

1925

Annual
E. AFRICA

KENYA

C. O. 28
35653
5 JUL 25

FROM

C. A. G. DENHAM.

769

DATE

19th June 1925.

FOR CIRCULATION:—

Mr.

Mr.

Mr.

Asst. U.S. of S.

Perm. U.S. of S.

Parl. U.S. of S.

Secretary of State.

PENSIONS REPORT OF COMMITTEE ON PENSIONS AND
PASSAGE EXPENSES.

Fwds list of Govts which it is proposed
to "schedule" for purpose of continuous service
pension. Considers that officers whose service has
not been wholly in E. or W. Africa are entitled to
pension on continuous service.

Circ 19 March 1925

Previous Paper

~~O.A.C. 4588~~
G.O. 30563
T.T.

MINUTES

Noted

*Out By, L.H.
Sep 3, 1928
at mca*

K E A

Out By

wait

Subsequent Paper

*G.O. 4028 Pa
Nyasa*

No. 133.

35653

GOVERNMENT HOUSE,
Nairobi, 25
KENYA.

19th June 1944.

29

Sir,

B.O. 525/44

With reference to your despatch No.239 and Circular despatch of the 13th and 19th March respectively, on the subject of the Pensions Report of the Committee on Pensions and Passages expenses, I have the honour to append a list of Governments which this Government would propose to "schedule" for the purpose of continuous service pension;

List.

All East and West African Colonies and Protectorates, and any other Government willing to reciprocate with this Colony.

2. A list of Governments under which officers at present serving in this Colony have served previously is enclosed and this Government is of opinion that those officers whose previous service has not been wholly either in East or West African Dependencies are equally entitled to be placed in the position of earning a pension on continuous service.

I have the honour to be,

Sir,

Your most obedient, humble servant,

ACTING GOVERNOR.

THE RIGHT HONOURABLE

LIEUTENANT COLONEL L. C. M. S. ANNEK, P.C., M.P.,

SECRETARY OF STATE FOR THE COLONIES,

BRIDGES STREET,

ADDIS ABABA, S.W.

LIST OF GOVERNMENTS UNDER WHICH MEMBERS OF THE
EXISTING STAFF OF KENYA HAVE SERVED
PREVIOUSLY.

TROPICAL AFRICAN GOVERNMENTS:

Uganda
Zanzibar
Nigeria
Somaliland
Nyasaland
Tanganyika
Gold Coast
Sierra Leone.

OTHER GOVERNMENTS:

Imperial Service ^{? No}
Mauritius
Union of South Africa
Ceylon
Fiji
British Guiana
Windward Islands
Seychelles
Hong Kong
Federated Malay States.

* I think we may reply stating that provision may be included in the 1926 Estimate for consideration; point out that the existing vacancy has not yet been filled & also with ref to the despatch drafted on 31.8.25 whether it is desired that the candidate to be selected for the second vacancy assuming that the provision is finally approved, should take the course before sailing; and add that it is proposed that a Nursing Certificate need not be envisaged till the Estimate is approved
HJ
1.8.25

Dft. herewith for comment. I send on specially for authority to select a M.O. in anticipation of the Ests. provision being approved, so that the candidate can take the Tropical Medicine course beginning on Oct. 5th before going out in March 1926.

C. J. Jeffries
21.8.25.

C. J. J.
21.8.25

This vacancy was filled by Dr. H. A. Cole. (File 25054/EA)
HJ 3/12/25.

32550

32

17 JUL 26

THE RESIDENCY,

ZANZIBAR.

23rd June, 1925.

Sir,

OK
3718 E.A.
24/6
W. W. W.

With reference to previous correspondence ending with your despatch High Commission No. 20 of the 10th of last February regarding the medical establishment of this Protectorate, I have the honour to request your sanction to include in the Estimates for the year 1926 provision for an additional Medical Officer, an additional Nursing Sister and two additional Sub-Assistant Surgeons.

2. The present male staff, exclusive of the Economic Biologist and Sanitary Superintendent, consists of the Principal Medical Officer, 3 Public Health Officers and 7 doctors.

