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Sessional Paper No. 3 of 1985

ON

THE ACCEPTANCE AND IMPLEMENTATION

OF THE RECOMMENDATIONS

OF THE

CIVIL SERVICE SALARIES REVIEW COMMITTEE

1985

5 Shillings—1985

**PROPOSALS BY THE GOVERNMENT OF KENYA FOR
ACCEPTANCE AND IMPLEMENTATION OF THE
RECOMMENDATIONS CONTAINED IN THE REPORT
OF THE CIVIL SERVICE SALARIES REVIEW
COMMITTEE, 1985**

In Sessional Paper No. 10 of 1980, the Government announced its acceptance of the recommendation of the Civil Service Review Committee, 1979/80, inter alia, that Civil Service salaries should be reviewed regularly so as to maintain the morale and thereby the productivity of civil servants.

2. In line with this acceptance, His Excellency the President, Hon. D. T. arap Moi, C.G.H., M.P., stated in his Jamhuri Day Speech on 12th December, 1984 that :

“My Government is, of course, aware that a good Civil Service must be supported by appropriate incentives so as to sustain its morale. I believe there is a case for the country to consider the welfare of civil servants so that they can in turn play their part in creating more wealth for the nation. I have therefore directed that Civil Service salaries should now be reviewed.”

3. The Civil Service Salaries Review Committee, 1985 was appointed under Gazette Notice No. 1 of 1985 to examine the existing structure of salaries and related fringe benefits and to recommend what changes may be necessary, having particular regard to :

- (a) The rise in the cost of living since the last salary review in 1980.
- (b) The need to provide incentives that would attract and retain qualified personnel in the Civil Service, taking into account the general economic circumstances prevailing in the country.

4. The Committee completed its work and presented its Report to His Excellency the President on 31st July, 1985. On accepting the Report, His Excellency the President declared that the various recommendations made by the Committee required careful and detailed study by the Government so as to determine how best they could be implemented.

5. It has now been possible to study the Committee's Report and the object of this Sessional Paper is to set out in broad terms the Government's views and proposals on the recommendations made by the Committee.

6. The Government wishes to take this opportunity to express its thanks to the Chairman, Members and the Secretariat staff of the Committee for their invaluable and forthright report on the subject matter of their inquiry. The Government also wishes to state that it agrees with the general thrust of the Report and accepts the majority of the recommendations made, albeit with some modifications.

CHAPTER 1*—INTRODUCTION (paras 1–19)

7. In Chapter 1 of its Report, the Committee makes some general observations on the important role played by the Civil Service in national development. The Committee notes that enhanced contribution of every civil servant to national productivity is a must if the country is to meet the socio-economic expectations of the people and thereby earn the confidence and trust of the tax-payer. The Committee further observes that the accountability for enhanced performance lies squarely with those entrusted with supervisory duties in the Civil Service.

8. The Government shares the Committee's views on the need for the Civil Service to be more productive and thus optimize its contribution to national development. Indeed, the Government has in recent years made known its concern about the performance and productivity of its institutions in general and the Civil Service

*Chapters and paragraph numbers appearing in this Sessional Paper refer to the Chapters and paragraphs in the Committee's Report.

in particular. The various reviews of the Civil Service which have been carried out since independence have been intended to facilitate improvements in its performance and productivity. The recommendations of the Civil Service Salaries Review Committee, 1985 are themselves part of this exercise. From now onwards, efforts to improve the performance of the Civil Service will focus on the implementation of reforms already submitted to the Government.

CHAPTER II—ECONOMIC BACKGROUND (paras 20–67)

9. The Government notes the Committee's analysis of the difficult economic situation which the country has had to cope with during the last five years. The discussion in paragraph 67 centres on the increases in the cost of living since the last review of Civil Service salaries in 1980 and hence the need to increase the salaries at this time. The Government concurs with this conclusion. The Government also agrees with the Committee's recommendation that the proposed increases in wages and salaries together with the proposals to improve the performance of the Civil Service should be implemented as a package aimed at increasing productivity and efficiency.

CHAPTER III—MANAGEMENT PRACTICES (paras 68–106)

10. The Government concurs with the Committee's observation that the process of introducing the management practices and techniques recommended by the Waruhiu Committee has not been adequately effected. The Government further undertakes to take appropriate steps towards the implementation of these recommendations.

