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E. AFRICA
NYASALAND PROT

X. 6488

Colonial Office

29th August, 1926

21 AUG 1926

REGULATION

Revision of Salaries

U.S. of S.

U.S. of S.

U.S. of S.

Secretary of State

Previous Paper

Subsequent Paper

Dupl of report no 107 of 1st January
from Gov. Nyassa enclosing copy of the report
of the local committee appointed to consider
the subject of revising salaries

Handwritten notes:
20.5.26
copy of report to be sent to Gov. Nyassa
20.5.26

Handwritten notes:
Mr. Brock
Mr. ...
Miss Bromley
P...

Handwritten numbers:
22
24
25
27
29

6551/26

513/26 9a (main series)

Mr. Green.

[Action on this Confidential despatch of the 6th January has been held up pending a decision on the revision of salaries in Kenya, Uganda and Tanganyika, and in the meantime the original has gone astray. I have had this duplicate registered for action.]

The revision of salaries in Kenya, Uganda and Tanganyika has now been settled, and the scales shown on the schedules annexed have been introduced. We have obtained Treasury approval for the introduction of the new scales for the medical staff in Nyasaland and Somaliland, and the Governors of those two Dependencies have been so informed.

New family passage allowances (at slightly increased rates in the case of Nyasaland) have now been instituted, and all married officers will in future be entitled to those allowances without limit of salary. The Governor of Nyasaland has been informed. He has also been informed that outfit allowance will be paid in future to all officers appointed on salaries not exceeding £600.

We are now in a position to consider what improvements (if any) are desirable and practicable in the case of Nyasaland. The Governor's recommendations are contained in his Confidential despatch of the 6th January which amplifies and embraces the earlier recommendations contained in 45773/25 and 45777/25. Looking at the matter broadly, it is clear that the only serious argument which the local Committee and the Governor can bring forward

forward in support of any general increase of salaries is based on the advantages of uniformity of salary scales in the East African Dependencies. The Governor frankly admits that the cost of living in Nyasaland is less than in the other Dependencies, and that present scales represent generally a fair reward for the services rendered by the staff. That being the case, it is, I think, impossible to entertain the idea of any general increase of salaries in Nyasaland at any rate until the financial position of the Protectorate shows a great improvement. From the point of view of recruitment there undoubtedly may be disadvantages associated with lack of uniformity in salary scales especially in Departments such as the Administration, Treasury and Police, but the Governor goes too far, I think, in para.3 in suggesting that any departure from the principle of uniformity "would inevitably result in a more mediocre type of officer being appointed to the Protectorate with very harmful effect on the service generally". In the present state of Nyasaland's finances, we must, I think, take the risk.

We have already stated (in writing to the Treasury about medical salaries) that the Secretary of State does not intend at present to apply the new Kenya-Uganda-Tanganyika scales in Nyasaland, but we have left ourselves free to put forward proposals for minor improvements in particular cases. The proposals for salary increases put forward in para.9 of this despatch are in themselves quite moderate, and if funds could be made available I should see no objection to their adoption subject to the following observations:-

(a)

but now see later minute 9/50

(a) For the Chief Secretary and Judge the Governor proposes a salary of £1,400 as compared with £1,200 at present. The figure of £1,400 was originally proposed on the ground that the Director of Medical and Sanitary Services was to receive £1,300 (see 43773/25). This was a misunderstanding as it was never intended that the D.M.S.S. should receive £1,300, and as a matter of fact his revised salary has been fixed at £1,200. It would, therefore, be sufficient to increase the salary of the Chief Secretary and the Judge to £1,300 only, in which case the increase of the Attorney General's salary from £1,000 to £1,100 would also be sufficient.

(b) The Governor makes no recommendation with regard to the salaries of Administrative Officers (now £300 for 2 years, then £400-£20-£500-£25-£600-£25-£700) except his observations in para.3 that any general revision in neighbouring territories should also apply to Nyasaland. As suggested above, I think that it is out of the question to apply any of the new salary scales shown in the attached schedule to Nyasaland, but with a view to mitigating the consequences of the disparity in salary scales offered to candidates for the Administration in Nyasaland and e.g. Tanganyika respectively, I would suggest that it may be desirable to increase the initial salary payable during the two years probation from £300 to £350, or even £400.

(c) We have already dealt with the salary of the Postmaster General in connection with the transfer

of

of the African Trans-continental Telegraph Company's line.

We have approved of his salary being increased from £700 to £800 as recommended in para. 3 (page 8) of this despatch.

(1) The salary of the Chief Forest Officer is at present £700. The Local Committee recommend that it should rise to £750. The Governor recommends the scale £650-£780. I do not much like the irregular scale suggested by the Governor, and if any change is made I would suggest that the salary be £750 fixed, a figure which does not unduly exceed the maximum of salary of departmental Forest Officers in Nyasaland, viz. £600.

One or two other points call for comment:-

(a) In para. 2 above, we have already seen one of the Governor's recommendations, viz. that the salary limit for the Messengers Allowance should be abolished - (see recommendation 4 in para. 11 of his despatch).

(b) In para. 11 (c) the Governor suggests that the scheme for Orphans Pensions Scheme might be revised so as to provide greater assistance to these families.

We also have the British Bahama provisions (para. 24 of African Act 1932) that the pension scheme may be revised from time to time after an actual investigation. Investigations shall take place

on such dates as the Secretary of State may from time to time determine being not less than ten years from the date when the scheme first came into operation or from the date of the last investigation. The

scheme was brought into force in 1921 and there can

be no review until 1931. We might, I think, point this out to the C.A.C., and suggest that any recommendations for amendment of the scheme should be deferred until the stipulated period has elapsed.

