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RECEIVED 19 MAR 19

Enclosed
Sir Alfred

1919

69 51
N.Y.

Submits memo on the necessity of a permanent increase of salaries in E.A.P., Uganda and Zanzibar.

W. G. F. S.

Abstract of main proposals for
5 promotion positions, within.

We have not yet had the
report of the Uganda Commission.
It is believed that it was given
to Sir P. Casella to deliver here
and to request to look for it.
I understand that it is
being given to the E.A.P.
proposals.

W.G.F.S. 4/3/19

Duplicate unimpaired copy (subject to one or
two amendments) attached. see

This Uganda report is now with me.
No action now required until

copy to [unclear] comp. cont. to June 19
copy to [unclear] 18 June 19

Attachment Paper

3450

Conditions of Civil Service

Findings of Local Commission

See also Dorell's comments there

SALARIES

- (a) Abolition of distinction between 1st & 2nd class officials. (§ 54, 55)
- (b) Grading of officers (especially Administrative and Secretarial) whose limit & number of officers in each grade & when promotion will not depend upon the occurrence of vacancies. (§ 60)
- (c) Junior officials of higher branches of service should commence at £150 without increments, coming a confirmation to scale £400-25-500, then upwards to £800 by grades. (page 43)

(d) Heads of Departments to be on a non-incremental scale of salary. Rates for E.A. suggested. (§ 51 & page 38)

(e) Clerical staff: recommends grades - £200 - £300, Clerks
 £320 - £400
 £425 - £500 - Office Supts. (p. 124, 130)

Agrees. (Appendix 5)

Agrees that this offers the best solution to the present block of promotion. It would have the special advantage of facilitating the movement of officers from one Post to another with benefit to the service. (Appendix 5)

Initial salary should be £300. Would adopt West Africa rates throughout, on the principle that the work performed is the same, and that the difference of climatic conditions etc. and should be met out by the adoption of more generous leave rules in W. A. Agrees to no more for officers on probation. (Appendix 5)

Suggested rates excessive.

The same rates cannot be adopted for all Posts, but must vary according to the importance and responsibility of the work. Would place Posts for this purpose in the order E.A.P., Uganda, Kenya. Considered recommendations of the local Govts. should be obtained. (Appendix 5)

Agrees. Considers that £300 is the absolute minimum for a European official and that

£200 will be found necessary initial salary in most cases. tendency of clerks and other to claim that they should be on the same scale as Admin. officers should be checked.

Suggests lat. April 1911

(f) Date of introduction

(g) Duty allowances, recommends and maintenance of living pay (1911-69)

II Leave

Recommends abolition of short leave and maintenance of pay, then of 6 months leave after 30 months service, then 14 days local leave a year (1911). suggests leave should be (1911) 14 days local leave a year (1911).

Considers that present of 20 to 30 months should be retained but suggests that 10 years service an officer be encouraged to take leave a year of only 20 months.

Suggests abolition of "between healthy" and "unfit" stations, and grading into 3 classes, with leave class A - 2 1/2 days per week B - 3 C - 3 1/2

EXTENSIONS

Age of retirement recommends 45 or 20 years service, whichever comes first (1911)

Calculation of pension House allowance at 15% of salary based on service to be calculated on final salary (1911)

Widow's pension to be increased in case of invalidity, to be added to pension in case of invalidity, or pension to be payable to widow on death of officer in harness, and calling for evidence of poverty (1911) and permanent posts to be permanent (1911) Limitation of pension to be allowed (1912)

Orphan's scheme to be instituted (1911-13)

RELEVANT

Annual Reports should be shown to the officer (1911)

Magazine No. 1877 proposed should be published weekly, with 100 copies. The should be after 3 1/2 years (1911)

Agrees, if suggestion practical. (1911)

Colonial should be treated as one for pension purposes (1911)

Fully agrees (1911)

Point of small importance and rule must be uniform throughout a Service (1911)

Officials should not be appointed, married, without provision. The should be after 3 1/2 years (1911)

Mr. Grindle,

Mr. Jeffries has summarised the attached statement of the principal recommendations of the Local Commission of Enquiry with Sir A. Lascelles' comments on them. I had a long discussion with Sir A. Lascelles on Friday afternoon.

A curious point about the proposals is that, while for the junior men at all events, no large increase of salary is proposed, it is intended that the war bonus should cease as soon as the new arrangements take effect. The view taken is that officials are far more anxious about their future prospects than about the present cost of living. And it is a little extraordinary that if, as we have been told, it is impossible for officials to keep out of debt at present, they should be willing to continue in or go into debt in the hope that in future years they may be able to free themselves from embarrassment. I do not say that if we bring the new arrangements into force from the 1st of April 1919, as Sir A. Lascelles suggests, we shall very soon have an application for a continuance of war bonus on some scale or other.

My proposal that salaries should be arranged according to grades of officers rather than to grades of posts is, I think, inevitable. Our senior posts are necessarily few in number, and it is inevitable that a man who goes into, e.g., the Administrative branch of the Service should look forward to some better ultimate prospect than the chance of his being one of the 1000 Assistant District Commissioners who are ultimately included in the five Provincial Commissioners. There must, of course, still be a grading of appointments, but on the hypothesis that there are not enough senior appointments it will follow that (e.g.) there will be

far

far more 1st grade Administrative Officers than there are provincial Commissioners.

On the system of acting allowances which is proposed, the 1st grade Officers who are normally in 1st grade appointments will, when acting in those appointments, have no acting allowances. This is not unreasonable.

The idea that junior officials in the Administrative and other Departments should have increments during their period of probation seems to me to be a very good one. It is a source of dissatisfaction, as a result of the fact that on confirmation they will go immediately into a higher improved scale of salary. For this reason I was glad to see that Sir A. Lascelles recommends an initial salary of £1300 instead of £1250. This will go some way to reduce the anomaly to which I have referred through the cessation of war bonus.

As a matter of fact one of the main points in the reconsideration of the medical salaries which has already taken place is that we have struck out the arrangements by which a medical officer remains at £400 until he is taken on the permanent staff. The duration of this arrangement, though now of 10 or 12 years standing, was really an accident owing to the restriction of temporary medical posts for particular investigations. In future doctors will draw increments as they go on. I do not, however, consider that a difference of practice between the medical and other Departments is material.

As regards the salaries of heads of Department I agree with Sir A. Lascelles, in thinking that the rates proposed for the F. A. P. are unduly high. Some degree of co-ordination with salaries in West Africa and elsewhere must be observed, and it is certain that even the F. A. P. can afford the high salaries suggested, the other

other Protectorates cannot afford them, except perhaps Zanzibar where, as a matter of fact, the importance of the work is not sufficient to justify such high rates.

