

EAST AFR. PROT.

11972



Recd. 12 MAR 15

POST 1915-6

Boarding
for Govt

Conf
17

1915

4th February

Sends 5 copies of Memorandum Budget Statement and two copies of Schedules of differences. Submits observations.

Working Paper

4048

Mr. Read:

On details I attach the memorandum which we constructed together. I have in my addition, send 35 currency Dept. We struck out all the vicarious that could be struck out, but in many cases they have been given. We did not however go into the details of staff details & I attach a separate table on that point.

On the general position: - the state of the Protector's finances due to the war have been dealt with at length on other papers & should not be gone into here, though I find it difficult to comment on the figures given.

If the defense liability up to 31.3.15 is £45,000 (Budget Statement) & £2,000,000 a balance of about £2,000,000. The absolute amount of the liability is £2,000,000.

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The Governor has cut down a great deal, and it is no small matter to knock nearly 14% off the budget. The Estimate of revenue is however a conservative estimate still optimistic and we have proposed to reduce it by £11,375. The reductions in expenditure exceed by the same amount only to £11,100 leaving £275 to be covered by further cuts. This can be done, I think, on the Railway staff without hardship. Please see para 8 of the report.

(a). I think the estimate is included for additional work in the matter of the new Post Office. We should only be filled up for the present.

(b). I doubt if there is sufficient reason for increasing the estimate of £1466 assigned for the European out-of-pocket of the additional steamer. It is extremely unlikely that the "Sphinx" can be replaced during the year. Here again however the ability will not be filled. The even if the provision is allowed to remain.

(c). The same remarks as to not filling vacancies at present applies, as I understand the matter, to

- 2 new Post. Engineers
- The Post. Act. who would succeed the Deputy Chief
- The new Deputy Chief Storekeeper
- The Commander for survey duty

If so, we can accept the Governor's proposal without any increase in our revenue. The only additional provision for District Expenditure is £100 for the year.

The two P & D points referred to in para. 7 of the despatch escaped my notice when we were considering the memo.

Chief Storekeeper. The Governor put in a very strong plea for the improved scale and as the increase for the year is only ~~that of~~ £30 I should be inclined to let it stand?

Asst. Accountant (L. Howarth) This is decided - viz. to give 2 increments instead of 4 from April 1st a reduction of ^{the previous figures} £30 is obtained ^{1/2} must be reviewed accordingly.

Mr. Acl. says express appreciation of the reductions made. Says that the S. Off. did not clearly understand the reference in the Budget Statement to the expenses incurred in connexion with the war but will not go into the matter at this moment.

Comment on details of revenue & expenditure and approve of them at the reduced figure of £1,185,272, the necessary incidental reductions to be made on the P & D rights.

With regard to these rights, stress that provision for many of the new posts will be possible within the limit of approved expenditure but that we understand that they will be left unfilled for the time being and that no changes will be made on the existing cadre without further authority will be there referred to by the

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Letter of p. 2 of File 20000

Should be a member of the

Staff
18/3/15

It would be well to point out that the Savings which may be anticipated (see, eg. memo as to limitary & above as to Rachony) should not be regarded as available for additional services (to which reports are planned) in view of the considerable uncertainty as to the revenue estimate

G.C.B.
19.3.15

off. comm.
at. made.

H. J. R.

19/III/15



4th February 1915.

Sir,

for 21048 TH
~~With~~ reference to my despatch No. 7 of the 3th of January I have now the honour to transmit six copies of the draft Estimates for 1915-16, together with twelve copies of the Treasurer's Budget Statement and two copies of Schedules of differences between the sanctioned estimates for the current year and the draft estimates for 1915-16.

2. The Appropriation Bill was read a first time during the recently concluded Session of the Legislative Council and was left in Committee at the second reading in order that any necessary amendments could be made at the next Session.

3. You will observe that, as predicted in paragraph 9 of my Confidential despatch No. 178 of November 12th, I am able to submit for your consideration a Budget which balances without drawing on our reserve of assets and that provision is included under Schedule 35 for interest on overdrafts or borrowings necessitated by unforeseen war disbursements. In connection with the above reference to the "reserve of assets"

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RIGHT HONOURABLE

W. H. HARRISON, P.C., M.P.

SECRETARY OF STATE FOR THE COLONIES.

DOWNING STREET, LONDON, W.

it is necessary for me to explain that, although the balance of such assets figures at £113,589, as shown in Appendix B to the draft estimates, the whole of our disbursements under "War Expenses" at present appears in a Suspense Account and is thus included amongst our "assets". The available liquid assets are at present nil and the ultimate amount of net assets cannot be determined, or even estimated, until a decision has been arrived at as to what, if any, financial assistance will be forthcoming in aid of war expenditure incurred by the Protectorate.

