

1925

E. AFRICA
ZANZIBAR

26045

REC
REC 9 JUN 25

FROM
A.H./CR HOLLIS.

DATE
16th May 1925.

FOR CIRCULATION —
Mr. *Bottanley*
Mr.
Mr.
1881 U.S. of S.
Part U.S. of S.
Secretary of State

237
NON-EUROPEANS, HOUSE ALLOWANCE AND PASSAGES.
The two memorials from Non-European C.S. Assn., together with a Majority and Minority Report by the Subordinate Staff Board, is in complete agreement with Majority Report.

Previous Paper
8 June 1890/70
1 JUL 1925
Cassard 141 com

MINUTES
I have just written a summary of this matter under the name of papers, with some notes on the points raised.
I don't agree with Mr. Hollis that the proposals with regard to house allowance & passages, which it had been proposed to approve on 14/4/25, should go forward. It is however with regard to house allowance that the suggestion as to the rule when paid made in the note written and by ...

Subsequent Paper
Res 55 20
Res 55 20

note written and by ...

Subject is of course conditional
on well qualified men being
available.

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[As to ~~the~~ ~~revenue~~ ~~being~~ ~~to~~
cover cost of that or, the fact will
remain that the man from India
will get some allowance in
addition, though the local
man may equally have to leave
away from his home. The justification
is that if you have to get a man
from outside you have to offer
terms which will attract him.]

W.S. - 17/12

W.S.

The petitions enclosed with 26045/25 consist of :-

I. A petition from the Arab Officials, dated 7th April, 1925, in which they protest against the fact that they have not been regarded as entitled to house allowance, whereas Indian and Goan officials, though domiciled in Zanzibar, have been so regarded.

The Government's counter to this has been to take away the privilege from Indians and Goans domiciled in Zanzibar. Naturally this is a poor satisfaction to the Arabs who claim that they should either be provided with quarters or given an allowance to meet the very high cost of renting houses.

II. A petition from the non-European Civil Service Association dated 20th April, 1925, which begins as a protest against the Government's decision with regard to house allowances, but goes on to raise a great many questions connected with conditions of service. This petition is commented on at some length in the last enclosure, which is a memorandum by the Subordinate Staff Board.

The gist of the petition and memorandum may perhaps best be set out in tabular form:-

Petition.	Remarks of Subordinate Staff Board.	Notes.
Petition of the Local Government. It is stated that its duty is to give effect to the Sultan's right to appointment in filling posts. The staff regard	The Government has an obligation to provide careers for the youths whom it educates. Asiatics must for long form the bulk of the higher grades, and preference is to be given to the locally born and domiciled	The announcement of the Government's policy, as in Secretariat Circular of 24th January 1925, has not been communicated to

House allowance
Continued

draw the excess as a non-pensionable allowance until retirement, promotion or re-engagement. As regards the grant of the allowance to locally engaged officials the view of the local Government should be upheld. If it is the case, as stated in paragraph 14 of the petition, that the allowance is paid to officers sharing Government Quarters, this practice must stop.

and passages

protest is made at the withdrawal of passage privileges to locally engaged officials. A family allowance is stated.

There is no case on health grounds for giving passages to locally engaged Asiatics. As to family passage allowance it would be illogical to extend a privilege (i.e. grant of passages) which it is intended gradually to abolish

The first point is met by our proposal on 14443/25 that the Resident should have discretion to grant passages when for medical or other reasons he considers it desirable to do so. On the second point, no assistance is now given

Decision

Remarks of Subordinate
Staff Board

Notes.

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Acting Allowance
These allowances
have been doled out
in a capricious
manner. In particu-
lar non-Europeans
acting for Europeans
have not been fully
rewarded.

The Resident has under the
regulations full discretion
as to the amount payable.
Cases have been carefully
considered on their merits,
and it must be remembered
that, particularly in the
case of non-Europeans
acting for Europeans, the
acting official does not
always assume the full
responsibilities of the
higher post.

The Board's
interpretation of
the regulations is
correct; and their
defence of the
principles on which
acting allowances
have been granted is
clearly sound.



26045

REC

JUN 25 1925

ZANZIBAR.

No. 134

THE RESIDENCY

16th May, 1925

Sir,

*A. K. R. 16786
20
Lansing*

With reference to my telegram No. 27 of the 9th April, forwarding a request from the Non-European Civil Service Association that decisions on the question of house allowances and passages be postponed pending receipt of a memorial from them, I have the honour to transmit herewith two memorials from this Association together with a Majority and Minority Report by the Subordinate Staff Board thereon.

2. The Subordinate Staff Board have dealt very fully with the various points raised by the Memorialists and I have little to add to the remarks in the Majority Report with which I am in complete agreement.

3. Though I am prepared, if you think it desirable, to appoint a Committee to consider the question of granting a local allowance to the Non-European staff, yet I see no reason to vary in any way the recommendations made in my despatch No. 55 of the 5th March as regards house allowance and passages

*A. K. R. 16786
20
Lansing*

RIGHT HONOURABLE.

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

Secretary of State for the Colonies,
DOWNING STREET.

passages, and in this connection I have the honour
to refer you to previous correspondence on this
subject ending with your despatch No.1 of the 1st
January, 1924.

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4. In conclusion, I enclose a copy of
Secretariat Circular No. 8 of 1925, which I caused
to be issued in January last, defining the policy
to be followed in regard to filling vacancies in
Government Service. This statement of policy has
given great satisfaction to His Highness the Sultan
and to the Arab Association. I also enclose a
copy of the Non-European Staff List of April, 1925,
to which reference is made in the Minority Report
of the Subordinate Staff Board.

I have the honour to be,

Sir,

Your most obedient,

humble servant,

H. H. H. H.
ACTING HIGH COMMISSIONER.

CIRCULAR

EMPLOYMENT OF ARABS AND NATIVES OF THE PROTECTORATE.

1. Heads of Departments are reminded that the educational policy of the Government is directed towards the preparation of Arabs and natives of the Protectorate eventually to take their full share with the other nationalities in the social and economic life of the Protectorate. To this end, in addition to the elementary and primary courses, courses of instruction have been established or are projected in teaching commerce, industries, agriculture, public health and other spheres of employment. To each course is attached a certificate of proficiency.

leaves

2. It is repugnant to this policy that vacancies in the public service should be filled by persons who are neither subjects of H. H. the Sultan nor permanently resident in the Protectorate. It is therefore declared to be the policy of the Government that in the selection of candidates for public service a prior right to employment in their own country of Arab and native subjects of His Highness should be recognised and that, as regards other nationalities, persons who are not permanently resident in the Protectorate should only be employed when no other choice is open.

3. First consideration should be given to persons holding certificates of proficiency issued by the Director of Education.

E. COSTLEY-WHITE,
Chief Secretary to the Government.

THE SECRETARIAT,
Zanzibar, 24th January, 1925.

6/10. 7th April, 5

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The Chief Secretary
to the Government of Zanzibar,
Zanzibar.

Sir,

1. I am directed to inform you that the correspondence on the subject of House Allowance to Arab members of the Government Service, ending with your letter No. 214 of the 11th of March, 1926, addressed to Mr. Mohammed bin Saif and others, has been referred to this Association.

2. It appears therefrom that the Zanzibar Government is not prepared to concede the just claim of their Arab officials, and, in order to remove the grounds of their claim and thereby seek to satisfy them, the Government have recommended to the Secretary of State that house allowance and passages abroad should not be granted to all non-Europeans engaged locally as from 1st March, 1926. I am therefore directed to ask you to be so good as to request His Excellency the Acting High Commissioner to forward this memorial to the Secretary of State for the Colonies in order that he may have an opportunity of considering the grounds on which the Arab officials base their claim to the grant to them of house allowance.

3. I am to point out that the proposed action of the Government in withdrawing the privileges referred to from a class of employees who are eligible to them under the existing Regulations, is a poor satisfaction to those

in

in the Service who are denied them. The Arab officials never suggested or desired that those generally recognised privileges in Government Services, as is the case also in many well established commercial houses, in Eastern Africa, should be withdrawn - but, that they too, in common with others, should in fairness and equity be accorded them.

4. The proposed policy of the Zanzibar Government is entirely opposed to the established custom in the Colonial Service to maintain one set of conditions of service for employees in the various groups of Dependencies and whenever in the past, any privilege which was not in vogue in the neighbouring dependencies was claimed in Zanzibar, this principle was always pointed out.