As regards the clerical staff, we shall certainly have to pay better rates in future. We cannot hope to get, and need, good men unless we offer them a better prospect than the ultimate £350 as at present, with the possibility of an interim as in the Cape, extending to £400, and a second way for the adoption of the proposal to have two junior grades ending at £400 and a senior grade for Office Superintendent at £250-£300. The case of the Office Superintendent is of some interest in connection with the proposed abolition of the distinction between 1st and 2nd class appointments. This in its original application is entirely a matter of local interest. Our only concern with it is in regard to the class of passage which a man receives, and this distinction will continue to exist. Then Office Superintendents were given the same scale of passage as A.D.C.s, and the question whether they should have 1st class passages was raised and settled by Sir A. Bellfield. The position will be much more acute than ever if the salary rises to £400 a year and I think it will be inevitable to give them 1st class passages.

I do not suppose that the Commission expect to remove the feeling of resentment against the social bar which exists over this matter of 1st and 2nd class appointments. As a matter of fact a man who is excluded from the Nairobi Club because he holds a 2nd class appointment will be still more embittered if he finds that the automatic bar to membership is replaced by exclusion on grounds personal to himself.

The question of the abolition of duty allowance is difficult. The introduction of the system in E.A. coincided with the introduction of new leave regulations, and for the first time an officer drew full salary during the whole of his ordinary leave. The man who only drew, when acting in a senior post, a few pounds as the difference between the two duty allowances, knew that he had the new privilege of drawing full pay throughout his leave, and this privilege was really made up for the exiguous acting allowance, which, as a matter of fact, replaced an equally exiguous acting allowance based on the old W.A. principles. All that, however, has been forgotten long ago, and nothing remains but a feeling of hardship that (e.g.) a District Commissioner, acting as Provincial Commissioner, receives £60 a month for his extra trouble. The amount which he would receive under the new arrangements would, of course, depend on his position in his grade. A 2nd Grade Administrative Officer (or £525 - £700) acting for a 3rd Grade Administrative Officer would receive £525 a month, and as the acting man would normally be one of the seniors of the 2nd Grade, it is probable that his acting allowance would be small.

In the second place, the abolition of duty allowances will make it difficult to give effect to Sir A. Lascelles' proposal in regard to salaries. In his memorandum that salaries in East and West Africa should be equalized. There can be no question, I think, of asking W.A. to vary their duty allowance arrangements, and it will be necessary either to accept the scales laid down by the Commission or to invent new scales corresponding as closely with W.A. salaries plus duty allowance as is consistent with the adoption

adoption of convenient scales of salary. As regards leave, the Commission would have the normal tour put at 30 months' service instead of the elastic 20 or 30 months' tour which at present exists. Sir A. Lascelles does not concur and I agree with him. Year after year the vital statistics for Eastern Africa show that we increase our death rate by reducing our invaliding rate and vice versa. Prompt action in sending a man to his home results in saving the life of a valuable official. If so, it is still better to allow a man to go home on ordinary leave after 20 months' service than to send him home on sick leave after say 25 months' service. The latter may save his life, but the former will improve his health. I quite agree that every officer should be given facilities to take the 14 days local leave.

As regards pensions, the proposal is that whereas now a man may retire without medical certificate at 50, and may (though it is not expressly laid down) be required to retire at 60 (there is no limit to the age at which a man retires) a new system should be adopted by which a man may retire at 45, or after 20 years' service, may also be called on to retire at that stage, and must retire at 50 in ordinary cases, and 55 in cases of executive or legislative councillors and judges. Sir A. Lascelles agrees to these proposals if they are considered practicable. The East Africa pension law has the retiring age of 50, and in addition a man may retire on pension after 18 years' service of which 10 must have been resident service. There is, therefore, no reason to suppose that the adoption of the E.A. proposal would lead to complications as to the award of pensions at the new age limit from (e.g.) Imperial funds in respect of previous

previous Imperial service. The doctors have already pressed us to adopt ^{for them} the West Africa 18 years service arrangement, and the point has been taken up by the British Medical Association. If we allow 30 years we may as well allow 15 as the retiring age, and I think that we can ~~not~~ ^{not} at all sure that power should not be taken to retain a man up to 55 (even if he does not come under the exceptions suggested) on the Governor showing cause to the S. of S. for keeping a man in the service on grounds of his special ability.

The superannuation proposals indicated in the Table in para. 104 of the report require careful scrutiny. They are confused by the difference in the retiring salary under the present and proposed arrangements, and for the purpose of comparing the principles I take the retiring salary to be the same (say £1) in each case.

(1) Allowance for quarters.

I see no reason to object to the proposed 15% of salary.

Gratuity where not qualified for pension.

The Commission make a mistake by omitting the climate addition under the existing practice. It may be taken that the present gratuity ^{for} year of service is £1/5, and the proposed gratuity works out at £2/15. The difference is immaterial and would not be worth mentioning but for the fact that ^{complexion of} additional gratuities in 30ths is proposed in connection with the gratuity suggested in addition to pension.

(2) Where officer has qualified for pension.

The pension remains unaltered, i.e. 5/6 of a year of service. In addition a gratuity of 7/6 of a year of service (i.e. 3 years pension) is proposed. There is a precedent for this in the same practice under the Superannuation Act of 1909, but
 officers

*The Home
Imperial
Gratuity
(4) is for
24 months
only*

officers who elected to come under the new Act had to forego 25% of pension in order to provide for the gratuity.

(4) Where at 60 year dies in service, gratuity is payable on a sliding scale, *gratuity*

- After 3 years service, 3 months salary.
- After 6 years service, 12 months salary.
- After 9 years service, 18 months salary.
- After 12 years service, 24 months salary.

(5) Death shortly after coming on pension.
On which is payable until the date of the instalments of pension actually received.

(6) Where 60 years pension up to one half.

In the case of mixed service pension to be calculated on final salary and total number of years service.

The arrangements for gratuity are distinctly generous, and if they are accepted, I do not think that it should, in addition, allow calculation of pension. It must be remembered that quite apart from the superannuation arrangements we have a Widows and Orphans Pension Scheme well in hand, and that this will make extra provision for dependents in the case of an officer's early death.