4. The Treasurer has explained in his budget statement that the provision of a certain sum (£2250) under the head "Loan Charges" is of the nature of a direct contribution towards the expenses contingent on the War. I do not propose in this despatch to dwell further on the subject of war expenditure beyond remarking that the final allocation and adjustment of such expenditure, to which I alluded in paragraph 8 of my despatch of November 13th, will be rendered still more difficult because of the amalgamation of the Indian Expeditionary Forces B and C and the placing of them, together with the Protectorate regular and volunteer forces, under one Command which is responsible both for the defence of British East Africa and for certain offensive measures against German East Africa.

5. The Treasurer has dealt generally with the financial outlook in his budget statement and I would refer specially to paragraphs 2, 6, 7, 14, 17, 18 and 24 of that statement. It is of course most regrettable

regrettable that, just at this stage of the development of the Protectorate, when the steadily improving financial conditions were beginning to enable us to introduce various such necessary changes in matters of administration as would enable us to embark on important public work such as general utility works, the better office accommodation and housing of the staff, we should be brought to the serious setback which is one of the inevitable results of the war. I am, however, convinced that the set-back is only of a temporary nature and that the Protectorate will be able to resume its normal activities on the cessation of hostilities. Even the most diligent efforts by the Administrative Officers and the Heads of Departments and their staffs that would drastic economies have become necessary, some have to be postponed, but it gives me great satisfaction to record that one and all fully realize the situation and have cheerfully and loyally assisted me in giving effect to these measures which have become necessary in preparing the budget for the Protectorate.

I have not considered it desirable to provide during 1915-16 for any new amount of revenue, nor to increase the amount of tax or fee already leviable. The general rise in the prices of commodities, the enormous increase in the cost of local transport and the requirements of the military service have all necessitated a reduction in public expenditure. It is, however, my intention to make full use of the resources available.

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affected every section of the community that I am unable to suggest any method of raising fresh Revenue. If it were not for Treaty obligations it would indeed be possible by a readjustment of our Customs Tariff to obtain some additional Revenue from the importation of certain classes of goods but as matters stand this is of course not of the question. I am still earnestly considering the possibility of increasing the Native Hut and Poll Tax and Mr Ainsworth is at present engaged in touring the Protectorate with a view to obtaining full information on the subject by personal investigation in the various native reserves. In no case, however, would such increase be brought into operation until April 1916, and next year's finances would therefore not be affected in any way except as a consequence in, or redistribution of the incidence of, the tax be decided upon as a result of Mr Ainsworth's report.

7. I have therefore been obliged to fall back on reduction of expenditure as the only means of producing a self-contained budget. The Schedules of differences enclosed in this despatch show in detail the reductions and economies which I propose to effect. At the same time I have, after due consideration, decided to ask you to approve of a limited number of increases in the emoluments of certain posts and I hope that as a balance I feel that in every important case a justification for an increase has existed in the past and that it will be a necessary part of the budget for 1916.

concerned if consideration of their claims were to be further delayed. I have therefore included the increased rates of salary approved in your Confidential despatch of the 21st of July for the Assistant Chief Secretary, the Treasurer, the Chief of Customs, the Principal Medical Officer, the Postmaster General, the Attorney General and the Commissioners of the land. With reference to your despatch No. 277 of November 1911 I am willing to defer the question of the application of the new scale of salaries of Public Works Department and of the Police Department being considered. In your despatch No. 1010 of November 1911 you suggested that the new scale of the Chief Secretary in the Public Works Department and of the Public Works Department and of the Police Department be applied to the new scale of salaries recommended by me in the hope that you will allow it to stand. In the case of Mr. Huxford, an Assistant in the Public Works Department, which was reported to you in my despatch No. 277 of November 1911. On a personal nature as my recommendations do not affect the scale already approved for the public works. I trust that your approval will also be forthcoming to the special increase of salary (within the sanctioned scale) which I have submitted for your consideration.