As the Estimates will now be under preparation and any proposals for increases of salary should be provided for in the Estimates, it will, I think, be necessary to send a telegram to the C.A.C. to confirm the telegram by a despatch enclosing the schedule of the revised salaries for Kenya, Uganda and Tanganyika, including salaries of heads of Departments (there is a list of these available in a letter which was recently sent to the Crown Agents) and comment on the various points raised in this despatch. I have drafted a telegram and a despatch for signature, but it may be thought desirable before sending them to give Sir Charles an opportunity of expressing his further opinions. If so, he might be sent semi-officially a copy of his Confidential despatch of the 2nd January with copies of the proposed telegram and despatch and the schedule of revised salaries, and ask for his observations.

After I had written this minute and the attached drafts Sir Charles Bowring called, and with Mr. Strachey's approval I showed him the schedules of revised East African salaries, and asked for his views

previous correspondence on this subject, and it may possibly be worth looking up the Kenya papers on the same point as the matter was the subject of considerable discussion there.)

Copies of the Pass dispatch
of 6 Jan and the tel
and disp on this paper
should go to [unclear]

W. Downie

27/8/26

✓ for info L.F.

at [unclear]

J. M. G.

21.9.26

km.

Mr. Downie 16.8.28.

Mr. *Green* 21.9/3

Mr.

Mr. E. J. Harding.

Mr. Strachey.

Sir J. Shackburgh.

Sir G. Grindle.

Sir C. Dilks.

Sir S. Wilson.

Mr. Ormsby-Gore.

Earl of Clarendon.

Mr. Amery.

Downing Street.

23 August 1928.

Sept

Sir,

I have etc., to confirm my

telegram of the *21st Sept* which read

Common

DRAFT.

(ft. herewith) as follows (here insert text of telegram

of) and to enclose for your

information schedules showing the revised

scales of salary and revised salaries of

heads of Departments which have now been

introduced in Kenya, Uganda and the

Tanganyika Territory and *Zanzibar*.

2. While I am unable to agree that

any departure from the principle of

uniformity of scales of salary in the East

African Dependencies would inevitably

result in the appointment of an inferior

type of officer to the service of the

Dependency in which *the less attractive* inferior scales and

conditions

NYASALAND

Confidential.

G.A.C.

Copy to Treasury 7 OCT 1928

*Sp. White
L. Amery
21.10.28*

conditions were in force, I am fully alive
to the inconvenience which is likely to
result from lack of uniformity. At the same
time it must be realised that the financial
position of Nyasaland does not permit at
the present time of any general increase
of emoluments or improvement of conditions
of service, and that while the difficulty
of drawing definite conclusions from cost
of living statistics may be admitted it is
there can be no doubt
~~impossible to ignore altogether the admission~~
that the cost of living in Nyasaland is
on the whole lower than in the other East
African Dependencies. In the circumstances,
I regret that I should be unable to
approve of the adoption in Nyasaland of
the salary scales which have been approved
in the record
~~for Kenya, Uganda and the Tanganyika Territory.~~

3. With reference to paras. 6 and 7 of
Sir Charles Bowring's despatch of the
6th January, I share the Governor's objections
to the proposal that officers should be

prohibited from marrying before they obtain a salary of £350 per annum, and that married officers should be granted ~~any~~ special concessions, such as marriage or family allowances, nor can I find any ground for the suggestion of the Local Committee that the claims to promotion outside the Protectorate of senior departmental officers in Nyasaland have been overlooked. ~~They have already been~~

(10/12/1919)
 (Att. herewith)

Inform me that all married officers without limit of salary will in future be eligible for family passage allowance, and that the allowance will in future be paid at a fixed rate, which is slightly more favourable (while passage rates remain on their present basis) than formerly.

(dft. herewith)

A. In my telegram of

I have already informed you of my views with regard to certain of the recommendations for increasing the salary of individual appointments contained in para. 9 of the Governor's despatch. I have to add that the salary of the Postmaster General has already been raised in consideration of the additional duties imposed upon him in connection with the transfer of the African Trans-continental Telegraph Company's

line, ^{and} I consider that no further increase ^{is} ~~is~~ necessary. As regards the Chief Forest

Officer, I am doubtful as to the necessity for any increase of salary, and in any case I should prefer a fixed salary of 1700 to the incremental scale ~~of 1650-2750~~, 2650-2750.

5. With reference to the suggestion made in para. 11(6) of the Governor's despatch that the Widows and Orphans Pensions Scheme might be revised so as to provide greater assistance to large families, I have to invite attention

attention to para. 24 of the pamphlet African (East) No. 1082 in which it is provided that the pension ^{table} ~~arrangement~~ may be revised not less than ten years from the date when the scheme first came into operation, that is to say in about the year 1931. Any suggestions for amendment of the scheme should be deferred until that date.

I have, etc.,

(Signed) L. S. AMERY

I have already informed you of my views with regard to certain of the recommendations for increasing the salary of individual appointments contained in para. 9 of the Governor's despatch. I have to add that

as salary of the Postmaster General has already been raised to 2800 in consideration of the additional duties imposed upon him in connection with the transfer of the

African Trans-continental Telegraph Company's line, I consider that no further increase appears to be

is necessary. As regards the Chief Forest Officer, I am doubtful as to the necessity for any increase of salary, and in any case I should prefer a fixed salary of 1750 to the incremental scale suggested of 2650-2750.

5. With reference to the suggestion made in para. 11(6) of the Governor's despatch that the Widows and Orphans Pensions Scheme might be revised so as to provide greater assistance to large families, I have to invite

attention

attention to para. 24 of the pamphlet African (East) No. 1688 in which it is provided that the pension ^{table} ~~development~~ may be revised not less than ten years from the date when the scheme first came into operation. That is to say in about the year 1931. Any suggestions for amendment of the scheme should be deferred until that date.

I have, etc.,

Signed U. S. AMERY

Mr. Downie B.26.
Mr. *Downie 219*
Mr. *Downie*

Mr. E. J. Harding

Mr. Strachey

Sir J. Shackburgh

Sir G. Grindle

Sir C. Davis

Sir S. Wilson

Mr. Ormsby-Gore

Earl of Clovenstone

Mr. Amery

C. D.
11 SEP

*Cited report
Down 255/ 2/9/26*

Common

DRAFT. TELEGRAM
(Code) 20

Governor
Zambiyasaland.

