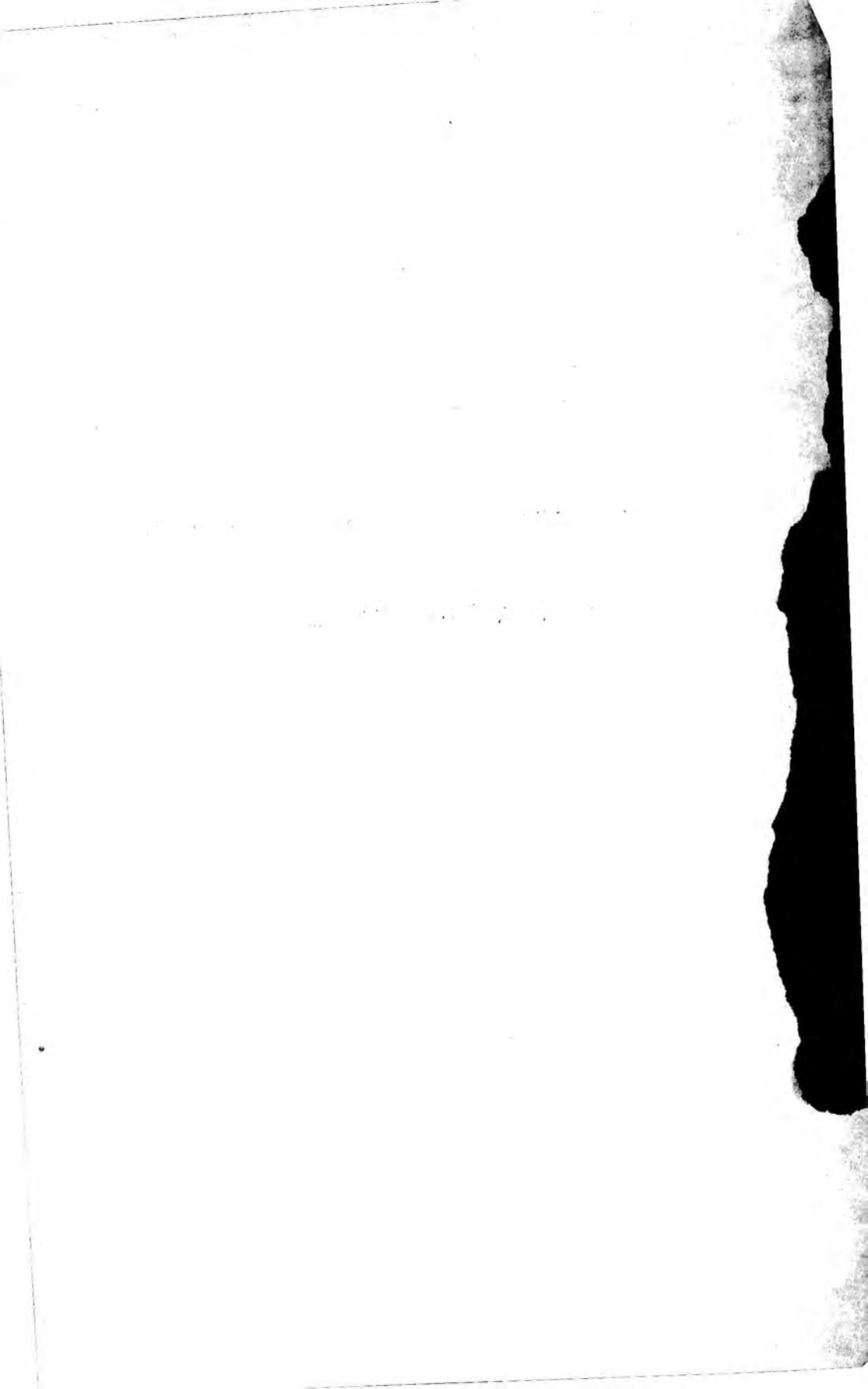


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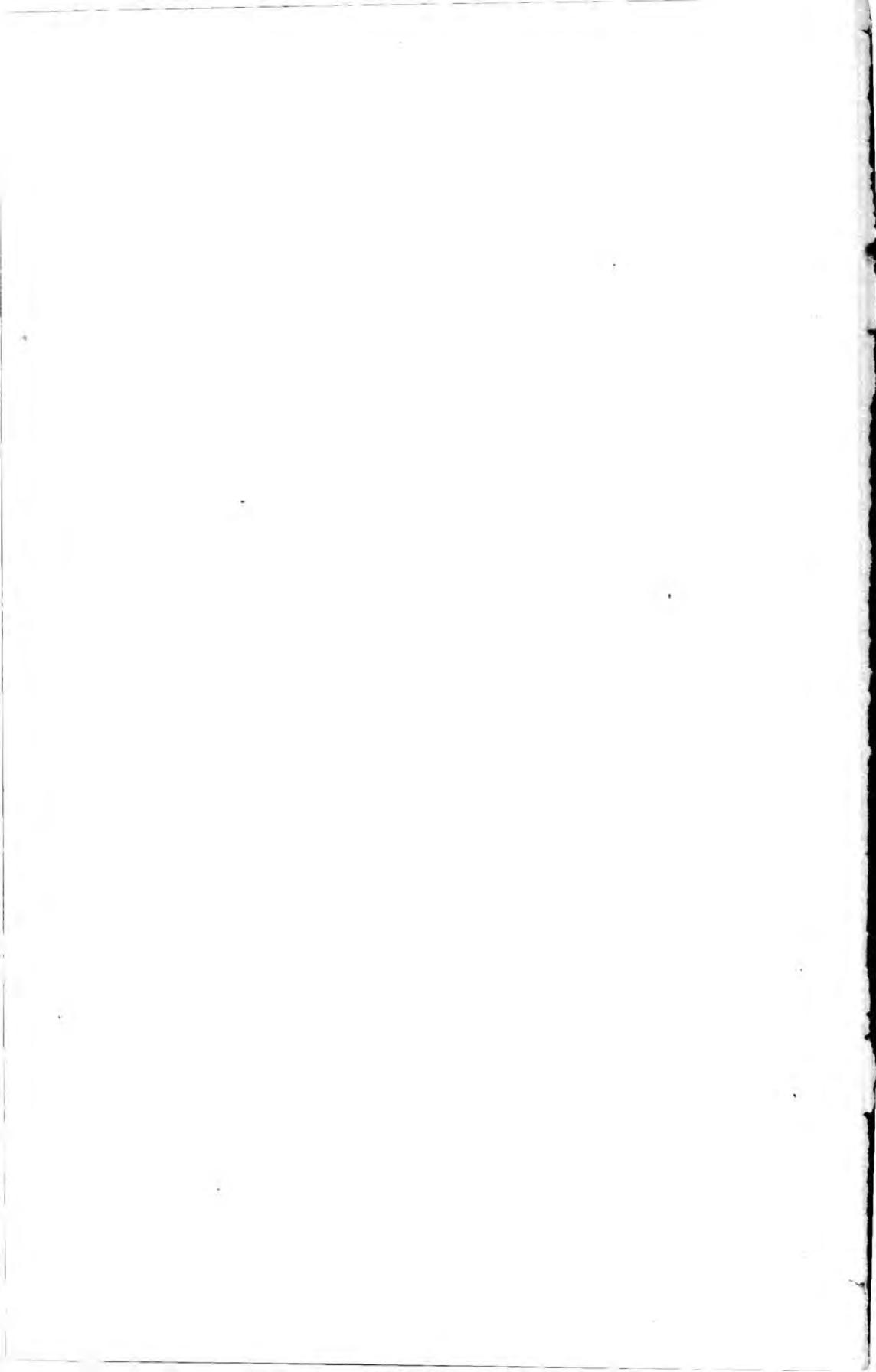
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Commission of Enquiry  
into the  
Separation of the Roads Branch  
from the  
Public Works Department



