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**The Implementation of the Recommendations of the Report of the
Committee on African Wages**

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THE IMPLEMENTATION OF THE RECOMMENDATIONS OF THE REPORT OF THE COMMITTEE ON AFRICAN WAGES

Under General Notice No. 841, published in the Official Gazette of the 14th April, 1953, His Excellency the Governor appointed a Committee with the following terms of reference:—

“To consider and report upon the adequacy of African cash wages and other conditions and benefits of employment, and to give special consideration to the following questions:—

- (1) Whether the existing terms and conditions of employment could be so altered as to provide African workers with greater incentives to industry, efficiency and increased output.
- (2) Whether the present method of calculating the statutory minimum wage in urban areas is reasonable.
- (3) Whether all or any of the findings of the Committee should be extended to areas outside municipalities and towns.”

Parts I, II and III of the Report of the Committee were submitted to the Governor on the 15th February, 1954, and were subsequently laid in Legislative Council on the 24th February, 1954. Parts IV, V and VI, which completed the Report, were, together with the previously published Parts, laid in Legislative Council on the 4th June, 1954. By a Resolution passed on the 2nd March, 1954, Legislative Council accepted the Committee's recommendations for interim increases in the minimum wage (sub-paragraph (b) of paragraph 180); these were to the effect that there should be a flat increase of Sh. 10 on all existing minimum wage rates, and that new housing allowances should be prescribed based on the average economic rent of a bed-space in a local authority's housing location. Consequent on this Resolution the statutory minimum wage rates obtaining at the time of the Report were superseded by those laid down in the Special Wages Regulation Order (No. 1), 1954, which came into force on the 1st April, 1954. The Recommendation of the Committee that the present formula for calculating the “bachelor” minimum wage (*see* Table XX on page 53 of the Report) should be replaced by that set out in paragraph 166 has been accepted by Government, along with the other recommendations made in paragraphs 167, 168, 169, 173 and 178 (*see* paragraph 5 below). The Wages Advisory Board has agreed to adopt the proposed new formula with effect from the 1st January, 1955, for the purpose of its minimum wage calculations. Accordingly, all measures proposed in paragraph 180 of the Report will have been brought into effect by the beginning of next year.

2. The public and representative bodies have now had ample time to consider the Report; and in the framing of this White Paper full regard has been had to the views expressed on the Report including those of the Labour Advisory Board.

3. The Committee recommends, as the basic condition for the emergence of an effective labour force, the stabilization of labour within its area of employment and considers, therefore, that Government should regard such a development as a major aim of its economic and social policy. Government accepts this aim but recognizes that in some instances migrant labour may still be necessary. It is

the declared view of Government that in planning generally the principle should be adopted that conditions of urban living should be such as to make possible a full life for the individual without the necessity of holding land elsewhere.

It is recognized that, although a "bachelor" wage system may at one time have been that best suited to the Colony's needs, the time has now come to move away from it towards a wage system which provides for some if not all of the obligations which are assumed on the attainment of man's estate. This may more appropriately be called an "adult" wage than a "family" wage just as the "bachelor" wage may more appropriately be termed a "youth" wage.

In making the transition from a "youth" towards an "adult" wage system, it is accepted by Government that it is essential to have regard to the economic consequences both on the Colony as a whole and on the individual industries within it. The method of transition which Government proposes to adopt is indicated in paragraph 8 below.

This method is so devised to ensure that the strain on the Colony's industries which could be imposed by drastic wage increases is minimized by a change from the "youth" wage to the objective of an "adult" wage as defined in paragraph 8 not by fixed stages as recommended by the Committee but by progressive increases recommended annually by the Wages Advisory Board in the light of current economic and other circumstances.

As the Committee points out in paragraph 291, labour stabilization will produce the raw material—the human material—from which an effective labour force can be built; but it cannot, in itself, ensure the attainment of high levels of efficiency and productivity. The raw material will still need to be moulded into shape and put to effective use. In achieving this objective it is accepted that higher management efficiency and other suggestions made by the Committee to raise the productivity of the labourer must play a major part.

