1925

E. AFRICA
KENYA

C.O.
40275
2 SEP 25

A.G. DENHAM. | TEL 396

DATE
2nd September 1925.

CIRCULATION :—

U.S. of S.

from U.S. of S

to U.S. of S.

Secretary of State.

SALARIES AND LOCAL ALLOWANCES.

Impossible to submit joint proposals this month but it may be accepted that all three Govts agree that adjustable local allowances should be replaced by revised salaries. Has prepared re-grading scheme which can form basis of joint discussion after arrival of Grant.

Previous Paper

MINUTES within.

Subsequent Paper

Wt. 17813/38 Gp. 140 50000 12/33 W & S Ltd.

Mr Hutching
Mr Bottomley
Mr Green

Local Allowance.

The ~~[illegible]~~ present position is that separate despatches have been received from Kenya, Uganda & T.T., which agree in proposing a general revision of salaries rather than a continuation of the local allowance, or its conversion into a [illegible] living bonus, though the [illegible] put forward vary.

We cannot expect joint proposals until after the arrival of Sir E. Grigg in Kenya.

(40275/25)

Mr. Hollis has proposed that a temporary increase of present salaries in Zanzibar should be approved as an alternative to the special remittance privilege, and has also proposed substantive increases of pay for certain officers.

On the general question, we can [illegible]

can hardly do more than wait and see what the joint proposals of Kenya Uganda and the T.T. amount to, unless it is thought desirable to lay down some sort of principles for the guidance of the three Governments. I doubt whether this is necessary.

In the meantime there are two special points which require consn.

(1) Sir D. Cameron has urged that the emoluments of all 2nd. Class officers should immediately be brought up to £400 a year by means of a non pensionable allowance (a similar step has already been approved for the year 1925 in Zanzibar).

(2) The question of "rectifying the anomaly" of allowing married officers to draw more at the 1920 revision of salaries than single officers is still outstanding. The Govt. of Kenya proposed to meet this by granting "weight for age" to Administrative Officers (the only officers who are still concerned).

(53051/24)
See bundle flagged "A".

Nyasaland agreed if this action was approved for the other Dependencies.

Uganda took the opportunity to ask for a revision of salaries.

Somaliland wanted to regard the extra pay drawn by married officers as a non-pensionable allowance.

T.T. did not agree with Kenya.

Zanzibar agreed with Kenya

We are in a position to deal with this matter, if it is thought desirable to do so. But I should much prefer to leave it until the general revision comes under consn.

CJJ 16.9.25.

I agree Lord L. J.M.G.

It might be as well to have an exchange of views in conference at this stage, if only because we require a considered decision as to whether anything can be done

with regard to Sir D Cameron's urgent recommendation as to officers below £400

Eun 16/9/25

I am perfectly willing to accept the conference if you wish it.

LCS 19.9.25.

yes Mr Jeffries will arrange on his return

Perm Secy

MG 22.9.25

Mr Jeffries and I have prepared the annexed dft to Treas. in acc. with the conclusions ~~arrived~~ reached at at the inter-Dept. discussion on 29/9.

Pp. should be recirculated for disp. to Nyasaland

HDD

30.9.25

Semi-Official comes to H.W. Bridges of Treasury attached

HDD

9.10.25

HW

8/10/25

:LEGRAM From the Officer Administering the Government of Kenya to the Secretary of State for the Colonies.

Dated 2nd September, 1925.

Received Colonial Office 7.15 p.m. 2nd September, 1925)

40275

No.396 2nd September. Your telegram of 7th August After :nsultation with Tanganyika and Uganda do not consider it :ssible to arrange for joint conference or submission of :int proposals this month. It can be accepted that all :ree Governments agree that adjustable local allowances :ould not continue and that they should be replaced by :vised salaries but that until scheme for the latter :finitely settled allowance must contin[illegible] pr[illegible]posals of :l Governments now before you and I bel[illegible] [illegible]e can be :justed on a uniform basis except possibl[illegible] [illegible] of :y pay of certain posts. With this object have prepared :-grading scheme which can form further basis of joint :scussion date for which hope to arrange after seeing arrival of :igg. Have informed Uganda and Tanganyika.

being
or.