The proposals as to mixed service can of course be adapted, but it is inadvisable to enter upon reciprocal arrangements, and the attempts of the Pension Committee to evolve an acceptable pension law were fruitless. The recommendations of the Committee do not in terms apply in any case to officers transferred from the Home Service, but this would have to be included, and it is in the case of officers transferred from the Home Service that the bulk of the last employer of a continuous pension is most marked.

My other example is that of an Ordnance Surveyor who, after 19 years Home Service, had reached a salary of £350 and was transferred to Nyasaland appointment with prospects of rising to £550 p.a. If the continuous pension arrangement had applied in this case it would have meant that Nyasaland would have been liable for the difference between pension of £100 and £27

On miscellaneous points -

(a) Confidential reports to be shown to the officer

It is contrary to the regular practice of the Colonial Service but personally I think there is a good deal to be said for it. It should have the result of drawing a man's attention to defects in work or behaviour which he may not do so far as to realize seriously enough the seriousness of the Service, and it would probably save us much trouble in dealing with protests from a man removed from the Service on the grounds of faults which, under present arrangements, he may never have heard about until his removal.

(b) Marriage.

Sir A. Lascelles' view that junior officials should not be married on selection and should not marry for the first few years of their service is impossible to carry out in present circumstances. The Governors have already seen that the proportion of married candidates has greatly increased as a result of war marriages, and that they must be content to take a suitable portion of married officials. Perhaps after a few years conditions will change, but at present we have to face the fact of having married juniors.

(c) Provident Fund.

Sir A. Lascelles differs from the Commission who wish to institute a Fund for others than the non-pensionable railway employees for whom one already exists. But the proposal might be adopted in the case of the

non-pensionable

non-pensionable Europeans. If, however, as the Commission recommend, all permanent posts should be pensionable (and I think that we have not enough pensionable posts at present), the fund would only apply to people engaged for particular purposes, and a fund is hardly required in these cases. As regards permanent officials the proposals for gratuity are sufficient, favorable without any fund being established.

(d) Accommodation.

Sir M. Bascall has expressed himself strongly about the defects of housing and office accommodation. This is an old question and the offices at Calicut, in particular, have been recognised for the last 20 years to be discreditable to the Administration. The provision of proper housing is essential for the health of officials. Also at present it is practically impossible for them to buy or rent a house except at very high prices, and the provision of quarters for the Service generally would be a great boon to officials from the money point of view. Improvement in these directions has been impossible owing to lack of funds, and Sir M. Bascall proposes that they should be provided out of loan money. The Hon. Mr. C. J. D. has recently urged that various sanitary works should be provided for by loan and I think that that is one of the instances in which we shall be bound to resort to loans on services which are not in themselves remunerative. We shall look for our return in more healthy conditions and improved work and greater contentment among the permanent staff.

(e) Passages.

Sir M. Bascall does not agree with the Commission's recommendation that European officers, etc.

less than 1000. A year should be given two second class passages, if desired, on first appointment or on leave subject to the Governor's consent. As I have pointed

out before we must take the fact of having married junior officials and I consider that the Commission's recommendation should be adopted.

Travelling allowance

If it were admitted that the present travelling allowance does not cover the expense of temporary residence in the large towns, and if we must agree to the principle that an additional amount (say, the amount of reasonable hotel expenses) should be granted. This would tend to reduce the burden on senior officials, who as there are real advantages compelled to entertain juniors who visit their town, a burden which, and I believe it is very illiquid towns, is a great drain on their pockets.

Private charges

A travelling allowance based on the actual distance travelled in the P.M.S. and a small outfit or uniform allowance to cover the expense of uniforms subordinate staffs. The cost of uniforms is considerably burdened on a newly appointed junior officer and if it will enable them to start free from debt, it will be well worth while.

Official attendants

I spoke earlier with Sir A. Macleod in his view that the provision of official attendants should not be made.

Land holding

This matter has come up several times and has always been worked down by the C.O. on the grounds that the privilege could lead to the official, with his special duties, being the best land in the Protectorate, or that the care of his estate would interfere with the discharge of his duties. The first point to be considered is whether in a few months all the surveyed land

in the Protectorate (which means all the land of any ~~value~~ ^{value}) will have been alienated, and the Govt. official will for practical purposes be reduced to buying by private treaty. The second argument is open to the

rejoinder that there is nothing to prevent public officials in this country from holding land, and that Protectorate officials are no more likely to neglect their work for their farms. There can be no doubt that officials in the P.M.S. at all stages attach much importance to their own land, and I am certain that if this proposal can be adopted it would be very greatly appreciated.

It is obvious that we cannot proceed with these proposals without bringing in the other Protectorates, and therefore without consulting the Press. I think the first thing to be done is to arrange for the P.M.S.

(to whose copies of the report have already been sent) to furnish copies to Uganda, Zambiar (and Nyasaland) Copies of Sir A. Macleod's Memorandum should be sent to all our Protectorates and they should be told to give us their views on the proposals at the earliest possible date with a rough estimate of the financial effect which they would have. Each Protectorate should be asked to consider the question of the actual salaries to be given in the ~~same~~ ^{same} appointments. At the same time we should send a copy of the report and Sir A. Macleod's memorandum to the Treasury, calling attention to the communication with the Governors, and asking that early attention be given to the points of principle which have been proposed in order that the question of any modification required to secure uniformity between the independent and the dependent Protectorates may be determined. In particular regard to the superannuation arrangements



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transmitted to the nature specifically referred to me in inquiry and report. I was directed by the Colonial Office letter of the 10th October 1918 to make such inquiry in the necessity of a permanent increase of salaries in the Africa Protectorate as would enable me to advise the Secretary of State when this latter question is referred to him by the local Government.

The consideration of this question will I think be facilitated if I put into the form of a written memorandum the conclusions at which I have arrived on this question and on certain other cognate matters.

I have the honour to be,
My Sir,
Your Lordship's most obedient,
 humble servant,

anderson

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1. In view of the fact that the demand for improvements in the Conditions of Service and for increase of salary is as less insistent in Uganda and Zanzibar than in the East Africa Protectorate, and of the further fact that the grounds of discontent are, at the bottom, the same, I propose in this memorandum to deal with all three Protectorates.

2. The final reports of the Commissions which have inquired into these matters have not been forwarded to the Colonial Office; and inasmuch as the final report of the Civil Service Commission held in East Africa under the presidency of Mr. Robert Hamilton is the more exhaustive and forms the basis of the reports of the Uganda Commission, it will be the most convenient arrangement for me to state as succinctly as possible my view of the recommendations made by the East Africa Civil Service Commission.