*Copy to Treasury
7 OCT 1926*

within a line

Confidential. Your telegram of 25th August Revision of salaries in Kenya, Uganda and Tanganyika now completed on the basis of incorporation of local allowances in salary. While recognising inconvenience of lack of uniformity regret unable to approve of your adopting revised East African scales and Civil Servants Association should be so informed. You may provide in draft Estimates for consideration in light of financial position for the more urgent of the increases proposed by Governor in despatch of 6th January. Powering

also recommends increase of Geologists.

salary to £900. I shall have no objection

if funds permit. Suggest for your con-

sideration that salary of Administrative

Cadets for first two years ~~shall~~^{might} be

increased to £350 ~~or 400~~. Despatch

follows.

*All increases necessarily
dependent on state of
finances*

YCER.

CONFIDENTIAL

GOVERNMENT OF NYSALAND
COMBAT
1/24 January, 1926

X. 1255
2 FEB 1926

JAC 9/9

JAC 1/27/26

JAC 1/27/26

JAC 1/27/26

1001

Copy to Treasury

Sir,
I have the honor to acknowledge the receipt of your Confidential despatch (X) of October 5th on the subject of the adequacy or otherwise of the existing scales of salary and passage allowances in Nyasaland, and to refer also to your Confidential despatch of October 22nd in which you informed me that you proposed to wait my reply to the earlier despatch before considering the recommendations for increasing the emoluments of certain posts contained in my Confidential despatches of September 8th and 9th.

2. I referred your Confidential despatch of October 5th to a committee consisting of the Chief Secretary as Chairman with the acting Treasurer and Director of Medical and Military Services as additional members and have now the honor to transmit their report on the subject.

3. The Committee drew attention to the great desirability of maintaining the principle of uniform scales of pay and conditions of service for the general staff throughout the East African Dependencies. I am in complete agreement with their view. In the case of ordinary administrative and departmental appointments, the duties and responsibilities of which are practically identical in all the Dependencies, any departure from the principle referred to above would inevitably result in a more haphazard type of officers being appointed to

The Right Honourable

this.....

Lieutenant-Colonel J. E. Gray, F.O., M.P.,

Secretary of State for the Colonies.

this Protectorate with very harmful effect on the service generally. A young officer embarking on a career in the Colonial Service does not as a rule consider carefully such matters as the cost of living and it has not infrequently happened that officers of some seniority have been attracted to other Colonies by offers of higher pay and have on accepting transfer or promotion found themselves financially no better and even worse off than before. The main considerations in accepting a Colonial appointment are firstly initial rate of pay, secondly prospects of advancement and thirdly climate. Nyasaland as pointed out by the Committee already suffers from a reputation of having an unhealthy climate. The lower rates of emoluments in the higher posts obviously restrict the promotion and advancement. If to these two disabilities that of lower scales of emoluments in the lower posts be added, the result is that the service will be bound to present high standards and will be less attractive in morale and spirit of corps. Accordingly recommend that, if the general scales of emoluments in the neighbouring territories are revised, the revision should apply to Nyasaland as well, but, except for the sake of uniformity, no general increase in the rates of emoluments on the grounds of cost of living or value of services is in my opinion necessary.

4. The cost of living in Nyasaland is probably speaking generally lower than in the other East African Dependencies notably so in the case of servants wages and Club subscriptions and social expenses in the larger townships. But comparison

between.....

between different territories are extremely difficult because of the widely divergent figures representing the cost of living at different places within the territories themselves. Statistics on the subject appear to me to be of little value. I am of opinion that the question of cost of living should be disregarded in considering the comparative rates of emoluments in the East African group of Dependencies.

5. The Committee draw attention to the necessarily greatly increased expenses of married officers with families as compared with the unmarried staff. The climate of Nyasaland makes it impossible for children to remain in the country as long as in other parts of East Africa. The cost of maintaining two establishments or providing for the maintenance of their children in England therefore arises earlier here than elsewhere. Reference to the latest staff list will show what a very high proportion of the staff are married. The general tendency of recent years has been for men to marry at a far earlier age than was formerly the case. There are many reasons in the African Colonies why this should not be discouraged but it adds very considerably to the cost of the administration and greatly complicates the housing problem in a country such as Nyasaland where the building programme has not kept pace with the increase of staff.

6. Dealing with the lower paid grades the committee consider that a rule precluding officers from marrying before they attain a salary of £300 per annum would be justified and that if no such rule is enforced the officer in question should have

his.....

his emoluments immediately raised to £225 per annum, if below that figure, and that the maximum salaries of officers should in all cases proceed beyond £600 per annum, the present lowest maximum in any existing grade. I do not however support these recommendations. I am averse to granting special conditions to married officers except as regards passage allowances (to which I shall refer later in this despatch). An officer on appointment should be warned that £350 per annum is the least that is considered to be the sum on which a married man with one child can maintain himself and family in Nyasaland and should also be made to understand clearly the expenses he will inevitably incur later on if he has children for whom a separate establishment will have to be maintained in England.

7. With reference to the Heads of Departments their deputies and chief assistants, the Committee recognise the impossibility of granting the same scales provided for parallel posts in the larger dependencies. They give voice to a grievance that the claims of senior departmental officers for promotion to posts outside the Protectorate are overlooked. They consider that there are strong grounds for granting marriage or family allowances on an uniform basis to all such officers to assist in the maintenance and education of their families in England. The argument is that the margin between the actual salary and necessary local expenses of a married man with a family in England is smaller in a territory where the salary is less than the others although the larger salary in the larger dependencies may be justified by the greater responsibilities of the holder of the equivalent post.

They.....

