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FEL. 26 C 18

EAST AFR. PROT  
62508

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Bouring 100A

FOR BONUS

Reports fully on question and views and reasons which led him to pursue matter with persistence.

Mr. Robinson ~~Smith~~  
Mr. Bostanley

This history of the case would have been useful to Sir A. Lascelles if it had arrived before he left. As it is it does not add very much to our knowledge beyond the extraordinary strength of the local feeling which it reveals, and which caused Mr. Bouring to press for the acceptance of the Commission's recommendations as they stood.

With regard to the last two pages, the Special Commissioner's terms of reference are sufficiently wide to cover the higher paid officials as well as the

1918

Next Paper.

Next Subsequent Paper.



WEST AFRICA PROTECTORATE.

CONFIDENTIAL.

1890A

62503

14th October, 1918.

Sir,

RE:

RE: 14

I have the honour to refer to the correspondence ending with my confidential telegram No. 146 of August 27th, on the subject of the proposed war service to the staffs of this Protectorate.

2. Owing partly to the and uncertainty in the mail service between West Africa and England under present day conditions and partly to what I consider to be the extreme gravity of the case, the greater number of the telegrams on the subject has been of a nature to telegraph and I have desired to set forth in greater length than usual what I hold on the subject and the reasons why I have urged me to press those matters on you with some force. You may have considered some assistance. It will also be convenient for me to record and refer to the observations which were made in this connection on the subject of the war bonus proposals throughout the period which I was in communication with you on the subject.

3. Even though there was considerable dissatisfaction existed with the mode of engagements and the general conditions of service. The Africans were drawn with the position of the employees in local commercial concerns and the manifestly increasing prosperity/

THE RIGHT HONOURABLE  
WALTER H. LONG, P.C.,  
SECRETARY OF STATE FOR THE COLONIES,  
DOWNING STREET,  
LONDON, S.W.

POST OFFICE PROTECTORATE

CONFIDENTIAL

10/800

62503

10th October, 1918.

Sir,

RE:

RE:

I have the honour to refer to the correspondence ending with my confidential letter no. 140 of August 27th, on the subject of the award of a war bonus to the staff of this Protectorate.

2. Owing partly to the delay and uncertainty in the mail service between West Africa and England under present day conditions and partly to what I considered to be the extreme gravity of the case, the greater number of the proposals on the subject has been by way of telegrams and I now desire to set forth in greater length the views which I hold on the subject and the reasons which induced me to press those views on you with such persistence. It will also be convenient for me to record and explain the considerations which were being taken into account in the subject of the war bonus proposals through the course of the time which I was in communication with you on this subject.

3. Even though there was considerable dissatisfaction existed with the mode of employment and the general conditions of service, the Nigerians were drawn with the position of the employees in local commercial concerns and the manifestly increasing prosperity/

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WALTER H. LONG, P.C.,

SECRETARY OF STATE FOR THE COLONIES,

DOWNING STREET,

LONDON, S.W.



prosperity of the general public gave rise to much discontent especially among the II grade European staff. The many opportunities open to the general public for augmenting their income by the judicious investment of any small capital or savings are denied to the civil servant who is not even permitted to take any steps towards making for himself locally a home where he can settle down on final retirement from the service. He is not allowed to have a private stock in the country, and I believe that these restrictions are not only the cause of the loss to the community of a valuable type of talent but they also create a bar between the official and settler class which leads to friction and which is not adequately represented by the former. There are many instances after having devoted the best years of their lives to service under the Crown in this country and others have necessarily on their retirement been compelled to get uns congenial and unfamiliar surroundings without having saved sufficient money or sufficient means to enable them to return again in another country.

To a staff already discontented the inevitable effects of the war came as a rude shock. As time went on and the cost of living correspondingly increased those who had been able to save money saw their savings gradually disappearing, and those, and there are many of them, who were living up to the full amount of their income, began to get into debt. Matters came to a head in June last year when petitions for the amelioration of their position were received from the Uganda

prosperity of the general public gave rise to much discontent especially among the II grade European staff. The many opportunities open to the general public for augmenting their income by the judicious investment of any small capital or savings are denied to the official servant who is not even permitted to take any steps towards making for himself locally a home where he can settle down on final retirement from the service. — He is not allowed to have a private stock in the country, and I believe that these prohibitions are not only the cause of the loss to the country of what would be a valuable type of element but also the cause of friction and which is not represented by the former. There are many cases after having devoted the best years of their lives to service under the Crown in this part of the world and who have necessarily put themselves out of the country will on retirement be compelled to start again in another country.

To a staff already discontented the inevitable effects of the war came as a rude shock. As time went on and the cost of living correspondingly increased those who had been able to save money saw their savings gradually disappearing, and those, and there are many of them, who were living up to the full amount of their income, began to get into debt. Matters came to a head in June last year when petitions for the amelioration of their position were received from the Uganda.

