

*SECRET*

E. AFRICA  
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REC  
REL 19 MAY 19

Lascaries  
Sir Alfred

1919

WAR BONUS.

Reports report (East Africa, Uganda  
& Amhar/Probs.)

previous Paper.

*Copy sent to Mr. C. B. & kept in file  
3/2/19*

Mr. Mackay *McGill*  
Mr. Bottomley *Scott Giddes*

These proposals was telegraphed  
by the Secy of the E.A.P. have already been  
dealt with in 22000/19 and they have  
been awaiting an opportunity for a  
to discuss with the Chancellor of the Exchequer.

The matter has now become  
urgent, as 500/30320/19 of E.A.P. should  
and with the report now in our  
hands, we are in a position to approach  
the Treas. and perhaps this might be  
done without further awaiting the

subsequent Paper.

29952



S. of S. (the <sup>last</sup> draft of which is annexed),  
 shows quite a rough estimate of the financial  
 effect on Nyasaland of proposals there were given the proposed bonus  
 ? copy of the report to Treas.  
 (there is no special copy), say that the S. of  
 S. is in full agreement with all conditions  
 reached, and is satisfied that payment  
 of the bonus on the lines indicated is  
 justifiable and necessary not only in the  
 three Protectorates in S. of S. parcels,  
 but also in Nyasaland, and would be  
 glad to receive T.C.'s concurrence to the  
 adoption of the proposals as they stand for  
 Uganda and Nyasaland: ask for a very  
 early reply and say that in consequence  
 of representations from the <sup>Prot. Govts.</sup> ~~Govt of the S. of S.~~  
 the S. of S. is so convinced of the urgency  
 of the matter and the necessity of  
 passing the bonus act over that unless  
 we can receive T.C.'s approval at an  
 early date for all ~~proposed~~  
 authorities the payment of the proposed  
 bonus in S. of S. and Nyasaland  
 without awaiting a decision as to

Uganda  
 320 and 21032

the other two Prots, but that he is  
anxious to secure uniformity throughout P.A.  
both as regards rate of bonus and date  
of commencement as otherwise there is  
a <sup>possibility of the quality</sup> grave discontent amongst  
those officials who do not receive the  
same benefits as those who correspond  
salaries elsewhere

21/5/19

Received to be two opinions as to  
the extreme importance of getting these  
recommendations approved at the stand  
and at once as proposed  
on 2/5/19

Wrote at 5.29. Y. G. 22.5.19.

Wrote the last part carefully so as not  
hesitate to bring the Trust or to give them  
some for repairing or as a trust

Almon

WAR BONUS IN EAST AFRICA.

At the beginning of 1918 it became necessary to provide some relief for the civil servants of the East African Protectorates, and various recommendations for the grant of a war bonus were received from the local governments.

In E.A.P. a Commission was set up to enquire into conditions of service generally, and produced a year ago an interim report submitting a scale of war bonus, which had, in view of the financial position of the Protectorate and the large bonus proposed <sup>with</sup> compared (that then given elsewhere), to be cut down by 40%; but in view of the grave discontent which the C.I.C. represented would inevitably follow a reduction of the proposals, Sir A. Lascelles was appointed a Special Commissioner to visit the E.A.P., and later Uganda and Zanzibar, and to report on the question.

The scale in force up to the present in the E.A.P. (with effect from the 1st of January 1917), and in Uganda (with effect from 1st January 1918), has been the reduced scale based on the Commission's report. [The Treasury have now approved of the principle of anti-dating the Uganda bonus to the 1st January, 1917.] Bonuses calculated in different ways, but amounting to much the same as the E.A.P. bonus, have also been approved in Zanzibar (with effect from 1st January, 1917) and in Nyasaland (with effect from 1st January, 1918). The maximum bonus salary to which bonus is payable has been in all cases £600 for married men and £400 for single.

The Special Commissioner has now reported that the E.A.P. Commission's estimate of the cost of having was well within the mark, and he has submitted

proposals for a uniform bonus for F.A.P., Uganda and Zanzibar ranging from £70 for salaries under £300 to £40 to £700 and over, plus an additional flat rate of £50 for married men, the bonus to take effect from the first of January 1917. Non-Europeans are also to receive an increase of points.

Nyasaland was not included in Sir A. Baccellie's terms of reference, but complaints have also been received of the inadequacy of the existing bonus there, and we have promised to consider the matter in the light of Sir A. Baccellie's report. It is proposed to depute Sir A. Baccellie's recommendations to the O.A.S. and invite the local views as to their application to Nyasaland.

The objection hitherto to the grant of a larger bonus in any of the protectorates has been chiefly a question of funds. But there has certainly been for the past year grave discontent throughout the civil service in E.A., the justification of which has repeatedly been urged by the Governors of the Protectorates, and is now confirmed by the opinion of the Special Commissioners. The latter's verdict has been anxiously and confidently awaited by the Staff in E.A. and it is to be feared that non-acceptance of his proposals will have serious results.