They further suggest a system of assisted education insurances for children. I do not, however, feel able to support either of these recommendations. I cannot believe that generally speaking the claims of officers to transfer on promotion are overlooked though I realize that it may occur from time to time that the special local knowledge acquired by a departmental officer may be considered of greater value to the dependency in which he is serving than possibly the more general qualifications of an officer senior to him elsewhere. The emoluments of the senior posts should I consider be fixed without regard to whether the holder is married or single. It should be sufficient to support him as a married man and I believe this principle is admitted throughout the Colonial Service. Of course those who by merit and long service have been able to secure the more lucrative appointments will always have a larger margin to devote to the education of their children or to any other purpose which seems fit to them. But this appears to me not only inevitable but also right and proper and unless a system of marriage and family allowances is introduced throughout the East African Dependencies I am unable to advocate its adoption in Nyasaland. Nor does the proposed assisted education insurance system appeal to me for the same reasons. Before such a system were considered I am of opinion that the Widows and Orphans Pensions scheme should be revised so as to provide pensions on a more liberal scale to the orphans of deceased Civil Servants leaving large families.

5. I desire, however, to support the recommendation that the passage allowances to officers be extended to

the.....

the whole service, and not restricted to those drawing not more than \$700 per annum as at present, for the reasons given by the Committee.

9. In paragraph 9 of their report the Committee deal with the case of certain officers who in their opinion deserve special consideration on the ground that compared with their respective duties and responsibilities here and elsewhere the salaries attached to their posts are inadequate. A number of the posts dealt with are the same as those referred to in my Confidential despatches of September 25th and 29th and it will be necessary if I tabulate them for purposes of my report to indicate—

Which of them require reconsideration.

Office.	Existing Salary per annum	Recommendation by the Committee of Sept. 25 & 29th.	Recommendation of Committee.
1. Chief Secretary	\$1200	\$1200	None
2. Treasurer	\$ 900	\$1000	"
3. Deputy Treasurer	\$ 600	\$600-700	\$700
4. Auditor	\$ 700	\$ 800	\$700-800
5. Marine Superintendent	\$ 600	\$ 700	\$700
6. Judge	\$500	\$1000	None
7. Attorney-General	\$1000	\$1200	"
8. Just. Attorney-General	\$800-900	\$600-700	"
9. 2 more Supt. Police	\$400-500	\$400-500	\$500-700
10. Chief Transport Officer	\$ 700	\$ 800	\$700-800
11. Superintendent Engineer	\$400-500	\$500-600	None
12. Assistant Engineer	\$300-400	\$300-500	"
13. Postmaster-General	\$ 750	to be considered later	\$700-800
14. Postmaster I Grade	\$350-400	None	\$400-500
15. Chief Forest Officer	\$ 700	"	rising to \$700
16. Director of Public Works	\$ 800	"	"present salary inadequate"

17. Asst. Director of Public Works	£ 700	£700-800	£700-800
18. Executive Engineers	£550-625	£600-700	£500-700
19. Engineer	£400-500	None	"not necessarily to be associated at the present"

I have no reason to vary the recommendations with regard to such of the posts mentioned above which have already formed the subject of correspondence and in connection with which the Committee's recommendations are identical with those made by myself or with regard to those which are not mentioned by the Committee, i.e. Nos. 1, 2, 5, 6, 7, 8, 11, 12, 17 and 18. The first four of these comprise the Judge and the 3 ex-officio members of the Executive Council whose position I raised in connection with the revision of the salary of the Director of Medical and Sanitary Services. Apart, however, from the question of the emoluments of that official,

I recommend that the salaries suggested by me for Nos. 4 and 5 senior officers should be approved now but the question of general revision of salaries is being considered. In the case of No. 3, the deputy Treasurer, the Committee recommend a fixed salary of £700 instead of an incremental scale of £600-£700 as previously recommended by me. I agree to the Committee's proposal because I understood that the similar post in the other East African Dependencies is fixed and not incremental. The Committee suggest incremental scales for the Auditor (No. 4) and the Chief Transport Officer (No. 15) I prefer fixed salaries for Heads of Departments and do not wish to vary my previous recommendation. The Committee recommend that 2 additional posts in the senior grade of Superintendent of Police (No. 9) on the grade £500-£700 be substituted for two on the lower scale of £400-£500. I am prepared to agree so as to bring the proportion of higher to lower posts more into line with that.....

I recommend that the salaries suggested by me for Nos. 4 and 5 senior officers should be approved now but the question of general revision of salaries is being considered. In the case of No. 3, the deputy Treasurer, the Committee recommend a fixed salary of £700 instead of an incremental scale of £600-£700 as previously recommended by me. I agree to the Committee's proposal because I understood that the similar post in the other East African Dependencies is fixed and not incremental. The Committee suggest incremental scales for the Auditor (No. 4) and the Chief Transport Officer (No. 15) I prefer fixed salaries for Heads of Departments and do not wish to vary my previous recommendation. The Committee recommend that 2 additional posts in the senior grade of Superintendent of Police (No. 9) on the grade £500-£700 be substituted for two on the lower scale of £400-£500. I am prepared to agree so as to bring the proportion of higher to lower posts more into line with that.....

that.....

that in the other East African Dependencies, I referred to the case of the Postmaster-General (No.13) in my Confidential despatch of September 27th but said no recommendation at the time. The Committee suggest a scale of £700 to £800 but I recommend a fixed rate at the higher figure. I agree with the Committee that two I Grade Postmasterships, (No.14), at £400-£500 should be created in the new combined posts and telegraph Department. The Committee recommend that the scale of the Chief Forest Officer (No.15) should "rise to £750". I concur and suggest a scale of £650 to £750. The Committee consider the emoluments of the Director of Public Works (No.16) inadequate and quote those paid in Kenya, Tanganyika Territory and Uganda. The Director of Public Works in Somalia I understand draws £200 per annum and I believe the salary of the Director of Public Works in Kenya has been restored to £1000 per annum. Now that salaries generally are under revision I would not object to £1000 per annum for Nyasaland, although the existing rate in Nyasaland does not compare unfavourably with those in the other Dependencies especially with Kenya. I do not support the recommendation that Public Works Department Engineers (No.12,) should be appointed at any rate other than the minimum of the grade. To do so would cause anomalies and hardship to the previously appointed staff. If a sufficiency of suitable candidates is not forthcoming the obvious remedy is to raise the minimum of the scale which so far as I know is not necessary. I disagree with the Committee and support the recommendation of the Director of Agriculture with regard to the emoluments

