherein the natives have had cause to realise the advantages they frequently derive from it. In the matter of verbal contracts of service alone they find the fact of the date of engagement and the rate of pay being entered upon the registration certificate is most valuable. I have found that although the majority of the owners of certificates so endorsed are unable to read there are very few who do not obtain confirmation of the correctness of the entries by a literate friend.

(Sgd.) H. W. GRAY,
Chief Registrar of Natives.

Chief Registrar of Natives Office,
NAIROBI,
13th March, 1924.

(Enclosure 11). This Schedule is on a very large sheet which is retained in the Office of the Native Affairs Dept.

ENCLOSURE "I".

Analysis of Native working population shewing numerical strength of various tribes in employment as shewn by the Special Labour Returns as at 31st October, 1923.

Tribes.	No. of natives in employment.
Kavirondo, including South, North Kavirondo and Kisumu.	47,243
Lumbwa	5,167
Nandi	2,343
Masai, including Marakwet and Suk	2,213
Akikuyu, including Fort Hall, Embu, Nyeri, Meru, and Kiambu.	48,577
Akamba, including Machakos and Kitui.	5,889
Wateta	2,560
Coastal	1,774
Buganda	8,081
Aliens	5,449
Total registered natives in employment	129,296
Total registered natives (effective)	476,393
Percentage of registered natives in employment.	27.14%

NOTE.—These figures are compiled from the Special Labour Returns received from all employers of registered natives for the month of October last, which included a complete list of the natives then actually employed.

This Special Return has enabled the majority of errors and omissions of the last four years to be corrected and the figures given above of registered natives in employment should, therefore, be as accurate as it is possible to obtain them.

The difference in the figure of the total numbers employed as compared with previous schedules is very largely accounted for by (1) past omissions of employers to notify discharges, (2) natives being shown as employed when actually they were absent on so-called leave, (3) employers leaving the country failing to render a final Return.

(Sgd.) H. W. GRAY,
Chief Registrar of Natives.

REPORT ON THE WORK DONE BY THE FINGER PRINT BUREAU
IN CONNECTION WITH THE NATIVE REGISTRATION
ORDINANCE AND THE IDENTIFICATION OF CRIMINALS
FOR THE YEAR ENDING THE 31st OF DECEMBER, 1923.

REGISTRATIONS EFFECTED. During the year 1923 the number of finger print records received, classified and filed in connection with Native registration totalled 70,209, an average of 5850.75 per month, and a decrease of 23,260 as compared with the previous twelve months.

2 TOTAL COLLECTION IN BUREAU. The total collection of finger print records filed to the 31st December, 1923, numbered 578,943, made up as follows —

Finger prints of natives registered under the Registration Ordinance	553,310
Finger prints of native juveniles serving in the Reformatory	29
Finger prints of criminal Europeans, Asiatics, and natives.	25,334
TOTAL	578,943

3 IDENTIFICATION BY MEANS OF FINGER PRINT SYSTEM. Identifications established by finger prints during 1923 numbered 30,535, or an average of 2544.50 per month. This figure surpasses all our previous records, and is an increase of 682 over the year 1922.

As the figures given below will show, the work has been carried on at high pressure throughout the year. They also indicate that the Staff has achieved a standard of efficiency that is extremely satisfactory :

IDENTIFICATIONS ESTABLISHED.

No. of searches made	Re-registrations detected	Dead Natives identified	Miscellaneous identifications	Total identifications.
30,985	17,390	251	12,894	30,535

From these figures it will be seen that out of 30,985 cases submitted to Bureau for identification the desired information was furnished in 98.54% cases, despite the fact that in many instances the finger prints submitted for search were so blurred, indistinct, or badly taken as to render identification almost impossible.

4. TOTAL IDENTIFICATIONS EFFECTED SINCE INCEPTION OF BUREAU. The Department has now been established four years and during that time 93,543 natives have been identified by their finger prints alone.