4. The Government proposes to take the following action on the recommendations in the Report, which are summarized in Chapter XXIII.

(Paragraph 370.) **"Most of the Committee's recommendations, other than those relating to the 'bachelor' minimum wage, are based on the assumption that Government accepts the need for the stabilization of labour, and is prepared to regard such a development as a major aim of its economic and social policy."**

As stated in paragraph 3 above, the stabilization of labour is accepted as a major aim of Government's economic and social policy.

(Paragraph 379.) **"We recommend that the present formula for calculating the 'bachelor' minimum wage be replaced by that set out in Paragraph 166."**

The recommendation has proved non-controversial and has been accepted by Government. As mentioned in paragraph 1 above, steps have already been taken to bring this recommendation into force with effect from the 1st January, 1955.

5. (Paragraph 380.) **"Other recommendations made in connexion with the 'bachelor' minimum wage are:—**

- (a) **The minimum wage for ticket contracts should continue to be calculated, as hitherto, by multiplying the monthly contract minimum wage by the factor '7/6'. (Paragraph 167.)**

- (b) **The application of statutory 'area' minimum wages should, at present, be confined to the nine urban areas already subject to them. (Paragraph 168.)**
- (c) **Within these urban areas, the statutory minimum wages should continue to apply to all persons, irrespective of sex or age—subject, however, to Labour Officers retaining their power to agree in writing, in individual cases, to the payment of a lesser wage. (Paragraph 169.)**
- (d) **The costing of the minimum wage formula should be on the basis of the actual prices of the various commodities to the African purchaser, and not on the basis of 'controlled' prices. (Paragraph 173.)**
- (e) **The Director of the East African Statistical Department should be asked to accept responsibility for all future price collections required for the purpose of calculating the statutory minimum wage. (Paragraph 173.)**
- (f) **In order to decide whether a case exists for a single uniform minimum wage, arrangements should be made for the Poverty Datum Line components of the proposed formula to be costed by the same price-collecting team in all areas now subject to a statutory minimum wage. It is also recommended that a similar survey should be carried out later in the year, so as to show the effect of 'seasonal' changes. (Paragraph 178.)"**

These recommendations have been accepted by Government.

With regard to (d) it is considered essential that the actual price of commodities should be carefully checked and approved by the Wages Advisory Board and that where possible effective measures should be taken to check black market practices and overcharging in relation to sugar and any of the other commodities which constitute the revised minimum wage.

6. (Paragraph 381.) **"We recommend—**

- (a) **that the introduction of the new minimum wage formula should be deferred until the 1st January, 1955; and**
- (b) **that immediate effect should be given to the following "interim" measures—**
 - (i) **a flat increase of Sh. 10 on all existing minimum wage rates; and**
 - (ii) **the prescribing of new housing allowances, based on the average economic rent of a bed-space in local authority housing locations. (Paragraph 180.)"**

These two recommendations have both been accepted by Government and, as mentioned in paragraph 1 above, recommendation (a) is now in course of being implemented. The recommendations in (b) have already been accepted by Resolution of Legislative Council on the 2nd March, 1954, and were brought into effect by Special Wages Regulation Order (No. 1), 1954.

7. (Paragraph 382.) **"We accordingly recommend that plans should now be made and put in hand for changing the basis of the statutory minimum wage—from one which takes account only of the needs of a single man to one based on the needs of a family unit. (Paragraph 184.)"**

As stated in paragraph 3 above, this recommendation has been accepted as a general aim of Government's policy. The extent to which it is proposed to implement it in the future is indicated in paragraph 8 below.