21.....

of the Chief Veterinary Officer which I consider should be raised to those of the Deputy Chief Veterinary Officer in Kenya and Uganda viz., £800 per annum with the privilege of private practice. Unless this scale is adopted, there will be no reasonable prospects of local advancement for our Veterinary staff and frequent transfers of the more senior officers would appear to be inevitable with the result that knowledge of local conditions which is of special value in the Veterinary Department will be wasted. I am afraid I overlooked this point when preparing my Confidential despatch of September 9th.

Sp. 6577
5

10. I desire to point out that the recommendations I have made in the preceding paragraph for an increase in the emoluments of certain posts are based primarily on the existing rates of pay for equivalent posts in the other dependencies and that, if a general increase of emoluments is adopted in the East African Group, it will be necessary to bring these posts into line together with the posts to which I have made no specific reference, provided of course the principle in paragraph 3 of this despatch is *observed*.

11. My view of the position *is* ~~is~~ *synical* with regard to the adequacy of the existing rates of salary and passage allowances may accordingly be summed up as follows:-

(1) No general increase in the rates of emoluments on the grounds of the cost of living or value of services is necessary.

(2) The specific posts recommended for increases in paragraph 9 require special consideration, apart from any question of general increase.

(3) Should a general increase be adopted in the other East African Dependencies, such increase should be applied also to Nyasaland and the majority of the special posts referred to in paragraph 9, further increased to bring them into line.

(4) That the existing passage allowance be extended to all married officers, without any salary limit.

(5) No special marriage or family allowance for Nyasaland is justifiable, but should this system be approved for the other East African Dependencies it should also be adopted here.

(6) A system of assisted education insurance is not necessary but the Widows and Orphans Pension Scheme might be revised so as to provide greater assistance to large families.

I have the honor to be,

Your most obedient,

Humble Servant,

GOVERNOR.

His Excellency.

The Committee, appointed by Your Excellency to consider and report whether

(a) The principle of uniform scales of salaries in Nyasaland and the other East African Dependencies should be maintained in the event of salaries in the other Dependencies being revised

(b) The basic salaries in Nyasaland are in general too low having regard either to the cost of living or to the duties and responsibilities of the officers concerned.

have the honour to report as follows.

2. So long as appointments to the Public Service are made from England by selection either by the Secretary of State for the Colonies or through the Crown Agents there can be no doubt that Nyasaland would suffer if the conditions of Service and the rates of remuneration were not so good as those in force in the other East African Dependencies. Nyasaland is perhaps the least well known of these Dependencies; it suffers from a reputation not altogether deserved as regards the unhealthiness of its climate; it is isolated; it is the smallest of the four countries, Kenya, Uganda, Tanganyika Territory and Nyasaland, and affords therefore less opportunity of advancement for its officers; there are no suitable schools for education of European children; and it cannot be a country, such as Kenya claims to be, in which Europeans may make a permanent home without the necessity for change of climate. There is not,

and.....

and cannot be, a British community from which a Civil Service could be selected even if on economic grounds such a course were desirable. It would be in the opinion of your Committee a fatal course to recruit the members of the Service from any other country than Great Britain. If, therefore, its officers are selected in England from candidates who are given the opportunity of serving in any of the East African Dependencies there can be no doubt that only those candidates who fail to obtain appointments in Kenya, Uganda, or Tanganyika Territory would offer for service in Nyasaland. While as regards the clerical service such a limitation of choice of officers might not be very serious, the effect on the Administrative, Judicial, Medical, and Technical branches of the Nyasaland Service would be disastrous, a fact which is recognised not only by the Government but by the European planting and commercial community. We have no hesitation in urging therefore that generally the rates of pay and conditions of service should remain uniform throughout the East African Dependencies.

3. The question whether the basic salaries are too low involves consideration of the other conditions of service, e.g. provision for housing of officers, leave, passages, pensions, etc. Your Committee have examined various heads of departments and senior and junior officers; they have scrutinised detailed statements of household and other expenses, cost of servants, prices of local produce and imported articles; and they have had the benefit of the experience of officers who have served in Nyasaland and some at least of the other East African Dependencies. There is little doubt that the cost of living to-day

and cannot be, a British community from which a Civil Service could be selected even if on economic grounds such a source were desirable. It would be in the opinion of your Committee a fatal course to recruit the members of the Service from any other country than Great Britain. If, therefore, its officers are selected in England from candidates who are given the opportunity of serving in any of the East African Dependencies there can be no doubt that only those candidates who fail to obtain appointments in Kenya, Uganda or Tanganyika Territory would offer for service in Nyasaland. While as regards the clerical service such a limitation of choice of officers might not be very serious, the effect on the Administrative, Judicial, Medical and Technical branches of the Nyasaland Service would be disastrous, a fact which is recognised not only by the Government but by the European planting and commercial community. We have no hesitation in saying therefore that generally the rates of pay and conditions of service should remain uniform throughout the East African Dependencies.

