

1925

E. AFRICA  
UGANDA

C. O.  
36744

From

GOVERNOR GOWERS.

*ant*

Date

11th July 1925.

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FOR CIRCULATION:—

Mr.

Mr.

Mr.

Asst. U.S. of S.

Perm. U.S. of S.

Part. U.S. of S.

Secretary of State.

EUROPEAN OFFICERS. TERMS OF SERVICE.

Submits comments on proposals made by S. of S. in his despatch Conf of 19th Decr/24 to Kenya. Also submits recommendations upon the whole question of salaries in Uganda.

Previous Paper

*A. & G. 28562 2/2  
Libal*

MINUTES

*Mr. Downie has read these despatches.  
No action until we get joint  
proposals (see tel. to Kenya on  
32920/25). Bring up in a  
next month.*

*J.F. 19.8.25  
at once.*

*wait*

Subsequent Paper

*Apr. 1927 2/2  
J.F.*

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Uganda Protectorate,

GOVERNMENT HOUSE,  
UGANDA.

CONFIDENTIAL.

11th July, 1925.

No.

Sir,

*See  
5305/1/4  
KWA.*

I have the honour to acknowledge the receipt of your despatch, Confidential (2) dated the 5th May, regarding the terms of service of European Officers, and to submit the following comments upon the proposals made in the second paragraph of your Confidential despatch to the Governor of Kenya of the 19th December, 1924.

*Gov. 5305  
2/2/25*

2. If the present scale of salaries, introduced in 1920, is to be regarded as unalterably fixed, I consider that the suggestion made by the late Sir Robert Coryndon in paragraph 2 of his Confidential despatch, No.234 of the 8th October last, should be adopted, and officers should be allowed to draw salaries on the revised scale as if that scale had been in force when they joined the Service. In Uganda, however, the officers likely to be affected by this recommendation appear to number only 15, viz:-

*Gov. 5305  
Kya*

- 4 2nd Grade Administrative Officers;
- One Assistant Treasurer;
- 6 Assistant Superintendents of Police;
- One Inspector of Police;
- The Superintendent of Prisons;
- The Dental Surgeon;
- The Government Printer.

Other officers who would have been affected on the 1st April, 1920 have either reached the maximum of their grade, or have been promoted subsequently, or have left the service.

/As regards the

THE RIGHT HONOURABLE

THE SECRETARY OF STATE FOR THE COLONIES,

&c., &c., &c.

3. As regards the difference in salaries between officers of the same rank caused by the consolidation of war bonus at married and single rates, it is the case in Uganda that the anomaly has largely disappeared through lapse of time. In 1921 there were 110 unmarried officers who would have received higher salaries if they had been allowed to enter the scales at the same point as those in receipt of war bonus at the married rate; of these, all except 23 have now reached the maximum of the scale, or have been promoted, or have left the service.

4. I desire, however, with your permission to record my views and recommendations upon the whole question of the salaries of Civil Servants in Uganda and to supplement in some respects my predecessor's

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Confidential despatch of the 21st November, 1924.

5. In the first place I may say that before leaving England to take up my present appointment I studied the scale of salaries in force in Kenya, Tanganyika and Uganda and was impressed by the very striking discrepancy between these rates and those of West Africa. Such a discrepancy could only be justified, it seemed to me, either by an extraordinary difference in the salubrity of the climate and amenities of life generally in favour of East Africa as compared, for instance, with Nigeria, or by the fact, if it were a fact, that the cost of living in East Africa was far lower than in West Africa, or because the duties and responsibilities of officers in East Africa were in a marked degree less onerous and exacting than those which are performed by officers of similar grades and seniority, but drawing much higher rates of pay, in West Africa.

6. Since leaving England I have given much consideration to this question, and have taken every

/opportunity of

opportunity of obtaining information bearing on it. I have been forced to the conclusion that in respect of none of the three considerations referred to in the preceding paragraph is there sufficient difference between the conditions of official life, on the average, in Uganda and Nigeria respectively, to justify any great differentiation between the rates of pay of officers performing similar duties.

7. I am further convinced that no concession which does not involve the addition to the permanent and pensionable emoluments of all except the highest appointments, of an amount not less than the present Local Allowance, will satisfy the legitimate aspirations of the existing Civil Servants for a wage which will enable them to live in Africa in reasonable comfort, on a scale not markedly inferior to that of non-officials of similar social position, and to make some provision for the maintenance and education of their families.