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## COMMISSION OF ENQUIRY INTO THE SEPARATION OF THE ROADS BRANCH FROM THE PUBLIC WORKS DEPARTMENT 1956

To HIS EXCELLENCY THE HON. SIR EVELYN BARING, Knight Grand Cross of the Most Distinguished Order of Saint Michael and Saint George, Knight Commander of the Royal Victorian Order, Governor and Commander-in-Chief of the Colony and Protectorate of Kenya.

YOUR EXCELLENCY,

Under Government Notice No. 337 of the 7th of February, 1956, you appointed me,

SIR HERBERT J. MANZONI, C.B.E.

with the following terms of reference:—

- (a) To inquire into the question of the separation of the Roads Branch from the Public Works Department from the point of view of efficiency, economy and administration, bearing in mind the possible decentralization of road work to suitable local authorities;
- (b) to receive evidence in respect of such matters; and
- (c) to report thereon and make such recommendations in connexion therewith as I may see fit.

I have the honour to report as follows:—

### Introduction

The terms of reference would appear to confine this Inquiry to a local investigation into the present efficiency of the Public Works Department as an instrument for carrying out the building and construction work of the Colony and Protectorate and an estimate of the effect of separation of the Roads Branch, and as such it would appear to depend almost entirely upon the results at present obtained in the quality and economy of its achievements.

The immediate cause of the inquiry appears to have been a request by members of the Road Authority for a separate organization to deal with roads and the reasons given were that road development in Kenya is not adequate to its needs, both present and future, and that this inadequacy arises partly from lack of incentive to attract sufficient technical staff of the right calibre and to ensure the best service from the present staff. The incentives referred to were principally those relating to salary and degree of responsibility and the inference is that their inadequacy is the cause of general inefficiency.

I have found it necessary to extend my inquiries much more widely than this would imply and during three weeks in Kenya I visited most of the Divisional Headquarters of the Public Works Department and talked with Members of the Legislative Council and of the Road Authority, with the staff of the Department and with many prominent citizens, and everywhere I found the greatest courtesy and frankness.

The Ministers I was privileged to meet gave me every possible help and I must thank particularly the Minister for Works and the Minister for Local Government, Health and Housing for their kindness in enabling me to meet many prominent people.

The Director of Public Works and his Deputy made many arrangements to facilitate my task which, without their co-operation, would have been much more difficult and in view of their obvious interest in the subject of my Inquiry they displayed an impartiality which was generous in the extreme.

### **The Arguments For and Against Separation**

In the case of organizations of the size and kind of the Public Works Department of Kenya, the theoretical arguments against separation into a number of independent departments are unanswerable; they are based upon flexibility, economy of supplementary services, the maintenance of size and variety adequate to attract responsible personnel and the benefits of unified control. These arguments have been examined again and again by responsible persons and bodies of persons and almost invariably the conclusions have been against separation. It is unfortunate that the theoretical arguments do not always encompass the human factors which invariably govern such an organization.

The argument based upon economy is particularly attractive because it is the one most easily assessed and experience has shown that in practice it is often valid; my own experience is in line with these conclusions and in a recent case of the separation of a single unit from a unified public works department the unit staff increased in two years by 38 per cent, the output increased by 3 per cent, and the output per man decreased by 26 per cent; the expenditure of this unit was of the order of £6,000,000 per annum.

Requests for separation of one or other unit of such a department often arise and almost invariably they emanate from a person or authority having control of, or some interest in, the unit itself without corresponding control or interest in the whole structure. The arguments used in advocating separation are often based upon minor considerations, the effective answer to which would generally apply to the whole department equally well as to the unit. Staff difficulties, ineffective control of works and inequitable allocation of priorities are of this order, but their cure does not lie necessarily in separation.

### **The Existence of Inefficiency**

Inefficiency is another such argument but is much more fundamental and this is one of the arguments implied in the present case; consequently I have made an effort to discover, within the possibility of a brief survey, signs of inefficiency in the end products of the Public Works Department in Kenya, i.e. in the roads, the buildings or the schemes of water supply, and I find that in relation to the expenditure, which in the case of roads, particularly, is pitifully inadequate, there is little if any to which attention need be drawn. It is true that many possible elements of inefficiency exist, poor and unsuitable premises, shortage of staff, poor quality of some of the staff, discontentment with conditions of service, and bad personnel management and establishment control, but there is little evidence that these are affecting the quantity or the quality of the works produced.

### **Extent of Dissatisfaction**

Dissatisfaction with the state and the development of the road system, however, is frequently expressed and is amply justified, but the fault in this respect does not lie substantially with the Public Works Department or any part of it, nor does it lie with the Road Authority except in so far as the Road Authority has failed to obtain from the Government sufficient money to do what is obviously necessary. The fault in this respect must lie with the Government itself which, in common with other countries of the British Commonwealth, and particularly Great Britain, has failed to realize the necessity for making adequate provision for the proper development of its road communications.

The feeling of dissatisfaction with the present organization is, however, widespread amongst members of the Road and Water Authorities and amongst senior members of the specialized departments but not to a similar extent amongst persons or staff with a less specialized interest, and although a request for some form of separation was expressed in memoranda from local authorities it had the quality of an echo and was not pressed and usually modified or withdrawn on discussion.

### **Reasons for Dissatisfaction**

I have looked therefore for other reasons, for this wish for separation, of such a nature as to justify serious consideration of so drastic a step and I find two major causes and a few minor ones, all of which have existed for a sufficient time to become chronic and thus difficult of eradication.

The first major cause was the setting up of the Road and Water Authorities, and the second was the lack of continuity in directorship of the Public Works Department.

Minor causes are the personalities and prior experience of the heads of specialized departments, the differentials which have existed in the senior grades of the Public Works Department, the chaotic arrangements concerning personnel management and establishment, and the general shortage of available staff throughout the colonies and Great Britain itself.