11. The Committee asserts that the Civil Service still suffers from unsatisfactory performance evaluation and career planning, lack of specific work schedules for some civil servants, malpractices arising from unregulated participation in private interests, poor deployment, inefficient utilization of personnel and inadequate system of incentives. The Government notes these observations and undertakes to implement the various recommendations which the Committee has made for the correction of these weaknesses.

12. The Government agrees with the Committee's perceptions regarding the need to correct the existing shortcomings in the Civil Service and the necessity to enhance productivity if the targets spelt out in the 1984-88 Development Plan are to be met.

13. The views expressed by the Committee in paragraph 82 pertain to performance evaluation and how it should be used in the identification of training needs, and in the deployment and promotion of civil servants. The Government agrees with these views and undertakes to review the objectives of the performance evaluation system as well as the procedures thereof.

14. The Government accepts the Committee's recommendation that schemes of service be worked out for all categories of staff in the Civil Service and that the necessary measures be taken to ensure that the schemes are kept up-to-date and are properly administered.

15. The Committee anticipates that the implementation of the National Manpower Development Committee's suggestions and recommendations will contribute considerably towards the improvement of career planning and manpower development. This was one of the purposes of setting up the National Manpower Development Committee. The Government therefore agrees and undertakes to implement the suggestions and recommendations.

16. The Committee notes that there is considerable indecision and inertia on the part of those whose duties involve initiating action and motivating others to be more productive. The Committee calls for urgent action to be taken to remedy the situation. It specifically calls for the setting of targets and the monitoring of the performance of duties to ensure that the set targets are accomplished. This will be achieved through vigorous enforcement of disciplines, supervision and accountability, and through delegation of authority without abdication of responsibility.

17. The Government proposes to review the current management practices in the Civil Service with a view to introducing appropriate reforms. The Committee itself has made useful recommendations

on the many operational aspects of the Civil Service which require such reforms. The Government undertakes to fully implement these recommendations as well as those of the previous review committees and commissions.

18. The Government accepts the Committee's recommendation that promotions should be based on requisite level of performance and merit amongst other factors. The Government also concurs with the suggestion to introduce a Merit Award Scheme linked to outstanding performance.

19. The Committee recommends that all posts in Job Groups "G" to "P" should be filled by the Public Service Commission through press advertisements. The Government accepts the recommendation in principle and undertakes to initiate consultations with the Public Service Commission on how best it can be implemented in the light of existing statutory provisions.

20. The Committee recommends that the Directorate of Personnel Management should be adequately and appropriately staffed in order for it to effectively play its role in the implementation of the wide-ranging recommendations made in its Report relating to improvements in the performance of the Civil Service. The Government accepts the recommendation and indeed, the staffing position of the Directorate has improved considerably during the past year.

21. The Government accepts the recommendation that a new post of Senior Deputy Director of Personnel Management be created at Job Group "Q" to co-ordinate the operational activities of the Management Consultancy Services, Manpower Development and Personnel Administration Divisions headed by Deputy Directors at Job Group "P".

CHAPTER IV—IMPLEMENTATION MONITORING UNIT

(paras 107-128)

22. The Committee recommends the establishment, of a Unit to be known as "Implementation Monitoring Unit" to monitor and follow up the implementation of recommendations approved by the

Government. The Committee further recommends that the Unit, which should be located in the Chief Secretary's Office, should be properly staffed at appropriate levels to facilitate its working and the headship of the Unit should be in Job Group "R" and should be filled by a person of proven capability, integrity and experience. The Government accepts the recommendation.

CHAPTER V—SALARIES (paras 129–143)

23. The Committee observes that since the last review of Civil Service salaries, the purchasing power of civil servants has been eroded by the rising cost of living and there is, therefore, a case for them to expect some compensation. The Committee accordingly recommends that salaries for various levels of civil servants be increased approximately as follows:

Lower Income Group (Job Group A–F) ...	38 per cent
Middle Income Group (Job Group G–K) ...	28 per cent
Upper Income Group (Job Group L and above)	24 per cent

in view of the time lapse since the last review of Civil Service salaries, the Committee further recommends that these salary increases be implemented in two stages i.e. 1st July, 1985 and 1st July, 1986. The Government accepts these recommendations. However, having regard to the financial constraints facing the country and in view of the heavy financial implications arising from the proposed salary increases, the Government proposes to implement the recommended salary adjustments in three financial years starting from 1st July, 1985, as follows:

<i>Job Group</i>	<i>1985/86</i>	<i>1986/87</i>	<i>1987/88</i>
A–F	13%	13%	12%
G–K	10%	9%	9%
L and above ...	8%	8%	8%

24. The Committee recommends, and the Government fully agrees, that any improvement in the terms and conditions should be implemented as part and parcel of all the other recommendations which the Committee has made, especially those intended to increase the productivity of the Civil Service.