5. I am to explain that formerly non-Europeans were not granted house allowance. As a result of Sir Alfred Leeslie's inquiry into the abnormal rise in the cost of living in East Africa during and since the war, which rise affected equally both European and non-European officials, the grant of house allowance was extended to non-Europeans. Unfortunately, however, the Zanzibar Government saw fit not to carry out the Commissioner's recommendations in toto, and instead, introduced a differential scale for Indian officials and entirely excluded the local officials from any assistance which they deserved equally with others. I have further to add that since the enquiry held by

Sir Alfred, the conditions have become worse than they were at the time due to further increase of house rents by the landlords and the Sanitary and Lighting Rates by the Government, the former in particular since the repeal of Rent Restriction Decree.

It is an undoubted fact that the great majority of Arabs in Government service do not own houses and like their foreign-domiciled colleagues have perforce to rent quarters. And since salaries are fixed according to the value of the appointments and the cost of living, it is anomalous that in Zanzibar, unlike the mainland dependencies, foreign-domiciled officials should receive preferential treatment in respect of rent allowance, in addition to leave and passage abroad.

4. The fact that an employee is domiciled in Zanzibar is not sufficient to require that he own house property here: e.g. the number of Indian officials and native members of the Police force who, though likewise domiciled, yet are paid house allowance.

As pointed out above such is not the case with the majority of Arab and Indian officials, and quite rightly cannot be so in a growing town. In Kenya this fact has been fully recognised and Europeans settled in that country, who are in Government employ, are paid rent allowance; and, in Zanzibar too, there have been cases where European officials owning house property were paid rent allowance, viz. Mr. J. M. Sinclair and Dr. H. A. Andrade according to No. 233 of the Code of Regulations.

Rent allowance is designed to meet the additional cost of living and this is further borne out by the fact that the Government concede this privilege to their local officials when required to serve elsewhere than at their ordinary place of residence.

I am further to observe that the reasonable emoluments of foreign-domiciled officials are computed on their salary plus 15% thereof to cover rent allowance. If locally domiciled officials are not to receive rent allowance because of the assumption that they own houses and property, it is anomalous that foreign-domiciled officials should have rent allowance added to their reasonable emoluments on being sent to their native country, where, it may also be remarked, they will live in their own houses.

B. Finally I am to point out that housing is now looked upon as one of the prime factors in the economy of nations. Workers who are paid inadequately cannot live in sanitary and healthy quarters, resulting in their ill-health and consequent loss of working power. This fact, which has been borne in mind, when as a result of the rise in the cost of living, salaries of officials, particularly Europeans, were increased all round to correspond with the increased cost, and non-Europeans were granted rent allowance in addition to war bonus. The Zanzibar Government recognises its obligation in this respect too well as evidence the furnished and healthy quarters provided for their European staff.

House allowance is designed to meet the additional cost of living and this is further borne out by the fact that the Government concede this privilege to their local officials when required to serve elsewhere than at their ordinary place of residence.

7. I can further be assured that the reasonable emoluments of foreign-domiciled officials are computed on their salary plus 15% thereof to cover rent allowance. If locally domiciled officials are not to receive rent allowance because of the assumption that they own house property, it is anomalous that foreign-domiciled officials should have rent allowance added to their reasonable emoluments on being sent to their native country, where, it may also be remarked, they will live in their own houses.

8. Finally I wish to point out that housing is now looked upon as one of the prime factors in the economy of nations. Workers who are paid inadequately cannot live in sanitary and healthy quarters, resulting in their ill-health and consequent loss of working power. This fact, which has been borne in mind, when as a result of the rise in the cost of living, salaries of officials, particularly Europeans, were increased all round to correspond with the increased cost, and non-Europeans were granted rent allowance in addition to war bonus. The Zanzibar Government recognizes its obligation in this respect too well as evidence the furnished and healthy quarters provided for their European staff.

I enclose herewith the requisite number of copies of this Memorial with its enclosures for transmission to the Secretary of State, and most respectfully pray that the Secretary of State may be kind enough graciously to consider same and redress the grievances of the Arab officials in the Zanzibar Government Service and thus do away with the existing discontent among them.

I have the honour to be,

Sir,

Your obedient servant,

HONORARY SECRETARY.

27th October,

4

To,

The acting Chief Secretary to the Government,
Zanzibar.

Sir,

We the undersigned Arabs, Zanzibar Government employees domiciled in Zanzibar, beg most respectfully to lay before you this humble petition and confident that it will meet with your kind and favourable consideration.

We feel very much aggrieved with regards to the house allowance which is granted to our colleagues the so-called Indians and is being withheld from us.

The reason set up for this, is because the Indians have no houses in Zanzibar, whereas the Arabs are regarded to be the possessors of houses etc.

We beg to submit that nearly three quarters of Zanzibar town is owned by Indians and that most of the Indians domiciled live in their own houses.

With regard to the Arabs there are very few who possess houses and it is about 10% of the Arabs domiciled who actually live in their own houses. Most of them are only tenants to the Indians, a fact which will be borne out by all who know the condition of the Arabs in Zanzibar.

The neighbouring governments such as Kenya and Tanganyika Territory give house allowance to all employees of their governments including Arabs.

We understand that the policy of Zanzibar Government is to encourage His Highness' subjects in

the Government offices. We are afraid that a great deal of the arabs are reluctant to join the Government service because they see that great deal of privileges are given to foreigners such as Boans and Indians and they (Arabs) are excluded from these.

We therefore trust that this humble petition will be deliverately reconsidered and that it will receive your kind and sympathetic consideration.

To have etc.,

Copy.

The Secretariat,
Zanzibar,

25th November, 1924.

Gentlemen,

With reference to your petition of the 27th of October, I am directed to inform you that this Government is not prepared to consider the question of granting house allowance to clerks of Arab nationality domiciled in the Protectorate.

2. I am to inform you, however, that the question of placing all Non-European officials on an equal footing with regard to the payment of house allowance is under consideration.

I am,

Gentlemen,

Your obedient servant,

Ed. J. Vaughan,

For AGENT CHIEF SECRETARY to the GOVERNMENT.

With Mohammed bin Saif and others,

Zanzibar.

7th January.

5

The Chief Secretary to the Government,

Madras.

Sir,

With reference to our petition dated 27th October 1924 soliciting for equal treatment with our colleagues in the matter of house allowance, and the relative reply of the Government No. 372 (320) dated 25th November last asserting its disinclination to grant our request, we venture to resubmit this application on the subject of house allowance in view of no satisfactory reasons being set forth against the identification of our claim. We may therefore be permitted to remind you the circumstances which originally moved the Government to consider the necessity of extending the privilege of house allowance to the non-european staff.

During the great war there was an abnormal rise on almost all the necessities of life, and the house allowance, was extended to the subordinate staff for the sole purpose of enabling them to meet the demands of the rising house rents. It was obvious that the hardships due to the enhanced rents on houses affected the domestic economy of every territorial employee of the Government. It was very regrettable to record that the allowance made in respect thereto was exclusively accorded to the Indian employees of the Government notwithstanding the fact that the brunt of ever straitened circumstances was equally born by all. We may reiterate

the argument that this prejudicial attitude of the Government against our unfortunate section of our community is only tolerated in this Protectorate as no such favouritism is in vogue in the neighbouring colonies of Kenya and Tanganyika where all classes of non-European staff are being treated on equal footing in the matters affecting the general welfare such as the one in question. We have also been unfortunately ranked with Africans under the disguised terms of "DOMESTICS", which classification is only peculiar to this Government; the reason suggested to this strange misnomer is because we were born here and that our parents were born in this country for their home. We may humbly plead that its intended effects may not be used as a pretext to divest us of the rights which are being accorded to the Asiatic employees of this Government. As Muslims we have no exemptions in matter of taxation or other impositions, which contribute to the revenue of the state, in fact the Arabs are the principle tax payers in this Protectorate. Therefore it is but just that we should demand equality in all privileges that are being accorded to other officials of our rank.

As we abide by the liabilities we have therefore every right to share in the assets.

We humbly request that our petition be forwarded to the Secretary of States for the Colonies for his decision.

We have, etc.,

Cony.

The Secretariat,
Zanzibar,

13th January, 1925.

No. 43 (320).

Gentlemen,

With reference to your petition of the 7th of January, I am directed to invite your attention to paragraph 2 of my letter No. 872 of the 25th of November, and to inform you that steps have been taken to obtain the Secretary of State's approval for the placing of all Non-European officials on an equal footing with regard to the payment of house allowance, and that subject to such approval, regulations will be introduced whereby Non-Europeans, domiciled in the Protectorate, will draw house allowance only when required to serve temporarily elsewhere than at their ordinary place of residence.