3. No Commission has been appointed to enquire into the Conditions of Service in Zanzibar; but a Memorandum written by the Resident making certain suggestions with regard to salaries, and this should be read in connexion with the proposals emanating from the East Africa and Uganda Protectorates.

Introductory Remarks (continued)

There is little here that calls for criticism, and I agree generally with the observations of the Commission. One point however I would emphasise. A principal cause of the present discontent, which is unquestionably genuine and deep-seated, is to be found not merely in the inadequacy of salaries but in the fact that deserving officers, on reaching middle age, frequently find themselves in a position which offers no

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prospect of their being able to make provision for the future or even to give their children a reasonably good education.

As an example may be cited the case of a married Assistant District Commissioner on a salary of £2350 to £400 after providing for the periodical cost of his wife's passage home he can even in normal times, save nothing. He has little to look forward to in the way of promotion. His chances of rising to the post of a Provincial Commissioner on a salary of £500-£700 are so poor as to be almost negligible. The probability is that he will end his career as a District Commissioner on a salary of £400-£500, in which position, owing to the increased responsibilities which come with advancing years, he will be little better off than when he originally joined the Service. The acceleration of the current of promotion would be scarcely less welcome to the Service than an actual increase of salary.

First and Second Class Officials (para. 52, 53)

I entirely agree with the recommendation that the artificial and unnecessary distinction between First and Second Class Officials should disappear. It is difficult, for example to see any good reason why a Second Engineer employed on a steamship of the Uganda Railway should be ranked as a Second Class Officer when he possesses the same technical qualifications as a Chief Engineer in the same Service.

Confidential Reports. (para 61.)

I am doubtful of the utility of the recommendation that adverse confidential reports made on an officer by the staff of his Department should in all cases be shown to the officer affected. When, for example, the report is a mere expression of opinion, as that the officer reported on is wanting in fact, taste or capacity, I see little object in communicating the report.

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financial resources and the duties required of officers were very different from what they are at present. A reference to Mr. Harding's report of 1897 (Africa No. 7 of 1897) will show that administrative officers at that date were, as regards salary, in very much the same positions they are now, and since that date, their responsibilities have grown, and the revenue has increased fifteenfold, and the conditions of life have entirely changed.

I have issued a separate report on the subject of improvement of salaries, which requires to be read with a somewhat longer length than the other matters under consideration.

Provisionary appointments (para. 75)

I agree with the principle of a fixed salary for officers on probation, during which time they are proving their fitness for confirmation.

Married Officials (paras. 77-80)

I have given at some length in my report on the war bonus views on the question of officials marrying, and I may say here that in my opinion salaries should be such that an official may be able to marry within 3 or 4 years of his appointment to the Service with the prospect of keeping a wife and family in reasonable comfort.

As regards the existing regulation, I agree that no junior official should be appointed to the Service if married unless the Protectorate Government definitely gives its consent, and that a junior official who is unmarried at the time of his appointment should be permitted to marry within a given period, say 3 years of his appointment, without the permission of the Protectorate Government.

Suggested improvements and limitations (para. 83)

I agree with the proposal that where limitations are to be imposed, they should be introduced concurrently with the improvements and benefits, as part of one general scheme.

Personnel of Government employment (para. 85)

The views of the Commissioners deserve most sympathetic

social resources and the duties required of officers were
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 to A. Harlinge's report of 1897, No. 7 of 1897)
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 salaries, which requires to be dealt with at somewhat
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Provisionary appointments (para. 73)

I agree with the proposal of a fixed salary for officers
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Married Officials (paras. 74, 75)

I have given at some length in my report on the anomalous
 views on the question of officials marrying, and I
 think that in my opinion salaries should be such that an
 official should be able to marry within 3 or 4 years of his
 appointment to the Service with the prospect of keeping a wife
 handsomely in reach of his salary.

As regards the existing regulation, I agree that the rule that
 officials should be appointed to the Service, if married, unless
 the Executive Government definitely gives its consent, and that
 junior officials will be unmarried at the time of their appointment,
 should be permitted to marry within a given period, say 3 years
 of their appointment, without the refusal of the Executive
 Government.

Suggested improvements on laws (para. 83)

I agree with the proposal that the regulations are to be
 introduced should be introduced concurrently with the
 regulations and benefits, as part of or on general scheme.

Personal for Government employees (para. 85)

The views of the Commissioners deserve most serious
 consideration, but I have no objection at the whole question.

increasing the educational facilities in East Africa will receive attention in the near future. I have represented wrongly in my report on the Conditions of Service for non-European clerks that a native African Civil Service should be trained to replace the clerks now obtained from India; and on the other hand, the appointment of locally-born Europeans to fill vacancies in what are now called first-class appointments would, I think, be a move in the right direction.

Transfers. (para. 88 - 89).

The question of transfers between different Colonies should be treated as affecting the East African Protectorates only. For the same part, I should certainly not accept the opinion of the unofficial members of the Uganda Commission (para. 81 Uganda report).

I sympathise with the Commission's views on the subject which is now entailed by the "mixed service" rule. It is true that there may be some difficulties in practice especially with all Colonial Governments for a continuous transfer of personnel to the subordinate would have to be given possible should be done to secure a universal law throughout the Crown Colonies. In practice, the existing practice and the local practice, the individual is transferred by promotion from one Colony to another. In an extreme case, it is possible that an officer might be moved from colony to colony but remaining 10 years in any one colony, this the result he would not obtain pension at all, but only a service gratuity. If for purposes of transfer and promotion in the Colonial Service is regarded as one, or for pension which is not the rewards for work performed under Colonial Governments, the Colonial Service should be treated equally as

Widows and Orphans fund. (para. 90 - 91)

Although not strictly coming within the scope of the inquiry on the war bonus, I have referred in my report on that subject to the urgent necessity of instituting a Widows and

5.
 increasing the educational facilities in East Africa will receive attention in the near future. I have represented strongly in my report on the Conditions of Service for non-European clerks that a native African Civil Service should be trained to replace the clerks now obtained from India; and on the same principle, the appointment of locally-born Europeans to fill vacancies in what are now called first-class appointments would, I think, be a move in the right direction.

Transfers. (para. 33 - 34).

The question of transfers between different Colonies should be treated as affecting the East African Protectorates. For my own part, I should certainly not accept the opinion of the unofficial members of the Uganda Commission (para. 34 Uganda report).