3. The Principal Medical Officer has represented to me that the extension of district work, the opening of new dispensaries in the districts and Ngumbi, the improvements necessary in attendance upon Asiatic and Native officials and their families, and upon prisoners, lunatics and lepers, and the better supervision of medical and surgical stores require the constant

L. S. M. S. ANKHY, B.C., M.P.,

etc., etc., etc.,

Secretary of State for the Colonies,

constant services of 4 Medical Officers in Zanzibar and 2 in Pemba. A staff of 7 Medical Officers is with leave and casualties insufficient to maintain such a strength and I am therefore reluctantly compelled to represent to you the necessity for the augmentation of the establishment as indicated in the first paragraph of this despatch.

4. To allow the leave roster to proceed normally it is of importance that the new Medical Officer should arrive in the Protectorate early in April 1926, and I shall be glad if arrangements can be made accordingly.

5. The Principal Medical Officer has further represented to me that the staff at Chake Chake, Pemba, needs strengthening by the addition of a Nursing Sister and Sub-Assistant Surgeon. With an establishment consisting of the Matron and 6 Nurses it is not possible to maintain the necessary 4 nurses at Zanzibar where two hospitals require to be served, 1 at Weti, where the large amount of operative work demands the presence of a Sister, and 1 at Chake Chake. In the result the nursing at the last station falls upon the Medical Officer.

6. Of the cadre of 7 Sub-Assistant Surgeons 4 only belong to the Medical Division and are allocated 1 to the Native Hospital, 1 to the Police Lines and Prison, and 1 each to the stations of Mkoani and Mkekotoni. When one officer is on leave his place is taken by a dispenser, an arrangement which is neither satisfactory nor justifiable.

The addition of a Sub-Assistant Surgeon at Chake Chake is necessary to enable the Medical Officer at that station to visit district dispensaries and to undertake itinerant medical work.

7. Your authority is therefore requested to include provision for these three items in the Estimates for next year.

I have the honour to be,

Sir,

Your most obedient,

humble servant,



ACTING HIGH COMMISSIONER.

H.O. / 32550/25

35

Mr. Jefferson 11/8/25

Mr. Strachey 21 p

Sir J. Shackburgh

Sir C. Davis

Sir G. Grindell

Sir S. Wilson
Sir J. Macdonald Smith

Mr. Ormby-Gore

Mr. Amery

Zanzibar

And
P3

C. D.
R 22 AUG
D. 24

for answer, please re minute.

DRAFT.

22 Aug 1925

Zanzibar

SIR,

No. 1691

G. H. C.

I have to ack the receipt
of your des. No 191 of the 23rd
of June regarding ^{recognition} ~~a proposed~~
increase in the medical establish-
ment of the Protectorate in the
year 1926.

2. I approve of provision
for the new posts the creation of
which

Mr.

Mr.

Mr.

Mr. Strachey.

Mr. J. Shackburgh.

Mr. C. Davis.

Mr. G. Grindle.

Mr. J. Masterton Smith.

Mr. Ormsby-Gore.

Mr. Amery.

~~which~~which begins on the 5th of October.

4. I am aware that there are vacancies in the existing establishment for a Senior Medical Officer and a Medical Officer.

DRAFT.Sec.

(Conf. dep. in
31286/25)

I have communicated with you separately as regards the former appt. As regards the latter appt., I have been endeavouring to secure a candidate possessing Public Health qualifications. No such candidate has however as far come forward. As

Tom as a suitable candidate
has been selected ~~he~~
arrangements will be made
for him to proceed to Langbar
without taking the Tropical Medicine
course, which will be deferred
until his first leave

(Signed) L. S. AMERY

W. H. H. H.
W. H. H. H.
D. Allen. ^{W. H. H.}

This bundle was left with me on Aug. 8. I have not yet had time to collate the various proposals, and indeed that from Uganda has not yet been received.

Kenya and T.T. have sent in separate proposals, but in our desps. of 10 June (T.24203/25 E.H.) we asked for joint proposals, and I think we must clearly try to get some agreement amongst the local Govts before we tackle the question, which promises to resolve itself into an upward revision of salaries.

I think we ought to let. to Kenya

see draft

Your desps. 24 June Conf. No 94.

Local allowances but I shall receive joint proposals see my desps.