2. Should you still wish your petition, under reply, to be forwarded to the Secretary of State, I am to ask you to re-submit it in quadruplicate.

I am, etc.,

(Signed) E. Costley-White,
CHIEF SECRETARY to the GOVERNMENT.

Messrs Mohammed bin Seif and Saleh bin Ali,

Zanzibar.

27th January,

5

Copy.

The Chief Secretary to the Government,

Zanzibar.

Sir,

We have the honour to acknowledge the receipt of your letter No.43 (320) of January 13th in reply to our petition of January 7th.

With reference to paragraph 2 of your letter No.872 of the 25th November, 1924, we presume that it is now proposed to place all future appointments of Indians domiciled in Zanzibar on the same footing as Arabs and others domiciled in the Protectorate. Our claim has been that we should be treated at least on the same footing as domiciled Indians who are accorded house allowance and other privileges. It appears that the Government recognise the anomaly which exists, but we beg to submit that such anomaly cannot equitably be removed whilst those domiciled Indians continue to enjoy the privileges which are denied to us who are already in the service. In fairness, therefore, we submit that we who are already in the service should be accorded equal treatment.

In this connection we beg to say that salaries are usually fixed according to value of the appointment as well as on the cost of living. A large majority of us can prove to your satisfaction that we do not own dwelling houses where we can live free of rent, as some of the domiciled Indians do, and therefore our rent expenses are just the same as foreign-domiciled officials.

There

There are several other questions in which unfair differential treatment is metted out to us as compared with other officials and as compared with other civil services. We respectfully beg to suggest that an impartial committee be appointed who could examine our claim after hearing our representatives and make recommendations.

Pending such an enquiry we prefer postponement of the submission of our Memorial to the Secretary of State.

We have, etc.,

(Signed) Mohamed bin Seif,

On behalf of the Arab employees.

Conv.

o.214 (320).

The Secretariat,
Zanzibar,

11th March, 1925.

Sir.

With reference to your letter of the 27th January, I am directed to inform you that with effect from the 1st March last no appointments to the subordinate staff will carry the privileges of house allowance or passages in the case of candidates engaged locally or from one of the neighbouring East African Dependencies.

I am, etc.,

(Signed) F. Costley-White,

CHIEF SECRETARY to the GOVERNMENT.

M. Mohammed bin Reif,

ZANZIBAR.

THE ZANZIBAR NON-EUROPEAN CIVIL SERVICE ASSOCIATION

8/25

Zanzibar, 20th. April, 1925

259

Sir,

On behalf of the Zanzibar Non-European Civil Service Association, I have the honour to confirm the telegram which this Association sent to you through His Excellency the Acting High Commissioner on the 7th. instant, and with reference thereto to submit the following Memorial on behalf of the Non-European staff of the Zanzibar Government.

2. It is understood that to remove dissension from the Arab and locally domiciled members of the Government service, who claim privileges enjoyed by their foreign-domiciled colleagues in the matter of House Allowance and Passages abroad, the Government have decided, with effect from the 1st of March 1925, that Non-Europeans employed in the Government service, engaged either locally or from one of the mainland Dependencies, shall not be entitled to House Allowance or Passages abroad; and all new appointments have accordingly been made subject to these conditions.

THE RIGHT HONOURABLE

THE PRINCIPAL SECRETARY OF STATE

FOR THE COLONIES,

DOWNING STREET, LONDON, E.C.

S.

TO HIS EXCELLENCY THE ACTING HIGH COMMISSIONER,

ZANZIBAR.

3. In submitting the case on the subject of the withdrawal of the privileges of House Rent and Passages this Association also decided to take the opportunity of laying before you their grievances in regard to other matters relating to the service conditions and I have the honor to request, Sir, that you will be so good as to give your careful consideration to them and the Association trust that you will give a just and equitable decision which the loyal and faithful service performed by the Non-European staff deserve.

4. This notable attempt, in the history of East African Administrations, which has much behind it than appears on the surface, viz. to shut out Asiatics or more properly Indians from the Government service, has, it is to be regretted, fallen to the initiative of no less a Pacific Administration than that of this Protectorate. The difference is only natural and obvious when it is remembered that unlike European, the whole of the Non-European staff, barring a few exceptions, is recruited locally.

It cannot be denied that the present prosperity of this Protectorate, if not of Eastern Africa as a whole, is largely due to the initiative and enterprise of the pioneer Indians; and the evident intention disclosed in the attempt to deprive Indians of the benefit of the pioneering sacrifices of their forefathers is a reckless disregard of the principles of fair-play which have been openly acknowledged by the Imperial Government.

5. The policy of the Government in recent years, notably since the close of the late war, has been directed to the gradual displacement of Indians from higher paid appointments in the service. A study of the present

The present European Civil establishment list compared with that of pre-war will demonstrate this contention. Many of the European appointments which have been created now, would, in pre-war days, have been filled by more seasoned Non-Europeans. But no finger has been raised against this encroachment on Asiatic employment in Zanzibar until we find that the policy is being extended to oust the Indian entirely from the Service, because with the unfair treatment accorded to them, no Indians with a sense of self respect, will be attracted to the Service.

6. This Association sincerely sympathize with the policy of the Government to employ local element as far as possible. Nothing could be fairer. That policy will be easier of realization to its declared intention by the obvious progress of advance in the educational progress of the Protectorate. Until that time comes when foreign element can be ignored, it appears simply a sheer prejudice against the Indian to deprive him of those privileges which are accorded to his other foreign-domiciled colleagues in the Service.

Proposals such as are now made, therefore, cannot fail to provoke an atmosphere of rique, irritation and outraged consciousness of national self-respect, from which hitherto Zanzibar has fortunately been spared.

HOUSE ALLOWANCE.

7. House Allowance is an emolument paid to an employee to enable him house himself decently and thus assist him live within his income. The cost of living in Zanzibar for Non-Europeans has not decreased since salaries were last revised as a result of the abnormal rise in the cost of living. On the contrary it may be truthfully be said that the non-application of

Sir Alfred

Sir Alfred Lascelles's recommendations in their entirety, or to the same extent as was done in the neighbouring Dependencies, imposed a considerable hardship and loss to the Non-European officials here, by withholding from him his full share of the assistance which Sir Alfred's report designed should be given him an account of the admitted increase in the cost of living.

8. The scales of House Allowance applied to Zanzibar and in the neighbouring Dependencies are appended below for easier comparison. They demonstrate the inequality of treatment referred to in the foregoing paragraph.

	ZANZIBAR.		KENYA.
	Married Rs.	Unmarried Rs.	
Grade I	45	27	15% of the initial salary of the Grade with minimum of Rs.20 per month.
II	30	20	
III	20	15	
IV	15	10	

9. It was evidently the object of the revised conditions of service resulting from Sir Alfred Lascelles' inquiry, that equality of treatment should be the watch-word; but in Zanzibar the inequality previously in vogue was further accentuated by the differentiating scale of House Allowance shown above; and a Grade IV unmarried clerk instead of receiving the minimum rent allowance of Rs.20 per month, was entitled of half out of his legitimate due.

10. As this Association has pointed out in their petition in connection with the claim of Arab officials to House Allowance, addressed to the Chief Secretary to the Government for favour of submission to you on 4th April, the housing of their officials has been the accepted policy of the Governments of East African Dependencies

Dependencies. The subject being of considerable importance will brook repetition.

Housing is regarded to-day as a question of the first magnitude in the economy of nations. Workers who are paid inadequately cannot live in sanitary and healthy quarters, resulting in ill-health and consequent loss of working power.

11. In Zambar, too, the question of housing their Non-European, and particularly the Indian, staff has engaged the attention of the Government from time to time. Both Sir Alfred Lascelles and Mr. Lanchester (the town planning expert) who enquired into the local conditions are believed to have recommended the provision of Government quarters for the Non-European officials. The problem of quarters, in this over-crowded old town, is daily growing acute and no relief appears to be in prospect by improvement and extension of the town to augment the supply for its increasing population. Rents are therefore continually soaring, and more so, since the restriction on rents was removed; and since prices are dependent on supply, rents must perforce continue to rise or maintain their present abnormal level until they are forced down by an increase in the supply of houses. And in consequence of the increased productivity of house property the Government have now re-assessed the sanitary and lighting rate entailing an enhanced contribution by occupiers.