Some of these minor causes are dealt with in appendices, but the major causes are fundamental and are dealt with here.

### **The Statutory Authorities**

The Road and Water Authorities were set up with the very laudable object of directing and emphasizing the efforts of road development and water development and certainly the Road Authority was loudly acclaimed but both contained within themselves the seeds of departmental disintegration in their very existence and particularly in their constitution. They at once achieved a divided control of detail within the Public Works Department and at the same time committed the error of giving an assistant the opportunity of advising independently of his chief and thereby interfered with the essential avenue of control.

Having thus driven a wedge into the organization of the Public Works Department they pursued the inevitable course of progression to the stage where they felt the urge to have their executive instrument in their own complete control, an almost invariable evolution.

The obvious adviser of any authority which is to employ the Public Works Department is the Director of Public Works and no other, and it would have been much more satisfactory if a public works authority had been set up to control the whole of the activities of the Department, acting either as a whole or through sub-committees, with the Director of Public Works as adviser in either event.

These are matters which should be put right in any event because a direct and obvious succession of control throughout any organization is an indispensable criterion of successful operation which depends so much upon human relations and suggestions to this effect are fundamental in my recommendations.

### **THE HIGHER DIRECTION**

The Director of Public Works has a very responsible and a very onerous task and his position and authority must be respected and upheld on every occasion; moreover he should be a man of such widely acknowledged character and ability

that no one would think of doing otherwise, but this position cannot possibly exist with a succession of men who hardly have time to merit the necessary respect before the end of their term of office is in sight.

Ideally a director of public works should be young enough to have to live with his achievements and this means 15 or 20 years of service in the post, but since ideals are seldom attainable a period of 10 years should be considered a minimum.

The task of a director of so important an organization is such that he should have a sense of mission and not a sense of impending retirement but, unfortunately, the system under which these appointments are made often result in technical men being considered as spare parts with which to keep a machine in operation and far too often the inducements are such as not to interest suitable candidates of appropriate age.

I have no hesitation in submitting this rather scathing commentary on these two major causes of disruption because I am appalled by the extent of unrest in the senior levels of the Department and its reflection down to lower levels; it is most unfortunate that such a position has come about in spite of the quality, both personal and technical, of the persons involved as members of the Authorities and of the Department; the whole situation having arisen from defects in the arrangements under which they have operated. It is quite remarkable that under these conditions of unrest these same persons have achieved results of which they have no need to be ashamed and this is undoubtedly a reflection of the high vocational discipline which is usually a feature of British professional conduct.

At the lower end of the hierarchy this unrest does not exist to the same extent; the Divisional staffs are working together in comparative harmony, due largely to the personality of the Divisional Engineers and their relative isolation, but even here the effect of the dissatisfaction at higher levels is felt in irritation due to the correct chain of command often not being followed.

At the important level of Heads of Departments and their Deputies, those whose positions have been distorted out of their true context by the circumstances already referred to, the wish to break away has existed for many years and is very keen, two of these units having expressed this wish on numerous occasions and the third having entertained the wish without so ready an opportunity to express it as no lay authority of control has existed.

#### **The Ideal Remedy**

If such a position existed in the commercial world there would be an immediate reorganization in the board of control and then a man with sufficient character and ruthlessness would be brought in to put things right, but such a man would demand two indispensable things, a completely free hand and a commensurate reward, and he would need them both because the immediate results of his operation would probably be resignations and dismissals amongst his senior staff, necessitating his close personal attention for a time to all sorts of technical detail, and moreover the pecuniary penalty of failure would be heavy.

Something on these lines would appear to be the remedy for the position existing in the Public Works Department of Kenya at the present time and if it were possible I would advocate it in order to maintain the ideal of a unified department, but this sort of remedy is not easily applicable in the Public Service at any level and would be most difficult in the Government Service in Kenya for a number of obvious reasons. This is why the reports of previous investigators, the most reasoned and comprehensive of which was that prepared by Mr. R. W. Taylor, your former Director of Public Works, have not been effective even to the extent that they have been adopted.

The difficult and unenviable task of eliminating the friction by reorganizing the Public Works Department on its present basis as a unified whole, involving as it would a rearrangement of salary scales and possibly of personnel, is not likely to attract a suitable director under the conditions which inevitably would govern his appointment and, moreover, the serious shortage of technical men to fill positions which may be rendered vacant by such a reorganization would make the task very hazardous at the present time.

### **The Alternative of Separation**

I am forced, therefore, to look for alternatives. If effective unity is impracticable, and I believe that now to be the case, then separation must be faced within the Department, but it should be effected, if possible, in such a manner that no less than the present efficiency is achieved, that a unified control at a high level is maintained, and that in the event of failure the remedy referred to above can still be attempted.

Separation of the Roads Branch alone in my opinion is not practicable, it would lead inevitably to an immediate campaign for similar treatment of the Water Branch and in any case the ancillary services would be very difficult to deal with; separation of the Roads Branch from the Public Works Department means in effect the disappearance of the Public Works Department and its Director and the emergence of three separate Departments of limited scope, each under a Departmental Chief whose command and status would be something less than that of a Director of Public Works.

To be effective, each Department should have within its ambit an organization as complete as is possible and I have examined, albeit in broad outline, the possibilities of a division into three self-contained sections of the existing staff and its ancillaries.

#### **DETAILS OF SEPARATION**

Such an examination is not easy and must needs be superficial in the time at my disposal but I have carried it to the stage where I am convinced that a successful division is possible. No real difficulty arises with the engineering and architectural staffs nor with the other professional staffs at present attached to the specialized sections; the Director of Public Works and his Deputy would become redundant, as also would the Divisional Engineers, but these latter could be attached at an appropriate level to the new Departments. The mechanical staff and the plant should be transferred to the Roads Department, which already uses 80 per cent or more of it, and the small amount, mostly vehicles, used by the other two Departments, should be handed over and maintained by them. Stores would have to be separated between the three sections unless a Government stores organization were established to take care of this item, and the electrical and structural sections should probably be attached to the Buildings Department which makes the major use of them.

Each Department would require a proportion of the administrative and accountancy staff but the present Chief Accountant and his accounting machines would best be attached to the Buildings Department and the machine accounting be carried out for all three on an agency basis.

Only the Materials Laboratory and its organization should be kept intact as a separate unit and made available to all three Departments, and on occasions periodic secondment of staff for a specific purpose should be arranged.

The Hydraulics Section at present has a responsibility to the Water Resources Authority, which is responsible to the Minister for Agriculture, but a large part of its work, the supply of water to urban and rural communities—i.e. township supplies—and drainage and sewage disposal schemes, are more properly matters for the Minister for Works, whilst water conservation and irrigation are rightly matters of agricultural policy. I suggest, therefore, that these latter are handed over to the Agricultural Department which already has an organization which can absorb them.