[24203/25.]

20 June 1954 In addition to your desps. 24 June have received Tanganyika desps. 29 May Conf. but nothing from Uganda please consult both and telegraph when may I expect joint proposals.

1000000 - 6.8.55

~~W. H. H. H. H.~~
~~W. H. H. H. H.~~
 Butler ^{Mr. S. H.}

This bundle was left with me on Aug. 3. I have not yet had time to collate the various proposals and indeed that from Uganda has not yet been received.

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see draft

[24283/25]

1000000 801 6.8.25

KENYA.

No. 94.

CONFIDENTIAL.



C.P.
32920

GOVERNMENT HOUSE,
NAIROBI,
KENYA.

24th June, 1925.

33

Sir,

*DAC 90
2/11/25*

Annexures.

*Telex
5/11/25*

In continuation of my telegram No.192 of the 8th May, with reference to the payment of a Local Allowance to European officers, I have the honour now to address you further on this subject in answer to your Confidential despatch of November 18th, 1924. I considered it advisable to defer doing so until the receipt of the Report of the East Africa Commission and the arrival of the Governors of Tanganyika Territory and Uganda.

2. I have meanwhile been in correspondence with the Governments of Tanganyika Territory and of Uganda, and I concur with their views that a satisfactory solution of the problem is not to be found in the proposals contained in paragraph 5 of your Confidential despatch under reference for the following reasons:-

(a) The most expensive stations in the Dependencies are undoubtedly the larger ones, but it is not considered that there is sufficient discrepancy between the cost of living at these and other stations to warrant any special monetary compensation being granted to one class of station at the expense of another. It would, moreover, be difficult to arrive at the exact difference in expenses of living at various stations; for example, while in the smaller centres servants for inferior positions are to be obtained

THE RIGHT HONOURABLE

LIEUTENANT COLONEL L. C. M. S. AMERY, P.C., M.P.,

SECRETARY OF STATE FOR THE COLONIES,

DOWNING STREET - LONDON, S.W.

obtained at a cheaper rate, the upper servants expect higher wages to compensate for the disadvantages of living in the more distant and less civilized areas. So also, while local produce in the country stations may be cheaper, imported goods, purchasable only in larger towns at a distance, are on account of the additional transport required, more expensive than in the towns. The cost of living at a small station may also be considerably affected by an influx of population, and by railway extensions and by many other causes which it is not always possible to foresee.

(b) In view of the limitations suggested in the third paragraph of your Confidential despatch, implying that any increase in the allowance payable to one section of officials would be met by a reduction for the remaining section, and having regard to the fact that the large majority of Government officers, including those who are the more highly paid, are resident in the larger stations, it would appear that it would be necessary to deduct a considerable amount from the minority in order to provide a small additional allowance to the majority.

(c) The cost of living at present does not justify any reduction in the present allowance in any part of the Colony. A careful investigation locally has revealed the fact that since the year 1920, the average increase in the cost of living over the cost in that year for each succeeding year has been 27½% and that the cost of living at the present time is 24% above the cost in 1920. This increase is moreover very largely due to the increased prices of certain local products, notably meat.

Annexure I. I annex a schedule shewing numerically and graphically the variation in living costs from the time of the currency change.

3. On the arrival of the Governor of Uganda I took the opportunity of discussing the matter with him, and I understand him to be in agreement with me ⁱⁿ as to the views expressed above and as to the necessity of substituting increased scales of salaries in place of the Local Allowance. I observe from paragraph 17 of his Confidential despatch to you, a copy of which has been sent to me, that the Governor of Tanganyika Territory is substantially of the same opinion.

Gr 28322
70.
Tt.

4. All three Administrations may then be taken to agree that;

- (a) The present cost of living would not justify any reduction in the Local Allowance;
- (b) If this addition to salaries was withdrawn hardship would be caused as the salaries generally are low and inadequate as compared with salaries in other Colonies and taking into consideration the standard of living in East Africa;
- (c) It is necessary to revise the salaries in East Africa;
- (d) ~~That~~ Such revision should be made as early as possible.

The question then to be considered is what is the best means of putting salaries on a basis which will be fair and equitable to all classes of Government servants.