Uganda Railway staff, and a further petition on similar lines was being organised by the rest of the civil service. This latter petition was eventually received by me on January 21st, and transmitted to you under cover of my despatch No. 271 of April 22nd, in which I explained the reasons why it had been held up for 3 months. At the same time the Hon. P. H. Clarke gave notice of a resolution which he desired to put in the Legislative Council. These circumstances were reported to you by my Confidential despatch No. 115 of 6th June, 1917, with the result that you authorised the appointment of a Commission to enquire into the whole question. Before, however, the Commission could be appointed, matters appeared to me to be going from bad to worse. All Government Departments had become seriously understaffed, individuals were overworked and overdue for leave and the steadily increasing living expenses were becoming a very acute source of irritation. I accordingly telegraphed to you on January 28th that I proposed to instruct the Commission to make special recommendations for war bonuses or allowances quite apart from the general question of the amelioration of the conditions of service.

5. It was more particularly the discontent amongst employees of the Uganda Railway, which was causing Mr. Eastwood, the General Manager, considerable misgivings, that induced me to seek sanction to announce that the principle of the grant of a war bonus was being considered by you. We have in the past had local Railway strikes and under present conditions, even of passive obstruction on the part of the Railway staff/

... resulted very serious consequences.

I received your approval of my ...  
 ... to the staff in a  
 ... circular dated ... and, in my opening  
 ... to the Legislative ... 18th idem, I  
 ... the further opportunity ... referring to ...  
 ...'s motion, to <sup>I have</sup> repeat that you were in sympathy  
 ... suggested method of alleviating special hardships  
 ... arisen as a result of war conditions. These  
 ... together with the prompt appointment of  
 ... mission which took place the next day, did much to  
 ... the service. The  
 ... dated March 4th, was  
 ... On the following  
 ... special members I permitted  
 ... though no direct  
 ... recommendations of the  
 ... subject to the  
 ... the members that the proposals  
 ... included in the  
 ... liberal, except perhaps  
 ... stations such as Nairobi  
 ... the Asiatic staff the  
 ... On March 14th  
 ... in Executive Council, with  
 ... of the 18th idem  
 ... suggested by the  
 ... adoption, so far as  
 ... European officials and all  
 ... these being the classes which in my  
 ... were in the greatest need of immediate relief.

... had very serious consequences.

I received your approval of my proposals, which were presented to the staff in a Secretariat circular dated ... and, in my opening address to the Legislative Council on the 18th idem, I ... the further opportunity of referring to ...'s motion, to <sup>I have</sup> repeat that you were in sympathy with the suggested method of alleviating special hardships arisen as a result of war conditions. These ... together with the prompt appointment of ... mission which took place the next day, did much to ... the service. The ... dated March 4th, was ... On the following ... members I permitted ... though no direct ... recommendations of the ... subject to the ... members that the proposals ... included in the ... liberal, except perhaps ... such as Nairobi ... the Asiatic staff the ... On March 14th ... in Executive Council, with ... of the 18th idem ... suggested by the ... adoption, so far as ... European officials and all ... staff, these being the classes which in my ... in the greatest need of immediate relief.





... resulted very serious consequences.

I received your approval of my ...  
 ... to the staff in a ...  
 ... circular dated ... and, in my opening ...  
 ... to the Legislative ... 18th idem, I ...  
 ... the further opportunity ... referring to ...  
 ... motion, to repeat <sup>I have</sup> that you were in sympathy ...  
 ... suggested method of alleviating special hardships ...  
 ... arisen as a result of war conditions. ...  
 ... together with the prompt appointment of ...  
 ... mission which took place the next day, did much to ...  
 ... the service. ...  
 ... dated March 4th, was ...  
 ... On the following ...  
 ... members I permitted ...  
 ... though no direct ...  
 ... recommendations of the ...  
 ... generally, subject to the ...  
 ... members that the proposals ...  
 ... sincere included in the ...  
 ... liberal, except perhaps ...  
 ... stations such as Nairobi ...  
 ... the Asiatic staff the ...  
 ... On March 14th ...  
 ... in Executive Council, with ...  
 ... of the 18th idem ...  
 ... suggested by the ...  
 ... adoption, so far as ...  
 ... European officials and all ...  
 ... these being the classes which in my ...  
 ... were in the greatest need of immediate relief.

... resulted very serious consequences.

I received your approval of my ... to the staff in a ... circular dated ... and, in my opening ... to the Legislative ... 18th idem, I ... the further opportunity ... referring to ... motion, to repeal ... you were in sympathy ... suggested method of alleviating special hardships ... as a result of war conditions. These ... together with the prompt appointment of ... which took place the next day, did much to ... the service. ... dated March 4th, was ... On the following ... members I permitted ... though no direct ... recommendations of the ... subject to the ... members that the proposals ... included in the ... liberal, except perhaps ... stations such as Nairobi ... the Asiatic staff the ... On March 14th ... in Executive Council, with ... of the 18th idem ... suggested by the ... adoption, so far as ... European officials and all ... being the classes which in my ... in the greatest need of immediate relief.

I stated at the same time that I proposed to consider further the case of other classes of civil servants, and I expressed the opinion that it might be necessary to increase the allowances payable to Asiatics. I suggested that the cost of the war bonus should be debited to "War Expenses".