The question whether the basic salaries are too low is under consideration and the other conditions of service, such as provisions for housing of officers, leave, passages, etc. etc. Your Honorable members have examined various books of dependants and senior and junior officers; they have examined detailed statements of household and other expenses, cost of servants, prices of local produce and imported articles; and they have had the benefit of the experience of officers who have served in Nyasaland and some at least of the other East African Dependencies. There is little doubt that the cost of living to-day

is much the same as it was in 1923 when statements of costs of servants and articles ordinarily used were submitted to the Secretary of State by Your Excellency's Confidential despatch of the 18th August, 1924. It is difficult to compare the cost of living in Nyasaland with other places in East Africa because in certain places, e.g., Dar-es-Salaam and Mombasa, the cost appears to be much higher than in other parts of Tanganyika and Kenya, respectively. We believe, however, that in many parts of Tanganyika living is cheap as compared with Dar-es-Salaam or many parts of Nyasaland and that apart from those two ports, there is little, if any, difference between stations of similar kind in any of the four countries. The cost of passages to and from England and incidental expenses on the journeys are practically the same to-day as in 1923 and there would appear to be little likelihood of any substantial alteration. Nor is the cost different to any appreciable extent from the ports of Kenya, Uganda and Tanganyika Territory as from Beira, the port for Nyasaland officers. The sailings of the intermediate Union Castle vessels are very irregular and detention at Beira on the outward and inward journeys is frequent which entails considerable expense to the Government and to officials.

4. Few officers in Nyasaland are not provided with quarters free of rent. At present practically no rates are levied on these buildings but the time is not distant when rates will be levied in the township of Mlantyre and possibly Zomba. Some furniture is provided but the scale falls very

Tax.....

far ~~consequently~~ short of that which was approved in 1920. Failing provision of quarters house allowance is granted but in the absence of houses which could be rented or hotels at which officers might find accommodation an allowance is generally very unsatisfactory. The necessity for storing or disposing of heavy furniture when an officer proceeds on leave is unfortunate and it would be advisable to supply to all quarters essential articles of heavy furniture rather than to supply such items as mosquito nets, filters, etc., ^{with} which officers might reasonably provide themselves, especially if a supply of these articles were obtained and sold at cost price.

5. The question whether basic salaries are adequate or inadequate depends almost wholly on the fact whether the officer concerned is married, the number of children he has and whether these have reached the age when they must be sent out of the country for climatic reasons or for purpose of education. Local conditions are such that when a child reaches the age of eight or nine it is essential that it should be sent out of this country. For health reasons it may have to go earlier. It is natural that officers who are selected from Great Britain should wish to send their children there. Children unless they can reside with their parents' relations must go to a boarding school or the Mother must be at home with them. The officers' expenses in either case become heavy. It is considered on every side that these are the main grounds on which the present basic salaries are too low.

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officers.....

other branches of the Service whose salaries are less or not greater than those of the clerical service.

7. In the case of unmarried officers of all branches Your Committee are of the opinion that apart from the question whether their salaries should be similar to those of officers of the same class in the other West African Dependencies or whether suitable officers can be obtained for the salaries offered there is no ground on the score of expense of living which would justify any increase in their basic rates. The case of married officers is different. Their position is naturally affected by absence of children or the number of these and whether children have reached the age at which they must leave Nyasaland and whether they must attend school. The difference in the rates of salaries drawn by these officers may be great or small but generally the higher the rate of salary drawn the greater are the responsibilities and expenses incurred by the officer.

8. Apart from salaries, and assistance granted which is the same for all officers, e.g., officers' passages and free medical attention, the only allowance at present is that given towards the cost of wives' passages. All officers receive 80% of their wives' passages provided that their salaries do not exceed £700 a year. This difference in treatment is regarded by senior officers as inequitable and your Committee consider that it would be advisable as a first measure of relief to grant this allowance to all married officers. They are further of the opinion that every assistance should be afforded to officers so that it may be possible for their wives.....

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wives.....

wives to travel to and from Great Britain so that at least part of their time may be spent in Nyasaland when their children are absent. Rather than increase salaries with the consequent liability for increased pensions, the question of marriage allowances deserves consideration. Your Committee are fully aware of the objections that could and no doubt would be raised to such a course but in the peculiar circumstances of countries like Nyasaland they believe that allowances of this kind are the best solution of a difficult problem.

9. We now turn to the question of officers whose cases require separate consideration on the ground that compared with the respective duties and responsibilities here and elsewhere the salaries attached to their offices are considered to be inadequate.

(1) Deputy Treasurer. The salary of this officer in Nyasaland is 2600, which is the maximum salary of Assistant Treasurers and compares with Kenya 2600, Uganda 2750, Tanganyika 2800. We consider that it should not be less than 2700.

(2) Auditor. Salary 2700, compared with 21000 in Kenya, 2900 in Uganda, and 21500 in Tanganyika. We consider that the salary of this office should be 2700-2800.

(3) Marine Superintendent salary 2650. Your Committee consider that the salary of this officer should be raised to 2700.

(4) Superintendents and Assistant Superintendents of Police. Provision is being made for two posts of Superintendent in Nyasaland on the salary grade 2500-2700 as in the other East African Dependencies

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9. We now turn to the question of officers whose cases require separate consideration on the ground that compared with the respective duties and responsibilities here and elsewhere the salaries attached to their offices are considered to be inadequate.

(1) Deputy Treasurer. The salary of this officer in Nyasaland is £600, which is the maximum salary of Assistant Treasurers and compares with Kenya £800, Uganda £750, Tanganyika £800. We consider that it should not be less than £700.

(2) Auditor. Salary £700, compared with £1000 in Kenya, £900 in Uganda, and £1000 in Tanganyika. We consider that the salary of this office should be £700-£800.

(3) Marine Superintendent salary £650. Your Committee consider that the salary of this officer should be raised to £700.

(4) Superintendents and Assistant Superintendents of Police. Provision is being made for two posts of Superintendent in Nyasaland on the salary grade £500-£700 as in the other East African Dependencies

but the Chief Commissioner considers that four such offices should be provided for and the Committee concur.