5. I referred the question to the Economic and Finance and Terms of Service Committees of the Legislative Council of this Colony sitting jointly, and the recommendations submitted by these Committees were discussed by me with my Executive Council. All these bodies are unanimously of the opinion that the time has now come for the incorporation of the Local

Allowances

Allowances in salaries, and, having regard to the considerations enumerated in paragraph 4 ^{Super} with which they concur, have recommended to me that the scales of salaries of all officers who are now drawing Local Allowance should be increased by 20% as from the 1st July, 1925, and the payment of the allowance be discontinued from that date.

I annex a copy of a resolution moved by Lord Delamere and seconded by the Hon'ble Captain Coney which was accepted by the Economic and Finance and Terms of Service Committee.

This resolution followed on the receipt of a communication from the General Manager Railways, copy annexed, after the Committee had previously agreed to a similar worded resolution except that the date when the incorporation of Local Allowance in salary should take effect was recommended as from January 1st, 1926.

6. I have, therefore, now to recommend that all officers drawing Local Allowances should have their salaries increased by 20% as from the 1st July, 1925, from which date Local Allowances ^{and} as such will therefore cease.

There are, I think, several advantages in favour of this proposal;

(a) It has the merit of simplicity and calculations are easy;

(b) All classes throughout the Service get the same increase which will avoid a large number of "grievances".

The proposal will be acceptable to senior and junior officers alike.

(c) It carries on a provision already made in the case of all officers with a salary ^{not} not more than £400, and in the case of officers with a salary above

that

Annexure II.

Annexure III.

that amount it removes the differentiation in the rate of Allowance which was only justifiable on account of the financial position of the Colony.

(d) The introduction of the sliding scale in the rates of allowances materially altered the ratio of the scales attached to the various appointments in the Colony and it was only accepted, ~~as I have before remarked~~, in view of the Colony's financial circumstances. To give all officers an increase of 20% will remove these differences which have always been a matter for protest by the higher paid officers.

(e) The increase proposed, I consider, in no way extravagant.

It of course will increase the Colony's Pension liability and taking this at 15% of the total increase in pensionable emoluments, it may be estimates at £14,000 a year, but of course the Expenditure Vote will not be increased by that amount forthwith.

I think it will however be agreed that the Pensions granted on retirement in this Colony are extremely low,

I have only recently, vide my Confidential despatch No.77 of 5th June, 1925, called your attention to the case of an officer who after 24 years' service, would retire as a District Commissioner on a pension of only £470 per annum.

In any case increases in salary must necessitate increases in the Pension liabilities of the Colony.

(f) The proposal will receive the full support of the unofficial element in this Colony and will, I think, be accepted unanimously by Legislative Council.

(g) It is in general agreement with the views expressed by the Governors of Tanganyika and Uganda.

12/6/33
12/6/30
12/6/30

for 23322 9a
T.T.

The former in his despatch (Confidential) of the 29th May addressed to you, in stating that he had come to the conclusion that "the most equitable course to pursue would be to take steps as soon as possible for a complete revision of the scales of salary in order that they may be stabilised on the basis of present prices" agreed that the local allowances should be retained at existing rates in the meanwhile and that "Government officers have an equitable claim to some increase in the existing rates of local allowance".

The latter is, I understand, proposing to recommend to you scales of salary based on the West African long grade scales which will, I think, be found to result generally in an increase approximately of 20%.

Both Governments have therefore recognised the position that the 20% Local Allowance must be continued and that salaries must be increased.

I do not think it likely that any revision of salaries would result in any officer getting less than he is drawing at present with ^a the 20% allowance and therefore it seems to me that the best course is to round off salaries at once in the manner proposed.

I am of course anxious to secure uniformity in the scales of pay offered in the three countries but I believe that the 20% increase all round will meet the case in respect of all three and of course there is always opportunity ~~for~~ for further consideration of the pay of particular posts in regard to which there cannot be the same grounds for uniformity.

The Economic and Finance Committee added the following rider to their recommendation:-

"That, while this Committee recognise the desirability in many cases of uniformity in the

Terms of Service obtaining in Tanganyika Territory, Uganda and Kenya, they cannot agree that because any one or more of these territories may be unable, for a reason peculiar to itself or themselves, to vary any of such terms in a manner such as would be otherwise desirable, the territory or territories not so disabled need refrain from making such variations.