25. The Government also accepts the recommendation that periodic salary reviews should be made an integral part of personnel management function and that such reviews should be undertaken once every two years on a systematic and logical basis.

CHAPTER VI—JOB RE-CLASSIFICATION AND RE-GRADING (paras 144–168)

26. The Committee makes a series of recommendations relating to Job Re-classification and Re-grading. The proposed changes are justified by the need to take account of increased responsibilities in certain posts and/or departments, and the need to attract and retain qualified and competent personnel in certain key positions. The recommended changes affect posts in the Administrative Services, the Judiciary, Departmental Headships, Professional and Technical Services, the Police and Prisons Departments. The Government accepts these recommendations. The Government also agrees to review the re-grading of other posts as recommended in paragraph 167 of the Committee’s Report.

CHAPTER VII—ALLOWANCES (paras 169–218)

Accommodation Allowance

27. The Government shares the view of the Committee regarding the need to revise the rates and accepts the recommended rates, as indicated below :

	<i>Current Rate</i>	<i>New Rate</i>
	<i>Per Day</i>	<i>Per Day</i>
	<i>(K.Sh.)</i>	<i>(K.Sh.)</i>
Q and above	300.00	400.00
N and P	250.00	300.00
K, L and M	175.00	200.00
H and J	125.00	175.00
E, F and G	75.00	150.00
D and below	50.00	100.00

Hotel Allowance

28. The Government notes the observations of the Committee on this allowance and concurs with the view that the current arrangements governing this allowance should be continued.

Special Accommodation Allowance

29. The Committee has proposed the extension of the period of payment of this allowance from 15 to 30 days. In addition to revision of the rates, the Committee has recommended the issuing of advance notice of transfers to the affected officers. The Government recognizes the need to minimize, as far as possible the disruption of civil servants normal family life that could result from transfers. The Government therefore, accepts the recommendation of the Committee, and undertakes to issue appropriate instructions regarding advance notices of transfer. Officers who are serving in stations to which their colleagues have been transferred will be expected to assist in finding suitable accommodation for the new arrivals.

The revised rates are indicated below:

				<i>Current Rate</i> <i>per Day</i> <i>(K.Sh.)</i>	<i>New Rate</i> <i>per Day</i> <i>(K.Sh.)</i>
Q and above	..	..	..	225.00	300.00
N and P	..	..	..	175.00	250.00
K, L and M	..	..	..	125.00	200.00
H and J	..	..	..	100.00	175.00
E, F, G	..	..	..	60.00	100.00
D and below	..	..	..	35.00	60.00

Entertainment Allowance

30. The Government notes the recommendation of the Committee regarding an increase of the rates from KSh. 800 to KSh. 1,100 per month for Permanent Secretaries and their equivalents and from KSh. 500 to KSh. 750 per month for eligible Heads of Department. Considering the escalation of prices of various commodities, the Government agrees with the observation of the Committee regarding the need to revise the rates, and accepts the recommended rates. The proposal to give special consideration to the Provincial Commissioners in Coast and North-Eastern Provinces, has also received attention. It is however considered not

desirable to provide separate rates for specific areas. The Government will, however, make the necessary arrangements on a case-by-case basis when the need arises.

Subsistence Allowance when Travelling on Duty Outside Kenya

31. The Government accepts the view of the Committee regarding the existing arrangements for this allowance. The D.P.M. will, as recommended, be instructed to review the rates periodically in order to take into account changes in the basic living expenses.

Motor Vehicle Allowance

32. It is desirable to revise, from time to time, allowances on running and maintenance costs of motor vehicles in order to reflect existing conditions. The Government accepts the Committee's recommendation on the need to review this allowance frequently, as well as the revised rates shown below.