As regards the financial aspect of the proposals, the estimate of the cost, which appears probable that the cost would be about double that of the present bonus. Zanzibar can afford the increase and the F.A.P. also, it is hoped, be able to do so by curtailing other expenditure. Uganda and Nyasaland will require Treasury assistance. We have no estimate of the cost of the present bonus in Uganda, but estimating

estimating it to be one third of that of the F.A.P. (the proportion of European officials in the two Protectorates being about three to one) it is costing £22,000 a year. This would give £40,000 as roughly the annual cost of the proposed bonus. An immediate disbursement of some £65,000 would be required to cover arrears for the period 1st January 1917 to the 31st of March 1918. The Protectorates' estimates for 1917-18 show a marriage of £30,000, but £12,500 of this is required for additional military expenditure and no provision is made in the estimates for even the present war bonus.

Nyasaland now spends £2,000, or a little more, on bonus annually, and would, if given the new rate, therefore, spend about £7,000 a year, with a immediate disbursement for arrears of about £15,000. The estimates for 1917-18 show an excess of unutilized over revenue of some £15,000. If the new bonus were approved from the 1st January 1918 only the immediate disbursement would be about £25,000 and the total expenditure would be £27,000.

- The position therefore is that:
- (a) The views of the local governments and the Special Commissioners <sup>are that</sup> an increase of bonus is essential, and that <sup>any</sup> grudging and discontent are bound to be very serious if the increase is not granted.
  - (b) The drawbacks of the proposals are <sup>not</sup> insuperable, and it is felt <sup>that</sup> the considerations of ways and means can no longer be allowed to stand in the way of giving the African civil servants adequate assistance to meet the increased

increased cost of living

2<sup>nd</sup> April 1919.

29951

*2 Copies*

My Lord,

I have the honour to submit the following report, in accordance with the instructions which were sent to me in Colonial Office letter of the 10th of October 1918.

2. The terms of reference were:-

"To enquire and report as to the present cost of living of Government Officers in the East Africa, Uganda and East Africa Protectorates, and whether the existing scale of war bonus in these Protectorates is adequate or should be modified, and if so in what manner and to what extent."

3. I need not recapitulate the correspondence which has passed between the Colonial Office and the Protectorate Governments in East Africa on the subject of the war bonus, but it may be useful if I set out the position as I found it on my arrival in East Africa.

EAST AFRICA PROTECTORATE

- (1) Bonus for European officials takes effect from 1st January 1917.
- (2) Bonus for non-European officials takes effect from 1st January 1917.
- (3) Married European officials eligible if emoluments do not exceed £660.  
 Unmarried European officials eligible if emoluments do not exceed £440.  
 Married non-European officials eligible if emoluments do not exceed Rs. 210/-  
 Unmarried non-European officials eligible if emoluments do not exceed Rs. 180/-
- Special provision made for non-Europeans whose wages are less than Rs. 30/- and for the rank and file of the Police, Prison Warders, Poreas Guards and Customs Watchmen.
- (4) Women eligible for 2/3rds only of the bonus payable to unmarried male officials on the same rate of pay.



- (5) Bonus reckoned on "emoluments" i.e. substantive pay, duty pay, personal allowance, value of house or house allowance and acting allowance, subject to special reduction in case of Surveyors drawing consolidated rates of pay.
- (6) Bonus payable only in respect of periods spent in the East Africa Protectorate except for members of the Railways, Customs and Postal Departments who are eligible for also for bonus in respect of service in Uganda.
- (7) Bonus payable to all officials who have been continuously in the Government Service since 1st January 1916 and to officials appointed subsequently to posts on scales of salary laid down in the Estimates or in accordance with scales approved prior to 1st January 1916 and not increased as a result of war conditions.
- (8) Married and unmarried non-European officials drawing salaries of Rs.50/- and over, if not provided with Government quarters or house allowance, receive Rs.20/- extra up to maximum of Rs.270/- and Rs.180/- respectively.
- (9) Bonus for Europeans and non-Europeans worked out on formula which gives highest bonus for medium emoluments and bonus decreasing proportionately as the emoluments are larger and smaller.

Thus:-

(a) MARRIED EUROPEANS:

Emoluments (monthly)	Bonus (monthly)
R.90 to R.100... (£6 to £6/13/4).....	R.37. (£2/9/4)
R.250 to R.280 (£16/13/4 to £17/6/8).....	R.77. (£5/2/8)
R.390 to R.460 (£26 to £30/13/4).....	R.92. (£6/2/8)
R.600 to R.610 (£40 to £40/13/4).....	R.78. (£5/4/0)
R.740 to R.750 (£49/6/8 to £50).....	R.45. (£3/0/0)

(b) UNMARRIED EUROPEANS

Emoluments (monthly)	Bonus (monthly)
R.20 to R.30... (£1/6/8 to £2).....	R.9 (£ -/12/0)
R.180 to R.180... (£10 to £10/13/4).....	R.36 (£2/8/0)
R.270 to R.330... (£18 to £22).....	R.47 (£3/2/8)
R.490 to R.500... (£32/13/4 to £33/6/8).....	R.30 (£2/0/0)

(c) MARRIED NON-EUROPEANS

Emoluments (monthly)	Bonus (monthly)
R.50 to R.60.....	R.8
R.95 to R.170.....	R.16.
R.250 to R.280.....	R.8.