8. (Paragraph 383.) "Our specific recommendations in regard to the 'family' minimum wage, and the method of its introduction, are:—

- (a) that the basic 'family' minimum wage should be assessed at two and a half times the basic 'bachelor' minimum, and the additional allowance for 'family' housing at the average economic rent of a minimum standard of family accommodation in local authority African housing locations. (Paragraphs 200: 196-198);
- (b) that the transition from the 'bachelor' to the 'family' minimum wage should take place over a period of ten years. (Paragraph 206);
- (c) that, in the case of the basic minimum wage, the transition should be effected by equal annual percentage additions (15 per cent) to the base ('bachelor') minimum, the first addition becoming operative from the 1st January, 1956. (Paragraph 206);
- (d) that, as far as practicable (and subject to consultation with the local authorities concerned), the transition in the housing allowance should also be effected by equal annual increases, the first step in the transition again being made with effect from the 1st January, 1956. (Paragraph 210);
- (e) that the method and rate of transition should be reviewed after a period of five years from its inception, and earlier should the economic circumstances of the Colony so require. (Paragraph 209);
- (f) that the payment of the 'family' minimum wage should be linked to an age qualification of 21 years and a service qualification of 36 months' continuous employment outside the native land units. (Paragraphs 214-215.)"

In regard to (a), Government accepts in theory that the basic "adult" minimum wage should be assessed at $2\frac{1}{2}$ times the basic "youth" minimum wage, as recommended in paragraph 200 of the Report, but, in the view of Government, it would be unwise in practice at the present time to involve the Colony in a commitment of this magnitude. Government considers that it would be sounder policy initially to aim at an "adult" wage based on what is sufficient to maintain a man and his wife, but *not* his children. Such an "adult" wage constitutes, in itself, a very considerable advance on the present position. Government accepts, however, as a long-term aim, movement towards an "adult" minimum wage sufficient to meet the needs of a man, his wife *and* two children. The achievement of that aim will, of course, depend on economic and other circumstances; moreover the Government considers that the age and length of service required to qualify for such a wage would need careful consideration at the time. This further stage in the transition will not be implemented without prior reference to the Legislature.

The following table (which is Table XXVIII on page 77 of the Report) contains a comparison of basic minimum wages calculated for various household units based on Nairobi prices in December, 1953.

Unit	Basic Minimum Wage		
	Cash	Proportionate Value	
	Sh.	cts.	
Single man	69	33	100
Man and wife	115	53	167
Family unit of man, wife and 2 children	175	92	254
"Average" family of man, wife and 3 children	192	99	279

It will be seen that Government's immediate proposal is to move towards a basic "adult" minimum wage equivalent to 1.67 times the basic revised "youth" minimum wage, as against the 2.5 times recommended by the Committee. Government accepts the recommendation that the additional allowance for "adult" housing should be assessed at the average economic rent of a minimum standard of family accommodation (i.e. accommodation for a man and a wife) in local authority African housing locations.

With regard to (b), (c) and (e), Government does not propose to accept the method of proceeding to the full "adult" minimum wage by way of fixed annual increases, but rather to aim at achieving it at such rate as may be practicable in the light of current economic and other circumstances. This method of transition must necessarily preclude the setting of a time limit to the transition. Nevertheless, Government considers it necessary to state the opinion that, provided conditions are favourable the goal should be attainable within five years.

The following measures are proposed by Government:—

(i) With effect from 1st January, 1956, in respect of its own employees, Government will decide each year, having regard to all the circumstances, what advances towards an "adult" minimum wage can appropriately be made.

(ii) The Wages Advisory Board will be convened regularly during each year to consider the adequacy of wages and conditions of employment. It comprises a Chairman and two other independent members, two employer representatives and two employee representatives. It is therefore proposed that in respect of urban areas the Board should be requested to move towards this "adult" minimum wage by recommending such increases annually with effect from 1st January, 1956, as are considered appropriate, having regard to all the circumstances, economic or otherwise, and to the desirability of completing the transition within five years.

(iii) Government in consultation with the local authority concerned will keep a close check on the influx of work seekers into towns and will, if necessary, take measures to restrict such immigration to a size commensurate with the needs of urban employment and the availability of housing.

(iv) Government will continue to promote the development of wage-negotiating machinery with a view to reducing progressively the number of workers dependent upon statutory minimum wage orders applicable to definite areas.