8. As regards the first consideration referred to above I see no reason to believe that the health or comforts of the average station in East Africa are conspicuously superior to those of an average station in Nigeria. Some advantage there is no doubt, in favour of East Africa, but this is mostly confined to the "Highlands" of Kenya and certain areas of Tanganyika, and such statistics of comparative mortality as I have seen do not support a theory of any great and general superiority, in respect of health conditions, enjoyed by East Africa. I doubt if this superiority could be represented mathematically by more than fifteen per cent. I find that, for the six years, 1917, 1919 to 1923, for which figures are available for both Uganda and Nigeria, the average percentage of deaths to the average number of European officials in residence is 1.21 for Uganda and

1.39 for Nigeria; so that the difference in the mortality rate of officials is represented by the proportion of 100 : 115. And I observe that, during the first six months of 1925, 22 European officials were granted local sick leave out of a total of 359 in residence - a figure which represents an annual percentage of 12.3.

9. My short experience of East Africa has already been sufficient to convince me that in Uganda at any rate, the cost of living is quite as high as in Nigeria. Indeed I should say that in Entebbe and Kampala it is higher than in any part of Nigeria. Local supplies are no cheaper than in Lagos, while the cost of both actual and conventional imported necessaries of life is enhanced by higher import duties, and very high freights over 700 miles of transportation from the Coast. I observe that the late Sir Robert Coryndon in May, 1921, informed your predecessor that the cost of living in Uganda was already higher than on the West Coast. Since that date the great increase in the wealth of the population, owing to the expansion of cotton production has tended to increase the cost of local supplies and the rate of wages.

10. As regards the third consideration I have in the short time at my disposal seen enough of the personnel and work of the Administrative and Secretarial branches of the Service to assure me that neither in the nature and extent of their duties, nor in the efficiency with which these duties are performed, is there any appreciable difference between this country and Nigeria. I have no reason to suppose that this does not hold <sup>good</sup> equally as regards other Departments. It is true that the native population of the average Province and District is considerably smaller in the former country than in the latter. On the other hand, there are, as you are aware, numerous problems in Uganda (and to a greater extent in Kenya) which /have not yet arisen

have not yet arisen in West Africa, the sum of which may fairly be set off against the factor of larger native population.

11. The conclusion at which I arrive is that in respect of the three considerations which alone, I suggest, would justify a differentiation in the treatment of Colonial Civil Servants in East and West Africa, the first - that of health - is the only one which is entitled to any weight at all, and that this weight does not amount to more than 15 per cent at the most in the balance.

12. I note that Sir A. Lascelles in the report which formed an enclosure to the late Viscount Milner's Confidential despatch of the 12th June, 1919, came to the conclusion that provided that the disabilities inherent in Service in West Africa, if any, were compensated for by better leave terms, the same scales of salary would be applicable.

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13. When I was recently in England I was permitted by the courtesy of Major Furse to see the papers of a number of candidates for administrative posts in East Africa. You will, I think agree that for these posts, as also for the education department it is desirable that the best type produced by the public schools and universities should as a rule be secured. I feel very little doubt that unless the scale of salaries in East Africa is materially improved and assimilated to that which has been approved for West Africa not only will recruitment for East Africa suffer comparatively, but it will be positively difficult to get recruits of the right stamp at all. A tendency in this direction has, I believe, already become apparent.

14. The Official Members of the Uganda Civil Service Commission, in a report which formed an enclosure to the late Sir Robert Coryndon's Confidential despatch of the 20th

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the 20th November, 1920, made a recommendation for what practically amounted to the adoption of West African scales of salary without duty pay. Sir Robert Coryndon endorsed this recommendation, but in your telegram of the 4th March, 1921, in reply to this despatch you expressed a doubt whether such a large increase of salaries was justified owing to the financial stringency then existing and to the fact that acceptance of the proposal would necessitate the postponement or curtailment of essential public services. I feel sure that you will agree that neither of these objections hold good to-day, seeing that the essential public services then referred to have been ~~and~~ and are being provided for, and that the surplus balance of the Protectorate, exclusive of loan balances still unspent, amounted on the 1st January, 1925, to £762,957.