(i)	<i>Motor Cars</i> <i>c.c.</i>		<i>Present Rate</i> <i>K.Sh. per km.</i>	<i>New Rates</i> <i>K.Sh. per km.</i>
	2,000 and above	.. ..	2.90	4.05
	1,801-1,999	.. ..	2.75	3.65
	1,701-1,800	.. ..	2.60	3.50
	1,601-1,700	.. ..	2.50	3.30
	1,501-1,600	.. ..	2.35	3.20
	1,401-1,500	.. ..	2.15	2.95
	1,301-1,400	.. ..	2.05	2.80
	1,201-1,300	.. ..	1.90	2.60
	1,101-1,200	.. ..	1.80	2.50
	1,001-1,100	.. ..	1.70	2.30
	901 and below	.. ..	1.25	1.90
(ii)	<i>Motor Cycles</i>			
	With side-cars	.. ..	0.75	1.40
	Without side-cars	.. ..	0.60	1.20
(iii)	<i>Motor Scooters</i>	.. ..	0.45	0.80

Bicycle Allowance

33. The Implementation of the District Focus for Rural Development entails a need for field officers to reach wananchi in areas which are inaccessible by motor vehicles. The Government recognizes the need to enhance inter-action between wananchi and field officers for the success of development activities, and accordingly endorses the recommendation to revise this allowance from KSh. 40 to KSh. 60 per month in rural areas, and from KSh. 35 to KSh. 50 per month in towns and municipalities.

Safari Outfit

34. The Government agrees with the observations of this Committee that existing arrangements be continued.

Security Allowance

35. The operation of Registries form an important part in the functioning of any organization, including Government. In this respect the effective operation of Secret Registries is essential to the proper functioning of Government. The Government appreciates the role that can be played by an efficient registry system in providing services to management and accordingly accepts the recommendation of the Committee to establish a cadre of Secret Registry Officers and phase out the security allowance.

Acting Allowance

36. The Committee has not been convinced by representations to change the manner of working out this allowance. The Government is satisfied that all the necessary factors have been taken in consideration in arriving at this conclusion, and accepts the recommendation that the existing practice should continue.

Special Duty Allowance

37. The Government concurs with the view of the Committee that there is no justification for making changes on this allowance at present.

Overtime Allowance

38. The Government agrees with the view of the Committee which considers the present rates and arrangements appropriate.

Disturbance Allowance

39. The Government is satisfied with existing arrangements regarding this allowance.

Field Allowance

40. This allowance is payable to officers whose duties entail continuous field work and living in movable accommodation such as tents or caravans. The allowance is intended to compensate the officers for the hardships and inconveniences which they suffer while performing their duties in the field. The Committee notes that the rates for this allowance have not been reviewed for a long time in spite of changes in the cost of living. The Committee accordingly recommends, and the Government agrees, that the rates be increased as shown in the following table.

<i>Job Group</i>	<i>Present Rates per Night (K.Sh.)</i>	<i>New Rates per Night (K.Sh.)</i>
K and L	60.00	75.00
H and J	50.00	65.00
E, F and G	30.00	40.00
D and below	20.00	30.00

Instructors Allowance

41. Currently, instructors are paid a special duty allowance of $12\frac{1}{2}$ per cent of their basic salaries in recognition of the task they perform. Although representations were made for the allowance to be increased to a higher percentage, the Committee is of the view that the current rate of $12\frac{1}{2}$ per cent is sufficient. The Government agrees with this view, having regard to the proposed increases in basic salaries.

Personal Transport Allowance

42. It has been noted, correctly, elsewhere in this report that the Government will continue with a cautious monetary and fiscal policy. In the current situation of slow economic recovery, it will be necessary for the Government to continue pursuing prudent monetary and fiscal measures as well as other austerity measures which were started to rejuvenate our economy.

43. Part of these austerity measures will include the judicious use of Government vehicles. Existing arrangements regarding this allowance will therefore continue as recommended by the Committee. The Government will, in addition, continue to strengthen and enforce procedures which ensure the economic and efficient use of Government vehicles.

Leave Allowance

44. The Government has carefully considered the observations of the Committee regarding leave allowance and accepts the Committee's recommendation that the present system which started operating in January, 1985 be continued. The Committee's observations on the cumbersome certification requirements and tedious reimbursement procedures have been noted. The Government undertakes to review these procedures in order to improve their effectiveness, while at the same time minimizing inconvenience to officers.