I sympathise with the Commission's views on the desirability of a uniform system of transfer which is now hampered by the "mixed service" rule. It is realised that there may be great difficulties in practice in dealing with all Colonial Governments for a continuous series of transfers. As the Commission would urge, the following measures should be taken to secure a uniform law throughout the Crown Colonies: (1) to abolish the existing practice of awarding a pension to an individual when he is transferred from one Colony to another. In an extreme case, it is possible that an officer might be moved from Colony to Colony about 10 or 12 times in any one Colony, with the result that he would obtain no pension at all, but only a series of gratuities. (2) for purposes of transfer and promotion, the Colonial Service is regarded as one, so far as regards the award of the rewards for work performed under Colonial Governments, the Colonial Service should be treated equally as

Widows and Orphans fund. (para. 35 - 36).

Although not strictly coming within the scope of my inquiry on the war bonus, I have referred in my report on that subject to the urgent necessity of instituting a Widows and

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Orphans fund, as it seems to me that the absence of such a fund is one of the most serious defects, if not the most serious, in the East African Service.

15.

Provident Fund (para. 109 - 113).

Apparently the only officials who could be regarded as eligible for the benefits of a Provident Fund would be those serving on temporary agreements, seeing that the pensionable officers and the Uganda Railway servants would be already provided for; and in these circumstances I am doubtful as to the necessity for instituting a Provident Fund.

16.

House and Office Accommodation.

The present position is that in the East Africa and Uganda Protectorates the demand for office accommodation and for houses for officials has outrun the financial resources of the Protectorates. Important public departments are hampered by inadequate office accommodation and officers are lodged in houses which are not infrequently ill-constructed and unsuitable to the climate and in some cases actually insanitary. The Secretariat at Nairobi is an example of the extent to which parsimony in this direction has been carried. Here a large department is lodged in a corrugated iron structure which can only have been intended as a temporary makeshift; the offices are small and cramped and the building almost unprotected from the tropical sun. The Railway offices at Nairobi are perhaps even worse; and the Land Office is a disgrace. Similarly in Uganda, the majority of the public offices are inadequate and should be condemned. A case was brought to my notice in Uganda where a married European Telegraph Inspector with two children was provided with a house with only two rooms, and many other such instances could be cited. The only remedy which I can suggest is the introduction of a system similar to that which prevails at home where funds are advanced to County Councils and other public bodies for building purposes, the loan being repayable with interest in a given number of years. When the necessary funds are provided

pecial attention should be given to the most suitable types of buildings.

Furniture (para. 119-120)

I need only say that the complaints that the allowance of furniture to officers entitled to furnished quarters is insufficient, are in my opinion well-founded and that the proposal in paragraph 120 appear to me to be fair and practicable.

The suggestion in the report of the Uganda Commission (para. 30) that buildings should be erected for the temporary storage of furniture etc., belonging to officials on leave is not I think a matter for the Government to take up. Unusually, if there is a real demand of this nature, private firms will start warehouses for the effects which officials or others may wish to store.

Leave. (para. 121)

(i) I agree that the tour of service should be 20 to 30 months as at present, but I would suggest that after an officer has spent a number of years in East Africa, say 10 years, he should be encouraged to take leave after 20 months service rather than wait to complete a full tour.

(ii) At present the stations in East Africa are classified as "healthy" and "unhealthy" and the vacation leave earned in respect of every month's service is 2 1/2 days and 3 days respectively. The nomenclature "healthy" and "unhealthy" seems to me somewhat unfortunate, and I would suggest that stations in future should be divided into three categories known as Class A, Class B and Class C, the most healthy stations being classified "A", less healthy stations "B" and those with the worst reputation for health "C". This classification would, I think meet the present classification which is, somewhat too general, and it would avoid the use of the terms "healthy and unhealthy".

- The vacation leave earned by service might then be:-
- Class A Stations.....2 1/2 days for every month
 - Class B Stations.....3 days for every month.
 - Class C Stations.....3 1/2 days for every month.

19. Transport & Local travelling. (paras. 123 to 128).

(1) Para. 123. - I agree.

(2) Para. 124. - I agree.

(3) Para. 125. - The proposal of the Commission is open to the objection that if, in accordance with their earlier recommendation, a certain class of passage is one of the conditions of appointment, the official holding that appointment might be expected to avail himself of the passage provided, and not to travel 2nd Class if his post carries a 1st class passage. I do not myself regard this as a serious objection; indeed, if a certain number of officials who are entitled to 1st class passages travel 2nd class, this may help to bridge the gulf between 1st and 2nd class officials which the Commission advocate in their report. On the other hand, I consider that the proposal in para. 125 is objectionable for two reasons:-

(a) It is undesirable to make an exception to a general rule in respect to certain appointments, especially when the limitation (i.e. salaries up to £400) must be more or less arbitrary.

(b) It might be argued by officials who are allowed 2nd class passages that if assistance is given in this form towards the cost of wives' passages for certain junior officials in the higher grade, some assistance might with equal or even greater reason be given to themselves.

In any event, as the cost of two 2nd class passages is normally greater than the cost of one 1st class passage, I should not be disposed to accept the Commission's recommendation as it stands, and the most that should be granted should, I think, be the difference between the cost of a 1st and 2nd class passage. My own view is that any official should be permitted to travel 2nd class, if he prefers to do so for private reasons, but that no allowance whatever should be made "to compensate" him for travelling by a lower class than to which he is entitled.

(4) Para. 126. - I entirely agree that the allowance of free luggage on transfer from one station to another should be increased on a liberal basis.

(5) Para. 127. - There is a great deal to be said in

favour of the Commission's proposal, as undoubtedly officials who have to visit towns on official business are put to expense if staying at hotels which is very much in excess of their travelling allowance. 177

(6) - Para. 128. - If an outfit allowance is granted, I suggest that it should be the same for all classes of official and not based on a percentage of salary; and that if the official is not confirmed in his appointment or for any reason other than mental or physical infirmity not due to his own misconduct fails to complete a tour of service, the allowance should be refunded.

I understand that officers appointed to the L.A.R. have received an allowance of £30 towards the cost of outfit; the same sum might be given to all officials.

20. European Clerks. (para. 129 - 130)

These proposals are covered in the note on Salaries.

21. Non-European Clerks. (para. 137 - 141)

I have dealt fully with the conditions of service for non-European clerks in a separate report.

22. Medical Attendance (para. 137-141)

I am very doubtful as to the desirability of the proposals in paragraphs 139 and 141, and I am convinced that the proposal in para. 140 is unsound. Free medical attendance for an official while in East Africa - that is to say, medical attendance by a Govt. Medical Officer - is one of the conditions of appointment; but to extend this principle to officials on leave would involve the setting up of complicated machinery at home, which does not seem to me really requisite nor justified; and I consider that when specialists are called in in East Africa, the official may not unreasonably be expected to pay for the special advice which he receives.