With regard to (d), it is intended that the process of transition should be determined in a similar way to that proposed in (i) and (ii) above after full consultation with the local authorities concerned but in view of the general difficulties experienced by workers in paying economic rents, the Wages Advisory Board should be invited to move towards the economic rental for accommodation for a man and wife before the 1st of January, 1956.

With regard to recommendation (f), Government agrees that the "adult" minimum wage should be limited to males and an age qualification of 21 years. Paragraphs 212-214 of the Report make it clear that to fix an age qualification of 25 or 26 for the "adult" wage would be impracticable and would result in a large proportion of the unskilled workers above 25 being rendered virtually unemployable since few, if any, employers would be prepared to engage or retain unskilled workers above 25 years of age if workers of equal capacity were freely available on the lower or "youth" wage. After considering the opinion of the Labour

Advisory Board, Government does not agree that there should be a service qualification of 36 months' continuous employment outside the native land units. Workers at the minimum wage level are all unskilled, and service qualifications have little, if any, meaning in respect of such workers. Moreover, the use of such a qualification would be beset by formidable administrative difficulties. In coming to this decision regarding a service qualification, Government has had regard to the fact that the practice of paying a "family" wage at the age of 21 and a lesser wage below, without any service qualification, is widespread in the United Kingdom.

The age and service qualification for a minimum wage which provides for more than the requirements of a man and wife will require further consideration as already stated under (a) above.

9. (Paragraph 384.) **"The operation of a dual minimum wage system will involve the Labour Department in considerable extra work. We, therefore, recommend that Government give immediate attention to increasing the establishment of that Department. (Paragraph 219.)"**

No action on this recommendation is immediately proposed or necessary since the establishment of the Labour Department is a matter which receives consideration annually by the Government.

10. (Paragraph 386.) **"We recommend that the Regulation of Wages and Conditions of Employment Ordinance be amended so as to allow of—**

- (i) **the setting up of a Rural Wages Advisory Board with status equal to that of the present Wages Advisory Board (which, it is suggested, might well be re-designated 'the Urban Wages Advisory Board'); and**
- (ii) **the appointment of Area Wages Committees, whose function it would be to advise the Rural Wages Advisory Board on matters relating to employment within their areas. (Paragraph 228.)"**

The complexities of the problem of rural wage levels are recognized by the Committee in Chapter XIII of the Report. Given also the rapidly changing conditions in many areas since the date when the Carpenter Report was written, due in large part to the effect of the Emergency, and given also the probable effect on rural areas of acceptance by the Government of an "adult" minimum wage in urban areas, a Committee has been set up to inquire into and to report on:—

- (i) The present wage position and the problems of wage levels in the agricultural industry and rural areas.
- (ii) Whether it is necessary or desirable to fix minimum wages in any rural area or in any section of the agricultural industry, or alternatively, whether the influence of conditions in Kenya now and in the future, so far as these can be foreseen, will assure an adequate wage for rural workers.
- (iii) If minimum wage fixation should prove necessary, whether it should be on a geographical or on an industry basis, or on a combination of both.
- (iv) Thereafter the type of machinery appropriate.

The Committee will consist of:—

- 1 Official Minister (*Chairman*),
- 3 Officials (one Administrative, one Labour and one Agricultural Officer),
- 2 Africans,
- 4 Farmers.

The Chairman will have an original and a casting vote.

11. (Paragraph 387.) **“We recommend that consideration be given to the replacement of the present Index by a Colony African Retail Price Index based, as nearly as possible, upon the expenditure habits of the African workers for whom it is to be used. (Paragraph 118.)”**

Government is giving consideration to this recommendation.