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2. With reference to my despatch No. 277 of September 1911 and your telegram of November 1911 in the subject of the wages and emoluments of the railway staff of the South Railway I have the honour to report that, after consideration of the whole question, both from

the point of view of the decrease in traffic due to the war and bearing in mind the financial position generally, I directed the Acting General Manager to make provision in his draft estimates for the whole of the increased staff and increased equipments, as recommended by me in my despatch ~~see~~ under reference, with the exception of one Assistant Locomotive Superintendent and ~~with~~ one Assistant Traffic Manager. In this connection I would however state that the Crown Agents have been requested not to proceed with the ~~engagement of~~ staff nor the filling of ~~any vacant~~ ~~positions~~ without special instructions in each case. Further, until the S.S. "Humbly" is replaced it will in any case not be necessary to engage the ~~additional~~ staff previously required for the S.S. "Springer" since the crew of the former vessel will in the meantime be available for the latter. Thus appreciable savings may be anticipated on the Railway Superior Staff for 1915-16 as provided in the draft estimates though I have considered it desirable to make full provision as if all Railway departmental vacancies were to be filled and the full number of vessels to be in commission.

9. In dealing with the Schedules of expenditure I propose only to refer to those items which appear to me to call for additional information to what is contained in the budget statement and in the "explanations" column of the Schedule of differences. I wish, however, first to explain that I have changed the normal annually recurrent

recurrent expenditure under other charges to be reduced generally throughout the various Departments. I am aware that even with the strictest economy the reduced provision is in some cases almost sure to prove inadequate and I am looking to the savings which invariably occur under "personal emoluments", an abatement of leave pay and vacancies, to cover any small excesses under "Other Charges". It has usually been found necessary, after the estimates for a year have been approved, to provide for additional unestimated expenditure from "savings". During 1915-16 for the reasons given above this will not be possible - or will only be possible to a very limited extent - and it will be necessary to assume that all savings will require to be earmarked for possible excesses on other subheads and will not be available for fresh services.

Should it, however, become probable in the course of the year that the estimated Revenue will be exceeded I trust that I shall be authorized to lay before Council a supplementary estimate increasing the provision for the recurrent expenses of those Departments whose activities will necessarily be restricted by the policy of economy I have been forced to adopt, and secondly, if possible, for providing some additional expenditure on Public Works.

10. Under Schedule 3 I have reduced the provision for my local travelling by one half as, during the continuation of hostilities, it will

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10. Under Schedule 3 I have reduced the provision for my local travelling by one half as, during the continuation of hostilities, it will

not be possible for me to undertake any extended course of inspection. You will observe that provision for the upkeep of Government House, Bangalore was made for the first time as approved in your despatch No. 512 of the 27th of May, though only to the extent of Rs 195 instead of Rs 200,000.

Under section 6 of the Government Administration, Bangalore, I have approved for four additional posts in the Bangalore District. Two of these are in the Bangalore District, one in the Bangalore District and the other in the Bangalore District. The other two are in the Bangalore District. The requirements in which regard the subject of my despatch No. 551 of September 26th 1911 is necessary for me to explain that since in the full number of 11 is shown in the draft Budget, the monetary provision of Rs 9,300 is only sufficient for the 11 officers who were actually on the strength at the time that the estimates were being considered. At that time I had asked that some of the existing vacancies should be filled but I was later obliged to reconsider this recommendation on account of the large number of the Administrative staff who are seconded for military or other special duty arising out of the war. A reference to the Staff List will show that on January 1st, one Provincial Commissioner, three District Commissioners and ten Assistant District Commissioners were then employed. Of the Assistant District Commissioners two are serving with the Indian Army in Europe and two locally

with the existing officers. It may also at any time become necessary to second two additional officers, viz. Mr. Ashley and Men. G. Dundas. As the salaries of officers seconded locally are being charged to "War Expenses" and as the War Office is charged with the pay of those serving with the regular Army, (senetary provision for the full number of 81 will not be required for 1915-16 and I consider that the sum of £1000 will suffice. I was further influenced in coming to this decision by the fact that the number of vacancies by the end of the year contained in your letter of 20th July 1914 must necessarily be made up by a corresponding reduction in the number of officers on the list. It will be impossible to have the full strength of the list at the end of the year. At the same time it appeared to me desirable to show the full nominal strength in the annual estimates.

I have provided a daily allowance at the rate of £100 per annum for the officer in charge of the Naval Reserve, which I think you will allow to stand. The duties of this officer are of a more responsible nature than those of a Director of Operations and with the Naval Reserve in consideration as a reserve provision I consider that District Commissioners is enough to do. I think a special duty allowance as in the case of Zealand and the North-West Frontier District. Should my proposal not meet with your approval it will be necessary to add £1000 to the provision for District Commissioners' etc.

The allowances for Assistants to Provincial Commissioners are reduced from five in number to four as the appointments will only be made in the Provinces of Seyidie, Ukamba, Kenya and Nyanza.

I consider it safe to reduce the provision for passages of the General Staff by £1500 as the granting of leave will probably be very much restricted. Under "Province of Jubaland" I have reduced the provision for Jubaland transport by £1000 as the complete approved scheme for the administration of the Province will not be in operation throughout the year and will probably not even be inaugurated during the year.