12. Notwithstanding the operation of all these factors, salaries and rental allowances of Non-Europeans have not been increased to meet the enhanced cost of living. On the contrary, it is now sought to withdraw certain privileges in respect of new appointments

without

without a corresponding increase in their salaries. It will be easily realized, therefore, that the employees chiefly hit by the new conditions are the low-paid ones and they will be put to considerable difficulties and worries on these accounts.

13. It is a well-known fact that in the absence of Government quarters Non-Europeans are, in many cases, compelled to pay rents in excess of their House Allowance. And where houses or tenements are not available junior officials huddle in insanitary and unhealthy quarters and are often compelled to form undesirable associations.

14. The Government have found it necessary to assist European Officers out of similar difficulties. For want of sufficient official quarters they have leased many private houses for the occupation of European officers at rentals greatly in excess of the rent allowance which would be payable to such officers, and it has now been decided to permit officers, who occupy Government quarters, to share such quarters with other officers and draw the rent allowance payable to the latter.

15. Notwithstanding the above facts which emphasize the argument that House Allowance is given only to augment the salaries of officials to meet the increased cost of living, no matter whether such allowance is actually expended or not in that respect, yet in the case of Non-Europeans the Government has seen fit not to accept the above basis and grant 15% on the salary of such official, but often enquiring as to the amount expended by each official, has fixed a scale totally incommensurate with the present day requirements. This anomalous treatment between

the European

the European and Non-European is unjustifiable and the Association requests that the scale of House Allowance be increased proportionately with the present rate rentals and that it be paid to Non-Europeans whether they actually defray the amount, or not.

16. Conditions of service require that an official is liable for service in any part of the Protectorate. When transfers from one station to another eliminate the security of tenure of quarters in one place with consequent expense of maintaining them for fear of losing them upon return to that place, due to scarcity of houses and the constant rise in rents. Also the expense of storage of goods and chattels, or of moving them to and fro with the resultant damage and breakage, is considerable.

17. Further, the stoppage of House Allowance during periods on leave does not affect European officials for the reasons that they are given free Government quarters and also supplied with free spare parts etc. The case of Non-European is quite different. They have to take houses on lease for definite periods and furnish them at their own expense. They cannot vacate their houses, either on account of the agreement or fearing that on their return they would not get the same house or another at the same rental, and, moreover, the difficulty of stowing the furniture during the period of their absence is insurmountable. For these reasons they have to maintain their quarters during their temporary absence and continue paying rent out of their leave salary.

In these circumstances it is urgently necessary that either Government quarters should be provided there as well, or they should be allowed to draw House Allowance during the period of their leave and short transfers to outstations.

In this connection we would respectfully urge that the present differentiating scale of House Allowance be abolished by treating married and single officials alike and granting a minimum allowance of Rs. 20 per month to junior clerks.

LEAVE AND PASSAGES.

18. Leave is designed to enable an official to rest after a spell of a given period of hard work, and the accumulation of leave up to a certain period is further intended to enable a foreign-domiciled official to spend it in his own native country or away from his ordinary place of employment.

19. The grant of passages to foreign-domiciled officials follows the grant to them of foreign leave in order to assist them take it in their own native country or other foreign country in a more congenial climate. This is the case of Non-European officials in India single return passage is allowed after a continuous service of 30 months and in the case of European officers single return, and in the case of married one-and-half return, passage is allowed after a tour of 20 months' service.

Even locally engaged officials invalided out of service and granted leave of absence in a foreign country on medical grounds are eligible to a return passage back to the Protectorate, or if they resign their appointments while on privilege leave, to a passage back to the Protectorate or to their place of domicile if they were spending their leave away from such place of domicile or place of engagement.

20. It will thus be seen that the grant of passages to officials of foreign domicile is based on sound principles of equity and justice and we submit that its withdrawal would constitute a real hardship in the case

in the case of Non-European officials of the Government.

21. We beg to point out that on account of the low salaries paid to Non-Europeans when cost of living is still abnormal, it would be impossible for an average junior official to save the cost of his passage abroad. In the case of married officials, it is at present a matter of great difficulty, entailing stringent economy, frequently at the sacrifice of the most ordinary comforts to provide for passages of their wives and children. Many officials are prevented from taking their foreign leave when due on account of their inability to pay for the cost of passages for their families and many of them are compelled to travel in a lower class accommodation which on an Indian Ocean Line is easily imaginable, and in some cases borrow money to pay for their travelling expenses.

22. We respectfully beg to request that some assistance should be given to married officials in regard to passages for their families as was promised in Secretariat Circular No.13 of 1920 (revised conditions of service) but which was subsequently withdrawn by Secretariat Circular No.18 of 1921.

GRADING AND SALARIES

23. It is we believe an accepted Colonial Office practice to maintain, as far as possible, uniform scales of salaries for European staff of the various Colonies comprising the East African Group and to maintain that principle even special temporary allowances are paid in Colonies, where, owing to exchange rate of currency, or other causes, officers suffer pecuniarily compared with brother officers in other Colonies. This principle we regret to have to remark is not observed in the case of Non-Europeans in Kassiba.

24. We beg to draw your attention to the fact that the grading of salaries of Non-European clerical staff in the mainland Dependencies has been improved since the 1920 revision. These revised grades placed in juxtaposition with those in force in Zanzibar give the following results:-

GRADE.	KENYA. shillings.	ZANZIBAR. Rupees.
Special	no fixed scale.	not existing
I	380 x 20 to 500	260
II	280 x 15 to 360	190 x 15 to 255
III	210 x 10 to 270	125 x 10 to 180
IV	150 x 7½ to 200	75 x 7½ to 120

25. According to Secretariat Circular No.16 of 1925, issued on 6th. April, further new grades have been approved for Zanzibar with effect from 1st January 1925. These are:-

Grade V	Rs.50 x 5 to 70
VI	30 x 3 to 48
VII	15 x 1 to 29.

26. As a result of the change of currency in the mainland Dependencies, salaries which were payable in rupees were converted into florins at the rate of two shillings for every rupee or florin. A Grade I Clerk at Rs.260 was accordingly paid florins 260 or shillings 520, the Zanzibar equivalent of which at Rs.15 to the £ was Rs.190, or a difference of Rs.130. It is not suggested that this difference actually obtained in practice, but it shows that the Kenya official was justly treated.

27. The 1920 revision allowed a 20% addition to the pre-war scale of salary, but this palliative did not go far enough to meet the rise in the cost of living.

The price

The price level of every necessary needed for a man's living, chiefly food and clothing (housing is discussed elsewhere) which went up during the war, has maintained itself. With regard to food necessaries the weekly market price list published in the Gazette will show the vast difference between the present and pre-war prices. With regard to clothing, this is mostly all imported from Europe and the rise in prices is well-known to need comments from us. The present purchasing power of the rupee remains depreciated by over 100% compared with pre-war.

28. The above comparison in the scales of Grades shows at a glance the difference between the two sects. Even taking the average rate of exchange at Rs.13½ to the £ sterling, the difference between them is very unfavourable to Zanzibar. The local Grade I at Rs.260 without fixed increments, it will be seen is equal in degree to the Kenya special grade. But the Kenya Grade I officials can rise up to shillings 500 compared with Zanzibar Rs.260 p.m., and calculating on the basis of Rs.13½ to the £ gives a difference of Rs.77½. The Kenya special grade is in effect worth at least Rs.100 more than the Zanzibar first grade; similarly the differences in other grades.

29. It is respectfully submitted as an undeniable fact that the Zanzibar starting scales are too low to constitute a living wage. The range approved for a clerk or teacher is Grades I to VI, i.e. appointments to these posts are to be made at the commencing salary of the VI grade (Rs.30 p.m.). When one considers that the present starting salary of a junior clerk, that is, the minimum of the IV Grade, Rs.75 x 7½ to Rs.120, is hardly a living wage in the prevailing conditions as to cost of living in Zanzibar, it can be appreciated

that the

that the lower grades approved for such appointments is a distinct deterioration or a retrograde step in the service conditions for the non-European clerical staff.

Then the ranges 2, 3, 6, 7 and 10 compared with the intervening ranges are unsatisfactory for officials placed in them. For example an Inspector of the Medical Department can rise to the maximum of Grade I while Navigating and Engineer Officers, with technical qualifications, requiring long study and experience, and Airdes and Wireless Operators can only rise to the maximum of the II Grade, and Dispensers, who are specially qualified, can only rise to the maximum of the III Grade.

In range 3 an Overseer can rise up to Grade I while a Sub-Overseer (his deputy as the designation implies) can only rise to Grade VI, a wide gap between the two. Again a Headman, who for all intents and purposes is a Head-labourer, and whose duties are to supervise labour, is graded to rise up to a maximum of Grade III. Several employees with technical qualifications such as Draughtsmen, Carpenters, Blacksmiths, Painters etc. have not been graded at all and the Administration pray their case may be inquired into as in the present circumstances it will naturally lead to discontent in the service and consequent loss of efficiency.