12. (Paragraph 388.) **“We recommend—**

(a) **that Government should actively encourage the weekly payment of wages, and should itself set an example in the matter by adopting a policy of weekly wage payments for its own African staff. (Paragraph 125);**

(b) **that section 72 (2) of the Employment Ordinance be amended so as to provide that where, in the case of a monthly contract, wages are paid weekly, any balance of wages outstanding at the end of the contract period may be carried forward to the weekly pay day next following the date of expiry of the contract—subject to the reservation that the present requirement should continue to apply in cases where the employee’s contract is not renewed. (Paragraph 126);**

(c) **that the Employment of Persons (Record of Employees) Rules, 1950, be amended so as to require employers to keep records not only of the rates of wages paid to their employees, but also of any housing allowances so paid. (Paragraph 127.)”**

In regard to (a) the principle of paying wages at shorter intervals than a month is accepted by Government as an aim for the future, and the Treasury and other interested Ministries are examining the possibility of Government paying wages weekly. Acceptance of this principle by Government is, however, subject to reservations with regard to the extent to which employees themselves wish it and Government will be able to apply it in the near future.

The recommendation in (b) is accepted by Government. Under section 72 (2) of the Employment Ordinance (Cap. 109) as it stands, in the case of an employee employed daily, weekly, monthly or on a journey his wages become due at the expiration of the day, week, calendar month or journey respectively. This means, in the case of a monthly contract, that, should the contract expire in the middle of a week, it is necessary for any balance of wages to be paid forthwith. It is not desirable that the weekly payment of wages should involve this necessity.

The recommendation in (c) is accepted by Government.

13. (Paragraph 390.) **“We consider that the problem presented by the physical provision of housing can satisfactorily be solved only by a co-ordinated and centrally directed housing programme related to a definite objective. We recommend that the objective should be the provision, by the 1st January, 1965, of sufficient housing accommodation to house the majority of the urban adult male working population on a family basis. We further recommend, as an essential preliminary to such a programme, that a survey should immediately be undertaken with a view to assessing the size of the urban African housing problem.”**

(Paragraph 391.) **"We urge upon both Government and local authorities the importance of retaining some measure of subsidization of family housing for the period of the transition from the 'bachelor' to the 'family' minimum wage."**

Although the present time is not entirely suitable for the conduct of a social survey, Government will consider the initiation of such a survey and is already in consultation with organizations which may be suitable to undertake such a survey.

With regard to the specific problem of the requirements of urban African housing, plans are being formulated by Government for the engagement of staff in the Ministry for Housing, who will be able to co-ordinate requirements, to advise on building programmes and to assess the problem as accurately as possible under the present fluctuating conditions.

With regard to the recommendation on subsidization of family housing, the practicability of this is governed by the general economic state of the Colony. It is recognized that the rent element in a man's living expenses should be a moderate figure and the Government will plan in conjunction with local authorities the measure of the subsidization necessary by those authorities the assistance which Government might afford, if any, the means by which it can be applied, which must vary according to local conditions and to the economic position of the authorities concerned.

14. (Paragraph 393.) **"On the general subject of urban housing development, we recommend—**

- (a) that, as far as possible, housing schemes should embody the concept of the 'neighbourhood unit', with provision for schools, health centres, shops, recreational and other amenities, and security services; and
- (b) that adequate provision should be made for tenant-purchase and builder-owner schemes. (Paragraphs 257-258.)"

Both these recommendations have been accepted and are, in fact, being implemented by Government and local authorities.

15. (Paragraph 394.) **"We recommend that Government give consideration to the possibility of granting income tax relief, by way of increased initial allowances, on expenditure necessarily incurred in the provision of permanent housing for agricultural workers. (Paragraphs 263-266.)"**

This recommendation is now being studied by Government.

16. (Paragraph 395.) **"We recommend that Government should consider the introduction of enabling legislation which will allow of the operation of a pilot scheme (or schemes) of this nature under the direction of a District or County Council. (Paragraphs 267-268.)"**

This recommendation refers to the suggested establishment of African village settlements in the European Highlands and other settled areas of the Colony. This is a very complex problem which will and is being discussed with the local authorities concerned. Enabling legislation may not be necessary.