(d) UNMARRIED NON-EUROPEANS

Emoluments (monthly)	Bonus (monthly)
R.50 to R.50.....	R.8.
R.95 to R.130.....	R.8.
R.160 to R.170.....	R.8.

- (1) Bonus for European officials takes effect from 1st January 1917.
- (2) Bonus for non-European officials takes effect from 1st January 1918.
- (3) Married European officials eligible if emoluments do not exceed £635.

Unmarried European officials eligible if emoluments do not exceed £436.

Non-European officials, married or unmarried, eligible if emoluments do not exceed £60/- per mensem.

- (4) Nurses receive special bonus of £40.
- (5) Bonus reckoned on "emoluments" i.e. substantive pay, duty pay, personal allowance, value of house or house allowance and acting allowance.
- (6) Bonus payable only in respect of periods spent in Zanzibar.
- (7) Special allowance given during war to married non-Europeans from India towards cost of passages for wives:-
  - On single 3rd Class passage .... R.50/-
  - On single deck passage ..... R.25/-
- (8) Bonus worked out for Europeans so as to give highest bonus to lowest paid appointments.  
Thus:-

MARRIED EUROPEANS

<u>Emoluments (Annual)</u>	<u>Bonus (Annual)</u>
Up to £249 . . . . .	£75.
Up to £299 . . . . .	£70.
Up to £349 . . . . .	£65.
Up to £399 . . . . .	£60.
Up to £449 . . . . .	£55.
Up to £499 . . . . .	£50.
Up to £549 . . . . .	£45.
Up to £599 . . . . .	£40.

and then up to £635 the difference between emoluments and £635.

UNMARRIED EUROPEANS

<u>Emoluments (Annual)</u>	<u>Bonus (Annual)</u>
Up to £249 . . . . .	£60.
Up to £299 . . . . .	£56.
Up to £349 . . . . .	£52.
Up to £396 . . . . .	£40.

and then up to £436 the difference between emoluments and £436.

NON-EUROPEANS (MARRIED AND UNMARRIED)

<u>Emoluments (monthly)</u>	<u>Bonus (monthly)</u>
Up to R. 25/- inclusive . . . . .	R. 3.
R. 26/- to R. 100/- inclusive . . . . .	15% of salary.
R. 101/- to R. 250/- inclusive . . . . .	10% of salary.

UGANDA

As for the East Africa Protectorate, except that the bonus is only granted from 1st January 1918.

OFFICIALS LENT FOR SERVICE WITH THE MILITARY FORCES.

In all three Protectorates, an Official who is lent for service with the Military Forces may receive either his civil emoluments plus bonus thereon, or his military pay and allowances, whichever is greater.

4. I have had the advantage of seeing all the papers dealing with this subject in the three Protectorates, and the Governors of the East Africa and Uganda Protectorates were good enough to place at my disposal copies of the reports of the Commissions appointed locally, as well as the interim report of Sir Robert Hamilton's Commission which dealt specifically with the war bonus. In all the three Protectorates I have been afforded every facility for the collection of information, and I am glad to take this opportunity of expressing my appreciation of the ready assistance which was rendered me throughout my enquiry. I was enabled to see individually a large number of Government officials, both European and non-European of all classes, as well as representatives of commercial concerns and banks, and in addition deputations were sent by the European and the non-European Civil Servants' Associations in Mombasa, Nairobi, Kisumu and Nakuru to state their case on behalf of the married and the unmarried officials of different grades.

I do not wish, however, to burden this report with notes of the evidence taken, more especially as the majority of it has already been recorded and sent to you in the reports and official communications from the Protectorate Governments. But if you should wish to see the written statements and price lists which have been handed in to me and the notes of the evidence which I have

have taken, I will forward them to you for perusal.

5. Before approaching the main question as to the adequacy of the war bonus which has been granted, there are certain preliminary observations which I desire to make on this subject generally.