We further beg to urge that a proper re-adjustment is called for in the approved ranges.

30. We beg to submit that the lower ranges and specially range 7, should be improved upon. An office boy for example, with a family - and almost every native keeps at least one wife as soon as he begins to earn a living

living - and who lives by himself in a rented hut, the average rent of which is Rs.4 per month, needs at least Rs.30 per month to live economically. From investigation we find that these employees are unable to live on their present wages and how at all they manage to make the two ends meet it is difficult to explain in the course of such a memorial. But the Government must be fully aware of the conditions and the decision to place office boys and the like, on an incremental scale Grade VII, is a part recognition of their difficulties. It is submitted, however, that their starting wages should be raised to at least Rs.20 p.m. rising to Rs.50.

11. They are non-pensionable employees and to give them a chance of earning the maximum of Rs.50 after a faithful continuous service of 25 to 30 years is only but fair and equitable. It would also enable them to earn a reasonable amount of gratuity on retirement - an amount corresponding with the present marketable value of the rupee in England and thus partly help Government servants who have given the best part of their life in Government service and are then past work and unable to earn a living.

We might point out that in certain grades, the rate of pay has recently been improved, thus indicating that the old standard no longer holds good.

12. It is, we believe, the accepted principle in the Colonial service, at any rate in regard to European officers, to offer reasonably fair salary to secure the services of competent and efficient officers. Insufficient salaries cannot conduce to contentment and efficiency and are not paying in the long run. A comparison of salaries of European and Non-European officials shows the great gulf that exists between them. We do not

suggest that they should be equal, but we submit that an equitable adjustment should be effected having regard to the actual expenses and relative commitments of the two classes of officials. An average Non-European has but limited prospects. Starting at Rs.75 p.m., with diligent and approved service and certain amount of luck, the most he can rise to is Rs.260 p.m. after a service of 20 years. While for an European appointment to any higher appointment is but a step to the highest rung of the Civil Service ladder with the prospects of rising even to the highest position.

33. In support of our plaint in the above paragraphs, allow me to place before you a vivid illustration of the life of the highest paid married Non-European official of this Government. Working on a salary of Rs.260 and house allowance of Rs.45 p.m., a total of Rs.305, the maximum salary an employee can attain, I give below the collateral expenses he incurs:-

House rent, including taxes	Rs. 60
Cook	" 25
Boy	" 15
Ayah	" 12
Barber and Bhoji	" 15
Water and Lighting	" 12
Clubs (sporting and literary)	" 10
Daily expense for food at Rs.3 per day	" 90
One child at school in India	" 50
Total	<u>Rs. 289</u>

Only one ayah is allowed for ~~an~~ the ~~most~~ minimum necessity, but it is difficult to manage with one when there are more children.

The above expenses are absolutely necessary for an average living. No allowance is made for luxuries of the

most ordinary character such as drinks and smoke, without which one cannot do. Clothing has to be met from the balance. What, then, is left for provision of family passages to and from India after a tour of 43 months service? The cost of a 2nd. class passage for an adult is Rs.200 and proportionately for children. To meet the cost of the passages of his family, an employee has to curtail his expenses or, as is stated elsewhere in this memorial, he has to travel by a lower class in detriment to his position and social standing.

As will be seen, provision is made for only one child at school, but as a matter of fact an employee should feel himself very lucky if he has not to provide for more. Should he have to provide for more his situation can better be imagined than described.

The above budget of expenses does not take account of an official's financial commitments when he has to maintain two establishments when his family is not with him, when, naturally, his expenses are enhanced.

Neither does it permit of any savings for old age or for any eventuality such as premature death, in which case application has to be made, as has happened in the past, for compassionate grant for the family. Nor does it allow towards insurance premia or other provision for the family.

ACTING ALLOWANCES-

34. We regret to have to point out that the spirit of the regulation regarding payment of acting allowances to non-Europeans discharging the duties of higher grade appointments, or appointments held by Europeans, is not observed in practice although Secretariat Circular No.18 of 1921 indicated that this would be done. There have

been

been a number of cases in which acting allowance was paid not according to the regulation but in a capricious manner. It is only fair and reasonable as was evidently intended, that an official acting for a senior appointment should be paid the minimum salary attached to the latter appointment, subject to the payment of a maximum, and irrespective of a "specific post" qualifications.

With regard to Europeans, the payment of acting allowance is not limited to the officer who acts for the absentee, but every officer acting for the other is in receipt of this allowance, regardless of the fact that only one officer of the department is away on leave.

35. We have to draw your attention specially to the unfair manner in which Non-European acting for European officers have been treated. We mention a few cases as illustrations:-

(a) A Non-European Storekeeper, salary Rs.190 acting for the European Storekeeper whose minimum salary is Rs.400 was paid an acting allowance of Rs.70 bringing his salary to the minimum of the Grade I. On a subsequent occasion the maximum allowance of Rs.75 was paid which brought his salary to Rs.310, while the salary actually drawn by the officer on leave was Rs.600.

(b) The clerk acting for the European Accountant P. S., was refused an acting allowance on the ground that the appointment was a temporary one, although the duties were discharged by the clerk in question and had not disappeared with the departure on leave of the Accountant.

(c) The chief clerk of the High Court performing the dual duties of the European Registrar and Official Assignee, is in receipt of an acting allowance of Rs.75 per mensem, compared with the salary of Rs.625 of the

European

European Registrar.

(d) The assistant master acting for the European Normal master, minimum salary Rs.625 p.m. is being paid an acting allowance of Rs.30 p.m.

36. Although as a rule Non-European function for European officers when on leave or otherwise absent from duty, no allowance is paid. On the other hand, Europeans functioning for other European officers on a higher scale always draw the maximum allowance possible.

37. You will thus see, Sir, that the treatment accorded to Non-Europeans in the matter of the payment of acting allowance is not what it should be - an equitable application of the rule Fiat Justice - irrespective of the colour of the official. A proper recompense for the additional responsibilities and duties undertaken by the ~~acting~~ officials, should not be withheld from them.

38. Finally we beg to state that this memorial is not addressed to you in a matter of complaint against the local authority. We are deeply grateful to the Government for many kindnesses, sympathy and understanding. Almost all the matters alluded to in this petition have been before you in one form or another, and, we understand, the question of the withdrawal of House Allowance and Passages abroad to all new appointments is now under your consideration.

39. Knowing fully well that an appeal to your sense of justice and equity has never been in vain, we have deemed it proper to acquaint you with the whole situation which the Non-European staff has to contend with. Some of the conditions complained of have obtained for years past, but hitherto no organized attempt

attempt has been made to bring our grievances to the notice of the authorities - hence the length of this petition. Sir, the existence or continuance of the difficulties and anomalies which we lay before you, is not conducive to the well-being of the service. An efficient and contented service must go hand in hand in the interest both of the employees and the Government, and any cause for dissatisfaction ought to be removed.

In conclusion we most humbly and respectfully beg that you will be pleased to give the matters dealt with herein your most favourable and sympathetic consideration in that spirit of proverbial British justice which we may well be proud to claim, and in anticipation we beg to tender you our grateful thanks.

I have the honour to be,

SIR,

Your most obedient & humble servant,

ED. A. H. BULSARD.

MEMBER,

INDIAN NON-EUROPEAN CIVIL SERVICE ASSOCIATION.

Memorandum by the Subordinate Staff Board on the
Memorial of the Non-European Civil Service Association
dated 20th April, 1925.

1. This Memorial, embodying the requests of the Arab employees made in their petition to the Government dated the 27th October, 1924, purports to submit representations on behalf of the non-European staff as a whole.

2. So far as it constitutes a plea for the general improvement of service conditions the Subordinate Staff Board recognizes the necessity for careful and sympathetic consideration. The Board must however reserve upon the impropriety of the petitioners' criticisms of Government's policy with regard to the future recruitment of its staff, and the ascription of imaginary motives to Government in its carefully considered decision to differentiate between the conditions of service enjoyed by a certain section of the petitioners, and those which it is proposed to offer to all future employees. The desire of the foreign-born members of the staff to perpetuate a system which has operated to the advantage of their compatriots in India can be understood, but the suggestion made that the Government has been actuated by motives of racial antagonism is greatly to be deplored.