17. (Paragraph 396.) **"We have examined the legal obligations of employers in the matter of housing their employees and recommend that section 41 of the Employment Ordinance be amended—**

(a) so as to provide that, in the case of urban areas subject to a statutory minimum wage, the amount of any housing allowance payable by an employer who does not provide housing for his employees shall be not less than that laid down in relation to that area by any Minimum Wage Order; and

(b) so as to restrict the application of the proviso to that section to those areas not subject to a statutory minimum wage. (Paragraphs 242-244.)"

Section 41 of the Employment Ordinance reads as follows:—

"Every employer shall at all times, at his own expense, provide reasonable housing accommodation for his employees at or near to the place of employment or shall pay to the employee such sufficient sum, as rental, in addition to his wages, as will enable such employee to obtain reasonable accommodation:

Provided that, subject to any order which may be made under the Minimum Wage Ordinance, 1946, the obligation of an employer as regards housing, shall not by reason of this section extend to any case in which an employee is able to return, at the conclusion of his daily work, to a place of residence for which he pays no rent and which is not disapproved by an authorized officer."

Government accepts the recommendations in (a) and (b), the reasons for which are fully set out in paragraphs 242-244.

18. (Paragraph 398.) **"We are satisfied that some form of State-operated provident fund or contributory pension scheme is urgently required. We are also of the opinion that it should be applied to all Africans employed outside the native land units, and that it should be financed by contributions from both employers and employees. (Paragraphs 271-276.)"**

This matter is at present being considered by the Social Security Committee set up by resolution of Legislative Council with the following terms of reference:—

(a) Whether there is now, or likely to be in the near future, need to provide by legislation for the social security of employees in their old age.

(b) Among what races, and in what types of levels of employment, such provision (if any) should be made.

(c) At what age or respective ages such provision (if any) will be needed.

(d) By what method or alternative methods such provision (if any) should be or could be made.

(e) In what proportions the employer and the employees should bear the cost of any such provision.

- (f) Whether and to what extent voluntary provident schemes for employees should be accepted in satisfaction of the provision (if any) to be required by law.
- (g) Any other incidental questions having due regard to economic and practical considerations.

The Government attaches great importance to the work of the Committee which is now sitting and which is expected to report in 1955. Without anticipating the recommendations of this Committee in any way, it is considered logical that some form of security in old age will become a necessary corollary to the stabilization of labour.

19. (Paragraph 399.) **“The problem of housing retired workers in urban areas appears to us to be one requiring the early attention of all urban local authorities. (Paragraphs 277–279.)**

This problem is being considered by the Social Security Committee and will be referred to the local authorities concerned.

20. (Paragraph 401.) **“Specific recommendations made on the subject of African education are—**

- (a) that in the towns and settled areas, priority for education should be given to the children of Africans living and working in those areas; and
- (b) that English should be taught at the lowest possible educational level, and that serious consideration should also be given to the teaching of English through a system of adult education. (Paragraphs 282–286.)”

The recommendation in (a) is accepted, i.e. that the children of urban workers should be given priority in admission to school over other children.

The recommendation in (b) is also accepted. It is the policy to teach English in the third year of education, and this policy is being implemented as and when suitable staff become available. English is taught in the pilot scheme for adult literacy at Machakos, and the extension of adult literacy to other areas is being organized.

21. (Paragraph 402.) **“A further measure advocated in the case of rural areas is that County and District Councils should, at an early date, review their present restrictions upon the opening of shops. (Paragraphs 287–289.)”**

Government is seeking the views of the County and District Councils concerned.

22. (Paragraph 405 (a).) **“To assist in that development (i.e. the emergence of a foreman class from among the African workers themselves), we recommend that Government should consider the introduction of special training courses for African supervisory staffs. As a further measure for raising the general standard of supervision in industry, we recommend that Government should also consider the appointment of a T.W.I. (i.e. Training Within Industry) instructor to the staff of the Labour Department. (Paragraphs 300–307.)”**

The Government accepts these recommendations in principle.