This survey of the general lines on which the present Public Works Department could be divided into three self-contained sections is necessarily brief and in broad outline only.

#### THE COST OF SEPARATION

Estimates of the cost of separation resulting from additional personnel, plant and premises, have been produced on several occasions and are available in the reports of former inquiries; such estimates are usually prepared as an argument against separation and are based upon the fact that in a unified organization certain individuals, machines and depôts, are used in common and must be duplicated or multiplied in the separate departments. In a very small organization this may be so, but in a large staff separation can usually be arranged without this multiplication by a rearrangement of duties and functions provided the wish to do it exists.

The present Public Works Department is understaffed, due to the difficulty of obtaining personnel, and it may be that separation would require a certain amount of recruitment in lower grades but it is probable that elimination of the present friction would enable use to be made of individual capacity not at present fully employed.

#### THE PLANNING OF SEPARATION

The persons most suitable to detail a comprehensive scheme are those who wish it and who would be the Heads of the three new Departments, whose success in doing so satisfactorily and without appreciable extra cost should be a condition of their new status and responsibilities, and it is essential that each should have a direct line of command from the top to the bottom without any possibility of misunderstanding.

#### CONTROL OF EFFICIENCY

In the event of such a division, the efficiency of operation of each unit would be the responsibility of the unit chiefs and would be fairly obvious after a short period of separation; it should show itself in the works performed, in the contentment and energy of the staff and in the satisfaction or otherwise of the informed general public, including local authorities.

Economy of operation is more difficult to assess but should be the subject of continual scrutiny by the higher command, i.e. by the Minister in charge or such authorities as are set up or retained. In practise the criterion of "output per man employed" is a fairly satisfactory guide and the figures which are available for former operation should be used as a standard. Careful scrutiny in this respect is most important because of the invariable tendency towards "empire building" which accompanies all new organizations and which is never necessary and seldom desirable.

#### The Higher Command

Important as it is to achieve efficiency in the staffs, it is essential to consider the higher command under which these three Departments, or indeed any type of department, must operate because defects in this respect have been one of the

principal reasons for the present lack of harmony in the Public Works Department; the Department has had responsibilities to a large number of Ministers and authorities and the chain of advice and command has been broken and uncertain.

The work to be carried out emanates from a number of sources and many of the complaints I received had reference to the degree of priorities accorded to the different sections of the work involved. Priorities of this type should be the responsibility of Ministers and completely divorced from departmental influence. The Minister for Works would take part as a Member of Legislative Council in the settling of these priorities but as Minister for Works he should have the responsibility of carrying into effect those schemes allotted to his organization—it remains to consider the instruments through which he would operate.

#### CHOICE OF SYSTEMS

In England two distinct systems of higher command are in operation governing such Departments, the one in the Government service and the other in the Local Authorities. In Government service a Minister of the Crown passes his instructions to a Permanent Secretary who, in turn, instructs the Heads of his various Departments, both technical and non-technical, whilst in Local Government the Council gives instructions to Committees which, in turn, instruct the Head of Department. In the former the Head of Department takes only partial responsibility, i.e. for technical or administrative execution, whereas in the latter he takes complete responsibility for all aspects, including the all important function of accounting.

Both systems depend for their success largely upon the ability and particularly upon the personality of the persons involved but, generally speaking, it is wrong for responsibility to lie, at the official level, with persons who have not an intimate knowledge of the principal work involved; in technical services, the complete responsibility at official level should lie with a technical man. In this matter of responsibility lies the degree of success of the ultimate results and in practise the best technical men will not undertake work without it nor will others give their best service. For this reason the Local Government system is much to be preferred and in many respects the results of these two systems are obvious.

#### THE SYSTEM PREFERRED

I am of opinion, therefore, that because the Departments concerned are technical departments a system of higher command should be sought which gives the technical Heads of these Departments a complete responsibility to the Minister or to some authority responsible to him and not a partial responsibility through an administrative official.

#### POSSIBLE ALTERNATIVES

(1) I have given thought to three alternatives whereby this might be achieved; the first two would follow the Local Government system in England and the third would be a modifications of the system existing in the English Civil Service. In the first case a lay Authority or Board, constituted similarly to the present Road Authority, would control the work of each Department in the same way as the committees of an English Local Authority; there would be one Authority for Roads, one for Buildings, and one for Water Supply and Drainage—the present Road Authority could remain and the present Water Resources Authority, with some modification, could also remain. A new Authority would be set up to control building works. These Authorities would of necessity differ in their constitution and functions but their principal function would be an oversight and control on behalf of the Minister of the work of the three Departments; they would operate in a manner similar to the committees of an English Local Authority and preferably they should be composed solely of laymen and not have officials in their

constitution. All three would be responsible to the Minister for Works and their respective Chairmen could form, with the Minister, a "Cabinet" of four members. A Permanent Secretary, with a suitable administrative staff, could serve all three Authorities and also be Secretary to the "Cabinet" and the Minister, and if the separation of the Department were effected as previously suggested he would also have a responsibility to ensure that the three Departments were adequately served by the Materials Laboratory, and further he would take charge of the establishment and personnel arrangements at a level which should ensure its proper functioning.

In this position he would be able to advise the Authorities and the Minister on matters of common policy whilst the three technical Heads would have complete responsibility and direct access to the Minister through the three Authorities for all technical matters and for accounting.

(2) In the second case a single lay Authority, which might be designated the Public Works Authority, dealing with all three subjects of Roads, Buildings and Hydraulics, would be responsible to the Minister and would in turn control the three technical Departments, the Head of each being the Adviser of the Authority on his particular subject.

This Authority would probably set up Sub-committees to deal with its work and would be served in the same way by a Secretary, who would also be Secretary to the Minister. This alternative is very similar to the first suggestion, with the advantage of a single consideration of such matters as allocation of available funds, establishments, etc., but it would involve the discontinuance of the present Road Authority (as such) which has much popular support and it may keep alive some of the present doubts about the Public Works organization, particularly in the minds of the County and District Councils.

(3) The third alternative is to abolish the lay Authorities altogether and to appoint a Permanent Secretary with an Administrative Department serving the Minister. This is similar to the English Government system but for the reasons stated earlier in some detail I would strongly advise that the Heads of the Technical Departments remain directly and fully responsible to the Minister. I am not in favour of this third alternative because in the first place the Minister should be relieved of the difficulty of deciding any disputes which may arise between senior officials concerning, say, allocation of funds or the services of the Laboratory, and secondly it is too near to the system against which I have warned and might lead to it by almost imperceptible steps as has happened in England.

#### PREFERRED ALTERNATIVE

My own preference would be the first alternative which I believe would give the utmost confidence in the Departments and to the interested public. There may be, and probably would be, a need for close collaboration between the senior officials, that is the Secretary and the three Heads of the Technical Departments, who would meet together as do the Chief Officers of an English Local Authority, and at these meetings the Secretary should act as Chairman. In England, the Town Clerk is always recognized as the senior of the Principal Officers but has no authority over them, and it is my experience that provided this position is maintained they all can develop to their maximum stature without friction and resentment.