7. Having considered the Commission's proposals further, I telegraphed on March 23rd, recommending their adoption, also in the case of all 1 Class European residents, Europeans in Nairobi or Mombasa, and stated in referring them to the Commission the desirability of including in this category those who were stationed elsewhere. I referred also to the case of officers of whom have, by reason of the fact that they have the privilege of private practice, and by agreement of the Committee for increasing their allowances, a maximum salary for which a bonus was recommended.

By the 23rd I had received the following communications from the Commandant of the service:-

(a) A telegram from the A.S.C. M.S. Kiboga's African Staff on behalf of the Commandant, against the recommendation in the 2nd part of paragraph 14 of the Commission's report to the effect that civil servants seconded for military duty should not be considered as eligible for a bonus while so seconded.

(b) A further similar protest dated March 14th from the Commandant.

(c) A communication dated March 15th from the "Non-European Civil Service Association" and the "Uganda Railway Asiatic Staff Association", in the form of a resolution passed unanimously at a mass meeting held on the

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 at the same time that I proposed to consider further the case of other classes of civil servants, and I expressed the opinion that it might be necessary to increase the allowances payable to Asiatics. I suggested that the cost of the war bonus should be debited to "War Expenses".

7. Having considered the Commission's proposals further, I telegraphed on March 23rd, recommending their acceptance also in the case of all 1 CLASS European residents in Nairobi or Mombasa, and stated to refer back to the Commission the position of this category who were stated to be referred also to the case of Officers of whom have, by reason of the fact that they are entitled to the privilege of private practice, and of the Committee for increasing their salaries, a maximum salary for which a bonus was not payable.

On 23/3/44 I received the following communication from the Commandant of the service:-  
 I have been informed from the A.S.C. King's African Rifles on behalf of the Commandant, against the recommendations of the Commission in paragraph 14 of the Commission's report to the effect that civil servants seconded for military duty should not be considered as eligible for a bonus while so seconded.

- (b) A further similar protest dated March 14th from the Commandant.
- (c) A communication dated March 15th from the "Non-European Civil Service Association" and the "Uganda Railway Asiatic Staff Association", in the form of a resolution passed unanimously at a mass meeting held on the

the previous day protesting against the inadequacy of the relief recommended by the Commission for the Asiatic staff. At their request this resolution was subsequently transmitted to you in my letter No. 629 of May 11th.

(d) A letter dated March 20th from the Chairman of the Civil Service Committee which had organised the petition of January 21st, referring to "the grave dissatisfaction existing amongst Civil Servants", and stating that that dissatisfaction had been "greatly accentuated during the last few days." The causes of the increased dissatisfaction were summarized in this letter under the distinct heads of ~~three~~ ~~four~~ ~~five~~ ~~six~~ ~~seven~~ ~~eight~~ ~~nine~~ ~~ten~~ ~~eleven~~ ~~twelve~~ ~~thirteen~~ ~~fourteen~~ ~~fifteen~~ ~~sixteen~~ ~~seventeen~~ ~~eighteen~~ ~~nineteen~~ ~~twenty~~ ~~twenty one~~ ~~twenty two~~ ~~twenty three~~ ~~twenty four~~ ~~twenty five~~ ~~twenty six~~ ~~twenty seven~~ ~~twenty eight~~ ~~twenty nine~~ ~~thirty~~ ~~thirty one~~ ~~thirty two~~ ~~thirty three~~ ~~thirty four~~ ~~thirty five~~ ~~thirty six~~ ~~thirty seven~~ ~~thirty eight~~ ~~thirty nine~~ ~~forty~~ ~~forty one~~ ~~forty two~~ ~~forty three~~ ~~forty four~~ ~~forty five~~ ~~forty six~~ ~~forty seven~~ ~~forty eight~~ ~~forty nine~~ ~~fifty~~ ~~fifty one~~ ~~fifty two~~ ~~fifty three~~ ~~fifty four~~ ~~fifty five~~ ~~fifty six~~ ~~fifty seven~~ ~~fifty eight~~ ~~fifty nine~~ ~~sixty~~ ~~sixty one~~ ~~sixty two~~ ~~sixty three~~ ~~sixty four~~ ~~sixty five~~ ~~sixty six~~ ~~sixty 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unofficial majority, and I quoted in extenso a paragraph from their report to which they attached particular importance. I agreed that all European officials should be included in the scheme regardless of residence. I reported the recommendations concerning the female staff. I asked for discretion in dealing with a few isolated cases in which it would be unnecessary to grant the full bonus. I urged approval of my recommendations and recorded my opinion that conditions had changed for the worse, and mentioned that I regarded with grave apprehension the general and increasing discontent throughout the service because of the delay in affording relief.

4  
18322

11. In your telegram dated approx 22nd, you repeated your objections to my proposals and suggested a lower scale for Europeans. You considered that the maximum eligible salaries should be the same for both married and single officials and that the lowest salaries should have the highest bonus even if Europeans, and Arabs, and natives, were to receive large bonuses. You approved the proposals regarding female employees and suggested a reasonable bonus, a minimum salary for Europeans of £200 per annum as a temporary measure. You mentioned that it was essential that the war bonus should be treated as distinct from the question of the improvement of civil service conditions generally. I referred this telegram to the Commission for comment, and on 25th April received a reply from the Chairman in the course of which he stated that the want of confidence shown in their endeavours to assist the Government had caused them to consider whether it would be in the interests of the public service that they/

was not quite clear as to the  
 status of the award proposed by you for the non-European  
 staff in our telegram of April 29th, and I accordingly  
 16522 asked for instructions in my telegram No. 608 of May  
 13th. In order, however, to obtain the figures you  
 required with as little delay as possible, I caused a  
 circular to be issued on May 14th calling upon Heads of  
 Departments to submit proposals for the cost of the

Commission's proposals on receipt of your telegram  
 calling for the proposed figures. A circular was issued on June  
 5th, calling for the proposed figures. A circular was issued on June  
 5th, calling for the proposed figures.