*and after  
cannot be done*

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15. With reference to the suggestion put forward in paragraphs 5 to 8 of your Confidential despatch of the 13th November last, I do not consider it practicable to introduce a system which would combine a cost of living bonus with an additional allowance payable at the more expensive stations, and I note the Governors of Kenya and Tanganyika concur in this opinion. The proposals were considered by a Committee of the Chief Justice, the Acting Chief Secretary, the Attorney General, the Treasurer and the Manager of the National Bank of India, Kampala. The Committee obtained the views of representative officers, and the conclusion reached was that, while Jinja, Kampala and Entebbe may be regarded as the most expensive stations, there is not, owing to compensating advantages, sufficient material difference between the cost of living at these and other stations to warrant any special monetary compensation being granted to one class of station at the expense of another. It must prove a very difficult task to work out, on the lines suggested by you, a scheme which would prove satisfactory and would not give rise to complaints, particularly in view of the limitation imposed in the third paragraph of the

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despatch under



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despatch under reference, which would involve a reduction in the present allowance payable in one station in order to increase it in another.

16. Moreover the adoption of an index figure on which bonus would be calculated presupposes considerable fluctuations in the cost of living. The information at my disposal goes to show that in Uganda the cost of living has become stabilised and will not be subject to any serious fluctuations, at any rate in a downward direction.

A comparative statement showing the variation over the period August, 1922, to February, 1925 in the schedule of "minimum monthly expenditure" forwarded to your predecessor under cover of the late Sir Robert Coryndon's despatch No. 492 of the 27th August, 1922, has been prepared, and while the increase over the whole period is less than 1%, a rise of nearly 7% has taken place since 1924. The general tendency of the movement of prices and wages is in an upward direction, and this tendency, for the reasons given in paragraph 9, is likely to be maintained. For these reasons I am unable to agree that a system of variable allowances will afford that permanent solution which is so much to be desired.

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17. I wish therefore to recommend for your approval the adoption of the West African scales of salary (with slight modifications) which will I think adequately allow, when taken in conjunction with the difference in length of tour and leave conditions, for such advantages as Service in East Africa may be held to possess over Service in West Africa. The principal modification which I propose is that there shall be no duty-pay or proficiency pay attached to such appointments in Uganda. This represents a very substantial recognition of the difference in conditions since the duty pay which attaches to the higher posts in West Africa is in effect the equivalent of addition of an appreciable sum to his pensionable emoluments.

/18. I am also

18. I am also proposing a somewhat lower initial salary for Uganda than for West Africa, in consideration of the better health reputation which, deservedly or not, it enjoys. On the other hand I feel very strongly that a "long grade" both for Administrative and other non-technical departments is essential and that the maximum of this grade for the Administrative Service cannot/ be put at less than £960. My only doubt, indeed, is whether/ this is high enough. It is clear that officers who propose to spend their active life in the Colonial Civil Service in Africa cannot all expect to be promoted beyond the long grade. But the prospects of promotion to posts beyond the long grade is far smaller in East Africa than in West Africa. Excluding such posts as Lieutenant-Governor, Chief Secretary and one or two others which are often filled from outside a Colony or Protectorate, there are 22 posts in Kenya, Tanganyika and Uganda together, on the present highest grade of £800 to £1,000 available for a service numbering 316. In Nigeria and the Gold Coast together there are 68 similar posts (almost all of which carry at least £1,200 with duty pay) for 476 Officers. In the case of the former countries the proportion is 1 to 14, in the case of the latter 1 to 7. If Uganda alone is compared with Nigeria alone the difference is equally apparent, for the proportions of higher posts to total posts is just twice as great (1 to 8) in the latter as in the former (1 to 16). The creation of any additional Administrative posts of the higher grade in Uganda appears at present unjustified, and I cannot recommend it. There is, therefore, I think, the more need to ensure that the maximum to which an officer can rise in the long grade is adequate. I feel convinced, at any rate, that a career which offers to the majority a prospect of rising, in the absence of exceptional ability or good fortune to no more than £960 cannot be described as unnecessarily or extravagantly attractive.