The Committee further desire to remark that, as conditions in the three territories above referred to are in many respects dissimilar, it must follow that in certain respects the Terms of Service appropriate to each must also differ".

I trust, however, that this proposal will be accepted in respect of Kenya, Tanganyika and Uganda. I had hoped to have the opportunity of discussing salaries and allowances with Sir Donald Cameron and Mr. Gowers but it has not been possible hitherto to arrange a joint meeting.

(h) Allowances are always open to considerable objections.

Once granted it is very difficult to withdraw them - officers budget for their expenses on the salary and allowances they are getting, especially where such an allowance is drawn by all members of the Service.

Annexure III)

As Mr. Felling has pointed out in his Memorandum the offer of an allowance, which it is necessary to describe as temporary, and which is therefore uncertain, has not the same attraction in recruiting officers for the Service here, as would be the inclusion of a like amount in salary.

(i) Further delay in settling the question of salaries is bound to have a bad effect on recruitment and as has been pointed out by the General Managers of

the

the Kenya and Tanganyika Railways it is urgent that salaries should be redressed as soon as possible.

The adoption of the 20% increase will not, I think, in any way prejudice any further revision of salaries which may be necessary while it will undoubtedly give immediate satisfaction throughout all branches of the Service.

7. In accepting this proposal in Executive Council I informed Members that I considered that the salaries of some of the higher posts in this Colony needed to be raised and that I could not accept the recommendation of the 20% all-round increase as removing the necessity for separate investigation in respect of individual salaries though I agreed that such cases are comparatively few in number and such as must be judged separately.

This view was accepted by Executive Council.

On receipt of a decision with regard to the present suggestion it will, I think, be necessary to appoint a small Committee to consider salaries in certain of the higher posts especially those of certain Heads of Departments and Senior Commissioners. The late Sir Robert Coryndon has already addressed you on this subject.

I strongly recommend, however, that a decision on the suggestion now put forward should not be deferred on this account.

It is obvious that any increase in the salaries of such special posts would certainly amount to at least 20%.

An increase on this basis is in my opinion legitimate throughout the Service and will remove any grounds for further consideration of all but a very few individual cases, which must, I think, be separately dealt with on their merits.

8. The increased cost to this Colony if this scheme is adopted will work out at between £22,000 and £23,000 per annum. Owing, however, to incorrect estimates by certain Heads of Departments the actual provision on account of Local Allowance in the 1925 Estimates is ^{approximately} £23,500 in excess of requirements, so that it will only be necessary to provide for a supplementary estimate of about £8,000, while next year's increase under the head of Personal Emoluments will be about £19,000 over the actual provision made this year.

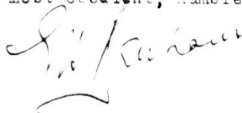
9. I strongly recommend this proposal for your favourable consideration and trust that you will agree to the necessary provision being made for the consolidation of salaries on this basis and from the date suggested.

10. I am sending copies of this despatch to the Governors of Tanganyika Territory and Uganda.

I have the honour to be,

Sir,

Your most obedient, humble servant,



ACTING GOVERNOR.

ECONOMIC AND FINANCE COMMITTEE.

Resolution No. 1/1925.

"That as from July 1st next the Local Allowance ceases and the salaries of all European officers, who are now drawing Local Allowance, be increased by 20%; further that His Excellency the Acting Governor be requested to forward this Resolution by cable to the Secretary of State".

This Resolution was proposed by;

The Right Honourable Lord Delamere

and seconded by;

The Hon'ble Captain J.E. Coney.

L.P. 6/3

22nd May,

SECRETLY CONFIDENTIAL.

The Hon. The Acting Colonial Secretary,
Colony & Protectorate of Kenya,
N A I R O B I.

LOCAL ALLOWANCE.

Reference from No. S.E.T.O.C./A Vol. II/2 of 20th instant.

I note the resolution passed by the Economic and Finance Committee, recommending the abolition of the local allowance and the increase of all European salaries by 20%.