ORP/14 0275/25 Ea Kenya

Mr. Bottomley 30.9.25
Mr. Downie
Mr. Bottomley 30.9.25
Mr. Green 30/9
Mr. Strachey.
Mr. J. Shuckburgh.
Mr. C. Davis.
Mr. G. Grindle.
Mr. J. Masterton Smith.
Mr. Ormsby-Gore.
Mr. Amery.

Downing Street,

2 ~~September~~ Oct. 1925.

C.D. R OCT 2 D

Sir,

I am ap. to refer to your letter No.E/9988 of the 27th of May, on the subject of the payment of local allowance to European Officers in Kenya, Uganda and the Tanganyika Territory.

Lords Commissioners of the Tre recollect that as explained in the letter from this Department of the 25th of September, 1924, it was proposed that the Governors of the three Dependencies should put forward an agreed scheme for the replacement of the special local allowance granted in consideration of the change of currency in 1920 by some form of assistance (permanent or temporary) based upon the local cost of living.

DRAFT.

(24283/25)

THE SECRETARY
TREASURY.

(36051/24)

Committee's Report.

for further action

living. In deference to the views expressed in Treasury letter of the 29th of October, 1924, (50951/24) the Governors were not in fact invited to propose any permanent addition to salaries, but it was suggested that their proposals might take the form indicated under the heads (a) (c) and (d) in paragraph 4 of the Colonial Office letter of the 25th of September, 1924, with the proviso (36051/24) that the new scheme should be framed so that its cost would not at the outset exceed that of the present arrangements for local allowance and family passage allowances.

3. The letter from this Department of the 15th of May, 1925, showed that the necessary examination (21149/25) of the cost of living in East Africa was taking time, and that the Governors had been asked to submit their proposals by the 1st of September.

4. [illegible] have now been received from the Officers [illegible] the Government of all three [illegible] Unfortunately there has not been an opportunity for ~~[illegible]~~ mutual discussion, and the proposals do not contain a joint scheme, but the individual views of the Governments. The Governments however

however are in agreement on one fundamental question: they all consider that the arrangements which had been suggested by the Secretary of State will not in practice afford a satisfactory solution of the problem; that the existence of a fluctuating allowance which is liable to reduction or withdrawal is inconvenient and not justified by any prospect of considerable reductions in the cost of living within a reasonable time; and that the present basic salaries are in general too low, having regard either to the cost of living or to the duties and responsibilities of the officers concerned. In short, all the Governors propose a revision of substantive salaries in which the present local allowance will be incorporated, and they are arranging to confer together as soon as possible after

after the arrival in East Africa of the new Governor of Kenya, in order to consider the details of such a revision.

5. Mr. Amery notes that in your letter of the 29th of October, 1924, it was stated (50951/24) that the Lords Commissioners were at that time opposed to any consolidation of salary and local allowance or to any upward revision of substantive salaries. While, however, he cannot say until he receives the Governors' proposals what view he will take of any scheme which they may submit, it is evident that he may well find it necessary to recommend that their Lordships should agree to such a revision of salaries. In any case it is clear that the Governors must be left free to propose whatever arrangements may seem best to them, and Mr. Amery trusts that the Lords Commissioners will not rule out in advance the possibility of a permanent general increase of pay for European officers in the Tanganyika Territory, and in other Dependencies subject to their financial control, should this be found to be desirable.

6. Mr. Amery does not, in the circumstances, anticipate that he will be able to propose any alteration in the existing arrangements which could come into operation on the 1st of January next, and he would be glad to have their Lordships' concurrence in the present arrangements for local allowance and family passage allowance remaining in force until the 31st of March 1926.

The Governor of Tanganyika has drawn special attention to the case of officers entitled to second-class passages, the majority of whom are subordinate technical officers serving on the Railway and in the Public Works Department, who are not usually recruited at an early age and most of whom are married men. ~~Civil~~ Other officers entitled only to second-class

passages

passages are Junior Clerks (with salary £250-£15-£400) and Assistant Inspectors of Police (with salary £250-£15-£300). The Governor has received strong representations from the General Manager of the Railways that many of his second-class officers are in serious financial straits, and the report of a Committee which was recently appointed to consider and report on the cost of living in Tanganyika supplies ample evidence as to the unfortunate position of all second-class officers. A copy of the report of this Committee is enclosed for their Lordships' information.