45. The Committee has recommended the payment of accommodation allowance for the days an officer is in transit in areas where there are no regular passenger transport means. The allowance is recommended to be paid in addition to the reimbursement of the normal travel warrant rates. The Government recognizes the merits of this recommendation in compensating officers who have to travel to their home areas where public means of transport are unreliable.

46. In accepting this recommendation, however, the Government is aware of the difficulties that would arise from identifying areas in the country in which it would be justified to claim this allowance. Further, it will be necessary to review the need to com-

pensate officers from such areas as transport facilities continue to improve and as the country develops. In view of these considerations, the Government undertakes to set up the necessary machinery to ensure that this allowance is effected in a manner that will cause least discomfort to officers while not placing the Government in a position to spend public funds for cases which do not merit such consideration.

Hardship Allowance

47. In recommending that hardship allowance be paid to all officers working in hardship areas irrespective of whether one is indigenous to the area or not, the Committee was of the view that the same hardship and inconvenience is experienced equally by all civil servants. The Government concurs with this argument and accepts the recommendation on the need to pay hardship allowance to all civil servants in areas designated as hardship areas.

48. In view of the need to deploy more senior staff in the rural areas to implement the District Focus for Rural Development Strategy, it is clear that there is need to review the maxima condition and to make this condition more meaningful for such officers. The Government therefore, accepts the recommendation for the allowance to continue to be payable at 30 per cent of an officers basic salary, and the maxima to be increased from the current KSh. 650 to KSh. 1,200 per month for married officer, and from KSh. 350 to KSh. 600 per month for single officers.

House to Office Mileage Allowance

49. The Government concurs with the view of the Committee which upheld the observation of the Ndegwa Commission that it is the responsibility of an officer to present himself at his place of work. In addition, and as pointed out by the Waruhiu Committee, the allowance was abolished after representations were made to the effect that it was discriminatory. The Government accepts the view that there is no justification for the reinstatement of this allowance.

Foreign Service Allowance

50. This allowance will continue to be paid in accordance with the existing arrangements which include regular reviews, as recommended by the Committee.

SPECIAL DEPARTMENTAL ALLOWANCES

Police Department

51. The Government accepts the recommended increased rates for Uniform allowance, Flying allowance and Female Searchers allowance as follows:

(a) <i>Uniform Allowance</i>	<i>Present Rates</i>	<i>New Rates</i>
	(K.Sh.)	(K.Sh.)
(i) Gazetted Officers	1,200 p.a.	2,400 p.a.
(ii) Inspectorate	1,000 p.a.	2,000 p.a.
(b) <i>Flying Allowance</i>	<i>Present Rates</i>	<i>New Rates</i>
	(K.Sh.)	(K.Sh.)
(i) Inspector	400 p.m.	800 p.m.
(ii) Chief Inspector	600 p.m.	1,200 p.m.
(iii) Superintendent	1,000 p.m.	2,000 p.m.
(iv) Senior Superintendent and above	1,200 p.m.	2,400 p.m.
(c) <i>Female Searchers Allowance</i>	<i>Present Rate</i>	<i>New Rate</i>
	<i>Per Search</i>	<i>Per Search</i>
	20 cts.	K.Sh. 10

Prisons Department

52. The Government accepts the recommendation of the Committee to increase Uniform allowance, Special Duty Allowance and Wireless Operators' Allowance as follows:

(a) <i>Uniform Allowance</i> (<i>Executioners</i>)	<i>Present Rate</i>	<i>New Rates</i>
	(K.Sh.)	(K.Sh.)
(i) S.P. and above	1,200 p.a.	2,400 p.a.
(ii) C.O. II and C.O. I	1,000 p.a.	2,000 p.a.
(b) <i>Special Duty Allowance</i>	<i>Present Rate</i>	<i>New Rates</i>
	(K.Sh.) <i>per capita</i>	(K.Sh.) <i>per capita</i>
(i) C.O. I and C.O. II	100	200
(ii) N.C.O.'s	50	100
(iii) Warders	20	75
(c) <i>Wireless Operators' Allowance</i>	<i>Present Rate</i>	<i>New Rate</i>
	(K.Sh.)	(K.Sh.)
(i) Senior Signaller	70.00 p.m.	150.00 p.m.
(ii) Signaller Grade I	60.00 p.m.	100.00 p.m.
(iii) Signaller Grade II	40.00 p.m.	80.00 p.m.
(iv) Signaller Grade III	20.00 p.m.	60.00 p.m.
(v) Radio Telephone Operator	10.00 p.m.	40.00 p.m.