Under "Northern Frontier District" lump sum votes have been taken for the pay and expenses of the Armed Constabulary and for the transport in accordance with the approval contained in your Confidential despatch of November 10th. Lump sum votes for the Jubaland Province and the Northern Frontier District have similarly been provided under Schedule C, Provincial Administration, Special Expenditure.

11. Under Head 7, Salaries, I have, after consultation with the Governor of Uganda who I understand is doing the same, made provision for a new grade of "Junior Assistant Treasurers". Sir Frederick Jackson and I are agreed that the prospects of Treasury Assistants should be improved in view of the comparatively slow rate of promotion in the Department. Five of the ten appointments in the East Africa Treasury have from ten to twelve years service in the Department. This question was raised by the Governor of

Uganda at the end of 1913, but I informed him that I was not prepared to refer it to you until the estimates for 1915-16 were under consideration. I trust that you will be able to improve our ~~financial position~~ which entail a very significant increase in expenditure so far as the East Africa Protectorate is concerned, assuming that the three Assistant Comptrollers will be promoted to the next grade.

The detailed estimate for the Audit Department has not yet been received by me from the Director of Colonial Audit, the figures reported in Schedule 10 having been furnished by the Auditor from information received by him by the Director. I presume that the estimates have already been submitted to you direct and that they will provide the increased emoluments for the Auditor as approved in your Confidential Despatch of August 4th.

12. Under Head 12, Police, I have been forced to provide £374 for local allowances to Police stationed in Mombasa and Nairobi. The Commissioner of Police has reported a growing unpopularity of services in the larger towns owing to the high cost of living, longer hours of duty, etc., and has asked that a monthly allowance of Rs. 2 per man for all African ranks below that of Assistant Sub-Inspector may be sanctioned as from April 1st, 1915. I have satisfied myself of the reasonableness of this request and of the fact that a refusal would seriously affect the recruiting of Police and their subsequent retention in the force.

I have therefore no option but to submit the recommendation for your favourable consideration.

In connection with the Police Department estimates I wish to record the fact that it was with the very greatest reluctance that I was obliged to disallow the increase of ~~work~~ originally asked for by the Commissioner. The estimates as first submitted showed an increase of \$2781 on ordinary existing services and provision of no less than \$1132 on new services. The following additional staff had been included:-

1 Assistant Superintendent.

5 Inspectors.

7 European Constables.

4 Sub-Inspectors.

152 African Police.

Under normal conditions I should have had no hesitation in supporting this estimate. But, as matters stand, I was compelled to instruct the Commissioner to create all provision for the increase of the Police Force. The requirements of this Department will be among the first to receive sympathetic consideration when the financial situation improves.

Under Schedule 13, Prisons, I have been able to effect a reduction of 25 sixth grade Warders as I consider that it will be possible to carry on with a lesser number. I have not however been able to provide a corresponding decrease in the subhead for "Warders' Uniforms" the previous provision being inadequate.

involved being reallocated for some other educational service. Of the two alternatives I would recommend the latter. I had hoped to be able to submit a very strong case for increasing the educational facilities in the Protectorate to meet the steadily increasing demands of the European community. I have, however, been forced to limit my recommendations for increase of staff, apart from the Inspector, to one assistant master, one assistant mistress and an assistant matron for the Nairobi Division "A" School and one assistant teacher for the Mombasa Division "B" School. I earnestly hope that you will approve of this small increase, which is very badly needed, more especially as by economies in other directions I have been able to reduce the vote by over £900. As predicted in my despatch No 904 of October 26th I have abandoned the projected establishment of the Nyanza North Kavirondo Native School.

14. As the whole Military situation will require to be carefully reviewed on the cessation of hostilities, and as it seems extremely likely that the recently approved reorganisation proposals will then no longer meet the altered circumstances of the Protectorate, I have been in some doubt as to how to prepare the Military Estimates for 1915-16. After consultation with the Officer Commanding Troops I eventually decided not to provide any increase in the numbers of the rank and file but to divide the existing force up under infantry, camelry, mounted infantry and illalooa so as to shew at least the nucleus of the Inspector General's recommendations. I have further provided a lump sum vote of £1,000 under Schedule 13a, Military Special Expenditure, against which any extension of the reorganisation ^{scheme} expense can be charged. Although as stated above I have not increased the number

rank and file, the rearrangement of the forces even on the limited scale which has been adopted has necessitated certain increases in European Officers and followers, and I have also felt justified in strengthening the clerical establishment. I have further increased the "Serenli Military Transport" to the minimum requirements of that unit. Pending a decision on the future volunteer forces of the Protectorate I have deleted all provision under the sub-head "Volunteer Reserve" retaining only the Armourer Sergeant who is shown under a new sub-head "Armoury Establishment". The net result shows an increase of £4,616 for Recurrent military expenditure and a decrease of £1,396 under Extraordinary Military Expenditure.