Major Stephens also considers that the initial salaries of Cadets, viz 2300 for two years, is inadequate apparently on the ground that on first appointment they must provide themselves with ordinary equipment as in the case of Civilian officers and in addition police uniform. Your Committee consider that this suggestion would be met by an increase in the outfit allowance.

(6) Chief Transport Officer present salary 2700. It is difficult if not impossible to compare this salary with those paid elsewhere but Your Committee consider that the salary should be 2700-2800.

(7) Assistant Engineers in the Transport Department 2850-2900. The Chief Transport Officer considers that mechanics are not suitable for the work required of these officers, and that if suitable officers are to be obtained and their services retained their salaries should not be less than 2900-2950. He also considers that the salary of the Superintendent Engineer should be 2500-2600 instead of 2400. The salary of 2700 compared with when the telegraph branch Department Your Committee salary should be 2700-2800.

(8) Postmasters, grade 2350-2400. In order to afford reasonable prospects of advancement to Postmasters Your Committee consider that there should be a certain number of higher paid posts, at 2400-2500.

(10) Chemist, Entomologist and Agricultural Officers

but the Chief Commissioner considers that four such offices should be provided for and the Committee concur.

Major Stephens also considers that the initial salaries of Cadets, viz £300 for two years, is inadequate apparently on the ground that on first appointment they must provide themselves with ordinary equipment as in the case of Civilian officers and in addition police uniform. Your Committee consider that this suggestion would be met by an increase in the outfit allowance.

(6) Chief Transport Officer present salary £700.

It is difficult if not impossible to compare this salary with those paid elsewhere but Your Committee consider that the salary should be £700-£800.

(7) Assistant Engineers in the Transport Department

£250-£300. The Chief Transport Officer considers that mechanics are not suitable for the work required of these officers, and that if suitable officers are to be obtained and their services retained their salaries should not be less than £300-£500. He also considers that the salary of the Superintendent Engineer should be £500-£600 instead of

£400. The salary of £700 compared with the telegraph branch Department Your Committee consider salary should be £700-£800.

(8) Postmasters, grade £350-£400. In order to

afford reasonable prospects of advancement to Postmasters Your Committee consider that there should be a certain number of higher paid posts, at £400-£500.

(10) Chemist, Entomologist and Agricultural

Officers

- (a) Chemist £500-750. None elsewhere
- (b) Entomologist £500-750 Same
- (c) Agricultural Officers £350-500. In Kenya
 Senior Agricultural Supervisors,
 £400-£500
 Junior Supervisors, £300-400.
 In Tanganyika District Agricultural
 Officers £350-£500.
 In Uganda Senior Agricultural Officers
 £500-£750. Agricultural Officers
 £400-£500.

The Secretary of State has already decided that Agricultural Officers in Nyasaland should eventually proceed to £750 and the Committee have no recommendation to make. The Chemist and Entomologist should be on the same scales in Nyasaland as elsewhere.

(11) Chief Veterinary Officer. Salary £750, private practice estimated at £100 a year. The Director of Agriculture considered that the pay of this officer should be the same as that of the Deputy Chief Veterinary Officer in Kenya, viz £500. With private practice the salary of the Chief Veterinary Officer would thus be £600 a year, which is equivalent to the salary of the Director of Agriculture in Nyasaland. Your Committee are unable to concur in this recommendation.

(12) Assistant Director of Agriculture, salary £500-£750. The Director considers that Mr. Davy should be placed on the maximum £750. This is not a question which Your Committee think it necessary to consider.

(13) Chief Forest Officer, salary £700. Your Committee consider that the salary of this officer

should.....

should not be less than that of the Senior Agriculture Officers and that it should therefore proceed to £750.

(14) Director of Public Works, salary £900 compared with £900 in Kenya, £1500 in Tanganyika and £1100 in Uganda. Your Committee consider that this salary is inadequate.

(15) Assistant Director of Public Works, £700, compared with £700-£800 of Executive Engineers Kenya, £900 in Tanganyika and £800 in Uganda.

(16) Executive Engineer £500-£650 in Nyasaland compared with £700-£800 in Kenya, £700-£800 in Tanganyika and £700-£800 in Uganda.

Your Committee consider that the Assistant Director in Nyasaland should be graded as an Executive Engineer and receive £700-£800 and that the Executive Engineer whose present pay is £550-£600 should be placed on the grade £600-£700.

(17) Engineers £400-£500. The Director of Public Works considers that men with some practical experience on first appointment would be most useful in Nyasaland but that these are not likely to accept employment at the initial salary of £400. He considers therefore that if suitable officers apply the Crown Agents should be authorized to exceed the minimum salary on first appointment.

Your Committee concur.

(18) Foremen or Inspectors of Works, salary £300-£400. The Director considers that the pay of these officers is inadequate to obtain men with the practical knowledge required and that as they cannot be promoted to the higher posts their salaries should be £350-£450. Your Committee consider that the proposed rates are not too high but are not prepared to recommend any alteration unless the rates are altered in the other Dependencies.

10. Your Committee find some difficulty in regard to the higher posts such as heads of departments, deputies and assistants. They recognise the impossibility of granting to these officers the same scales as those provided for similar posts in the larger and more advanced Dependencies. Apart from the fact that the staff is greater in a larger country it is doubtful whether the responsibilities are not as great in one place as another, especially when the head of the department in the smaller and less developed country has not the technical or highly trained staff possessed by the larger country to assist him. There is also a very strong feeling on the part of officers such as assistants or Deputy heads of Departments that their claims to promotion are apt to be overlooked when vacancies occur in the larger Dependencies and that officers serving therein are promoted although junior to them.

The responsibilities and expenses of these officers in regard to the maintenance of their families and the education of their children are the same. Certain local expenditures cannot be avoided. It is the margin between this expenditure and the actual salary of the officer which places the more highly paid head of a department in a large country in a much more advantageous position than his brother officer in the small country he regards the maintenance of his family at home and the education of his children. Your Committee consider therefore that while there should be a difference in the scales of salaries there are strong grounds in the circumstances of the East African Dependencies for granting marriage or family allowances on a uniform basis to these officers. In future, however, it is a question for consideration

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whether.....

whether officers should not be encouraged and assisted
to provide for the education of their children by
insurance on the birth of each child.