Doctors—"Non-Practice" Allowance

53. The Government agrees with the observation of the Committee concerning the need to compensate doctors for the extra demands placed on them by the nature of their work. The recommendation to revise the rates as shown below, and to re-name the allowance "Responsibility Allowance" and not "Non-Practice" allowance is therefore accepted.

<i>Job Group</i>	<i>Present Rate (K.Sh. per month)</i>	<i>New Rate (K.Sh. per month)</i>
J-K	400	600
L-M	500	750
N and above	600	900

Nurses—Uniform Allowance

54. As a result of the high costs of purchasing uniforms, the Committee found it necessary to recommend revised rates for nurses. The Government has accepted this recommendation to increase the allowance for the purchase of uniforms as follows:

<i>Job Group</i>	<i>Present Rates (K.Sh. per annum)</i>	<i>New Rates (K.Sh. per annum)</i>
G-J First year	400	480
Alternate year	800	960
K-N First year	800	960
Alternate year	1,200	1,440

CHAPTER VIII—OTHER TERMS AND CONDITIONS OF SERVICE (paras 219–265)

Medical Privileges

Out-Patient Treatment at Non-Government Medical Institutions

55. Under existing arrangements, officers and dependants are reimbursed for medical expenses incurred for treatment in recognized non-government hospitals, subject to a maximum of KSh.

3,000 per year. The Director of Medical Services may, however, authorize on request, *ex gratia* assistance when an officer exceeds the maximum entitlement before the end of a financial year. This *ex gratia* assistance is subject to a maximum of KSh. 2,000 per year. However, the Director of Personnel Management may thereafter authorize additional reimbursements. The Committee recommends an upwards revision of the initial maximum from KSh. 3,000 to KSh. 4,000. The Committee also upholds the Government views expressed in Sessional Paper No. 10 of 1980, paragraph 56 (e), subsections (i), (ii), (iii).

56. Ex-gratia payments in respect of excess medical expenses will therefore continue to be paid according to existing arrangements. Further, due to delays and unnecessary administrative difficulties, the Committee rejects the suggestion that Government should take over the responsibility of paying in-patient and out-patient hospital bills directly. Representations for Government to meet expenses for standard dentures and spectacles were also rejected by the Committee.

57. The Government concurs with the views of the Committee and accepts the recommendation to raise the re-imbursible ceiling from KSh. 3,000 to KSh. 4,000 per financial year. Existing procedures governing the payment of this allowance, other than the revised ceiling, will therefore continue to operate.

In-Patient Treatment at Non-Government Medical Institutions

58. The Committee urges the Government to introduce a contributory Medical Scheme for the Civil Service. The Government had accepted such a recommendation contained in the Ndegwa Report, in principle. However, as noted by the Waruhiu Report and subsequently by this Committee, the idea has not been implemented to-date. The Government now proposes to appoint a committee to examine the matter and recommend how this recommendation could best be implemented.

59. Regarding the National Hospital Insurance Fund, the Committee recommends and the Government accepts that there should be no changes to the current system.

Loans and Advances

Advances for the Purchase of Motor Vehicles

60. There is sufficient evidence to the effect that the combination of adverse external economic conditions and our own protective measures have caused substantial increases in the prices of used cars in the local market. The Committee therefore recommends an increase in the maximum of advances to enable officers acquire motor vehicles whose prices have escalated. The Government finds the recommended rates to be acceptable. Advances for the Purchase of Motor Vehicles will, therefore, now be subject to the following maxima :

<i>Job Group</i>	<i>Current Maximum Loan (K.Sh.)</i>	<i>New Maximum Loan (K.Sh.)</i>
L and above	90,000	150,000
J and K	72,000	120,000
H and below	48,000	60,000

61. Although the Committee appears to have made no recommendation on the repayment period of car advances, it is clear that these adjusted rates will require an increase in the repayment period. The Government considers a six year repayment period to be reasonable with respect to new cars, and will therefore require car advances to be repaid within six years. However, existing requirements governing the repayment periods for used cars will continue to apply.