2. I regret that I was unable to attend the meeting of the Economic and Finance Committee at which this important question was discussed. I would like to say, however, that I strongly support the resolution, and urge that it be acted upon immediately instead of only from the 1st January next.

3. I should be glad if this expression of opinion could be submitted to the Economic and Finance Committee, together with the following observations from the point of view of the Railway Management:-

4. The rapid increase in traffic on the Railway and the Lakes, and the greatly increased work resulting therefrom, has made it necessary to strengthen the Railway European staff, both as regards quality and numbers.

5. Not only is a proportion of the existing European staff not of the quality now desirable for the work required on these Railways, but the greatest difficulty is being experienced in obtaining suitable additional staff.

6. For subordinate European staff our present rates of pay are not such as to attract from other Railways men of the type and experience required, and not such as to satisfy the proportion of men now in the service.

7. We have for a long time past been endeavouring to attract European, Indian, Chinese, Arabians, English, Chinese, and other men, from England and South Africa. In some cases we have obtained men, in others we have not. The experience obtained is not, as a rule, of the best.

8. It is necessary not only to improve pay but to improve conditions of service. It is necessary to have a staff of men of high quality and experience.

fairly be taken away from any grade in view of the cost of living figures, and, therefore, the sooner it is merged the better.

9. So far as the senior staff is concerned, the position is equally difficult at present. We have asked for several additional senior officers, and we may have to ask for more. They are most urgently required as re-organization on broader foundations is now necessary to secure future efficiency on these Railways, but our rates of pay for senior officers also are not such as to attract good men from other Railways.

10. You will be aware that I have asked, inter alia, for an Assistant Superintendent of the Line and for a Divisional Superintendent to be stationed in Uganda. For the post of Divisional Superintendent for Uganda I have made a specific recommendation in favour of an official now stationed on the Tanganyika Railways, and I have done this both because the official in question knows this part of the world and is probably the most suitable man we are likely to get from Crown Colony railways for the work in Uganda, and because I doubt whether the salary would attract a suitable man from outside Crown Colony Railways.

11. So far as the post of Assistant Superintendent of the Line is concerned, letters are being received from young English railwaymen of promise, pointing out that the salary offered is not such as to attract a trained railway official from England. The same may be said in regard to men from the South African Railways. I doubt very much whether a South African railwayman worth having would come for the salary fixed.

12. On the other hand, a higher salary without concurrent improvements for posts already filled would create dissatisfaction among officers already in the service, many of whom are, of course, capable men.

13. I am most anxious, therefore, to see the 20 per cent increase in substantive pay approved and brought into operation immediately, so as to give us a fair chance in connection with the appointments now to be made. Postponing the adjustment to the end of the year simply means that in the interim period, during which most of the new appointments will have to be made owing to our urgent needs, we shall not have the advantage of the improved conditions in obtaining men.

14. It will no doubt be appreciated - it certainly has been obvious to me for some time - that the present temporary cost of living allowance might as well not exist for all the use it is in assessing pay to staff new to the country.

15. To the foregoing I must add that the only section of my staff which would be overpaid with the 20% addition is that comprising the Lake Marine Navigation and Cargo Officers; but I do not recommend exceptions pending re-grading so as to rectify the position in respect of future appointments to the Marine grades.

C. L. N. FELLING

GENERAL MANAGER.
UGANDA RAILWAY

Mr. Whistler
7.8.28
S.R. d

6.2.5
32920

52

- Mr. Strachey
- Mr. J. Shuckburgh.
- Mr. C. Davis.
- Mr. G. Grindle.
- Mr. J. Masterton Smith
- Mr. Ormsby-Gore.
- Mr. Amery.

8. Africa
Kenya

Ans'd
40275
Ind

~~10 copies~~

C. D.
R 7 AUG
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Posted & sent
1.0 p.m.
7.8.28
S. S. W.

authorily
minutes
DRAFT. Tel. Code

7th August

Wernor
Nairobi

Your desp. 24 Jun. Conf.

no. 94 I trust I shall receive
joint proposals rec my
desp. of 10th Jun. no. 531 O
Have received Tanganyika
despatch 29 May but nothing
from Uganda please consult
both & telegraph when may
I expect joint proposals Secer

circulate