(1) I assume that the primary object in granting a war bonus to officials is to afford temporary relief to meet the increase in the cost of living. But throughout my enquiry I have been faced with the difficulty that the question of temporary war bonus is closely connected and liable to be confused with, the far larger question of a permanent increase in salaries and improved conditions of service. It has been pointed out several times by officials when giving evidence that the temporary relief of the war bonus, although in most cases much appreciated, was never asked for, and that from the outset there was an increase in salaries that was desired or even demanded. This question of salaries is outside the scope of this enquiry, but I feel compelled to observe, after carefully considering the evidence already recorded and that which I have obtained at first hand, that the existing conditions of service are such that in my opinion some improvement is urgently necessary, if an efficient and contented Civil Service is to be maintained in these Protectorates; and I would lay particular stress on the introduction without further delay of a scheme for pensions for the widows and orphans of Government officials on a contributor basis as in West Africa, Ceylon and other Colonies. Several painful cases were brought to my notice, in which widows of deserving officials have been left penniless on the death of their husbands; and it is evident that very many of the married officials are in a state of constant anxiety on this score, which must militate against efficiency.

If, when war broke out, the conditions of service and the salaries and prospects of all grades of officials, had been satisfactory, it could no doubt have been argued that a comparatively small war bonus would be adequate to tide officials over the hardships entailed by the war. But as things are, I would submit that special consideration should be shown to the Government officials in the East African Protectorates in the matter of bonus, and at the same time I would urge that some permanent improvement in their conditions of service should be introduced at an early date. More particularly in the East African Protectorates I have been impressed by the existence of grave discontent, which will not be removed by any temporary palliative such as a war bonus. Nor is it surprising that there should be discontent when junior officials see those employed by commercial or industrial firms drawing such high wages as prevail in East Africa. As one of many instances, I may quote the case of a timekeeper on a sisal estate who, according to the information given to me, receives no less than £400 per annum in addition to board and lodging. The agitation of which you have been fully apprised by the local Administrations, has come during the war mainly from the lower-paid officials; but now that hostilities have ceased, it must be accepted that practically all classes of officials are looking for an improvement in their prospects and in the conditions of service. The fact that most of the senior officials have from patriotic motives refrained from making protests during the war, must not be misconstrued as indicating that they are satisfied with their position; and I am convinced that the discontent in the public Service is genuine and well-founded, and that it may have dangerous consequences unless remedial measures are promptly taken.

(ii) I have myself been living in England since the outbreak of war and I have not overlooked the privations which men and women at home with moderate means have had to face; and from time to time I have pointed this out to deputations or individuals whom I have interviewed. In some respects officials in East Africa have not felt the rigours of the war to the same degree as those at home; for example, there has not been the same deprivation of what were regarded before the war as ordinary necessities in household economy, or luxuries such as alcohol; but at the same time, officials in East Africa have had to retrench in various directions, there has undoubtedly been a marked rise in the cost of commodities, and the married official, in particular, has had to meet heavy demands upon his salary either for passage for his wife and family or for the maintenance of his wife and children at home.

(iii) The position of the married official raises a question of real difficulty. On the one hand, it may be argued that if an official marries, he does so without any encouragement from Government and that in common prudence he should not marry until he is satisfied that his salary and his prospects justify his taking this step; that it is no concern of the Government whether he marries or not, and that consequently the Government cannot be expected to take cognizance of his being married or to provide him with a salary based on the assumption that its officials will have wives and families to maintain; that it is in many cases embarrassing to the Administration of a Protectorate in tropical Africa to have many of its officials married, because of the difficulty experienced in allocating married men, who are accompanied by their wives, when there are unhealthy stations or stations in a disturbed area to which women cannot be allowed to go.

and that in many cases an official, especially an administrative officer or one whose duties involve travelling and inspection, will be freer to perform his duties in a district if he is a bachelor. On the other hand, there appear to be the strongest arguments in favour of the Government recognising the married official: the natural state for a man is marriage, and any falling off the birthrate in present circumstances could only be considered a national disaster; again, from the point of view of morality, it is eminently desirable that officials in tropical Africa should be married and that their wives should accompany them to East Africa whenever possible, and again, it has been maintained with every show of reason that a man is better cared for if he is married and his wife can look after his household.

According to the opinion of the Principal Medical Officers in the three Protectorates, white women can stand the climate of tropical Africa as well as men, even though children will usually have to be sent home at an early age, so that the Government would not appear to be accepting an unjustifiable responsibility, from the point of view of health conditions, in encouraging its officials to marry and bring their wives to East Africa.

In this connexion I received an interesting memorandum from the Bishop of Zanzibar who, writing from the natives' point of view, emphasises the advantages of early marriage for Government officials. After dealing in some detail with this aspect of the question, the Bishop sums up as follows:-

"It seems to be obvious that the Government should make it possible for officials to marry English women, and that quite early in their careers. If a man arrives in the tropics knowing that in two years or so he can at least enter on an engagement to marry, if not

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"actually to marry, he has a powerful motive behind  
"the moral force which he may personally possess, and  
"he will, if he cares to, lead a decent life. But if  
"he knows that he can never marry unless in the dim  
"future, there shall be an epidemic among senior  
"officials and some luck working on his behalf, he is  
"a ready victim to tropical non-morality."