18. I am also proposing a somewhat lower initial salary for Uganda than for West Africa, in consideration of the better health reputation which, deservedly or not, it enjoys. On the other hand I feel very strongly that a "long grade" both for Administrative and other non-technical departments is essential and that the maximum of this grade for the Administrative Service cannot/ <sup>reasonably</sup> be put at less than £960. My only doubt, indeed, is whether this is high enough. It is clear that officers who propose to spend their active life in the Colonial Civil Service in Africa cannot all expect to be promoted beyond the long grade. But the prospects of promotion to posts beyond the long grade is far smaller in East Africa than in West Africa. Excluding such posts as Lieutenant-Governor, Chief Secretary and one or two others which are often filled from outside a Colony or Protectorate, there are 22 posts in Kenya, Tanganyika and Uganda together, on the present highest grade of £800 to £1,000 available for a service numbering 316. In Nigeria and the Gold Coast together there are 68 similar posts (almost all of which carry at least £1,200 with duty pay) for 476 Officers. In the case of the former countries the proportion is 1 to 14, in the case of the latter 1 to 7. If Uganda alone is compared with Nigeria alone the difference is equally apparent, for the proportions of higher posts to total posts is just twice as great (1 to 8) in the latter as in the former (1 to 16). The creation of any additional Administrative posts of the higher grade in Uganda appears at present unjustified, and I cannot recommend it. There is, therefore, I think, the more need to ensure that the maximum to which an officer can rise in the long grade is adequate. I feel convinced, at any rate, that a career which offers to the majority a prospect of rising, in the absence of exceptional ability or good fortune to no more than £960 cannot be described as unnecessarily or extravagantly attractive.

23. For Technical Departments I consider that the scale should be £450 for three years, then by £25 to £600, then by £30 to £720, then by £40 to £920. In this scale the initial salary must necessarily vary according to professional requirements and qualifications. Some officers of these Departments already commence on a salary of £500 plus local allowance. It is, however, a question of supply and demand, and it may be possible at a later date, if not now, to engage technical officers on an initial salary of £450.

24. For Medical Officers I propose a scale commencing at £660, by £30 to £720, then by £40 to £960; and for Senior Medical Officers £880 by £40 to £1,000.

25. The latter would be regarded as occupying staff posts above the "long grade", as transfers to this rank are made from the East African Medical Service in other dependencies. The same applies to Senior Magistrates and Executive Engineers, for whom the scale would be £900 to £950 and £800 to £920 respectively. For Junior Magistrates and for the Registrar of the High Court the maximum in the grade would be £900, and for Assistant Engineers £720.

26. For other than Technical Officers, who are required to serve five years, or two tours, on probation, I consider that the probationary period should be three years, as formerly. In my opinion two years is hardly sufficient time in which to judge of an officer's suitability, and it is preferable that officers should be on probation during the whole of their first tour of service, including the period of leave.

27. If the principle of the "long grade" accepted, I should propose to institute three "fixed by bars", as in the West Coast terms of service, to operate at the same points, viz:- £500, £720 and £940. This is a necessary concomitant of a system which permits officers to rise to a much higher maximum than that now in force.

officers holding posts above the "long grade", as well as Junior Officers, for whom it should be possible to devise a similar grade with a lower maximum. I propose also to deal separately with other points affecting the conditions of service in East Africa, one of the most important of which is the question of assisted passages for the wives and families of officers of all grades. The proposals now put forward cover the rank and file of the service, and are therefore submitted in advance.

31. I enclose tables showing, for each of the different classes of officers, the present salaries, the same with local allowance as now paid, and the scale proposed for each year of service up to the maximum. I also enclose a conversion table, illustrating the operation of the point of entry as suggested in paragraph 22.

32. As regards the financial effect of these proposals, I find that it is the practice to allow on the Estimates the full rate of local allowance for the whole year in each case, although a number of officers in any one year are on leave and not in receipt of local allowance. This being so, the total additional cost of applying the new scales to the officers concerned, during the first year, would not amount to more than £850 over and above the provision made on the 1925 Estimates. Taking into consideration, however, the fact that Savings accrue when officers are on leave, the extra cost may be taken as £4080 (vide the statement forming the third enclosure to this despatch). It is, of course, a fact that the cost of any such revision would become greater as officers progress towards the maximum in each scale in future years, and that the Protectorate would be obliged to assume a heavier liability in respect of pensions. I can only add that, for the reasons I have already given, this consideration should not militate against the adoption of a scheme offering reasonable prospects to a service which will be

(required to assume

required to assume, pari passu with increasing emoluments, heavier responsibilities, will be faced with more difficult problems, and will need to be recruited from the best type of candidate available.