Proposals were received in excess of any  
 bonus that had been made in a  
 preliminary step preliminary  
 to the award of any awards in  
 the way of bonus. It had been made in any part of the  
 Protectorate. You expressed  
 consideration of the

proposals as to which you  
 expressed dissatisfaction  
 to estimate the amount  
 must explain that my  
 that the war bonus should be  
 regarded as necessary war expenditure. I have therefore  
 never considered it as being in any way dependent on the  
 financial position of the Protectorate, but as a liability  
 which would have to be met in the same way as any other  
 special war expenses which the Protectorate would be  
 charged. In addition, the labour entailed in working  
 out the cost of the proposals would have  
 been very considerable, raising possibly false  
 hopes as to be granted. I had, however,  
 ascertained/

was not quite clear as to the  
 status of the proposals for the non-European  
 staff in your telegram of April 29th, and I accordingly  
 16222 asked for instructions in my telegram No. 1030 of May  
 13th. In order, however, to obtain the figures you  
 required with as little delay as possible, I caused a  
 circular to be issued on May 14th calling upon Heads of  
 Departments to submit proposals for the cost of the  
 Commission's proposals. I received your telegram  
 of May 20th which explained what you proposed for the  
 staff for the administrative figures.

A further circular was issued on June  
 5th, calling upon you to inform me of any  
 alternative proposals in excess of any  
 award that had been made in any part of the  
 Protectorate. In your telegram received on May 9th, in  
 reply to mine of April 29th, you informed me that my  
 recommendation was preliminary in excess of any awards in  
 any bonus must be the consideration of the  
 the way of bonus that had been made in any part of the  
 Protectorate. You expressed your dissatisfaction  
 with the proposal and stated that you would estimate the amount  
 of the award.

You expressed dissatisfaction with the proposal and stated that you would estimate the amount of the award. I must explain that my recommendation was preliminary to the consideration of the award. I have therefore referred to it as being in any way dependent on the financial position of the Protectorate, but as a liability which would have to be met in the same way as any other special war expense with which the Protectorate would be charged. In addition, the proposals would have been very considerable, raising possibly false hopes of a grant. I had, however, ascertained

16522  
 was not quite clear as to the  
 matter of the award of you for the non-European  
 states in your telegram of April 24th, and I accordingly  
 asked for instructions in my telegram No. 600 of May  
 13th. In order, however, to obtain the figures you  
 required with as little delay as possible, I caused a  
 circular to be issued on May 14th calling upon Heads of  
 Departments to report on the cost of the  
 Commission's proposals. A circular was received  
 on May 27th in receipt of your telegram  
 for the proposed figures.

The circular was issued on June  
 5th of April 1918. You informed me  
 that the figures were in excess of any  
 conditions were provided in excess of any

bonus that had been made in any  
 reply to me of April 30th. You informed me that my  
 proposal that a necessary step preliminary  
 to the award of a bonus in excess of any awards in  
 any bonus must be the consideration  
 of the way of bonus that had been made in any part of the  
 Protectorate.

You expressed  
 your dissatisfaction as to which you  
 had been made in any part of the  
 Protectorate.

I must explain that my  
 proposal was that the war bonus should be  
 regarded as necessary war expenditure.

I have therefore  
 not regarded it as being in any way dependent on the  
 financial position of the Protectorate, but as a liability  
 which would have to be met in the same way as any other  
 special war expenses with which the Protectorate would be  
 charged. In addition, the labour entailed in working  
 out the cost of the proposals would have  
 been very considerable, raising possibly false  
 hopes of a bonus to be granted. I had, however,  
 ascertained



16272

... was not quite clear as to the  
 ... of you for the non-European  
 ... of April 29th, and I accordingly  
 asked for instructions by my telegram No. 600 of May  
 13th. In order, however, to obtain the figures you  
 required with as little delay as possible, I caused a  
 circular to be issued on May 14th calling upon Heads of  
 Departments to ... of the cost of the  
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 ... the Protectorate  
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 ... You expressed  
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 ... as to which you  
 ... expressed dissatisfaction  
 ... to estimate the amount  
 ... I must explain that my  
 ... that the war bonus should be  
 ... expenditure. I have therefore  
 ... as being in any way dependent on the  
 ... of the Protectorate, but as a liability  
 which would have to be met in the same way as any other  
 special war expenses which the Protectorate would be  
 charged. In addition, the labour entailed in working  
 out the cost of the Commission's proposals would have  
 been very considerable, raising possibly false  
 hopes as to ... be granted. I had, however,  
 ascertained/