I have thought it desirable to refer to this question, as it has a material bearing on the war bonus. In the scales already approved preferential treatment has been accorded throughout to the married official, e.g. a higher rate of bonus is given and the dividing line between salaries which do and do not admit of bonus has been drawn at a higher figure for married than for unmarried men. So far as war bonus is concerned, I am in agreement with this principle and I have myself adopted it; but I consider that when the question of revising salaries on a permanent basis is taken up, there should be no differentiation of this nature, but that the salaries should be such as to enable a man to marry within three or four years of his first appointment to the Service, and maintain his wife and children in reasonable comfort.

Recurring to the principle mentioned above, I may say that I am well aware of the argument that a large number of bachelors assist their near relatives and may indeed have refrained from marrying for this reason, and I realise that preferential treatment of married officials may sometimes result in comparative hardship among unmarried officials. But it should not be forgotten that the married official may, and not infrequently does, have to support dependants other than his wife and children, and I feel satisfied that the balance of argument is in favour of giving to the married officials a larger war bonus than to the unmarried.



5. In considering how far the existing scales of bonus are adequate, attention must be directed to three main points:-

- (a) Cost of living, i.e. food, clothing, servants etc.
- (b) House rent.
- (c) Cost of passages.

Of these, the most important is the cost of living, as this affects all alike, whether European or non-European, 1st Class or 2nd Class. The cost of house rent affects the non-European subordinate staff very closely, and in a certain number of cases the 2nd Class European officials who are not provided with Government quarters; while the cost of passages interests only the married sections of the Civil Service.

6. As regards the cost of living, I have obtained figures in all the Protectorates to show the rise in prices of food and clothing as compared with pre-war days, and I have had statements furnished by individual officials setting out in the form of a monthly household budget the expenditure before the war and their expenditure under present circumstances. On one or two occasions statements have been handed in showing the percentage increase in cost of commodities generally and an average percentage taken by dividing the total percentage increase by the total number of articles included in the statement, but results in such a case are necessarily fallacious, and I have refused to accept them.

In paragraph 10 of the interim report of Sir Herbert Hamilton's Commission it is stated that the cost of necessary foodstuffs imported from Overseas has gone up between 80% and 100%; that the locally produced articles have in some respects gone up less but are not procurable or are only procurable in small quantities; that household

necessaries, clothing and boots have gone up about 100%; and that reliable evidence shows that the increased cost of bare living expenses, apart from rent or clothing, in spite of close economies, may be put at about 60%. Since that report was written, prices have for the most part risen higher, and as regards imported goods, the surcharge on the Uganda Railway ultimately has to be borne by the consumer, so that this surcharge enhances the cost of all goods carried on the Railway for officials of the East Africa and Uganda Protectorates.

I have reason to believe that the price lists submitted to me in the chief towns which I visited have been compiled with great care, the prices being taken sometimes from actual accounts and receipted bills and sometimes from figures furnished by different firms. There are of course variations in the prices owing to local conditions, temporary fluctuation in the markets etc; and I do not consider it practicable to give exact figures as to the rise in the cost of living during the war; but I am satisfied that the estimates given in Sir Robert Hamilton's report are well within the mark, although there is, I think, a tendency for some officials to overestimate the increase, probably because attention is concentrated on those articles of food which have risen to an abnormally high price.

The reasons for the increase in the cost of provisions are obvious. As regards imported goods, the cost of production has risen and freight is heavy. As regards local foodstuffs, the large demands made by the military in East Africa, famine conditions and shortage of labour have materially reduced the supplies available for general consumption and the price has consequently gone up. Efforts have been made by the Protectorate Governments to control prices of certain foodstuffs.



and there are many houseboys who, if they buy their own food, will receive R.25/- to R.30/- a month. In this connexion, perhaps I should mention that the household establishment detailed above is not excessive for a married man. Compared of course, with a British household where there may be only one servant or even no servants at all engaged permanently, an establishment of five servants may seem absurd; but it is not practicable for officials of the Government in tropical climates to live under the same conditions as at home. A bachelor would possibly be able to do without a 2nd boy and of course no ayah would be required; but a cook will not work without a young boy to assist; sanitary work is allocated in accordance with native prejudice to certain classes of natives who are willing to act as "sweepers"; water is drawn and carried in Zanzibar by women paid for this purpose; clothes must be washed or cleaned and ironed and a "dhoti" must be employed except for rough washing; and in a place like Zanzibar where the normal means of conveyance is by rickshaw, a rickshaw boy is required. It might be argued that the rickshaw could at least be dispensed with; but having regard to the heat of the town during the middle of the day, it would not in my opinion be reasonable or politic to ask officials to go to and from their work on foot.