The Governor strongly recommends that the emoluments of any second-class officers who are drawing less than £400 a year should be brought up to that figure at once through the medium of a fluctuating additional local allowance. He regards this aspect of the question as very urgent and important, and asks that it may be dealt with as soon as possible. He estimates the additional cost for the current financial year at about £8,700.

8. ~~The Secretary of State~~ Mr. Amery is much impressed by the

the evidence contained in the Committee's report, and considers that pending a decision on the general question some temporary measures should be taken to ameliorate the financial position of the officers concerned. He is, however, of opinion that as a measure of emergency it will be sufficient to grant a special allowance on the basis proposed by the Governor to married second-class officers, whose salaries with local allowance amount to less than £400 a year. ~~He~~ The S.of S. is not in favour of any permanent distinction between the emoluments of married and single officers, but is prepared to waive his objections to this principle in the case of a temporary allowance of the nature suggested. He will be glad to receive their Lordships' approval

epproval for the payment of the additional allowance on this basis with effect from the 1st of June, 1925.

I am &c.,

(Signed) J. FREDK N. GREEN

40275 E. Africa.
Nyasaland.

C. D.
R 6 OCT 6

Downie 9/10/25

Downing Street,
6 October, 1925.

Sir,

I have the honour to inform you that I have been in communication with the Governors of Kenya, Uganda and the Tanganyika Territory regarding the substitution of some form of assistance (permanent or temporary) based upon the local cost of living for the special local allowance which is at present granted in those Dep[illegible]s in consideration of the change of [illegible] the year 1920.

2. The Governors of all three Dependencies agree in the view that an allowance based upon local cost of living will not afford a satisfactory solution of the problem, and they have all expressed the opinion that the present basic salaries are in general too low having regard either to the cost of living or to the duties and responsibilities of the officers concerned.

Strachey
Shuckburgh
Davis
Grindle
Wilson
Masterton-Smith
Ormsby-Gore
Amery

DRAFT.
NYASALAND
Confidential (2)
Bowring

concerned. They propose a revision of substantive salaries in which the present local allowance will be incorporated, and they are arranging to confer together as soon as possible with a view to submitting a detailed scheme for such a revision.

3. If it should be shown as a result of the proposed Conference that a general revision of salaries is desirable, it will not be possible to leave out of consideration the question of the revision of salaries in Nyasaland, which at present conform generally to the basic rates approved for the East African Dependencies as a whole in the year 1920. Without at present expressing an opinion as to whether it will be justifiable to maintain the principle of uniform scales of salaries in Nyasaland and the other Dependencies in the event of approval being given for the proposed revision, I shall be glad if you will furnish me as soon as possible with your views as to the

adequacy

adequacy or otherwise of the existing scales of salary (and passage allowances) in Nyasaland, and any suggestions which you may have to make for their amendment. You will, of course, understand that it will be necessary for me to obtain the concurrence of the Lords Commissioners of the Treasury in any scheme for revision of salaries.

I have, etc.,

(Signed) L. S. AMERY

TREASURY CHAMBERS,
WHITEHALL.

n reply
please quote Regd. No.

E 9988

8th October 1925.

Dear Downie,

We are consider[illegible] as promptly as possible the somewhat formidable [illegible] of information as to the cost of living in Tang[illegible] [illegible]losed with your official letter of the 2nd instant (40275/25).

May I trouble you a little further on one or two points relating to your proposal to level up to £400 all married second class officers in receipt of a lower emoluments (including compensatory allowance).

1. I gather that second class officers are, speaking generally, all on scales starting at £250 or £300 and rising to £300, or £350 or £400. There seem to be a few oddments who start at £200. I doubt know if they enter into the scheme. This is not a point of great importance.

2. Can you tell me how many people would benefit under

P. Downie Esq.

under the scheme?

3. The additional cost is "estimated at about £8,70 for the current financial year".

It is not quite clear whether (a) this is the Governor's estimate for the nine months 1st June 1925 to 31st March 1926, or for a full year, (b) whether this estimate will be appreciably reduced by exclusion of unmarried officers.