Finally, all three of these alternatives give the opportunity, should it become necessary in the future, to unify the organization by the simple process of appointing a technical man as Director of Public Works, in the position of Permanent Secretary, or independent of him, and this possibility should not be ignored because the extreme shortage of first-class technical men may at any time leave the Departments without adequate leadership and it might be easier to find one good man than three.

### Delegation to Local Authorities

Although I am not specifically requested to comment on the possible decentralization of work to suitable Local Authorities but only to bear it in mind, I would state at once that this aspect has loomed large at every stage of my inquiries.

For the most part the Local Authorities themselves have pressed it vigorously and many others within and without Government circles have also advocated this step.

It is, of course, the policy of Government to allow Local Authorities to carry out and maintain road works, housing and other building works, and water and drainage schemes, but I have detected a reluctance to pursue this policy beyond the limited stage of obvious resources. At the present time very few Local Authorities in Kenya employ qualified technical men, nor are they likely to unless they are so encouraged and encouragement must take the form of definite promises concerning the amount and type of works to be delegated and its progressive increase.

I consider that a maximum of Government works should be carried out on an agency basis, not only by Local Authorities but also by contract, subject always to an overall planning control but not to a meticulous control of detail in the case of Local Authorities.

These bodies should be encouraged to build up their resources to the stage where they can design, carry out and also maintain all works in their areas until eventually the stage is reached, as in England, where the Government Departments are largely planning departments and not executive departments.

This, of course, will be a very long time in Kenya and it will remain necessary to handle a large proportion of works through directly controlled departments but this proportion should be considered as diminishing and not expanding, although the actual volume so executed may expand depending on the available funds.

Local Authority agency has the great advantage of flexibility, of intimate knowledge of local conditions, and of local wishes concerning detail priorities and, perhaps equally important, it devolves responsibility to local persons who are readily available to the users of the services.

It may be necessary on occasion to help Local Authorities by the loan of plant and staff and if the policy advocated is pursued this should involve little difficulty and too much notice should not be taken if, in the period of development, minor defects and errors become apparent. Local Authorities cannot become efficient unless they are allowed to go on trying.

### Contract Work

As much as possible of all the work should be carried out by contract despite the difficulties which occur from time to time in this procedure; there is no doubt that where a responsible and well-equipped body of contractors exists and competition is keen, the overall cost of works is reduced very considerably and again the advantages of flexibility and new techniques become obvious.

I am told that in Kenya there are few good contractors for public works but the way to get them is to make it known that there will be a continuity of the policy of employing them.

I am not suggesting that direct labour works by the Technical Departments can cease in the immediate future; conditions are such that for a long time it will be necessary to carry considerable staffs and plant for this purpose and in any case works of maintenance are usually best effected by this method but the disappearance of large firms of contractors from Kenya, and to some extent the absence of others, argues of policy contrary to my recommendations.

### Recommendations

I recommend therefore that:—

- (1) The Minister for Works shall have full responsibility for road works, public buildings and township water supply and drainage, implementing in those respects the policy of the Government as passed on to him in detail by Ministers.
- (2) That water conservation and irrigation shall remain the responsibility of the Minister for Agriculture, to be implemented by the staff of his own Department with suitable transfer of personnel from the Public Works Department.
- (3) That the Road Authority shall continue in its present form; that the Water Resources Authority shall be responsible to the Minister for Works for township supply and drainage, relinquishing responsibility for water conservation and irrigation; and that a new Authority be set up to control building works.
- (4) That the Chairmen of these three Authorities should constitute with the Minister for Works a Cabinet of Policy Control.
- (5) That a Secretary shall be appointed to the Minister for Works who shall also be Secretary to the three Authorities and to the Minister's Cabinet.
- (6) That each Authority shall have as its instrument as separate Department, one for road works, one for water schemes, and one for buildings.
- (7) That these three Departments shall be formed from and operate with the present personnel, plant and premises of the Public Works Department, and that the details of the division shall be worked out by the Heads of these three Branches.
- (8) That these Heads of Departments shall be wholly responsible to the respective Authorities and through them to the Minister for all matters concerning the work of their Departments, including accounting.
- (9) That the Materials Laboratory and organization shall remain a separate unit acting on an agency basis and that the Secretary shall be responsible for its functioning other than in technical matters.
- (10) That as much responsibility and work as possible shall be passed over to Local Authorities who shall thereby be encouraged to develop their resources.
- (11) That the carrying out of works of all types by contract shall be encouraged.
- (12) That the arrangements for personnel management and recruitment shall be overhauled and shall be the responsibility of the Secretary with the help of a competent Establishment Officer.

If these recommendations are carried into effect they will almost certainly result in some dissatisfaction to some members of the present staff of the Public Works Department whose present posts will be changed or disappear altogether and unfortunately the holders of these posts are extremely good and valuable servants, moreover my suggestions do not arise from shortcomings on their behalf but rather from defects of long standing in the conditions under which they have worked. I believe, however, that the results of these defects are so deep-seated that they can be eradicated only by a major change and that failure to eradicate them will lead to greater friction and a diminishing chance of the development of full efficiency.

I have been given the greatest help throughout my inquiries by Lt.-Col. D. G. Hughes, who was appointed as my Secretary; the collection of memoranda, the arrangement and recording of interviews, the information he imparted concerning the present organization and its history and the wisdom of his remarks were invaluable and enabled me to encompass in three weeks what may well have taken much longer.

Finally I wish most sincerely to thank Sir Frederick Crawford, K.C.M.G., O.B.E., for the sympathy he extended to me and the great help and encouragement of his comments.

18th May, 1956.

HERBERT J. MANZONI.

## INTRODUCTION TO APPENDICES A, B AND C

It is fundamental in a department of the nature of the Public Works Department that it shall be divided into specialist sections and that each section shall be in the charge of an engineer or architect whose basic professional training has been supplemented by considerable experience in the branch of technical work he is to control.

When the work of the sections is extensive and varied and the staffs are numerous, the section heads must have considerable administrative ability as well as technical knowledge, in fact they must be first-class men and such men usually have also a strong sense of responsibility, without which they could hardly be considered suitable for their positions.

The Public Works Department in Kenya has been fortunate in having such men in charge of its Sections, which each of them has controlled for a number of years.

Since the recent war the higher command of the Department has changed on several occasions and the positions of the Section Heads, particularly that of the Head of the Roads Department, have varied considerably in relation to the higher command. At one time the Director of Public Works was in receipt of a salary considerably less than that of the Roads Engineer, and the salary of the Deputy Director of Public Works was less than that of the Hydraulics Engineer.