7. There has been a general rise in house rents throughout East Africa. Officials occupying Government quarters are not affected by this; but there are some of the European officials (2nd Class) and a very large number of non-European subordinate officials who have to find their own accommodation. In Nairobi where £10 (the usual house allowance for a 2nd Class European official) would have been sufficient in pre-war times to provide an official with accommodation, the same accommodation

now costs £70; while the non-European subordinates, who have to pay for their own housing out of their salaries, are compelled to spend considerably more than they spent before the war for the minimum accommodation. In Zanzibar R. 30/- to R. 35/- used to be an average monthly rental for three rooms; now an Indian clerk will pay for the same rooms R. 60/- to R. 70/-; in Nairobi or Kampala a single room will now cost R. 30/-, and R. 45/- will be charged for a room and kitchen, although by sharing a house and having two men in each room the monthly cost for lodging may be much reduced, and in one house which I inspected the average cost to each lodger worked out at about R. 13/- only per mensem.

I am informed that the Rents Ordinance referred to by Sir Robert Hamilton in his interim report has not had quite the result anticipated, and that in point of fact house-owners increased their rents to the maximum permitted under the Ordinance immediately on its publication. So far as Zanzibar town, Mombasa, Nairobi, Kampala and the other chief towns are concerned, there would appear to be no prospect of a fall in rents at present. The existing accommodation is strictly limited, building is now almost prohibitive in cost, and on any event, other forms of investment than building offer more lucrative prospects to the men with capital to dispose of; consequently, the situation of the officials who have to provide themselves with housing accommodation in the towns is not enviable. But I might say that when I visited personally some of the rooms occupied in Nairobi by members of the non-European staff, the conditions were not such as I had been led to expect although in some cases the numbers living in one house were excessive.

8. The cost of passages has been raised during the war by all steamship companies. The approximate figures, which are as follows, speak for themselves:-

MESSAGERIES MARITIMES CO. LTD.

<u>Pre-War Rates.</u>	<u>Kilindini to London via Marseilles.</u>
1st Class return.	273.
2nd Class return.	249.
<u>Present Rates.</u>	<u>Kilindini to Marseilles only.</u>
1st Class Return.	2103.
2nd Class Return.	270.

UNION CASTLE STEAMSHIP COMPANY

<u>Pre-War Rates.</u>	<u>Kilindini to Bombay via Suez.</u>
1st Class single.	246.
1st Class return.	283.
2nd Class single.	232.
2nd Class return.	258.
<u>Present Rates.</u>	<u>Kilindini to London via Suez.</u>

No Union Castle sailings by this route at present; officials have therefore to travel by British India to Durban and thence by Union Castle via the Cape:-

<u>Pre-War Rates.</u>	<u>Kilindini to London via Cape.</u>
1st Class single.	250.
1st Class return.	290.
2nd Class single.	234.
2nd Class return.	260.
<u>Present Rates.</u>	<u>Kilindini to London via Cape.</u>
1st Class single.	299.
1st Class return.	Two single fares:- £198.
2nd Class single.	267.
2nd Class return.	Two single fares:- £134.

BRITISH INDIA LINE

TO BOMBAY

Pre-War Rates.

2nd Class single (with food)	R.180/-
2nd Class return (with food)	R.324/-
Deck single (with food)	R. 65/-
Deck return (with food)	R.130/-

Present rates.

2nd Class single (with food)	R.300/- (a).
Deck single (with food)	R.115/- (a).

(a) Rebate 10% being granted as from February 1919.

It should be noted that it is almost impossible for British officials to obtain passages for their wives in the French steamers at present, as there are large numbers of French officials and others from Madagascar and the French Colonies off the coast of Africa who are given preference; consequently they have been compelled in most cases to take passages by the Union Castle line via the Cape. The figures given for the single 1st Class passage to London by this route may appear exaggerated, but I am assured that they are in accordance with the facts, and that they are arrived at as follows:-

1st Class single, Bombay to Durban (British India)	£28. 0. 0.
1st Class single, Durban to England (Union Castle)	£24. 10. 0.
	<hr/>
	£52. 10. 0.
	<hr/>
2nd Class single, Bombay to Durban (British India)	£13. 0. 0.
2nd Class single, Durban to England (Union Castle)	£17. 11. 0.
	<hr/>
	£30. 11. 0.
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9. There is one other point which bears indirectly on the amount of the bonus to be granted to Government officials, viz. the treatment of employees of commercial firms and other non-Government institutions in respect to war bonus. Three instances may be cited:-

(a) Eastern Telegraph Company.

General increase of salaries by 50% with maximum bonus of £250.

(b) National Bank of India.

General increase of salaries about 25% in addition to war bonus of 30%.

(c) Smith Mackenzie & Co.

No fixed scale of bonus, but salaries improved generally and new agreements drawn up on terms more favourable to the employee than before the war. General increase for employees who were in the Company's service when war broke out may be put at about 33 1/3 %.

(h) That some assistance towards the payment of wives' and children's passages should for the present be granted to European officials and members of the non-European subordinate staff, proceeding on leave, with retrospective effect to cover the case of those who left East Africa for their homes or vice versa on or after the 1st January 1919.