5 DEAD NATIVES. During 1923, 251 deceased natives were identified. This is the highest number on record for any one year. The identification of deceased natives is of the utmost importance, for many of these were unknown victims of plague and where plague is concerned it is urgently necessary to locate all contacts. The first step taken is to identify the deceased native and the only reliable method is by finger prints; the Medical Officer of Health therefore refers all cases to this Bureau.

6. FINGER PRINT SYSTEM TO PREVENT THE EMPLOYMENT OF UNDESIRABLES IN GOVERNMENT SERVICE. The facility with which an undesirable native may obtain employment in Government service is a subject worthy of consideration. As an instance I will mention the case of a man who deserted the King's African Rifles in May, 1920, and, almost immediately, joined the Prisons Department under an assumed name. In July, 1923, he was arrested on suspicion, and though he vigorously denied any connection with the King's African Rifles, a smudge purporting to be his left thumb impression and appearing on his attestation papers proved him to be the missing man.

To prevent the enlistment of undesirables or fraudulent enlistment, and to guard against unlawful transfer from one Unit to another, the Prisons Department and the King's African Rifles now submit the finger impressions of all recruits to this Bureau for report before final attestation. This system is also followed by the Police and Forestry Departments, and during the year under review we were successful in preventing 38 undesirable applicants from joining these Departments.

The Post Office, Treasury, Customs, and Railway might, with advantage to themselves, also adopt this safe-guard when engaging native Staff. It would also be a means of teaching the native to realise that posts in the Government service are only open to those of good character.

In the collection of revenue a thumb print receipt system would prove an important factor in deciding disputes, e.g., in proving either on behalf of the Government or the native whether or not Tax had been paid by the latter.

7. THUMB PRINT SIGNATURES. The following case should afford a useful lesson in the value of thumb impression receipts for money.

On the 9th February a native forged his employer's signature to a cheque for Shgs. 750/-, making the imposture appear quite genuine by using the firm's stamp. On presenting the cheque at the National Bank of India, the Teller, (as a precautionary measure because of the large sum involved), took the native's thumb impression in receipt for the money. The signature proved to be a forgery and upon investigation suspicion rested upon two natives whose finger prints were submitted and compared with the impression on the cheque. The culprit was then discovered, tried, and sentenced to one year's Rigorous Imprisonment.

Since this episode all the local Banks have become enthusiastic supporters of the finger print system which they now use.

8. MURDERER TRACED BY FINGER PRINTS. In April a woman living near Nairobi was murdered by being stabbed in the throat. The suspected murderer disappeared and, despite the fact that his registration number was known and strenuous efforts made by the Police to trace him, remained at large until November when, desiring to obtain work and at the same time conceal his identity, he destroyed his registration certificate and re-registered under another name at Rumuruti (over 100 miles away). Immediately his finger prints reached the Bureau however, they were identified as being those of the wanted man.

Information was forwarded in the usual way to the Police with the result that he was arrested. He confessed the murder, and now stands committed for trial.

9. CRIMINAL REGISTRY. During the year the finger prints of 3,094 criminals were filed and 796 identifications established. This is the highest number of criminal recognitions effected since 1910.

The Criminal record Section of the Bureau had, at the close of the year, a collection of 25,334 finger print slips. These are not filed with the records of natives registered under the Registration Ordinance, but form a separate section.

Since the criminal records were transferred to this Department in 1922, much work has been done to make the machinery of the Bureau more efficient and to ensure its utility in giving the maximum assistance to the Police in tracing and recording criminals. It was necessary to check the finger prints transferred numbering 22,000, and a considerable amount of work was involved in adjusting errors in classification, the finger print filing system was overhauled, a card index facilitating the registration of Surveillees was introduced, together with the Dossier system which affords ready and easy reference to the criminal history of any individual concerned.

With a view to introducing a systematic method of collecting facts and figures for future years, and to effecting immediate economy in stationery, time and labour, statistical registers and forms were indented for in March, 1923, but on account of pressure of work at the Government Press some of these important indents were still outstanding at the end of the year.