15. The greatest care has been exercised in the preparation of the Railway Estimates. A decrease of earnings of £138,000 as compared with 1914-15 is estimated. It has of course not been possible to reduce expenditure by a similar amount but the proportion of expenditure to earnings has been reduced from 58.5% in 1914-15 to 57.9% in 1915-16. The decrease in the net earnings is estimated at £53,374.

Under Schedule 22, Agricultural Department, I have effected economies to the extent of £4,157. To do this it has been necessary to reduce very considerably the provision for purchase of livestock for and upkeep of the various Government Farms. I have been obliged to disregard requests of the Director of Agriculture and the Chief Veterinary Office for additional staff, and to postpone until a more favourable occasion the consideration of the many admirable arguments they have put forward for the increase of the

activities of their Departments.

Under Schedule 22a - Agricultural Department Special Expenditure - I have inserted Rs. 1,000 for the dipping scheme. The amount provided is totally inadequate but will at least ensure some continuation of the policy recently inaugurated.

The item of Rs. 2000 for "Expenses Under the Coconut Ordinance" is provided by a corresponding amount shown as revenue. The necessary legislation for controlling coconut plantations was passed at a recent session of the Legislative Council and I shall address you on this subject in a separate despatch.

Under Schedule 25, Survey Department, a decrease is shown of Rs. 20,000. This is due to savings which I hope to be able to effect by restricting the field duties of the Department and by employing the staff to a greater extent in the office. Reductions in the travelling and treatment allowances will thus be possible.

16. In spite of a very greatly reduced public works programme I have not found it possible to reduce any of the Public Works Department staff. On the contrary I have considered it desirable slightly to increase the staff of the drawing office in order that the opportunity afforded by the reduced programme of new construction may be seized to employ a large portion of the Public Works Department staff in the office. The Department has in the past suffered considerably from the fact that shortness of staff has not made it possible for plans and drawings of projected works to be prepared in advance. It is therefore some small consolation that the necessity for cutting down expenditure on Public Works Expenditure will at least enable the Department

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The item of £100 for "Expenses under the Coconut Ordinance" is balanced by a corresponding amount shown as revenue. The necessary legislation for controlling coconut plantations was passed at the recent Session of the Legislative Council and I shall address you on the subject in a separate despatch.

Under Schedule 25, Survey Department, a decrease is shown of £,000. This is due to savings which I hope to be able to effect by restricting the field duties of the Department and by employing the staff to a greater extent in the office. Reductions in the travelling and transport costs will thus be possible.

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Department

to establish itself on a more satisfactory footing than hitherto. The reductions which it has been possible to effect under "Other Charges" are self-explanatory.

No appreciable decrease has been possible under "Public Works Recurrent" but the "Public Works Extraordinary" expenditure is shown at £30,000 as against £104,755 for the current year. Of this £30,000, £7,000 for Road Construction is contingent on an equivalent amount being realised from sale of Crown Leases, £17,900 is in connection with the Mombasa Water Supply reported to you in my despatch No 935 of November 6th and a balance of £5,100 is available for other Public Works. It is not possible at present to indicate the details of the expenditure against this latter sum. As you are aware the annual requirements of Heads of Departments chargeable to Public Works Extraordinary have invariably had to be very considerably reduced when the estimates come up for consideration and I propose to husband the small provision in the 1915-16 estimates with the utmost care and to authorise only such minor and petty works as appear to me to be really indispensable, considering each request on its merits as it arises. I had, at one time, contemplated enclosing with this despatch a schedule of urgent Public Works for which no provision can for the present be made, but on reconsideration I am of opinion that no useful purpose would be served by doing so before an improvement in the financial outlook affords some prospect of funds being available for additional expenditure.

Under Schedule 31, Coast Land Settlement, a reduction of £2,643 has become possible by employing the staff more in the office than in the field as in the case of the Survey Department.

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Under Schedule 31, Coast Land Settlement, a reduction of £2,643 has become possible by employing the staff more in the office than in the field as in the case of the Survey Department.

17. I regret very much the delay which has occurred in submitting the Estimate for 1915-1916 but you will realise that the preparation has been attended by the greatest care apart from the fact that I have been obliged to devote a considerable amount of time to military matters.

Yours faithfully,

Handwritten signature
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