Advances for Purchase of Motor-Cycles

62. The Committee observed that the current maximum advance of KSh. 5,000 is unrealistic and far below the purchase price of a new motor-cycle. Similarly, the repayment period of 24 months was considered to be too short. The Government agrees with these observations and proposes to increase the maximum advance from KSh. 5,000 to KSh. 15,000 or an officer's full annual basic salary, whichever is less, and to increase the repayment period from 24 months to 36 months.

Advances for Purchase of Bicycles

63. The Government is aware that prices for bicycles have increased substantially since the maximum advance was set at KSh. 900. The Committee recommends a new maximum advance of KSh. 1,800 and a repayment period of 24 months instead of the present 18 months. It is the policy of the Government to assist its employees, particularly those in the rural areas, to acquire bicycles which are useful in the performance of their duties. The Government accepts this recommendation.

Advances for Purchase of Refrigerators

64. The Committee has recommended that the advance for the purchase of refrigerators for officers working in hardship areas be increased from the present KSh. 5,000 to KSh. 7,500. In view of the price increase on refrigerators, the Government accepts the recommendation of the Committee. The Government has also considered the possibility of extending this facility to other officers in the Government service, and noting the vital part that can be played by this utility in a home, the Government has agreed to grant civil servants advances for the purchase of refrigerators.

Housing

65. The Committee recommends that the Service Regulations relating to the maintenance of Government houses be strictly enforced. The Committee notes that whilst adequate maintenance of Government housing units may not be achievable owing to insufficient funds, some of the civil servants occupying these units are not taking proper care of them. The Committee therefore recommends strict enforcement of section L. 9 of the Code of Regulations which provides, inter alia, that any occupier who wantonly maltreats or neglects to take reasonable care of a Government quarter or to maintain the grounds in a satisfactory state, is liable to be surcharged with the cost of putting the quarters and ground into proper condition. The Government agrees with this recommendation and has already appointed a special committee to look into this matter.

66. The Committee notes that rents in the open market have risen considerably due to the rapid growth of the urban population

and the slow growth in the construction of new housing units, a phenomenon which is likely to continue. The Committee therefore recommends, and the Government agrees, that house allowance for privately-rented housing be increased as follows:

<i>Officers in Job Groups</i>	<i>Maximum House Allowance</i>	
	<i>Present</i> (K.Sh.)	<i>Recommended</i> (K.Sh.)
A and B (a) Nairobi and Mombasa ..	200.00	240.00
(b) Other Municipalities ..	150.00	180.00
(c) All Other Areas	120.00	145.00
C and D	450.00	535.00
E and F	600.00	715.00
G	850.00	970.00
H and J	1,200.00	1,370.00
K	1,450.00	1,655.00
L and M	1,850.00	2,080.00
N and P	2,250.00	2,530.00
Q	3,000.00	3,375.00
R and above	3,000.00	3,750.00

67. The Committee observes that because of the rising costs of construction and high interest rates, prices of houses have risen beyond the means of the average civil servant. Having regard to the Government Policy of encouraging civil servants to acquire their own houses, the Committee accordingly recommends that while owner-occupier house allowance should continue to be assessed on the present basis of 15 per cent of the cost of the house, the capital cost ceilings should be raised as follows:

<i>Officers in Job Groups</i>	<i>CAPITAL COST CEILINGS</i>		<i>MAXIMUM HOUSE ALLOWANCE</i>	
	<i>Present</i> (K£)	<i>Recommended</i> (K£)	<i>Present</i> (K.Sh. pm.)	<i>Recommended</i> (K.Sh. pm.)
R and above	20,000	27,500	5,000	6,875
Q	20,000	26,000	5,000	6,500
N and P	14,000	18,000	3,500	4,500
L and M	12,000	15,000	3,000	3,900
J and K	9,000	11,500	2,250	2,875
G and H	6,000	7,800	1,500	1,950
E and F	4,000	5,200	1,000	1,300
C and D	3,000	3,900	750	975
A and B	1,600	2,080	400	520

The Government accepts these recommendations.