23. (Paragraph 405 (b).) **“We recommend—**

- (i) That the Member should make use of his powers, under section 87 of the Employment Ordinance, to prescribe ration scales; and**
- (ii) that Area Wages Committees (when appointed) should have power to vary the ration scales within their areas with the concurrence of the Rural Wages Advisory Board. (Paragraphs 308–311.)”**

The Government accepts the recommendation in (i). The implementation of (ii) is, of course, dependent upon the advice of the Committee referred to in paragraph 10 above and Government’s decisions in the light of that advice.

24. (Paragraph 405 (F).) **“Should Government decide to enforce higher wage levels by embarking upon our proposed ‘family’ minimum wage transition, we consider it appropriate that it should also appoint a production and efficiency engineer to give general advice on management efficiency to employers seeking such advice. (Paragraphs 326–329.)”**

The Government proposes to defer a decision on this suggestion for the time being.

25. (Paragraph 406.) **“In the case of ticket-contracts, we recommend—**

- (a) that, as an immediate measure, section 5 of the Employment Ordinance should be amended so as to require a ticket-contract to be completed within a period of 36 days;**
- (b) that employers should be encouraged to change over to other types of contracts; and**
- (c) that, at a later date, section 5 of the Employment Ordinance should be revoked. (Paragraphs 330–335.)**

Other amendments of the Ordinance are proposed—

- (i) to permit an employer to make deductions from wages in respect of an employee’s absence without leave or other lawful cause; and**
- (ii) to enable employers (if they so wish) to include notice clauses in their contracts of service. (Paragraphs 336–340.)”**

All the above recommendations have been referred to the Labour Advisory Board for its consideration and advice in the first instance.

26. (Paragraph 415.) **“We recommend that higher maximum wage rates should be prescribed for the purpose of the application of the Employment Ordinance. As a first step, we suggest that the maximum monthly wage rate be raised to Sh. 200 per month, with proportional increases in the weekly and daily rates. We further recommend that the maximum wage rates should be reviewed at intervals in relation to general wage levels. (Paragraphs 359–361.)”**

This recommendation has also been referred to the Labour Advisory Board in the first instance.

27. (Paragraph 416.) **"We recommend that the (Wages Advisory) Board be formally invited to bring to the notice of Government any matter which it considers should be the subject of inquiry. (Paragraph 362.)"**

This recommendation is accepted.

28. (Paragraph 417.) **"We recommend that Government should, at an early date, review its facilities for the collection and maintenance of statistical data. Reliable up-to-date information is particularly required on such matters as the numbers of African men, women and children living in the main urban centres; the sizes of African families; urban housing; the wages and hours of work of rural labour; and African expenditure and consumption habits. There is also, in our opinion, a need for further sociological studies, both inside and outside the reserves. (Paragraphs 363-364.)"**

The Government accepts this recommendation in principle.

29. The Government takes this opportunity of recording its sincere thanks to the Chairman, Members and Secretary of the Committee for the very considerable amount of hard work and time which they devoted to the preparation of their most valuable, informative and constructive report.

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27. Paragraph 410: "We recommend that the (Wages Advisory) Board be formally invited to bring to the notice of Government any matter which it considers should be the subject of inquiry." (Paragraph 407.)

This recommendation is accepted.

28. Paragraph 411: "We recommend that Government should at an early date review its facilities for the collection and maintenance of statistical data. Reliable up-to-date information is particularly required on such matters as the numbers of African men, women and children living in the main urban centres; the size of African families; urban housing; the wages and hours of work of rural labour; and African expenditure and consumption habits. There is also an opinion, a need for further sociological studies, both inside and outside the reserves." (Paragraphs 407-408.)

The Government accept the recommendation in paragraph 411.

29. The Government accept the recommendation in paragraph 412 to the effect that the Government should at an early date review its facilities for the collection and maintenance of statistical data. Reliable up-to-date information is particularly required on such matters as the numbers of African men, women and children living in the main urban centres; the size of African families; urban housing; the wages and hours of work of rural labour; and African expenditure and consumption habits. There is also an opinion, a need for further sociological studies, both inside and outside the reserves.

1st DECEMBER 1954

OFFICE OF THE SECRETARY