These anomalies were subsequently corrected but even now the differentials are not such as to emphasize the true responsibilities of the posts, and successive Directors of Public Works have not held their appointments sufficiently long to live down the resentment which these anomalies have originated. These sectional positions have been elevated out of their true proportions and then depressed in relation to others occupied on a much more temporary basis.

Other unfortunate anomalies have occurred; two of these Section Heads have been appointed as Advisers to Statutory Bodies which were empowered to issue instructions to the Director of Public Works and also they have been encouraged to report in their own right on matters of departmental organization.

It is not surprising, in view of these circumstances, that discipline should become discontinued and general unrest should spread amongst the responsible members of the staff.

Coincident with these conditions there has been a growing shortage of technical staffs throughout all areas of possible recruitment and an increasing dissatisfaction with the levels of remuneration, a position which has been seriously exaggerated by the operations of establishment control which has made it difficult to appoint even a foreman without unbelievable delay and reference for remote consideration.

In the past some of the Heads of Sections have had experience of other organizations which they have considered to work more smoothly and they have expressed on many occasions their growing dissatisfaction with the present state of affairs.

**SALARY DIFFERENTIALS WHICH HAVE EXISTED IN THE  
SENIOR GROUPS**

1. Salary differentials from the pre 1947/48 Salary Commission to the present time, i.e. post Lidbury Salary Commission, are shown on the table attached. Details of Special Posts created between 1946 and 1952 are also shown.

2. A somewhat astonishing situation prevailed at 1st January, 1949, as follows:—

SALARIES

	<i>Per Annum</i> £
Director of Public Works .. .. .	1,850
Deputy Director .. .. .	1,535
Roads Engineer .. .. .	2,150
Hydraulics Engineer .. .. .	1,850
Superintending Engineer (Buildings) .. .. .	1,300 (Fixed)

In fact the Senior Public Works Department Official was Sir Godfrey Rhodes on a salary of £3,250 per annum, but the Director and his Deputy held positions which were senior to the specialist Engineers.

## SCHEDULE OF SALARY DIFFERENTIALS IN THE SENIOR ENGINEERING GROUPS OF PUBLIC WORKS DEPARTMENT

POST	Pre-1947/48 Commission Salary P.A.	1947/48 Commission Effective from 1-1-46	Salaries at 1-1-49	1953/54 Commission Effective from 1-1-54	Special Post or Salary per annum
	£	£	£	£	
Director of Public Works .. .. .	1,500	1,850	1,850	2,600	Chief Engineer and Special Commissioner for Works, £3,250—1-11-48 to 30-11-50 (Sir G. D. Rhodes)
Deputy Director .. .. .	1,200	1,535	1,535	2,200	£2,500, 27-9-51 to 10-4-54 (Mr. R. W. Taylor)
Major Branch Heads— (Hydraulic, Roads, Buildings)	1,200	1,535	2,150	2,000	Road Engineer, £1,300, 10-1-46 to 1-1-49 and Inspecting Engineer—J. Fleming at £1,375 from 2-1-49 to 19-9-52
			1,850		Road Engineer, £2,150—1-1-49 to 19-12-54 (G. B. Weale)
			1,300		Hydraulic Engineer, £1,850—1-1-48 to 31-12-50 (A. S. Tetley)
					Superintending Engineer (Bldgs.) £1,300 (fixed) from 28-8-46 to 28-9-49 (W. A. Shepherd)

### GENERAL SHORTAGE OF STAFF

1. Summaries of the staff position during 1955 are not yet available but an examination of the Annual Reports of the Public Works Department from 1951 to 1954 give turnover notes for European staff as follows:—

<i>Years</i>					<i>Turnover Rates</i>
1951	..	..	..	..	6 years
1952	..	..	..	..	7 years
1953	..	..	..	..	8 years
1954	..	..	..	..	5½ years

This shows that 1954 had the lowest turnover rate for four years. This is attributed largely to unsettled conditions in Kenya and the failure of salary scales to attract recruits, coupled with a world-wide shortage of qualified engineers.

2. *Position in March, 1956.*—Figures of vacancies in the Roads, Buildings and Hydraulics Branches have been supplied by the Director of Public Works as at 7th/8th March, 1956, and these are summarized in the table attached.

This emphasizes the serious shortage of professional men, particularly in the Hydraulics Branch, which is 32 per cent under establishment. Allowing a further 10 per cent for leave and other casualties the effective percentage under strength in professional posts of the three Branches was as follows:—

					<i>Per cent</i>
Roads Branch	..	..	..	..	30
Buildings Branch	..	..	..	..	24
Hydraulics Branch	..	..	..	..	42

## TABLE OF STAFF SHORTAGES AT 7th/8th MARCH, 1956

## Roads, Buildings and Hydraulics Branches

(Revenue and Development shown together)

Designation	ROADS BRANCH			BUILDINGS BRANCH			HYDRAULICS BRANCH			TOTAL		
	Estab.	Vacancies	%	Estab.	Vacancies	%	Estab.	Vacancies	%	Estab.	Vacancies	%
Professional .. ..	20	4	20	29	4	14	44	14	32	93	22	24
Technical and Supervisory .. ..	125	15	12	179	19	10	82	7	8.5	386	41	10.5
Others .. ..	178	48	27	226	30	13	430	79	18	834	157	19
TOTALS .. ..	323	67	21	434	53	12	556	100	18	1,313	220	16.7

NOTE.—Figures do NOT include Staff for major projects, e.g. Embakasi Airport and Mombasa Water Supply.

<i>Designations</i>	<i>Salary Scales</i>
Professional .. ..	A and Super Scale
Technical and Supervisory .. ..	B and C
Others .. ..	D and E

### NOTES ON PERSONNEL MANAGEMENT

1. It appears that the present system of personnel management, recruitment and administration requires overhauling with a view to streamlining procedure.

As a result of the Lidbury Report and the Ordinance setting up the Civil Service Commission, Departmental Heads' authority to engage staff without reference to other Government Departments is now restricted to employees on basic salary scales of less than £162 per annum.

2. In many of the reports examined during the course of the Inquiry general dissatisfaction of present staff management has been expressed.

3. Personnel relations to-day are an important part of any organization whether Government, quasi-Government or Commercial.

4. The recruitment of professional men, particularly experienced engineers, is exercising most Governments throughout the world, and the present shortage is likely to continue for some time. Whilst it is appreciated that the interests of local staffs must be protected, it seems evident that a more realistic approach to starting salaries and terms of service must be made, if Kenya is to attract and retain the right men. It is significant that in the Public Works Department Annual Report for 1954 the turnover rate of European staff has deteriorated to 5½ years. It will be interesting to learn the figure for 1955.

5. It also appears evident that the human side of personnel management has been seriously neglected particularly at those levels where the clerical side of establishment is carried out. This was also mentioned by Col. Asher in his Report. A lack of sense of urgency and an obstructive rather than helpful and constructive approach is apparent.