Private Interests

68. The conduct and discipline of the civil service, and its effect on performance and productivity has been discussed in detail by various review committees. The subject has also been discussed at all the National Leaders Conferences that have been held in the country. The Committee has reviewed the progress in implementing the recommendations which have been made regarding the effect of private interests on the performance and effectiveness of civil servants. In particular, the Committee makes the observation that no progress has been made in formulating a Leadership Code of Conduct. Further, the Committee is of the view that the delay in implementing a Leadership Code of Conduct cannot be a legitimate excuse for not implementing existing regulations governing acquisition and retention of private interests by civil servants. The Revised Section G of the Code of Regulations which became effective on 1st January, 1980 and the Chief Secretary's Circular No. 1 OP. 13/15A(98) of 18th September, 1982 have been cited as examples of regulations which have not been implemented. The Government has considered these observations and accepted the recommendation contained in paragraph 238 (a)—(e) of this report.

Retirement and Pensions

69. The Committee makes the observation that an improved pension scheme could become an important incentive to retain suitable personnel in the Service. Following the Waruhiu Committee, pensionable emoluments were improved in 1982. Under the existing procedures, civil servants can be compulsorily retired on attaining the age of 50 years. In addition, officers in super-scale grades may also retire under the ten-year rule after serving for ten years or attaining the age of 45 years. The Committee recommends, that the ten-year rule retirement provision should be made a permanent feature, after operating on 5-year trial basis and having been extended three times. While generally appreciating the arguments put forward by the Committee, the Government is of the view that the scheme should be renewed for another 5 years, and that officers wishing to retire under the scheme be required not only to have served for ten years but also to have attained the age of 45 years.

70. The Committee also recommends a review of pension benefits whose real value has been adversely affected by the rising cost of living. The Government accepts this recommendation and undertakes to review pension benefits periodically. In future, a review of pension benefits will be undertaken whenever a review of the terms and conditions of service for the Civil Service is conducted.

71. Although the Committee made no observation on the delays in payment of retiring benefits, the Government has been concerned with this issue, and has taken the necessary measures to remedy the situation.

20 Per-Cent Training Contribution

72. The Government recognizes the important role of training in the performance and productivity of the Civil Service, and has already initiated measures to review the entire training policy.

CHAPTER IX—THE JUDICIARY (paras 266–278)

73. In Chapter IX, the Committee makes several recommendations on the re-grading and creation of new posts both in the Judicial Department and the Attorney-General's Chambers. The Committee proposes the creation of the following new posts:

- (i) Deputy Litigation Counsel, Job Group Q.
- (ii) Assistant Litigation Counsel, Job Group P.
- (iii) Principal Magistrate, Job Group N.

The Committee further recommends that the increases in salaries and allowances proposed for civil servants be applicable to the Judicial Department and the Attorney-General's Chambers. The Government accepts these recommendations.

74. The Committee has also recommended that the grading of the post of Attorney-General remain in Job Group "S", and that the appropriate authorities should determine his job group and allowances. The Government undertakes to look into the matter.

CHAPTER X—THE TEACHING SERVICE (paras 279–294)

75. The Government accepts the recommendation that a detailed examination be carried out with a view to designing appropriate schemes of service and establishing suitable grading structures for the teaching service and education administrators.

76. The Committee recommends that in the meantime, the salaries and allowances recommended for civil servants should apply to the teaching service. The Government accepts the recommendation.

77. The Government also accepts the recommendation that five incremental salary points be adopted for the untrained teachers. However, greater efforts will be made to reduce the numbers and distribution of untrained teachers.

78. The Committee notes that currently, the Secretariat staff of the Teachers Service Commission are employed on two-year contracts which many of them opt not to renew on expiry. The Committee accordingly recommends that in order to retain experienced staff in the Secretariat, its staff should have the option of employment on either contract terms or on permanent and pensionable terms. This recommendation is accepted by the Government.

79. The Committee recommends that the grading of the post of Chairman of the Teachers Service Commission should be in Job Group P and should be eligible for annual increments; that the post of the Deputy Chairman should remain in Job Group N but that the holder should enter at the 4th incremental point and be entitled to annual increments; and that the members grading should remain in Job Group N but be in receipt of annual increments. The Government accepts these recommendations.

CHAPTER XI—THE LOCAL AUTHORITIES

80. The Committee recommends, and the Government agrees that for the time being the emoluments and other terms and conditions of service for the staff of local authorities should continue to be determined by the National Joint Negotiating Council and the Ministry of Local Government.

81. As stated in paragraph 23 of this Sessional Paper, the financial constraints facing the country at this time do not allow the Government to implement the salary adjustments in the manner recommended by the Committee. It is, therefore, proposed to spread out the implementation of the salary increases over a period of three years starting from 1st July, 1985.