Prior to the transfer of the Criminal registry to this Department two Sub-Inspectors of Police were employed on this work. Now there is one, but the steady increase in criminal identifications will necessitate the assistance of another man, for, notwithstanding the considerable reduction of work as a result of re-organization, the fact remains that the preparation of data for Court and the number of incoming records and identifications established, are rapidly becoming more than one man can be expected to cope with efficiently. The total collection of criminal records at the close of the year was just double what it was in December, 1918, and the identifications made have increased 53% since 1920.

Although 25,000 filed Criminal Records are but a small collection, the potential value of a thoroughly up-to-date Finger Print Bureau cannot be over-estimated, and within the limits of our finances, the progress and development of this Section will be encouraged.

10. FINGER PRINT COURSE FOR POLICE OFFICERS. During the year advantage was taken of the facility the Bureau offers to Police Officers for a short course of instruction, and eleven members of the Police took this Course. I found that these Officers were all keen to acquire a good working knowledge of the finger print system, but the time allowed for their course has

been cut down to two hours daily (instead of four) for fourteen days, and owing to the exigencies of the Police service attendances are often very irregular, with the result that the subjects for study had necessarily to be curtailed. The curriculum is now:—

1. Definition of various types of impression and terminal points.
2. Distinguishing the various types.
3. Making simple comparisons.
4. How finger prints found at scene of a crime should be dealt with and how to judge whether an impression is sufficiently clear and contains the details necessary for the purpose of identification.

11. METHOD OF PROVING PREVIOUS CONVICTIONS.

Hitherto the finger prints taken on arrest by the Police formed the permanent records of the Criminal Registry. This system lent itself to mistakes being made, and it was also possible for ex-criminals to escape being identified as such when previous convictions were called for.

To prove previous convictions and identity finger prints produced in Court should emanate from the *Prison* to which the convict was admitted, and not from the Police Station where he was arrested. The matter was represented to the Commissioner of Police and Prisons with the result that instructions on the lines suggested have been issued to Superintendents of Prisons, *i.e.*, to take and forward to the Bureau the finger prints of all persons convicted for certain offences.

Although this is a departure from established precedent of thirteen years standing, I am convinced that the new rule forms a basis which will ensure the Criminal records being complete and positively reliable. In affecting this gratifying change of system I had the assistance of the Commissioner of Police and the Acting Commissioner of Prisons in surmounting the many difficulties which stood in the way.

12. OFFICE ACCOMMODATION. There are still about 200,000 adult natives to be registered and to this number must be added annually 10,000 finger prints of youths coming of age. The Bureau should, therefore, be sufficiently large to accommodate at least one million records.

The present office provides for half a million records only. The light is also inadequate for finger print work and causes unnecessary eyestrain. Plans and specifications for a new building affording better light and accommodation were passed in April, 1923, when it was resolved that a suitable stone building should be provided for in 1924 Estimates. This, however, has not been done, and the need for more space and better light is pressing both from a health and efficiency point of view.

13. HEALTH OF STAFF. There are 18 non-Europeans on the Staff. Their health has not been very good, the average number of days off duty on medical grounds being 13, to which must be added five non-Christian holidays, eight public holidays, and twelve days on local leave per man, making an aggregate total of 684 days, and averages more than one man off duty daily throughout the year.

During December two cases of eyestrain were reported due to the general run-down condition of the patients and the onerous nature of the work.

14. GRADING STAFF The question of grading Staff had not been finally settled at the end of the year and, therefore, the men are not entitled to vacation leave. The majority of the Staff have over 43 months service, but to allow more than two at a time on vacation leave will seriously dislocate the work of the Department, the only remedy being increased establishment as asked for in my 1924 Estimates.

In conclusion I wish to record my keen appreciation of the very satisfactory manner in which the Finger Print Staff have continued to perform their multifarious duties, and for the assistance rendered to this Bureau throughout the year by the Administration, the Police and Prisons Staff, the Record and Labour Sections of the Registration Department. I wish also to express my special appreciation of the constant help and advice given me by the Commissioner of Police in police matters as they affect the Finger Print Bureau. Confidence in the Bureau shown by the Judges and Magistrates has also been most gratifying.

I attach Schedule showing in detail the number of Registrations effected and identifications made during 1923.