3. The Board is however by no means convinced that this criticism of Government policy reflects the general views of the non-European staff. While the demand for an all-round improvement in service conditions and rates of pay naturally commands the sympathy of the entire staff, the Board is satisfied that so far as the request for the perpetuation of the privileges enjoyed exclusively by foreign-born employees

employees is concerned, the views expressed in the Memorial are entirely sectional.

4. The real motives which have actuated the Government in its decision to revise the conditions of service to be offered to future employees do not, of course, stand in need of explanation or comment. As however a review of Government's policy constitutes the most effective answer to many of the contentions of the Memorial, the Board might be permitted to indicate the circumstances which, as the Board understands the petition, have compelled the Government to revise the conditions which shall in future govern the recruitment of its non-European staff.

5. These circumstances are essentially bound up with the Government's aspirations for the advancement of local education. The Government has offered its consistent support, financial or otherwise, to the voluntary schools established in the Protectorate, while it has in recent years, actively developed an educational policy which aims at the provision of well-equipped and well-staffed schools open to the youth of Zanzibar without distinction of race or creed.

6. Allied to the problem of the development of these schools, is that of finding suitable careers for their scholars on the completion of their education. It is hoped that in the course of time this problem will find its own solution, and that locally educated youths will have an established place in the commercial and industrial life of the Protectorate, competing successfully with the immigrant labour in the open market. The present however must be regarded as a

critical

critical period in the educational progress of Zanzibar. For the first time in their history the Government Schools and Special Instructional Courses are turning out, in appreciable numbers, Indian, Arab and Swahili boys educated to a standard which will enable them to embark upon careers as clerks, teachers and the like, and fill posts which have until now been the virtual monopoly of immigrant youths from the schools of India and the Portuguese Colony of Goa. The stimulus which will be given to the activities of the Government schools if promising appointments can be ensured for those boys now ready to enter the field of employment will, it is felt, do much to foster the interests of education in the Protectorate.

7. It is very obvious that there could be no more suitable channel for the employment and advancement of locally educated youths than that provided by the Government's service, which is able to absorb them in larger numbers than any private institutions or than the commercial houses of the Protectorate. The Government has therefore taken the logical step of making it possible for these youths to enter the service of the Protectorate on equal terms with their foreign-domiciled and foreign-educated competitors.

8. It is not proposed however to give preferential treatment to future employees of local origin. In the matter of emoluments and service conditions there will be no distinction made in respect of considerations of domicile or race. Asiatic employees however must for long continue to constitute the bulk of the service in its higher grades, as a large proportion of the best qualified

qualified students turned out locally may be expected to be of Indian origin - the sons of those Indians who have for long been permanently settled in Zanzibar. So far from the revised policy tending to oust the Indian from the service it will in effect safeguard his interests, at any rate the interests of the children of the Indian pioneers whose connection with the land of their forefathers is merely racial and sentimental; for if the withdrawal of these privileges enjoyed exclusively by Asiatics of foreign domicile may tend to limit the number of immigrant-employees, it may also be expected to increase the number of Indian employees of local domicile.

9. There is another aspect of the question to which the Board wish to call attention. While the system now under revision has attracted to the service of the Protectorate not a few men of exceptional ability and character, whose loyalty and zeal are beyond question, and while it is only fair to acknowledge that as a body the present non-European staff is hard-working and amenable, it cannot be claimed that that system has proved altogether satisfactory. It has produced a staff without balance where that comparative uniformity of promotion which is so desirable in a service of this nature has been difficult to maintain.

10. The reasons which have produced this lack of uniformity are not far to seek. There has in the past been no uniform supply of candidates for the higher grades of Government service. The main source of supply has been provided by the immigration of Indian and Gosa youths who have been educated in Indian or Portuguese schools and have perhaps undergone some sort of training in Indian offices before finding their

their way to East Africa in search of employment were remunerative than is available in their native countries. Some of these immigrants are attracted to the service of Banks and commercial houses and others to that of the various East African Governments but speaking generally they are prepared to accept employment indiscriminately as soon as a favourable opening offers. Often they move from one class of employment to another as opportunities of financial advancement present themselves. A training in a Government office is not necessarily regarded as a prelude to advancement in the Government service, but also as the possible foundation of a business career.

11. The quality of this supply varies from time to time. When trade is booming or when there is a strong demand for this type of labour on the mainland, the attractions of the Tanganyika Government's service suffer serious setbacks. At such times it is necessary to engage men older than is desirable and of educational qualifications too meagre to fit them for promotion. It is not surprising therefore that the clerical grades - with whose interests this Memorial is mainly concerned - reveal many anomalies in the matter of age and seniority. Many of the highest paid posts in the service are filled by comparatively junior men in point of age, while the lower grades are burdened with men of long seniority but lacking the ability to earn promotion. At the present time the Board experience the greatest difficulty in finding suitable men for promotion to the higher posts and are asked to support the discharge of men of considerable seniority with whose services it is considered desirable to dispense. The Board have noted with satisfaction that the type of candidate now coming forward from the

Government schools affords every indication that this attempt to widen the field of recruitment will succeed in providing a more consistent supply of applicants for Government employment at an improved average standard.

12. The Board have seen fit to review the reasons underlying the revision of service conditions at some length because the unbiased presentation of the Government policy constitutes the most effective answer to many of the assertions made by the petitioners. Before considering the Memorial in greater detail it is only necessary to remark that there is no intention to withdraw privileges enjoyed by the present employees of the Government, and that the petition is misleading in its apparent imputations that such an intention is being entertained.

13. Leaves and Passages. (Paragraphs 18 to 22). The generalization that it is necessary for all foreign domiciled officials to have leave in their native country is one with which the Board is unable to agree. There is no parallel between the case of European officials - who must recuperate periodically in a temperate climate - and that of Asiatic officials - many of whose compatriots have long been permanently settled in India, which is to a considerable extent an Asiatic town. The Board cannot see why, if it is unnecessary for locally born Asiatics and hundreds of their countrymen who come here as immigrant colonists, to have leave in India, it should be regarded as essential for Indian-domiciled Asiatics engaged in Government service to return at intervals to a country where climatic conditions are similar to those of East Africa. It may be remarked that in the past many Asiatic officials have preferred to

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spend their leave locally from choice and not for financial reasons, rather than in India, and many on their retirement remain in permanent residence within the Protectorate. The Board are therefore satisfied that the Government proposes to act fairly both to present and to future employees in amending a contract of service which discriminates against Indians of local domicile by conferring an unnecessary privilege on their foreign domiciled competitors. It may here be added that little more than 20% of the Non-European Staff is in the enjoyment of Leave and Passage privileges to India.

14. With regard to the claim that some assistance should be given to married officials for their families' passages, the Board consider that it would be illogical to extend a privilege the ultimate abolition of which it is considered desirable to accomplish.

15. House allowance. (Paragraphs 7 to 17). The claims put forward under this heading include (a) equality of treatment with the Mainland Dependencies in the method of computing allowances and the grant of a minimum of Rs. 20 p.m.; (b) the payment of house allowance without regard to the method of its disbursement; (c) equality of treatment for both married and single officials; (d) the extension of the privilege to locally domiciled officials; (e) an increase in the amount of the allowance paid and (f) the payment of house allowance during leave and short transfers from one station to another.

16. With regard to claim (a) the adoption of the Mainland method of computation would alter
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Zanzibar.

similar rates in a manner which would reduce the allowance payable to married officials in Grade I and II and would not materially effect married officials in Grade III but would by the application of the minimum rate considerably benefit officials in Grade IV and unmarried officials in Grade III. It would automatically provide the equality of treatment asked for in claim (c).

17. The Board regard the claim for equality of treatment for married and single officials as admissible in principle, but hesitate to recommend a re-adjustment which would be bound to cause dissatisfaction in the senior ranks, especially as, in its practical application, the present system offers no real grounds for complaint.

18. The Board agree with claim (b), but are unaware that the payment of house allowance has ever been withheld on the grounds of improper disbursement.

19. With regard to claims (d), (e) and (f) the Board do not consider it necessary to examine the various contentious statements with which the petitioners have buttressed their demands. Less than 20% of the non-European staff are now in receipt of house allowance and for the Government to undertake responsibility for the housing of the remaining 80% is clearly out of the question. The simplest way of dealing with this matter is to accept the general truth of the Petitioners' assertion that house allowances, where they exist, should be regarded as part of an officer's salary. The Board therefore propose to consider these claims as part of the general demand for increased rates

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of salary, admitting that house rents considerably affect the cost of living, and that the cost of living must necessarily react upon salary rates.