As regards the proposal in para. 140, I regret that I could not agree with recommendations that involve the Government assuming further financial responsibility of any kind in respect of medical attendance or dental treatment

for wives and families of officials. If one concession of this nature were granted, it is difficult to see where the line could be drawn and the suggestions under the heading "Medical Attendance and Dentistry etc." in the petition from the Civil Servants of the East Africa Protectorate dated 14 January 1918 and what extravagant demands are likely to be made in this connection.

23. Land holding and Business interests. (para 143-144)

This is a difficult question. It is of course essential that officers should be prohibited from acquiring interests which may conflict with their official duties and from embarking on land-holding or speculative enterprises. But I doubt whether it is necessary that the rule should be so stringent as to prevent an officer from providing himself with a farm in the Highlands of East Africa to which he could retire at the end of his term of service. A concession in this direction would be a great boon to officers with families especially at these days when the conditions of life in England for persons on small fixed incomes are so difficult. There are probably other directions in which the stringency of the rule could be modified without danger to the Public Service, and on the whole I am inclined to agree with the findings of the Commission that each case might be considered on its merits by the Governor in Council. If experience shows that the relaxation of the existing rule is having any harmful effect on the Service or that it is being abused, it would be possible to return to the present arrangement; but I would suggest that the matter should be fully discussed in all the Protectorates, and that each Government should submit its considered recommendation before any action is taken.

24. Permanent Civil Service Commission. (para. 145)

I entirely agree that a permanent Civil Service Commission is neither necessary nor desirable in the East African Protectorates.

25. Headquarters Allowances (para. 146)

These should not be necessary, when the salaries are improved generally.

26. Departmental Expenses (para. 147 to 150)

Also referred to these at the end of the note on Salaries.

SALARIES.

(1) The proposals in the East Africa Commission's report provide a basis for discussion of improved salaries for the three Protectorates, although I should not be prepared to accept them in toto.

(2) While I entirely agree that some permanent improvement in the conditions of service in East Africa (including certain increases in salary) is urgently required, it is not practicable to ignore the financial effect of the recommendations that are made. It is not within my own province to enquire into this, but you will no doubt obtain from the Protectorate Administrations estimates of the additional expenditure involved by any scheme which you may be disposed to consider favourably on its merits; and I presume that its introduction must then depend upon the financial resources of the Protectorates.

At the same time I foresee the gravest discontent if improvements are adopted in one or even two of the three Protectorates but postponed in the third Protectorate owing to lack of funds, especially as the policy has been and still is to assimilate the conditions of service throughout the three Protectorates. On the other hand, it has been represented to me in Zanzibar that it is not justifiable to retard improvements in a Protectorate where there are surplus funds available to meet increased expenditure because other Protectorates are in a less satisfactory position financially. I see the force of this argument; but a broader view should I think be taken. The geographical position of the three Protectorates and their close inter-connection cannot be ignored nor yet the uniformity which characterises the conditions of service, and I would recommend strongly that when improved terms are sanctioned they should take effect in all three

Protectorates from the same date.

I have had it several times put to me that as improved scales of salary have now been agreed to for the Medical Officers, as from the 1st April 1919, it will be a great hardship if a general improvement does not take effect from the same date; and that if preferential treatment is given to one section of the civil service, this will lead to intense dissatisfaction in all other sections. I am not altogether prepared to assent to the reasonableness of this argument, as I understand that the salaries for medical officers have been under consideration for a long time now; but apart from this, the question of supply and demand must be taken into account, and from what I hear, the position with regard to Medical Officers is such that an immediate increase in salaries may have been held to be absolutely necessary in order to obtain the personnel required. Nevertheless, with a view to securing a more contented frame of mind in the Civil Service generally, it is certainly desirable that the improved conditions for all branches of the service should date from the 1st April 1919, and I would urge that every effort should be made to allocate the necessary funds in the estimates for the current financial year for this purpose.

3. It is difficult to find a standard by which to assess salaries for officials in the East African Protectorates. I have made a careful comparison between the salaries drawn in these Protectorates and in other Colonies and Protectorates - e.g., Nigeria, Gold Coast, Sierra Leone, Gambia, Cyprus, Ceylon, Federated Malay States, Hong Kong, Jamaica, Trinidad and British Guiana; but I think that the fairest comparison to institute is with the Colonies and Protectorates in West Africa.

Speaking generally, European officials on the West

Coast are paid more highly than those on the East Coast; duty pay is fixed at 20% instead of 10% of the initial

substantive ^{pay of the} appointment; and the leave regulations are much more favourable on the West Coast. Presumably this preferential treatment of West Coast Officials has been granted because of the traditional evil effects of the West Coast climate. I have not myself visited the West African Colonies. I have not myself visited the West African Colonies; but it is well known that the Government has effected great improvements in health-conditions and sanitation on the West Coast; and from the vital statistics which have been investigated by some of the Medical Officers in West Africa, it would appear for instance that the effect of the climate of Uganda is now more harmful to Europeans than that of the Gold Coast. But assuming that conditions on the West Coast do justify the continuance of preferential treatment, I would suggest for consideration that this preference should be given in the form of more frequent leave for recuperative purposes in England rather than in the form of better pay, and that the scales of salary on the East and West Coast should be assimilated, so far as circumstances permit, when the work and responsibilities are approximately the same.

(4) If this general principle is accepted, it would be necessary to define somewhat more closely its operation and application.

(a) With regard to the question of what may be designated as the normal rate class appointments:

Administrative Officers, Assistants to the Secretary and the Treasury, Auditors, Magistrates, Customs Officers, Police Officers, Medical Officers, Schoolmasters, Postmasters, Surveyors, Veterinary Officers, Assistant Conservators of Forests and Public Works Engineers; I

understand that no real distinction can be drawn between the work which these officers have to perform on the West Coast and the East Coast. Moreover, these appointments are filled from the same classes of applicant with the same qualifications and training, and it is largely a matter of chance whether an applicant who is considered suitable for employment is appointed to East Africa or West Africa, that is to say, the posting of a suitable candidate will depend on what vacancies have to be filled and not on special qualifications which are required for East Africa as distinct from West Africa or for West Africa as distinct from East Africa. The logical conclusion is provided that disabilities inherent in service on the West Coast, if any, are compensated for by better leave terms, as suggested above - that the same scales of salary would be applicable to the appointments filled by these officials throughout the tropical African Colonies and Protectorates, and that if the salaries are raised in West Africa at some future date the corresponding salaries in East Africa should be raised paripassu in addition to any increase now to be made to bring them up to the West African level.