CHIEF SECRETARY.

28th December, 1925.

ACTING TREASURER.

DIRECTOR OF MEDICAL AND SANITARY SERVICES.

HEADS OF DEPARTMENTS etc.

Revised salaries

Post	Kenya	Uganda	Tanganyika Territory	Zanzibar
British Resident				2900
Chief Secretary	2200	1800	2000	1600
Deputy Chief Sec.	1350	1350	-	-
Asst. Chief Sec.	1000	1050	1200	1200
Sec. for Native Affs.	-	-	1350	-
Chief Native Commr.	1450 + 200*	-	-	-
Deputy -do-	1200 + 200*	-	-	-
Senior Commr.	1200 + 1200	no Kenya	no Kenya	1200
Deputy -do-	1000	-	-	-
Chief of Customs	1800	-	1200	1200
Deputy -do-	840-920	-	840-920	-
Auditor	1100	1100	1150	-
Deputy -do-	-	-	900	-
Chief Justice	2300 + 100*	1800	2000 + 100*	1800 + 100*
Palace Judge	1300	1300	1300	1300
Attorney General	1400	1400	1400	1300
Solicitor General	1200	-	1150	-
Commr. of Police	1200	1250	1200	1100
Commr. of Prisons	900 + 100*	-	-	-
Director of Fed. & Gov. Services	1800	1800	1500	1400
Deputy Directors	1200	1200	1200	1200
Director of Lab.	1200	1200	1200	-
Resident Surgeon	1200	1200	-	1000
Director of Educ.	1200	1250	1200 + 150*	1200
Deputy -do-	-	-	1000	-
Chief Insp. of Schs.	1000	-	-	-
Game Warden	800	720-840	1000 + 200*	-
Director of Transport	-	1800 + 120*	-	-
Dir. of Agriculture	1800 + 100*	1200	1350	1300
Deputy -do-	1100 + 100*	900	1000	800
Chief Vet. Of.	1100 + 100*	1100	1100 + 100*	-

HEADS OF DEPARTMENTS etc.

Revised salaries

Post	Kenya	Uganda	Tanganyika Territory	Zanzibar
Chief Clerk 1200		-	900+50 ^x	-
Secretary of Revenue		920	1150	-
Deputy Secretary General 1200		-	1150	-
Chief of Railways -		-	-	1000+250 ^x
Chief of Geological Survey		1100	-	-
Chief of Lands etc. 1450		1350	-	-
Chief of Land Surveys 1600		-	-	-
Deputy -do-		950	-	-
Chief of Public Works 1200		1300	1350	1100+100 ^x
Deputy -do-	920-1000	920	1100	840-920
Deputy -do-	1050	1400	1450	1450
Deputy -do-	1050	850	1000	-

x Personal Allowance
 / Not yet decided.

Revised scales of salary for officers serving in Kenya, Uganda and Tanganyika (excluding Heads and Deputy Heads of Departments)

x - efficiency bar.

Scale A. £400 for 2 years.

£475 - 25 - 600

30 - 640 - 40 -

920.

y - promotion bar.

Scale B. £360 for 2 years.

£425 - 25 - 600

30 - 720 - 30 -

840 - 40 - 920

Scale C. £480 - 20 - 600

30 - 720 - 30 -

840 - 40 - 920.

Administrative
Officers
Medical Officers
Education Officers
Magistrates

Other non-technical officers.

Technical officers, e.g. engineers, Veterinary, Agricultural and forestry officers.

Scale D. Clerks and other Subordinates.

Kenya

Uganda

Tanganyika

£300 - 18 -

Various scales,

(a) £300 - 18 - 426

390 - 18 -

ranging from

(b) £426 - 18 - 480

480 - 20 -

£370 fixed to

(c) £480 - 20 - 600

500 - 20 -

£500 - 20 - 600

600.

Scale E.

£240 - 18 - 300

Nurses, Typists, junior clerks

and Police Constables.

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FROM	DATE	SUBJECT
Colonial office	- Oct. Advisory Bill on Native Education	
	- Nov	do.
	- Dec	do.
Foreign office	- E.A. Development Loan Bill	
	- 2nd Feb. Jubaland Frontier	
	- 30th Sep. Southern Frontier of Abyssinia	
	- 7th Oct. Armed Raids into Kenya	
	- 22nd Nov. Abyssinian Raids into Kenya	
	- 3rd Dec. Raids into British Somaliland	
	- 25th Registration of Trade marks in E. Africa	
India office	- 15th Jan. Indians in Kenya	
Parliament	- 25th Feb. E.A. Development Loan	
	- 11th Jun. E.A. Loan Bill	
Board of Trade	- 4th May. Preferential Railway Rates	
Treasury	- 4th Jan. East African War Expenditure	
	- 11th	do.
	- 25th. Liability Guarantee	
	- 11th Feb. Advances to Independent Ex. Com. Kenya	
	- 15th May. Jubaland Boundary Commission	
	- 16th. Local Allowance & Family Passage Allowance	
	- 12th Apr. E.A. Development Loan	
	- 22nd. Transport Loan of £200,000 & own Transport Loan	
	- 20th May. Jubaland Boundary Commission	
	- E.A. Loans	
	- 1st Jun. District Allowances	
	- 20th. Conference	
	- 1st. Draft E.A. and E.A. Loans Bill	
	- 16th Feb. Jubaland Boundary Commission	
	- 14th Aug. do.	
	- 18th. Revision of Salaries	
	- 6th Sep. Jubaland Boundary Commission	

7/11/36

PUBLIC RECORD OFFICE

END

TOTAL EXPOSURES →

PUBLIC RECORD OFFICE

C0533/353

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