(i) That the bonus should be paid until such time as circumstances justify its being discontinued.

I will now make a few explanatory remarks on each of these recommendations.

a) In view of what is stated in the foregoing paragraphs of this report, I do not think that I need say anything further in support of my view that the existing scales of bonus in the East Africa, Uganda and Zanzibar Protectorates are inadequate.

The principle which I have followed is to frame the scales of bonus both for Europeans and non-Europeans - with the one exception of the very minor non-European appointments, which are on rather a different footing - so that those officials who draw the lowest salaries receive the highest bonus. When, however, the question of permanent improvement in salaries is being dealt with, the same principle would not apply, as apart from the provision of a reasonable living wage the responsibilities of office must be allowed for, and the prospects of advancement for junior officials to well-paid appointments must be taken into consideration.

The scales proposed here, I submit, the great merit of simplicity, and if my recommendations are approved, they should, I think, be adequate.



financial assistance of a temporary nature.

It will be seen that I have suggested a "flat rate" of additional bonus for married officials, irrespective of salaries; but that I have not made any special allowance for children as I do not agree with the view put forward on more than one occasion that the position of Government civil servants is analogous to that of men serving in the Army, and I should not be disposed to recommend an extra bonus for children on the lines on which separation allowances have been paid by the military authorities during the war.

The scales of bonus are in excess of those previously approved in East Africa, and I have gone further than the original recommendations made in the interim report of Sir Robert Hamilton's Commission, but having regard to the evidence which I found on record or subsequently obtained at first hand, I was unable to accept the scales hitherto sanctioned or proposed.

- (b) I was struck on my arrival in East Africa with the differences between the scales of bonus and conditions under which it is payable in the three Protectorates. The summary given in an earlier paragraph of this report shows these differences and I will only call attention to the three most important. First, the scale of bonus applied for Zanzibar differs materially from the scales approved for the East Africa and Uganda Protectorates; second, no bonus is payable at all to Uganda officials in respect of any period prior to the 1st January 1918; and third, even within the limits of one Administration (Zanzibar), the non-Europeans are given a bonus from 1st January 1918 whereas Europeans draw bonus from the 1st January 1917.

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I am unable to see any reason for this differential treatment of officials in these three neighbouring Protectorates.

It must be borne in mind that the whole tendency in the administration of these Protectorates has been to assimilate salaries, leave regulations, pension regulations and conditions of service generally: for a long time the officials in the East Africa and Uganda Protectorates have been working under similar conditions of service, and since the transfer of Zanzibar from the control of the Foreign Office to the Colonial Office, the rules and regulations and the rates of salary obtaining in British East Africa have been or are being introduced in that Protectorate.

There are, of course, minor differences between the conditions in Zanzibar and British East Africa or those in British East Africa and Uganda, just as there are bound to be minor differences between the conditions in the towns and in the districts of the same Protectorate; but neither in principle, having regard to general policy, nor in equity, having regard to the present cost of living and conditions generally, can I see any ground for treating the officials of one Protectorate less favourably than those of another Protectorate, in regard to the war bonus.

(a) The date approved for bonus for all officials in the East Africa Protectorate and for European officials in Zanzibar is the 1st of January 1917, and I agree that this is the date which should be worked on. In this connexion I would refer to paragraph 15 of the interim report of the Civil Service Commission held in East Africa, which not only gives the reasons for fixing upon the 1st of January 1917 but also states an additional argument in favour of the bonus being paid retrospectively, that

(d) The case of the more highly paid European officials has been represented to me and more strongly still that of the more highly paid non-European officials. At present officials are not eligible for bonus if their emoluments exceed certain limits:-

Europeans.

£660 (married) and £440 (unmarried) in East Africa and Uganda.

£635 (married) and £436 (unmarried) in Zanzibar.

Non-Europeans.

R. 270 per mensem (married) and R. 180 per mensem (unmarried) in East Africa and Uganda.

R. 250 per mensem (married or unmarried) in Zanzibar.

I am given to understand that a limitation of this nature has been laid down on the analogy of the Home Civil Service. To the best of my belief however, the limitation in the Home Civil Service has now been raised from £500 to £1,000; but whether this is so or not, I would still urge that there should be no limitation in East Africa, for the following reasons:-

(i) If the cost of living etc. has risen in East Africa, all officials must have been affected thereby, irrespective of the salaries which they are drawing.

(ii) The more highly paid officials are practically always senior men, who in the great majority of cases, have wives and families to support, and whose children are at an age when they have to live in England and be educated.