6. It is recommended that action on the following lines be taken:—

- (i) Heads of Departments should be granted full powers over recruitment and promotion of their staffs to a very much greater extent.
- (ii) Following on (i) the working of the Civil Service Commission should be investigated with a view to—
  - (a) ascertaining the time applications take to pass through its machinery;
  - (b) delegation of its powers.
- (iii) A Senior Establishment Officer of sufficient stature, rank, salary and powers should be appointed.
- (iv) Branches should have a small establishment section for dealing with day-to-day staff matters, with a full-time European officer.

**LIST OF PEOPLE AND GROUPS WITH WHOM THE SUBJECT OF  
THE INQUIRY HAS BEEN DISCUSSED**

**GROUPS**

- The Road Authority.
- The Association of County and District Councils of Kenya.
- County Council of Nairobi.
- County Council of Naivasha.
- County Council of Nakuru.
- County Council of Nyanza.
- District Council of Trans Nzoia.
- District Council of Uasin Gishu.
- The East African Road Federation.

**PERSONS**

*(a) The Government of the Colony and Protectorate of Kenya*

- The Deputy Governor, Sir Frederick Crawford, K.C.M.G., O.B.E.
- The Minister for Finance and Development, the Hon. E. A. Vasey, C.M.G.
- The Minister for Agriculture, Animal Husbandry and Water Resources, the Hon. M. Blundell, M.B.E.
- The Minister for Local Government, Health and Housing, the Hon. W. B. Havelock.
- The Minister for Works, the Hon. I. E. Nathoo.
- The Commissioner for Local Government, Mr. J. E. Hunter, Solicitor.
- The Secretary, Cabinet Office, Mr. T. C. Colchester, B.A.
- The Administrative Secretary, Office of the Chief Secretary, Mr. J. L. H. Webster, B.A.

*(b) The Provincial Administration*

- The Provincial Commissioner, Nyanza Province, Mr. C. H. Williams, O.B.E., B.A.
- The Special Commissioner, Nyeri, Mr. C. M. Johnston, C.M.G., B.A.
- The Provincial Commissioner, Coast Province, Mr. D. O'Hagan, B.A., Barrister-at-Law.

*(c) The Road Authority*

- The Chairman of the Road Authority, Major-General C. C. Fowkes, C.B.E., D.S.O., M.C.
- The Secretary to the Road Authority, Mr. A. L. B. Perkins.

*(d) The Public Works Department*

- The Director of Public Works, Mr. J. L. Brown, C.B.E., B.Sc.(Eng.), M.I.C.E., A.M.I.W.E.
- The Deputy Director of Public Works, Mr. T. V. Garland, B.A. B.A.L., A.M.Inst.C.E. (Ireland).
- The Chief Accountant, Mr. C. P. O'Shea.
- Superintending Engineer (Building), Mr. D. B. Mills, O.B.E., A.R.I.B.A.
- The Road Engineer, Mr. E. R. Massey, B.Sc.(Civil Engineering).
- The Hydraulic Engineer, Mr. H. J. Squires, B.Sc.(Eng.), A.C.G.I., D.I.C., M.I.C.E., M.Am.Soc.C.E.
- The Chief Mechanical Engineer, Mr. J. I. Moore, M.B.E., B.A.(Eng.).
- The Materials Engineer, Mr. R. E. Tyson, M.(Eng.), A.M.Inst.C.E.
- The Deputy Roads Engineer, Mr. P. R. Morris, B.Sc.(Eng.), A.M.Inst.C.E., Testamur. Inst. Mun. Eng.
- The Senior Engineer, Central (North) Division, Mr. F. Sharratt, A.M.Inst.C.E.
- The Senior Engineer, Coast Division, Mr. D. D. Grieve, B.Sc.(Eng.).
- The Senior Engineer, Rift Valley Division, Mr. P. B. E. Thompson, B.Sc.(Eng.), A.M.Inst.C.E.
- The Senior Engineer, Nyanza Division, Mr. D. G. M. Gardner, V.R.D., A.M.Inst.C.E.
- The Engineer, Roads, Rift Valley Divisions, Mr. D. L. Evans, A.M.I.C.E., A.M.N.Z.I.E.
- Engineer, Roads Branch, and Secretary to the Inquiry, Lt.-Col. D. G. Hughes, R.E. (Rtd.), M.A. (Cantab.), A.M.Inst.T., F.S.F.

*(e)*

- The Hon. S. V. Cook, M.L.C.
- Brigadier-General Sir Godfrey Rhodes, C.B., C.B.E., D.S.O.
- Mr. R. L. Rolph, M.A. (Cantab.), A.M.Inst.C.E., A.M.Inst.Mun.E., Assistant Chief Engineer, E.A.R. & H. (former Deputy Road Engineer, Roads Branch, Public Works Department).
- Mr. J. Westacott, M.B.E., A.M.I.C.E., Managing Director, The Mowlem Construction Co., Ltd.

**SUMMARY OF VIEWS OF LOCAL AUTHORITIES ON SPECIFIC  
POINTS OF THE INQUIRY**

**(1) TERMS OF REFERENCE**

To examine the question of the separation of the Roads Branch from the Public Works Department—

- (a) from the point of view of efficiency, economy and administration,
- (b) bearing in mind the possible decentralization of road work to suitable local authorities.

The views expressed by the County and District Councils with whom discussions were held on the two specific points are summarized in the following paragraphs:—

**(2) NAIROBI COUNTY COUNCIL**

- (a) Strongly opposed to a separation of the Roads Branch from the Public Works Department and considered such an event as another example of empire building.
- (b) Following on (a) they considered that the Road Authority should be completely removed from the influence of the Public Works Department.
- (c) Considered that they could now take over far more road work in their County Area, and that over a period of from 3 to 5 years they could take over all maintenance and construction including trunk roads in their area.

**(3) NAKURU COUNTY COUNCIL**

- (a) Council do not hold any very strong views regarding the separation of the Roads Branch from the Public Works Department.
- (b) Council are anxious to take over all maintenance within their area. They are also prepared to take over minor improvements but, owing to staff difficulties, do not feel able to take over major construction projects at present.

**(4) NAIVASHA COUNTY COUNCIL**

- (a) Council hold no strong views regarding the separation of the Roads Branch from the Public Works Department but felt it might be advantageous, particularly as they considered that the present overheads charged by the Public Works Department were considerably greater than they felt necessary.
- (b) Council already maintain all feeder roads in their area. They are starting on a minor bituminization programme, and after a period for practical experience they would like to take over maintenance of the main bituminized road in their area as well. They are not greatly concerned with new construction in their County.

**(5) NYANZA COUNTY COUNCIL**

- (a) Council consider that the separation of the Roads Branch from the Public Works Department would be in the best interests of the Colony.