16222

was not quite clear as to the  
... of you for the non-European  
... of April 23rd, and I accordingly  
asked for instructions in my telegram No. 638 of May  
13th. In order, however, to obtain the figures you

required with as little delay as possible, I caused a  
circular to be issued on May 14th calling upon Heads of  
Departments to send to the Commission of the cost of the  
Commission's proposals on receipt of your telegram

for the figures. The circular was issued on June  
5th, calling upon you to inform me of any awards in  
and bonus that had been made in any part of the  
Protectorate as to which you

expressed dissatisfaction. I must explain that my  
reference to the necessary step preliminary to the  
consideration of the proposals would have been made to the  
Protectorate as to which you

expressed dissatisfaction. I must explain that my  
reference to the necessary step preliminary to the  
consideration of the proposals would have been made to the  
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reference to the necessary step preliminary to the  
consideration of the proposals would have been made to the  
Protectorate as to which you

expressed dissatisfaction. I must explain that my  
reference to the necessary step preliminary to the  
consideration of the proposals would have been made to the  
Protectorate as to which you

ascertained from the Treasurer that the expenditure in question would be about £7500 per mensem. I mentioned this figure in my cypher telegram of May 14th in which I also suggested, as a possible reason for the high rate of bonus recommended for the East Africa Protectorate, that the salaries previously paid were insufficient to provide a margin to meet the increased cost of living arising from causes due to the war. The necessity for the immediate appointment of a Commission to enquire into the conditions of service generally appeared to be sufficient evidence of the urgent necessity of improving the position of the local civil servants. At the same time I mentioned the estimated balance of assets over liabilities on March 31st which figured at £371,521 for an excess of £164,000 over the liabilities. I forwarded to you in my confidential despatch No. 54 of March 25th

in the memorandum which caused me uneasiness. The effect of these two requests from the New-European Staff was the resolution of March 17th to which I have already referred should be transmitted to you by telegram. This request was received in a letter dated April 29th which stated:-

"At a Mass meeting convened yesterday by the Protectorate and the Uganda Railway Asiatic Staff, the following resolution was passed unanimously:-

"This Mass Meeting of the Protectorate and the  
 "Railway Asiatic Staff unanimously resolves as  
 "follows:- As the delay in the grant of War Bonus  
 "is causing great anxiety in view of the fact that  
 "the necessaries of life are very exorbitant and  
 "daily/

"daily show" a tendency to rise, we therefore  
 "respectfully beg His Excellency the Acting  
 "Governor to be so good as to cable our Resolution  
 "of the 17th March 1918 to the Secretary of State  
 "at our cost to expedite matters".

The earlier resolution was in due course transmitted  
 to you in my telegram No. 629 of May 11th.

The second factor was a further communication from  
 the Chairman of the Commission dated May 7th which was  
 to the following effect:— "The Commissioners after considering  
 Your Excellency's letter of the 2nd inst. have discussed  
 the following proposals:—

"While anxious to avoid any further  
 delay in their enquiries relating to the War Bonus  
 they feel that it is better that they should await its arrival before  
 proceeding with the main part of their work."

The Commissioners are of the opinion that it would  
 be desirable to suspend their sittings until  
 the decision of the Colonial Office is received  
 with regard to the War Bonus, and as this may  
 be expected shortly they feel that it would be  
 better that they should await its arrival before  
 proceeding with the main part of their work.

'At the same time the Commissioners desire to  
 'inform your Excellency that though the public  
 'sittings are suspended, the work is still  
 'continuing in private on the information already  
 'procured, and to assure Your Excellency that they  
 'hope that the reply from the Colonial Office will  
 'be such as to enable them to proceed with their  
 'public enquiry without further postponement.'

After/

his previous communication of April 11, 1902, by you for two paragraphs 11, I had discussed the telegram of the Chairman and begged him to use his influence with the Commissioners to keep the Commission in being because of the very serious effect which I feared any general resignation by the members would have on the stability of the whole of the civil service. I had also urged the Chairman to submit a statement of the Commission's proposals. A reply had been received of which I was quite satisfied. I had decided to suspend the sittings of his Commission. No reply having been received, I caused an official acknowledgment of my telegram of April 25th to be sent to him to the following effect:-

I have the honour to acknowledge the receipt of your memorandum of the 20th ultimo addressed to His Excellency the Acting Governor, and with reference to the concluding paragraph thereof to say that His Excellency has addressed the Secretary of State by the support of the recommendations of the Commission, but has so far received no reply.

I am to express His Excellency's hope that the members of the Commission will reconsider their decision to suspend their sittings in view of the fact that the Secretary of State has not yet had the opportunity of seeing their Interim Report but will be able to rely on the necessarily meagre information available by telegram.