20. Grading and Salaries. (paragraphs 22-23). The Board regret that the recent grading scheme has been misunderstood by the Petitioners. It is not the object of this scheme to effect any reduction of salaries. Its intention is to remove the many anomalies now existing in the rates of remuneration enjoyed by the many different classes of employees, and to provide avenues of promotion for the lower ranks of the service. The scheme does more than that, for it ensures to the previously ungraded staff regular annual increments in place of the uncertain and spasmodic increments they have hitherto enjoyed.

21. Although the petitioners seek to criticise certain of the Ranges provided under the scheme, these ranges were determined by careful consideration of recommendations made by all Heads of Departments and were not framed with a view to achieving economy. Considering the many different classes of employees embraced by the scheme it would indeed be surprising if its proposals commended themselves to each individual member of the staff, but the criticisms made by the petitioners are ill-considered. For example, while it is true as they point out that low minimum salaries have been fixed for certain classes of employees, they have omitted to note that special provision is made for employees entering any grade at more than the minimum laid down. In paragraph 29 they state that the present initial salary of a clerk or teacher is Rs. 75 p.m. and suggest that it is proposed to reduce that figure to Rs. 30 p.m. The facts of the case are that there are in the service a number of poorly qualified

native clerks and young pupil teachers, previously ungraded, whose salaries have been fixed to correspond with the value of their services. A number of such clerks and teachers are in receipt of salaries under Rs. 48 p.m. and naturally fall within Grade VI. Clerks and teachers whose qualifications reach the required standard will be engaged as hitherto on the minimum salary of the IV Grade.

22. In so far as the submissions of this section plead for higher rates of salary, ranging from the lowest paid employees to the highest, the Board will be glad if the Government will give the question of a possible revision their careful consideration, but are bound to disagree with many of the arguments advanced in the Memorial.

23. It is admitted that both Asiatic and African salaries in Zanzibar - not only Government salaries - but the rate obtained in the open labour market - compare favourably with those paid for corresponding services on the Mainland, but the comparison is not ~~so~~ ~~in~~ ~~the~~ ~~case~~. It is of course true that so far as ~~the~~ ~~employees~~ are concerned Zanzibar is compelled to draw from the same source of supply as the Mainland and must pay competitive rates. With regard to non-Europeans, however, the source of supply is almost entirely local and is influenced only indirectly by conditions on the Mainland. The acceptance by Government of the principle of uniform rates with the Mainland for its Asiatic and African employees would constitute dangerous interference with the machinery of supply and demand and would render the Government responsible for any disturbance of local trade and industry which might result therefrom. Moreover assuming that parity with Mainland rates was established there would be no possibility of its being maintained.

for the rapid development of the neighbouring Dependencies involving a growing demand for labour of all sorts would inevitably bring about a fresh discrepancy in rates of pay which it is certain could not be subjected ^{to} a similar adjustment.

12. The Board believes that the attitude of the Government towards the request under discussion must be influenced largely, in the first place by the trend in the cost of living, and in the second place by conditions of supply and demand in the local labour market. It is possible however these two factors are to some extent inter-dependent. Government is by far the largest employer of labour in the Protectorate. The permanent employees who are represented by this Memorial are considerably over 2,000 in number. Nearly 70% of these employees are engaged on unskilled work and are more or less illiterate. Of the balance the majority are ~~not~~ doing clerical or technical duties which entitle them to be classed in Grades IV to I, but there are in addition a considerable number of mechanics and tradesmen of a type intermediate to the two main divisions. Apart from this body of permanent non-European employees, who comprise many racial elements, the Government in its public undertakings, such as Harbour and Road construction, affords employment to a very large number of temporary employees, and as a Plantation owner, it requires the services of a large amount of casual labour. It cannot be doubted that an increase in the rates of remuneration paid to the permanent employees would react, firstly upon the wages of the Government's temporary and casual employees, and secondly upon the general cost of labour in the Protectorate. This increased cost of labour would inevitably tend to increase the cost of living without ensuring any concomitant benefits to the community.

25. With regard to the cost of living to-day compared with that which existed at the time of the last salary revision, the Board have of course been unable to make exhaustive enquiries on the subject, but believe that there has been no appreciable increase. It is possible that there has been an upward trend in the cost of house-rents but there appears also to have been a counter-balancing drop in the price of both Asiatic and Native staple foodstuffs and clothing. There is of course a tendency for the standard of living to increase and it must be recognized that such a tendency, especially among the lower ranks of the service, must be met by the provision of opportunities for advancement. It is hoped that to a considerable extent the new grading scheme will meet this demand. It might also here be remarked that within the last five years there has been, in deference to the demand for a higher standard of existence on the part of the lower ranks, a general increase in wages ranging from 15 to 25%. It is obvious however that a higher general standard can only be achieved slowly and if accompanied by an increased efficiency of service.

26. The Board would like to point out that among the superior grades of the staff, there are opportunities for special promotion open to all, and that special merit ^{never} lack recognition. For example, the normal period of service in the IV Grade before promotion becomes due, is regarded as six years, but special promotions are made after 3 or 4 years as a reward of outstanding efficiency and zeal, and similar rapid promotions are made among the other grades. Out of 53 officials classed under Grade I, 37 are in receipt of salaries exceeding the normal maximum of Rs. 250 - a fact

which

which the petitioners appear to have overlooked. When the type of man who is capable of filling the higher clerical positions in the service reaches the First Grade, he may be assured that further promotion to specially paid posts awaits him. As was pointed out in paragraph 11 of this Memorandum, the present difficulty of the Board is to find men suitable for promotion to posts of responsibility. It may here be remarked that the higher grades of the service as well as the lower embrace men of different races and of divergent social habit. To arrive at any fair basis of remuneration by reference to statements of domestic expenditure would be quite impossible. The statement given in paragraph 13 of the Memorial is only useful in its indication that the tendency towards higher standards of living is operating in the higher as well as the lower ranks of the service. As has been shown above there is ample scope in the service for men of ambition and capacity and to that extent Government has been able to meet this very natural and hopeful tendency in so far as it finds expression in the higher ranks of the Subordinate Staff.

27. It is now only necessary to remark that the Board experience no difficulty in recruiting the staff at the rates now offered, and that these rates are in harmony with those ruling elsewhere within the Protectorate. It is not perhaps within the province of the Board to express an opinion as to whether or not the present time is suitable for an advance in Government rates - an advance which would soon find reflection in the rates of outside labour in Zanzibar. It appears to the Board however that at a period of instability both

of both trade and exchange, any enquiry or concession might wisely be postponed.

28. Acting allowances (Paragraphs 34-37). The petitioners appear to have misunderstood both the terms of the Circular to which they refer and the relative regulations in the Protectorate Code. In the case of European Officers a definite scale of payment is laid down, but the question of whether an acting appointment be considered desirable or necessary is left to the decision of the British Resident. In the case of non-European officers the amount payable is at the discretion of the British Resident, provided it falls within a certain maximum figure. It was therefore the intention of the regulations that the amounts paid in the latter case should be determined by the particular circumstances governing each individual appointment.

29. In making recommendations for acting allowances, the Board has been careful to weigh the added responsibility which is involved by the acting appointment in relation to the substantive pay of the officer concerned. In regard to these appointments it must be remembered that not infrequently the acting official cannot undertake the full responsibilities and duties of the office, and must be subjected to supervision in their discharge. This is particularly so in the case of non-European acting on behalf of European officers. The graduated amounts which have been recommended by the Board in this connection make it evident that the merits of individual cases have received careful consideration.

30. The Board regret that it has been

compelled

compelled to withhold its support from the claims of the Memorial, the more so as it regards the interests of the non-European staff as at all times deserving the keenest sympathy and consideration.

(Signed) W. E. Cox,

TREASURER.

G. D. Wirsepp,

CHIEF OF CUSTOMS.

Wm. Hendry,

DIRECTOR OF EDUCATION.

I have signed this Memorandum subject to the reservation contained in the accompanying statement.

Sd/- Shaukshah H. Talati,

OFFICE SUPERINTENDENT, SECRETARIAT.

Although my views coincide with those of the other members of the Board on the general observations, I disagree with them on certain points relative to the requests contained in the Memorial; but before dealing with the same I should observe that the difference of opinion on the points stated below is, I think, mainly due to the different point of view from which we view the Memorial and perhaps also to my colleagues being unaware of certain facts of which I have special knowledge.

I disagree with the Memorialists when they accuse the Government of attempting to cast Asiatics from the service and I deprecate the tone they have adopted throughout.