## APPENDIX E—(Contd.)

- (b) Following on (a) they considered that the Road Authority must be in sole and absolute control of technical staff as well as finance and policy.
- (c) Council consider that they have suitable staff and equipment which, with expansion, would enable them to maintain and construct adequately all roads in their area.
- (6) UASIN GISHU DISTRICT COUNCIL
- (a) Council consider that the separation of the Roads Branch from the Public Works Department might well be in the public interest but do not feel very strongly in the matter.
- (b) Council are anxious to undertake all road maintenance in their area but do not as yet feel capable of taking on major construction works.
- (7) TRANS NZOIA DISTRICT COUNCIL
- (a) Council consider that a specialized Roads Organization would probably be more efficient than the present set-up and, provided no extra cost would be involved, favour separation of the Roads Branch from the Public Works Department.
- (b) Council are anxious to take over maintenance of all trunk and secondary roads in their area and feel that with additional capital and plant new construction could also be undertaken.
- (8) ASSOCIATION OF COUNTY AND DISTRICT COUNCILS OF KENYA
- The Association passed the following resolutions at a meeting on 6th February, 1956:—
- (a) In principle it believes that the Road Authority should be staffed independently of the Public Works Department.
- (b) The responsibility for all roads in County and District Council areas should devolve as and when possible on the Local Authorities working through the Road Authority.

## ITINERARY OF VISITS IN THE COLONY

### (1) GENERAL

The Inquiry lasted for a period of three weeks from 25th February, 1956 to 17th March, 1956.

Of the 21 days concerned, 8 days were spent in visiting various parts of the Colony and the remainder in Nairobi.

Some 1,500 miles were covered, over 1,200 by road and the remainder by air.

Meetings were held with 9 Councils and Associations and 31 individuals.

### (2) VISITS OUTSIDE NAIROBI

#### (a) *Rift Valley and Nyanza*

Period: Tuesday, 28th February to Saturday, 3rd March.—Nairobi - Kericho - Kisumu - Kitale via Yala - Eldoret - Nakuru - Naivasha - Nairobi.

Meetings were held with representatives of the Nakuru, Nyanza and Naivasha County Councils and Trans Nzoia and Uasin Gishu District Councils. Also with the Provincial Commissioner, Nyanza, and Nyanza and Rift Valley Divisions of the Public Works Department.

#### (b) *Nyeri*

On Friday, 9th March, 1956, a visit was made by road to Nyeri where discussions were held with the Special Commissioner, Nyeri, and the Senior Engineer, Central (North) Division, Nyeri.

#### (c) *The Coast*

Period: Sunday, 11th March and Monday, 12th March, 1956.

The journey was made by road from Nairobi to Mombasa, travelling via Mzima Springs and also the main storage tanks at Mazeras. Discussions were held with the Provincial Commissioner, Coast Province, and with the Senior Engineer, Coast Division, Public Works Department.

### (3) VISITS IN NAIROBI

On Thursday, 8th March, 1956, a tour of the Nairobi City area was kindly arranged by His Worship the Mayor of Nairobi.

## (1) MEMORANDA AND REPORTS SUBMITTED TO THE INQUIRY

<i>Subject</i>	<i>By Whom Submitted</i>
(a) Memorandum on Local Government Organization.	The Commissioner for Local Government.
(b) The Road Authority .. .. .	Secretary to the Road Authority.
(c) The Materials Branch <i>vis-à-vis</i> the Roads Branch.	The Director of Public Works and the Chief Materials Engineer.
(d) Notes on Draft Split of the Mechanical Branch of the Public Works Department.	The Chief Mechanical Engineer.
(e) Notes on the Road System of Kenya ..	Chief Technical Adviser to the Road Authority.
(f) Absolute minimum Road System considered essential to be maintained by the Central Road Organization.	Chief Technical Adviser to the Road Authority.
(g) Schedule of Mechanical Plant .. ..	The Road Engineer.
(h) A Road Organization in Kenya .. ..	The Road Engineer.
(i) A Memorandum on the Roads Branch ..	The Planning Engineer, Roads Branch.
(j) Memorandum on a Central Roads Organization.	The Deputy Road Engineer.
(k) Memorandum on Aerodromes .. ..	The Aerodrome Engineer, Roads Branch.
(l) Memorandum on Townships .. ..	Mr. J. K. B. Willis, Roads Branch.
(m) Memorandum on Specialization .. ..	Mr. D. J. Pickering, Roads Branch.
(n) Resolutions passed by A.D.C.O.K. ..	Association of County and District Councils of Kenya.
(o) Memorandum on the Road Problem of Kenya as seen by Local Government Authorities.	Association of County and District Councils of Kenya.
(p) Memorandum on Councils' problems, the Road Authority and Decentralization of Road Work.	Nairobi County Council.
(q) Further Memorandum after verbal discussions with Sir Herbert Manzoni.	Nairobi County Council.
(r) Notes on Road Construction and Repair Organization.	Naivasha County Council.
(s) Memorandum by Chairman, Roads and Works Committee.	Nakuru County Council.
(t) Memorandum on Decentralization of Road Work.	Commander W. J. Carter, R.N. (Ret.), Pig Hill Farm, P.O. Endebess.
(u) Memorandum on Execution of Road Works by Contract.	Kenya Association of Building and Civil Engineering Contractors.

**(2) PREVIOUS REPORTS AND MEMORANDA EXAMINED**

<i>Title</i>	<i>Year</i>	<i>Remarks</i>
(a) Report on Commission of Inquiry into the Public Works Department.	1948	The "Mayne" Report.
(b) Report on the Public Works Department of Kenya and the means whereby Public Works may be done.	1953	The "Taylor" Report.
(c) Efficiency and Economy in Government Departments—Report on the Public Works Department.	1955	The "Asher" Report.
(d) East Africa Royal Commission Report.	1953/55	—
(e) Public Works Department Annual Reports.	1951-54	—
(f) Road Authority Annual Reports . .	1951-54	—
(g) Final Report, Road Authority Committee.	1949	—
(h) Fifth Report on Organization and Staffing of Buildings Branch.	1954	By Superintending Engineer (Buildings), P.W.D.
(i) An Organization for Water Development in Kenya.	1954	By the Hydraulic Engineer, P.W.D.
(j) Report of the Working Party on the Technical Executive Organization for Water Development.	1955	—
(k) Memorandum on Possible Future Development of the Road Organization of the Colony with Special Reference to the Roads Branch of the Public Works Department.	1952	By Mr. Weale, Road Engineer and Chief Technical Adviser to the Road Authority.
(l) Comments on Mr. Weale's Memorandum.	1952	By Mr. R. A. Taylor, Director of Public Works.
(m) Formation of Road Construction Division.	1952	By Mr. H. G. Follenfant.
(n) A Plan for the Reorganization of the Public Works Department.	1952 (?)	By Mr. D. G. M. Gardner.