16. In my confidential despatch No. 88 of May 23rd,

17



I quoted the comments of the Commission on various criticisms to which their scheme had been subjected both locally and by yourself. I readily admit that under a simple system of recommendations, adapted to meet the very peculiar circumstances of the Protectorate Civil Service, individual cases of undue liberality as well as of special hardship are bound to occur. But, unless every single case were to be dealt with on its merits, I do not see how this could be avoided, and after mature consideration it appears to me, further, that any attempt at a compromise such as by differentiating between various stations or by further subdividing the different classes of officials into smaller groups, would have immediately involved the Commissioners in a most elaborate series of recommendations which would have necessitated a very detailed and protracted enquiry, and would, even so, probably have been liable to considerable detailed objections. Some differentiation between stations very naturally appeals to the public because of the admittedly higher cost of living in some of the larger centres, and, as you are aware, I at first had doubts on this point as regards the higher paid officials, as intimated in my telegram of March 23rd, but, on further consideration, I abandoned this view because of the difficulty in suggesting alternative proposals, the comparatively small number of officials affected and the large amount of work which would be entailed in dealing with the cases of officials transferred from time to time. I gathered also from your telegram of April 6th that you were in favour of an uniform scale regardless of station of residence.

17. In this despatch I reported that the case of the rank and file of the Police, Prisons and Customs Departments as/

I quoted the comments of the Commission on various criticisms to which their scheme had been subjected, both locally and by yourself. I really admit that under a simple system of recommendations, adapted to meet the very peculiar circumstances of the Protectorate Civil Service, individual cases of undeliberality as well as of special hardship are bound to occur. But, unless every single case were to be dealt with on its merits, I do not see how this could be avoided, and after mature consideration it appears to me, further, that any attempt at a compromise such as by differentiating between various stations or by further subdividing the different classes of officials into smaller groups, would have inevitably involved the Commission in a most elaborate series of recommendations which would have necessitated a very tedious and protracted enquiry, and would, even so, probably have been liable to various detailed objections. Some differentiation between stations very naturally appeals to the critic because of the admittedly higher cost of living in some of the larger centres, and, as you are aware, I at first had doubts on this point as regards the higher paid officials, as intimated in my telegram of March 23rd, but, on further consideration, I abandoned this view because of the difficulty in suggesting alternative proposals, the comparatively small number of officials affected and the large amount of work which would be entailed in dealing with the cases of officials transferred from time to time. I gathered also from your telegram of April 5th that you were in favour of an uniform scale regardless of station or of residence.

17. In this despatch I reported that the case of the rank and file of the Police, Prisons and Customs Departments as/

of miscellaneous employees was still  
 I referred to the correspondence  
 the Governor of Uganda and  
 the comparison drawn between the  
 proposals and the bonus approved  
 your telegram of April  
 of the Chairman's notes  
 were together with  
 I again urged  
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105 of June  
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 with the recommendations  
 No. 308 of March 18th.

of the K.A.R.  
 the subject of the eligibility for  
 bonus of all officers seconded for service with  
 K.A.R. as a result of the consideration of his  
 representations in Executive Council, I addressed you in  
 my confidential despatch No. 104 of June 27th supporting  
 his application subject to the reduction of any war bonus  
 by/

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 41427

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 the Governor of Uganda and  
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 proposals and the bonus approved  
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No. 105 of June  
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 to the  
 I had  
 recommended for  
 in the  
 with the recommendations  
 No. 368 of March 18th.

The Commandant of the K.A.R.  
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41427

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in No. 103 of June  
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Special No. 103 of June  
 the Commission of the  
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 that after careful  
 consideration that  
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 of three to  
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 to the  
 I had  
 recommended for  
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 with the recommendations  
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 representations in Executive Council, I addressed you in  
 my confidential despatch No. 104 of June 27th supporting  
 his application subject to the reduction of any war bonus  
 by/

30  
 4142



25. On July 5th I received the deputation of the Civil Service Association referred to above. To my astonishment, however, I had received from the Chairman two days previously a request to forward to you the following telegram:-

Through Civil Service to General Meetings  
 Nairobi and Mombasa,  
 A proposal for relief limited  
 to a total of three is totally inadequate  
 They urge immediate  
 proposals but in  
 reference to the report they submit  
 for your consideration  
 Bonus all married  
 men 500 equivalent 2413  
 Extra Bonus for children. NG  
 distinction between. Civilians serving  
 with force to be unapplied. Bonus regulations  
 to be interpreted locally with generous spirit.  
 Pending approval of the proposals they  
 request contained Section 18  
 dated January 7th. Since that  
 date we have received further 25% telegraph  
 charges on overseas passages greatly

At the time of meeting the deputation I was, however,  
 unable to prevail upon them to accept their request for  
 the issue of the telegram which I informed them I  
 considered would do more harm than good to their case.

I informed them that the formation of an Association such  
 as theirs was something quite novel in my experience of  
 over 28 years connection with the Colonial Civil Service,  
 and I expressed the hope that their activities would be  
 carried/

carried out with dignity and proper respect to the local Government and to the Colonial Office. They assured me that it was not the intention of the Association to be in any way obstructive or to tolerate anything which might be subversive of discipline. In a subsequent circular to the members, the objects of the Association are defined as follows:

1. The promotion of the interests and welfare of civil servants of B.M. Africa & Co.
2. The elevation and improvement of the service.
3. The promotion of sympathy and mutual standing between the Government and its servants.