(b) Similarly, for the subordinate European officials, whatever their duties may be, the same principle seems to hold good; but it will probably be found necessary to give the local administrations a certain amount of discretion in the fixing of salaries for temporary officials, an agreement in order to make allowance for current market rates.

(c) But when salaries for the Heads of Departments (or their deputies) and the higher officials generally are considered, the position is quite different and a comparison with West Africa may not be of any special value. Here the question of responsibility must be taken into account and the circumstances peculiar to each Colony or Protectorate allowed for; with the result that it is extremely difficult to arrive at any tangible basis of comparison. Area, Population, revenue and expenditure do not necessarily furnish reliable

reliable guides; but I suggest that one factor of importance would be the status of the officer as a member of the Legislative and Executive Councils. It is not possible for me to estimate purely on hearsay evidence the comparative importance of the problems to be dealt with or the responsibility to be assumed by the Heads of Departments in the East Africa Protectorate and Nigeria; but such an estimate could no doubt be made in the Colonial Office. There are, however, three points with regard to the salaries actually proposed in the reports of the East Africa and Uganda Commissions, which I should like to mention.

(1) Even allowing for the responsibility of duty, pay and the consequential increase in substantive pay, I am inclined to think that the salaries are on rather too generous a scale when compared with those obtaining in other parts of the Empire in which I have myself seen service. I think it not improbable that the high salary now paid to the General Manager of the Uganda Railway is partly responsible for the size of the salaries proposed for the other heads of Departments; if this were reduced, when next the appointment becomes vacant, a better adjustment could in my opinion be made in the salaries of all the higher appointments.

(2) I am quite satisfied that the same rate of salary will not be justified for heads of Departments in the three Protectorates.

The difficulties of the problems presented by the East Africa Protectorate, apart from the fact that in that Protectorate there is a Legislative Council, necessitate larger salaries for the Heads of Departments and their deputies than in Uganda or Zanzibar, and I would certainly recommend that this distinction should be borne in mind when the salaries for Heads of Departments are being fixed. There may of course be one or two exceptions due to peculiar local circumstances; but in general I should say that the order in which

if it is desired to make the East African Civil Service an attractive career for men of the right type, and improvement in the service worked on this basis should go a long way to secure the and in view

Incidentally there would be on a great advantage to be derived from this system of grading. It would permit of officers being moved from one Protectorate to another instead of their remaining, as is now the case, in the same Protectorate, for the whole of their service. Take for example an Administrative Officer appointed to Zanzibar. It would be of real benefit both to the service generally and to the individual, if he were able to do a tour of service in East Africa or Uganda, as there is a danger that if an official has to serve year in year out within the limits of a small Protectorate like Zanzibar, he may become stereotyped in his methods and take a narrow view of administrative duties. At present the question of seniority makes it difficult to arrange transfers or exchanges; but with a system of grading with no restrictions to the numbers in each grade, interchange of officials would be much simplified. Even within the limits of a single Protectorate, the interchange of Administrative and Secretariat officers might be worked with advantage to the service, and the system of grading would enable this to be done with ease.

The question of raising the initial salary of these appointments requires consideration. It is just possible that £250 would suffice to attract suitable candidates from home, and it might be argued that no young official, who is serving what is to all intents and purposes an apprenticeship, would be worth more than £250 to the Government. But I would recommend that the initial salary of these appointments should now be raised

to £300 for the whole period of probation:-

(1) If a newly appointed Assistant District Commissioner or Assistant Superintendent of Police is worth £200 per annum on the West Coast, he should be worth £300 per annum on the East Coast. 187

(2) Even if before the War £200 might have been considered excessive, postwar conditions have now to be provided for; and there is little room for doubt that the universal tendency will be to raise salaries and make the terms of appointments in all professions and in commercial concerns more attractive; consequently, if a somewhat higher initial salary is approved, it should attract suitable men who might otherwise refuse to apply for appointment in tropical Africa. In this connection it is interesting to note that the number of applications from officers of the King's African Rifles for appointment as Assistant District Commissioners has been practically negligible, and I understand that the reason given is that a salary of £250 is not considered adequate by officers who have been drawing at least £300 per annum in the King's African Rifles.

(3) In my report on the war bonus, I have called attention to the fact that although salaries in East Africa are assessed in pounds sterling, the local currency is in rupees and that the unit of expenditure is the rupee as compared with the shilling at home. In practice, therefore, a salary of £300 in East Africa may be regarded as equivalent at most to £225 at home, even if it be assumed for the sake of argument that a rupee in East Africa now has the purchasing value of a shilling at home.

As regards the salaries of the European clerical staff,
East African Commission proposes to institute three grades

£200 to £300

Clerks

188

£320 to £400

£425 to £500 - Office Superintendents.

The Uganda Commission, however, recommends that the
salary should be £250 instead of £200.

The proposals of the East African Commission
appear to be
satisfactory and I see no ground for raising the initial
salary to £250. In general, I think that £150 is
absolute minimum for any European official in East
Africa, and it is probable that for the majority of the lower
appointments the initial salary will have to be fixed at

I may say that I have observed a tendency on the
part of many of the 2nd class officials, - some clerks,
mechanics and some foremen - to maintain that the
initial salary of Assistant District Commissioners (£250
to £400) is the scale on which they should be placed. This
tendency should, I think, be checked, as whatever may be the
classification of the subordinate appointments, there must be
a distinction in practice between the remuneration paid
for the more important work of Administration etc. and that
paid to officials filling subordinate appointments. In the
majority of cases supposing that the scales recommended above
were approved, a man entering the service as a clerk will
be expected that he must reach £400 in time if his services are
satisfactory, and that there are a certain number of
appointments as Office Superintendent carrying a maximum of
£500 for which the most suitable man will be selected;
and for the really competent man, who is qualified in
every way for one of the higher appointments the door should
be open to promotion, so that special merit may be duly
rewarded.

C.O.

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I have not endeavoured to submit detailed 189
recommendations for the reorganisation of Departments or
for the adjustment of salaries. I assume that the question
of salaries for the Heads of Departments and the higher
officials will form the subject of special consideration
at the Colonial Office; and that if the general principles
are concurred in, the Protectorate Governments will forward
detailed proposals for each Department after discussion
with the Head of the Department concerned. This seems
to me the best procedure to ensure full consideration for
all sections of the Service including the numerous officials
whose case may require special treatment.