(Sgd.) W. BURGESS,
Officer-in-Charge,
Central Finger Print Bureau

RETURN OF WORK PERFORMED BY THE CENTRAL FINGER PRINT BUREAU FOR THE YEAR 1923.

SUMMARY.

PROVINCE.	DISTRICT.	FINGER PRINTS RECEIVED.			IDENTIFICATIONS ESTABLISHED BY FINGER PRINTS.			Certificates of identify issued.	REMARKS.
		Permanent Certificates.	Temporary Certificates.	Total.	Re-Registrations.	Dead Natives.	Other identifications.			Total
NYANZA.	Kisumu	4,560	2,971	7,531	1,708	14	971	2,693	69
	North Kavirondo	5,354	474	5,828	983	20	735	1,738	5
	South Kavirondo	5,693	2,301	5,994	999	13	552	1,564	15
	Lumbwa	1,108	84	1,192	585	2	294	881	27
	Nandi	1,251	13	1,264	299	—	273	572	6
	PROVINCIAL TOTAL	15,966	5,843	21,809	4,574	49	2,825	7,448	
	Brought forward.	175,047	22,508	197,555	9,072	98	4,964	11,134	
NAIVASH.	Uasin Gishu	—	1,890	1,890	257	—	144	401	10
	Trans Nzoia	—	874	874	302	1	102	405	11
	Nakuru	—	1,801	1,801	953	4	1,372	2,329	106
	Naivasha	—	694	694	308	—	132	440	11
	Laikipia	—	154	154	90	—	18	108	2
	Eldama Ravine	638	385	1,023	225	—	139	364	32
	Kabaret	3,040	157	3,197	237	—	30	267	—
PROVINCIAL TOTAL	3,678	5,955	9,633	2,372	5	1,937	4,314		
	Brought forward.	5,248	28,878	34,126	2,891	9	1,387	4,287	
MASAI RESERVE.	Narok								
	Ngong								
	Mara	274	378	652	150	—	960	1,110	158
	Loitokitok								
PROVINCIAL TOTAL	274	378	652	150	—	960	1,110		
	Brought forward.	3,223	1,075	4,298	192	—	128	320	
UKAMBA.	Nairobi	—	6,188	6,188	3,606	74	2,813	6,493	635
	Voi	404	315	719	148	5	126	279	45
	Machakos	4,217	109	4,326	361	13	275	649	31
	Kitui	5,709	157	5,866	210	5	109	324	6
	PROVINCIAL TOTAL	10,330	6,769	17,099	4,325	97	3,323	7,745	
	Brought forward.	39,099	48,711	87,810	8,898	192	13,257	22,347	
KENYA.	Kyamhu	2,662	718	3,380	917	17	1,204	2,135	62
	Fort Hall	3,213	202	3,415	1,295	10	393	1,698	43
	Nyeri	5,449	120	5,569	1,455	20	535	2,010	24
	Embu Chuka	2,962	8	2,970	1,035	4	69	1,108	2
	Meru	2,114	64	2,178	198	4	154	356	3
	PROVINCIAL TOTAL	16,400	1,112	17,512	4,900	52	2,355	7,307	
	Brought forward.	114,402	16,079	130,481	13,376	80	3,417	16,873	
COAST.	Mombasa	422	2,490	2,912	1,017	48	1,446	2,511	484
	Kilifi	536	48	584	49	—	12	61	4
	Malindi	1	7	8	3	—	6	9	6
	Vanga	—	—	—	—	—	30	30	2
	PROVINCIAL TOTAL	959	2,545	3,504	1,069	48	1,494	2,611	
	Brought forward.	11,084	17,747	28,831	2,265	69	2,713	5,047	
1923 TOTAL		47,607	22,602	70,209	17,390	251	12,894	30,535	1,799
Brought forward.		348,103	134,998	483,101	36,694	448	25,866	63,008	6,425
GRAND TOTAL		395,710	157,600	553,310	54,084	699	38,760	93,543	8,224

SEE THE ANNUAL REPORT ATTACHED.

W. BURGESS.

Officer-in-Charge, Central Finger Print Bureau.