33. I am furnishing the Governors of Kenya Colony and the Tanganyika Territory with copies of this despatch.

I have the honour to be,

Sir,

Your most obedient, humble Servant,

*W. F. Sowers*

GOVERNOR.

ADMINISTRATION AND EDUCATION DEPARTMENTS.

99

	Present Scale for Adminis- trative Officers.	Present Scale for Administrative Officers plus local Allowance.	Proposed Scale.
	£	£	£
1st year	300	300	400
2nd "	300	360	400
3rd "	400	480	400
4th "	420	502	500
5th "	440	524	525
6th "	460	546	550
7th "	480	568	575
8th "	500	590	600
9th "	525	617½	630
10th "	550	645	660
11th "	575	672½	690
12th "	600	700	720
13th "	625	726½	760
14th "	650	752½	800
15th "	675	778½	840
16th "	700	805	880
17th "	-	-	920
18th "	-	-	960
19th "	-	-	-
20th "	-	-	-



SCALE C.TECHNICAL DEPARTMENTS.AGRICULTURAL, VETERINARY, GEOLOGICAL SURVEY, FORESTRY, P. E. D.

	Present Scale	Present Scale and local Allowance.	Proposed Scale X
	£	£	£
1st year	400	480	450
2nd "	420	502	450
3rd "	440	524	450
4th "	460	546	475
5th "	480	568	500
6th "	500	590	525
7th "	525	617½	550
8th "	550	645	575
9th "	575	672½	600
10th "	600	700	630
11th "	625	726½	660
12th "	650	752½	690
13th "	675	778½	720
14th "	700	805	760
15th "	725	831½	800
16th "	750	857½	840
17th "	-	-	880
18th "	-	-	920
19th "	-	-	-
20th "	-	-	-

X Initial salary varying according to professional requirements and qualifications.

SCALE D.

MEDICAL OFFICERS.

	Present Scale	Present Scale plus local Allowance.	Proposed Scale.	
	£	£	£	
1st year	600	700	660	
2nd "	625	726½	690	
3rd "	650	752½	720	
4th "	675	778½	760	
5th "	700	805	800	
6th "	725	831½	840	
7th "	750	857½	<u>880</u>	(Also Senior Medical Officers
8th "	775	883½	<u>920</u>	
9th "	<u>800</u>	<u>910</u>	<u>960</u>	
10th "	<u>825</u>	<u>936½</u>	<u>1000</u>	(Senior Medical Officers only).
11th "	<u>850</u>	<u>962½</u>		
12th "	<u>875</u>	<u>988½</u>		
13th "	<u>900</u>	<u>1015</u>		

Also Senior Medical Officers.

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ENCLOSURE TO DESPATCH

*Confidential* OF 11/7/25

CONVERSION TABLE. SCALES A, B & C.

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	Present Salary plus local Allowance.		Point of entry into proposed Scale.
	£		£
1st year	360 (2300)		400
2nd "	480 (2400)		500
3rd "	502		500
4th "	524		525
5th "	546		550
6th "	568		575
7th "	590 (2500)		600
8th "	617½		630
9th "	645		650
10th "	672½		680
11th "	700 (2600)		690
12th "	726½		720
13th "	752½		760
14th "	778½		760
15th "	805 (2700)		800
16th "	831½		840
17th "	857½		840
18th "	883½		880
19th "	910 (2800)		920
20th "	-		-

CONVERSION TABLE.

95

S C A L E D.

Medical Officers and Senior Medical Officers.

	<u>Present Salary plus local Allowance.</u>		<u>Point of entry into proposed Scale.</u>
1st year	(£600)	£ 700	£ 690
2nd "		726½	720
3rd "		752½	760
4th "		778½	760
5th "	(£700)	805	800
6th "		831½	840
7th "		857½	840
8th "		883½	880
9th "	(£800)	910	920
10th "		936½	920
11th "		962½	960
12th "		988½	1000
13th "	(£900)	1015	1000
14th "		-	-

FINANCIAL STATEMENT.

	£
Present cost of Salaries, without Local Allowance, of Officers in Scales A B C and D ...	114,740
Cost of Local Allowance at present paid on those salaries ...	19,480
	<hr/>
	134,220
Estimated amount accruing as Savings on Personal Emoluments of Officers in above scales who may be on leave and not in receipt of local allowance	3,250
Additional cost of conversion to proposed new scales	830
	<hr/>
	£.4,080
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