I appreciate the motive which has actuated the Government in their desire to encourage the employment of natives of this Protectorate in Government service. It is hoped that by making the terms of service alike for local and foreign domiciled candidates, the latter class of persons will fall out and thus greater scope will be afforded in the Government service for persons locally trained. Nevertheless I would point out that this measure will not discourage immigration of foreign domiciled persons who will continue to arrive in search of employment as hitherto. Further I would suggest that the object of the Government could be equally well attained by gradually employing locally domiciled and locally trained school boys as they become available and giving them a preference over foreign domiciled candidates who continue to

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give the foreign domiciled candidates - whether employed locally or not - the privileges of passage and leave and house allowance which they have hitherto enjoyed. Having regard to the present scales of salaries I consider that the stoppage of the privilege of passage to future foreign domiciled employees engaged locally, (and over 95% of them are engaged locally), will operate very harshly on them as they will not be able to save anything to meet the cost of passages of their families and of themselves.

I am further of opinion that the Arabs should be granted house allowance on the same basis as is given to their fellow employees, as the rates of salary paid are not sufficient to meet the continuously increasing rents of houses.

I am unable to agree with the other members of the Board that for foreign-domiciled Indians and Arabs it is not necessary to take a holiday to their countries of origin on the ground that the climatic conditions there are similar to those of Zanzibar. However similar those conditions may be, it is the opinion of all medical men that it is absolutely necessary for them to go to India periodically to recuperate. So much so that there have been instances where foreign domiciled Indians fell ill, and the Government Medical Officer themselves recommended these employees to be sent on leave to their native country on the ground that their illness was due to African climate and no amount of medicine could cure them. They were sent to India and after enjoying a short leave these officials returned to Zanzibar with their health restored and with fresh vigour

to resume their duties. May I in this connexion point out that although in South Africa where a temperate climate like that of England prevails and where thousands of Europeans are domiciled, yet the European officers coming out from England to serve in that country are granted leave to England. The same conditions prevail in the Highlands of Kenya and in India where Europeans settle for years together and never think of going back to England and yet European foreign-domiciled officers are given leave and passages to their homes.

The remark of the Board regarding Asiatic officials spending their leave locally out of choice and not for financial reasons, I am afraid, is made in consequence of certain locally domiciled employees being considered as foreign domiciled due to their having in the past enjoyed the privilege of passage, once or twice, at the time when the passage was granted indiscriminately to all Asiatics whether foreign domiciled or not. This class of officials having seen India once or twice naturally preferred to take their leave locally when due for it again and also did not leave this place on their retirement. But such is not the case with true domiciled officials and I do not think my colleagues can point out many instances where foreign domiciled officials have spent their leave locally out of choice or have stayed in Zambar after retirement.

I agree with the views expressed in paragraphs 16, 17 and 18 of the memorandum on the subject of House Allowances, but consider

that the scale of house allowances should be revised so as to accord with the present rate of rental which have considerably increased since 1919. I am also of opinion that house allowances should be paid to officials while on leave, as it is generally impossible for them to sub-let their quarters during their absence on leave and during temporary transfers from one station to another.

I do not agree with the percentages quoted in the Board's Memorandum regarding those who are at present in receipt of house allowances and those who will be eligible if the privileges were extended to others as suggested. The percentages quoted in the Memorandum of the Board are based on the total number of employees in the Government service irrespective of whether under the present Code of Regulations they are entitled to house allowances or not.

The request made by the memorialists, although not specifically mentioned, is based on the existing Code of Regulations under which Indians and Europeans earning over Rs.75 p.m. are eligible for house allowances, and this request is meant for officials coming under this category and not the whole non-European staff. There are in all (exclusive of native policemen) 2,080 non-European employees of the Government. Out of these only 504 employees draw salaries of Rs.75 p.m. and above, and of these 504 only about 400 employees are eligible for house allowances according to the present Code of Regulations and are either in receipt of this allowance or occupy Government quarters;

quarters; that is to say that about 20% of the total staff of non-European officials are at present entitled to this privilege. If, therefore, the request for the extension of this privilege of house allowance were granted there would be an addition of only about 100 to the present number, that is to say about 25% of the entire staff of non-European officials would become entitled to this privilege. A reference to the non-European staff list of April, 1944, will give data as above. In the figures given by my colleagues, they have taken into consideration 1,576 non-European employees who draw less than 75 p.w. and who are not according to the regulations entitled to draw house allowances.

With regard to the petitioners' request for a revision of their salaries, I beg to point out that when the last revision took place there was an all round increase of about 15% on pre-war prices. The revision increased the salary at the rate of 20%, 25% and 30%, the lower proportion payable on higher salaries. This percentage of increase, was, in fact, insufficient to meet these days demands. At present the cost of living has increased to such an extent that it now stands at about 75% above pre-war days. But the increase in rents of houses is so abnormal that the total percentage is still much higher than is supposed. In the circumstances, I think that if the Government see fit the question of revision of salary should be considered now. I do not anticipate that by increasing the present salaries

salaries of the Government staff the general market will be affected as outside the Government service, the salaries of employees have been sufficiently raised on a previous occasion and a demand, if made now, can justifiably be refused.

With the exception of the above remarks, I generally agree, as I have stated above, with the views expressed in the Memorandum of the Board.

(Sd). Shavakshaw H. Talati.

ZABZIBAR.

16th May, 1925.

OFFICE SUPERINTENDENT.

SECRETARIAT.

A. A. G. / 26045/25

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Mr. J. P. ...
Mr. B. ...
Mr. ...

Zangibar

Mr. J. ...
Mr. ...
Mr. ...

Ans. 5520

C. D.
R. 15 JUL
D. No

DRAFT.

17 July 1925

No 144
H. C.

SIR,

I have to acknowledge receipt of your despatch No 134 of the 16th of May, in which you forwarded memorials from the new European Civil Service Association on the subject of conditions of service, together with a report by the Subordinate Staff Board on the questions raised.

(16)06/25)

As stated in my despatch No 68 of the 17th of April, I had deferred pending the receipt of

schoey.

Shuckburgh

Dobbs

Grindler

Masterton Smith.

Mrs. Ramsay-Gore.

Mr. Imery.

DRAFT.

However, with the view of the

Subordinate Staff Board that

the cost of renting houses is

a fact which must be taken

into consideration in fixing rates

of salary. It is not altogether

clear to me from the Board

report whether on this and

other grounds there is or

is not a case for reducing

the rates of salary; and I

suggest that you should

make such enquiry on this

point as you may think

desirable, and report to

me whether you wish to

make

Machry.

Shuckburgh

Davis.

Grindle.

Masterion Smith.

Hornsbly-Gore.

Query.

DRAFT.

to be regarded as serving under such conditions as to render it desirable that they should have periodical changes to another

climate. If you are satisfied that the cases of Tangibar are ~~are~~ exceptional, having regard to the comparative size and permanence of the Asiatic colony, I will not object to your proposal except that I suggest that a sentence to the following effect should be added to the revised Section 136 of the Code of Regulations:—

1. Grady,
 2. Shuckburgh
 3. Davis,
 4. Grindle,
 5. Masterion Smith,
 6. Ramsby-Lore,
 7. Amery.

the Secretariat Circular No. 8 of 1925,

and I note that there is
 no question of local candidates
 being debared from Govt.
 employment. I think that it

should be well known that
 the prior consent for selection
 given to subjects of H.H. the

Sultan is of course conditional
 on well qualified candidates
 being available.

by Rates of house allowance
 when paid the gross amount
 felt by the staff in this
 connection. ~~could~~ ^{would apparently} be remedied
 if the rates of allowance

in force on the same

DRAFT.

Tracy.

Shuckburgh

Davis.

Grindle.

Masterton Smith.

Ormsby-Gore.

Amery.

in other E. African Dependencies,
and I do not think that it
can be justified in Tanganyika
Officials are not entitled to

DRAFT.

be provided with a house,
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but with quarters if money

to the shortage of ~~houses~~

but houses have to be shared

by officials, there is no

reason why the Govt.

should grant an allowance

which merely adds to the

income ~~profits~~ of the official and

is not used by

rent ~~for~~ quarters for himself

C/ living allowance

concur in para.

of the Majority Report of
the Subordinate Staff Board.

6. Subject to your decision
on the points as to which
I have made suggestions
for further ~~consider~~ ^{information}, I shall
be glad if you will ~~cause~~
the ~~same~~ Non-European
Civil Service Association
that I have received their
petition but that I see
no sufficient reason for
withholding my approval
for the recommendations
which you have made.

(Signed) L. S. AMERY