C.O.

281

L/39952-80P

DRAFT

Zil
Jawar
Kainob

sent 6:30 pm
15/1/19

finished
10 June

MINUTE.

Recd 9/10/19

Letter by 7.6.19

Sacralgia macques
left send by mail to Gov. Secy

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Gov. upartha dal Zangibar

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general improvement in relations

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1/29/52 Eal

Mr. Del

Foreman
Caldwell

sent to [unclear] 1/19

Jan 10

without evidence

Parrot Land and [unclear]

reponses report of

UPON Civil Service
Commission

Recd 9/16/52

Mr. [unclear] 9/16/52

Highway 9/16/52

McCook

Miller

6/5/52

1/29/52 Eal

DRAFT

UPON Conf

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Coroner

of Resident

12 June 1952

MINUTE.

Recd 9/16/52

10/16/52

On the [unclear] of [unclear] [unclear]
The Gov. of [unclear] in the
following terms:-

(Copy telegram herewith)

1. [unclear] [unclear] [unclear]
2. [unclear] [unclear] [unclear]
3. The memorandum will of course be read in conjunction with the report of the Robert Boardman's Commission, on which it is based; and it is for this reason that I request [unclear] [unclear] Eal to send you a copy of that report.

19/5/52

22/5/52

22/5/52 only

Recd 5/10/52
This report is the Commission's report and will not require [unclear]

Copy of the report of the Civil Service Commission, appointed to [unclear] and [unclear] [unclear] the recommendation of that Commission, approximately [unclear]

CO 281

L/29952 Sal

Draft Memorandum to the

dated 6/2/19

Recd 9/10/19

to the Hon. Secy of State
Mr. G. B. G. G. G.

Proc. Comm. of the
Civil Service Comm. 1919

Done by a committee
29/5/2

You will observe that Sir A.
Lindsay is of opinion that the
provision proposed by Sir Robert Hamilton
is too high, and you should
with your views as to the
cost of such a scheme.

In the consideration of that
commission appropriate
clearly to the of Sir Robert
Hamilton's Commission
you will not require the
report for present purposes.

I have the honor to acknowledge
your paper on the subject
of a report of the
Commission of Inquiry
2-a-p and a memorandum
by Sir Alfred Casella, head
of this report, in which the
increased salaries & improvement
of conditions of service for
the Civil Service in the 2nd
Part is dealt with.

I should be glad if you
forward them as soon as you
your views on Sir Alfred
proposals, as far as they
be considered applicable
to the proposed
together with an estimate
of the financial effect of
additional expenditure
which will be entailed by
adoption in the
made your administration.

3. Copies of the report
Civil Service Commission
updates are not necessary.

L/29952 Sal

DRAFT. Sal. McCampbell

Governor

MINUTE.

Recd 9/10/19
to the Hon. Secy of State

Mr. G. B. G. G. G.
Mr. H. B. B. B. B.
Mr. C. C. C. C. C.
Mr. D. D. D. D. D.
Mr. E. E. E. E. E.
Mr. F. F. F. F. F.
Mr. G. G. G. G. G.
Mr. H. H. H. H. H.
Mr. I. I. I. I. I.
Mr. J. J. J. J. J.
Mr. K. K. K. K. K.
Mr. L. L. L. L. L.
Mr. M. M. M. M. M.
Mr. N. N. N. N. N.
Mr. O. O. O. O. O.
Mr. P. P. P. P. P.
Mr. Q. Q. Q. Q. Q.
Mr. R. R. R. R. R.
Mr. S. S. S. S. S.
Mr. T. T. T. T. T.
Mr. U. U. U. U. U.
Mr. V. V. V. V. V.
Mr. W. W. W. W. W.
Mr. X. X. X. X. X.
Mr. Y. Y. Y. Y. Y.
Mr. Z. Z. Z. Z. Z.

McCampbell
29/5/2

I have the honor to acknowledge
the receipt of your paper on the
subject of the proposals which
have been made by Sir Alfred
Casella for a permanent
increase in the salaries and
general improvement in the
conditions of service for
Government officials in the
East Africa, Uganda and
2. The proposals
(Copy at hand)

I enclose copies of
the proposals for
your consideration
and should be glad

C.O.

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if you ^{will} furnish me with
your observations on his proposals
as soon as possible together
with a rough estimate of the
additional expenditures which
will be required by the proposed
plan.

The memorandum will of course
be read in conjunction with the
report of the Robert Hamilton
Commission, in which it is
discussed, and it is for the record
that I deposited in my file
a copy of that report to
the Government of the United
States.

I am communicating direct
with the U.S. of Canada, with
the Resident U.S. in this
matter & requesting that
he take such action as he
thinks proper in paragraph
2 of this report.

I shall be
glad to see you
in Kellogg
A. L. Campbell
the date of
be attached
after your
part of

29902 2nd

DRAFT.

Mr. Sec. to the Treasury

B. J. ...

MINUTE

- Mr. Bell 9/6/49
- Mr. Fortmunkley 9/6/49
- Mr. ...
- Mr. ...
- Mr. ...
- Mr. ...
- Mr. ...
- Mr. ...
- Mr. ...
- Mr. ...

... to ...
... before the ...
... of the report of the ...
... Commission of Inquiry
... approved by the ...
... and a memorandum
... the report ...
... the ...
... of ...
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29902

... of the report ...
... memorandum will be ...
... by the ...
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... by
the adoption of the ...
proposals will be ...

... Some little time unfortunately must elapse
before the rest of the resolutions & the
... are received, but in spite of
the urgency of effecting an improvement
both in salaries & conditions of service
generally this is inevitable.

In the meantime, however, the papers
are sent to you for His consideration,
~~and I shall be glad to receive~~

~~as they will be concerned with any
action which may have to be taken
in respect of the ^{the present subject} ~~the subject~~
to their control, ~~and they will no doubt desire to
know to request that they will give early
consideration to the main points of principle
which arise from the above recommendations
of us so far as they will involve
increased expenditure in order that
the question of any modification required
to secure uniformity with the form
proposed may not be delayed
when the instructions have been submitted
to the Administration.~~~~

In particular, the recommendations
as to improvement in the pension & gratuity
regulations will require careful examination
& it is suggested that this was form the
subject of oral discussion between
representatives of the Colonial Office & the
Treasury.

It is reported that no copies of the report
of the Civil Service Commission appointed in
1912 are yet available for transmission to
you, but the news of that Commission's appointment
is published in the "London Standard" & it is understood
that the whole matter will be discussed in the
House of Commons.