4. In the replies to the questionnaire, there are fairly frequent statements that Dar es Salaam is dearer than Nairobi. Do the Colonial Office hold that the measure of relief now proposed is justified by a higher cost of living in Tanganyika than in neighbouring dependencies, and that the question of its extension to Uganda, Nyasaland and Kenya will not arise?

Incidentally to what do you attribute this

this higher cost of living? I should have thought Dar es Salaam, being on the coast, should not be unduly expensive. Have increased Customs affected the situation materially?

5. Have you thought ahead as to the ultimate effect of this concession on the general position of second class officers. At present the local allowance [illegible] is, I believe, £55; total £405. A man entering [illegible] scale £250-15-£400 today at the minimum would, if married, and if the concession proposed were approved and continued in force, receive emoluments of £400 until he had served 6 years and reached £355 in the scale. This of course is looking some way ahead, but if you do not contemplate that the concession will only be required to tide over a temporary emergency, it looks as though you have got to face either keeping people on a flat rate minimum for a long period, or else an ultimate increase in the emoluments of the second class officers generally which will prove far more expensive than £8,000 or £9,000 per annum. This latter contingency could be avoided if, instead of giving a flat rate addition you recast the

[illegible] local allowance on a sliding scale basis, so as to make it more favourable to lower paid officers without costing more than the present scheme. Have you considered this and turned it down?

Yours sincerely,

E E Bridges

[illegible] savings available to meet the charge?

9 October, 1925.

Dear Bridges,

Salaries of Second Class Officers in Tanganyika.

I will do my best to answer the enquiries contained in your Note D.9986 of the 8th October.

1. Yes. The "[illegible]" who start at £200 seem to be Engine Drivers and [illegible] the scale £200-15-£250. They would, of course, [illegible] the scheme. (Nurses also start at £200, but they [illegible] not come into the scheme as in any case they have first class passages).

2. I hope you will not press this question as it will take some days to find out what individual officers are affected and how many of them are married. On the last point, we should have to look up the file of every officer concerned.

3.(a) The Governor's despatch on the subject is dated the 29th May last, and as he proposes that the scheme should come into force "forthwith", we assume that his estimate of £8,700 covers the period from 1st June, 1925 to 31st March, 1926.

(b)

BRIDGES, ESQ., M.C.

(b) See under 2 above. It is difficult to
actly what effect the inclusion of unmarried
rs will have on the Governor's figure, but my
sion is that about over 50 per cent of the officers
med are married.

. With regard to the proposed measure of re-
s justified by the Governor's strong represen-
s are supported by the evidence conta[illegible] in the
of the Cost of Living Committee [illegible] in
have not yet made similar representati[illegible]
they are content
[illegible] their attempt to wait for the general
on of salaries for which they are pressing).
no reason to take any action in Kenya and
in the absence of representations from those
ntu, though it may be necessary to extend
eme to them if they make out a case for it.
not anticipate any such representations from
and, where the cost of living is believed to
rally cheaper than in Kenya, Uganda and
ika.

The higher cost of commodities in

Dares-Salaam

Dares-Salaam may perhaps be attributable to the fact that it has a much smaller European population than Nairobi and, in consequence, a smaller demand. I suppose also that freight charges by the East coast route are more expensive to Dares-Salaam than to Mombasa. The Customs Tariff of Tanganyika is practically uniform with that of Kenya.

5. The answer is that we have put this scheme forward as a purely tempor[illegible] to tide over the emergency pending a genera[illegible] salaries in East Africa, on which it may be h[illegible] decision will be taken within six months or so. When the general question is under consideration, it may be found possible to alleviate the position of married officers partly by an improvement of the passage allowance conditions, and not entirely by raising their salaries. As a temporary measure, we should prefer not to tinker with the existing local allowance scheme which is to be placed in the melting pot.

6. The Governor has not told us whether savings

are

ilable to meet the charge, but we could tell
t savings must be found.

Yours sincerely,

H.J.D.

* A further point is that the local production of wireless is a little bit quite in keeping in Tanganyika.

H.J.D.