Nevertheless, the <sup>19</sup>1919 had seen a movement necessary by a considerable body of European civil servants to league themselves together as an association. I regarded this much <sup>as</sup> a <sup>dis</sup>contented to me to be an additional indication of the <sup>19</sup>1919 discontent with which the service was saturated. Even after making every allowance for the <sup>19</sup>1919 conditions under which the majority of the staff <sup>19</sup>1919 present carrying <sup>19</sup>1919 its duties, I could not <sup>19</sup>1919 and the condition of the local service as <sup>19</sup>1919 unsatisfactory, and I have been in constant <sup>19</sup>1919 or lest some rash and <sup>19</sup>1919 action should gravely embarrass the administration of the Protectorate. As is customary in B.M.A., the local press has made use of the position to criticise adversely the policy of Government and to endeavour to stir up strife between Government and its servants. I fear that however well-intentioned the Committee of the Association may be, they will not be able to restrain individual members from giving publicity to their views and grievances by indirect methods. In this connection I will quote the following postscript to the/

carried out with dignity and proper respect to the local Government and to the Colonial Office. They assured me that it was not the intention of the Association to be in any way obstructive or to tolerate anything which might be subversive of discipline. In a subsequent circular to the members, the objects of the Association are defined as follows:

1. The promotion of the interests and welfare of Civil Servants of B.M. Asia as a body.
2. The elevation and improvement of the Service.
3. The promotion of sympathy and understanding between the Government and its servants.

Nevertheless, the late Government had been compelled to take such measures as were considered necessary by the Colonial Office and the majority of European civil servants to league themselves together as an association regarded me such a measure as an indication of the discontent with which the service was saturated. Even after making every allowance for the trying conditions under which the majority of the staff are at present carrying on their duties, I could not regard the condition of the local service as generally satisfactory, and I have been in constantly or at least some rash and concerted action should gravely embarrass the administration of the Protectorate. As is customary in B.M.A., the local press has made use of the position to criticise adversely the policy of Government and to endeavour to stir up strife between Government and its servants. I fear that however well-intentioned the Committee of the Association may be, they will not be able to restrain individual members from giving publicity to their views and grievances by indirect methods. In this connection I will quote the following postscript to the/

the Association's letter of

already referred:-

"Since the local

"drafted in accordance with the provisions of

"the proceedings of the

"of the local

"the wishes of the Executive Council, and

"expressed and fully understood, that any instruction

"regarding the award of its actions should be

"communicated to the staff as it is greatly

"regretted that such a course should have been

"disregarded in this connection."

any use of the word "disregarded" is entirely inappropriate.

The Commission's war bonus proposals subject to the

reduction of the bonus for Europeans, and

formed a part of the necessary business of

the Commission, the Commission, revenue being

uncertain and there were a number of large payments

charges for increased salaries arising from the incidence

of war expenses. You considered that the cost of the

bonus should be charged to war expenses.

I subsequently

convened a meeting of the Executive Council at which

invited the Acting General Manager of the Uganda Railway

and Mr. F. G. Hamilton, the Chairman of the European

Civil Service Association, to attend. I considered it

necessary to consult these officers because I was anxious

to obtain their opinion on the manner in which the

announcement of the approved scales of bonus should be

accepted by the European staff. This meeting confirmed

the opinion I had formed that an unqualified announcement

of the approval of the reduced war bonus would be received

with the utmost dissatisfaction, with results which might

be very detrimental to the efficiency of the administration

and/

the Association's letter already referred to:-

"Since the meeting  
 "drafted in  
 "the proceeds  
 "of the local  
 "the wishes of  
 "pressed and  
 "regarding the  
 "communicated to  
 "regretted  
 "disregarded in this decision."

any use  
 the Association's war bonus proposals subject to the  
 reduction of 40% of the bonus for Europeans. You  
 informed me that the necessary backing of  
 the Government was not available, revenue being  
 uncertain and there being a possibility of large permanent  
 charges for increased salaries arising from the incidence  
 of war expenses. You proposed that the cost of the  
 bonus should be charged to war expenses.

I convened a meeting of the Executive Council at which I  
 invited the Acting General Manager of the Uganda Railway  
 and Mr. F. G. Hamilton, the Chairman of the European  
 Civil Service Association to attend. I considered it  
 necessary to consult these officers because I was anxious  
 to obtain their opinion on the manner in which the  
 announcement of the approved scales of bonus would be  
 accepted by the European staff. This meeting confirmed  
 the opinion I had formed that an unqualified disapproval  
 of the approval of the reduced war bonus would be received  
 with the utmost dissatisfaction, with results which might  
 be very detrimental to the efficiency of the administration  
 and/

and the welfare of the country. On the recommendation of my Executive Council I accordingly despatched my cypher telegram of July 6th in which I recorded my apprehensions on the subject, and again urged that the Commission's recommendations should be accepted in full. I stated that if that were impossible, I might be compelled to announce that it was possible that a permanent increase of salaries would be antedated and paid with the war bonus. I thought that the reference to permanent charges on account of increased salaries occurred in your telegram of July 6th and such a possibility, and I was of opinion that a statement to that effect might serve to allay the dissatisfaction which I was certain would be expressed when the Commission became known. At the end of July the War Service Association addressed Government officials by transmission to you of another telegram to the effect that the civil service would decline to accept any smaller bonus than that recommended by the Commission. Although I was again able to secure the withdrawal of this request, I felt that the situation was rapidly becoming out of hand and that it would soon be difficult to restrain the staff in spite of the legal arguments I had received throughout the negotiations from the heads of the various Departments. I accordingly despatched my further cypher telegram of July 31st in which I recorded my anxiety regarding the situation.

25. I received your reply on August 2nd and as already reported in my Confidential Despatch No. 148 of 27th August, communicated your decision to the service by means of two circulars. I also informed the Chairman of the Commission of your decision to send out a special Commissioner to report on the necessity for increasing the scale/



scale of bonus approved by you for the European ~~staff~~  
 expressed the hope that the Commission would ~~not~~  
 resume its sittings. Sir Robert Hamilton convened  
 a meeting of his Commission, on August 12th at which it  
 was decided that they should continue their work as  
 regards the permanent conditions of service, "in view  
 of the fact that the reduction of 40% in their proposed  
 scale regards European staff is not final but is left open  
 for consideration in accordance with representations  
 made by the Special Commissioner."

The Special Commissioner received a communication from  
 the Chairman of the Non-European Civil Service Association  
 informing him that in view of the issue of Secretariat  
 Circular 50, i.e., the circular announcing your decision  
 for the immediate grant of a bonus of 60% of the amount  
 recommended by the Commission and for the despatch of a  
 Special Commissioner, it had been decided to accept the  
 bonus now offered "under protest and without prejudice".  
 On August 23rd, the following resolution adopted by the  
 Non-European Civil Service Association and the Railway  
 Asiatic Staff Association was resubmitted to Government:

"This Mass Meeting of the Protectorate and the  
 Railway Asiatic Staff convened to-day, the 22nd  
 August, 1918, to discuss the question of War Bonus  
 resubmitted in view of the assurance given by the  
 Secretary of State to the local Government that he  
 will give the matter his most sympathetic considera-  
 tion should the Special Commissioner to be appointed  
 recommend an increase in the scale now approved - to  
 accept the War Bonus as now offered as it is stated  
 that its acceptance will not in any way prejudice the  
 future, and requests the Chairman and the Secretary  
 of to-day's meeting to make early representations to  
 the/

from local Government

In my Circular of August

1917, besides referring to the matter of the bonus for the payment of the arrears of the bonus. The recommendation reported a slight amount of miscellaneous items I had previously

sent to me by the Secretary of the Government. I have recommended the grant of a war bonus to all members of the staff who had left the service for any reason since the 1st of January 1917, the date from which the bonus is generally payable. The position therefore is that the bonus is being paid generally on the scale

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26. I have also referred to a class of staff who are entitled to a bonus. The amount of the bonus paid is generally based on the scale of the Government.

to the Government. I have recommended the grant of a war bonus to all members of the staff who had left the service for any reason since the 1st of January 1917, the date from which the bonus is generally payable. The position therefore is that the bonus is being paid generally on the scale of the Government.

On the other hand, the married men with his family with him is hit very hard by the great rise in the cost of all commodities. It must be remembered that the/

from local Government

In my Circular of August

resides in the ...

... mentioned by

the recommenda-

I reported a slight ... miscellaneous

... to me by the

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... of the grant of ... was made to all members of

... who had left the service for any reason since

... of January 1917, the date from which the bonus

... payable. The position therefore is that

... generally on the scale

... details affecting

... of the service ... consideration.

... the Special Commissioner

... by those who have protested

... to be the necessity of the

... relief provided.

26. I cannot close this ... referring

to a class of ...

... will not ... at all.

... of the ...

... are married ...

... to the ... travelling

... establishments

... allowances.

... it has been

possible for them to reduce local expenses by giving up

their house and messing or clubbing together, but the

necessary facilities for such arrangements do not exist

the/

The local Government

In my letter of August 1917, besides referring to the provisions of the recommendation

I reported a slight modification of the recommendation

which I had previously made to the effect that the bonus should be paid to all members of the staff who had left the service for any reason since the 1st of January 1917, the date from which the bonus is payable.

The position therefore is that the bonus is payable generally on this scale

although details affecting the consideration of the Special Commissioner

are being considered by those who have protested

against the proposal to be the adequacy of the relief provided.

I cannot close this letter without referring to a class of staff who are not included in the list of those who are married and have dependants.

As regards the travelling allowances of these establishments

it has been possible for them to reduce local expenses by giving up their house and messing or clubbing together, but the necessary facilities for such arrangements do not exist everywhere.

On the other hand, the married man who has his family with him is hit very hard by the great rise in the cost of all commodities.

It must be remembered that the

the markets created for local produce by the presence of a considerable number of European troops at the principal centres of European settlement have naturally resulted in an undue inflation of prices which cannot subside until some time after local hostilities have ceased and the depots, hospitals and convalescent establishments have become demobilized. In the meantime, the supply is not equal to the demand, with the inevitable results.

I trust therefore that the terms of reference to the Special Commissioner will be sufficiently comprehensive as to enable him to enquire into the case of the Civil Service instead of confining investigations to that of the classes dealt with in the interim (or bonus) Report of the local Civil Service Commission.

I have the honour to be,

Sir,

Your humble, obedient servant,



ACTING GOVERNOR.