(iii) The more highly paid officials, e.g. Heads of Departments, have probably heavier expenses to meet in the ordinary course of events in virtue of their official positions, more particularly as regards entertaining. By "entertaining"

I do not mean necessarily entertaining as part of the social life in towns, but rather the "putting up" of officials and others passing through their stations. This practice is an accepted custom of the country, and in the past it has been recognised by the Government, at any rate in certain stations, where an "entertainment allowance" used to be granted, although I am informed that in the East Africa Protectorate officials were instructed by the late Governor that they are not required to entertain officials or others passing through their stations. Perhaps I may be allowed to say that in my opinion no official instructions can alter an established practice of this kind, and that Government officials feel not unnaturally that they must offer hospitality not only to other officials but also to strangers, especially when there are no hotels, as in the out-districts, or where the hotels may leave something to be desired. In one case the figures given to me showed that the officer in question had entertained in this way in one year no less than 558 visitors.

(iv). As regards the more highly paid non-European officials, the first two arguments hold good; and speaking generally it would appear that the families of the non-Europeans are considerably in excess of those which European officials have to maintain.

(e). I am at a loss to understand why the bonus paid to lady postal clerks and other female employees in the Government Service should be less than that paid to male employees on the same salaries. The general question of salaries for women is one on which I do not wish to touch, but it is entirely distinct from the question of war bonus. There is no reason to suppose that a nursing sister or a lady postal clerk, for instance, can buy commodities at a lower price than a Medical Officer or a Telegraph Clerk.

nor can it be argued that by living two or three together in a "mess" or going to boarding houses the female staff can live more cheaply than bachelors, as the latter in many cases do adopt the practice of "clubbing together" or living in hotels and boarding houses.

(f) To a large extent home conditions must govern the payment of bonus to officials on leave; but from my own experience in England during the last four years as well as from what I have heard in East Africa from those officials who have been on leave during the war, I feel satisfied that any assistance which is given to officials while serving in East Africa should be continued while on leave. The voyage alone entails certain unavoidable expenditure, and detention at ports en route e.g. Beira, Durban, Cape Town, Alexandria or Bombay, involves an outlay which is not covered by the allowance of 10s/- a night; while if the official is married, he is put to very heavy expense at such ports on behalf of his wife (and children also, if these are being taken home), for which no allowance or refund is made.

On arrival in England, he has travelling expenses, hotel expenses and living expenses, even though for a portion of his leave he may be staying with relatives or friends; he has also to obtain a fresh outfit or at least to renew portions of his outfit for the next tour of service; and in any event, clothing of a different kind from that worn in the tropics is generally required. If married, the official has to make provision for the return passage to East Africa for his wife, and it is necessary that he should have at the end of his leave a sufficient sum to cover this.

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Moreover, it must be remembered that in most cases, Government officials on leave have not been allowed to join the forces; and though during wartime amusements cannot be considered a necessary item in expenditure, it is not unreasonable that after two, three, four or even five years in the tropics officials should seek some kind of recreation and amusement during their leave in addition to recuperating from the effects of life in East Africa by rest in a temperate climate, and this again means that money must be spent. More especially is this justifiable now that hostilities have been concluded and there is no longer any reason for reluctance to "enjoy leave".

(g) I have explained the position as to house accommodation and rents in a previous paragraph, and I do not think that this recommendation requires further comment.

(h) During my enquiry, I have frequently, and before many similar cases in which officials, more especially those in the lower paid appointments, have had to borrow money in order to carry on. It is quite unnecessary that I should emphasise the undesirability of Government officials getting into debt, and I fear that even with the bonus many of the European and non-European officials will find it practically impossible to meet the expenditure entailed by passages for their wives and families, while the Steamship Companies keep the cost of passages so high. Leave is not really optional, but provided that the exigencies of the service permit, a Government official in the tropical African Protectorates is expected to go home at given intervals, and it is not reasonable that he should have to leave his wife in East Africa.

If on the other hand, having taken his wife and family to England or India, he has to make provision for them to live there when he returns to his work, the expense of a second home is a heavy drain upon his resources.

I would suggest that, subject to any restrictions as to route and circumstances generally, which the Protectorate Administration think fit to impose, the difference between the normal pre-war rates and the actual cost of passages should be paid by Government.

(c) It is not wise, I think, to try to fix a definite date when bonus shall cease to be paid, as it is not possible to foresee how conditions may change in the course of the next year or two or how far prices will fall.

I have therefore recommended that this temporary assistance should be given until circumstances justify its being discontinued, e.g. when the cost of living falls or a permanent improvement in salaries is effected.

13. There are two classes of official, whose cases require separate consideration:-

- (a) Officials seconded for military service.
- (b) The "Anglo-Indians" or Eurasians.

(a) Officials seconded for military service now have the option of drawing either their civil pay plus bonus reckoned thereon or their military pay and allowances. In the latter case, "allowances" has been taken to cover the value of rations, which are assessed at R.1/50 per drem. At first sight this appears an equitable arrangement, as it should ensure the official drawing the higher of two possible emoluments; but in practice it is doubtful whether the ruling works quite fairly. Two cases of officers serving with the King's African Rifles in the East Africa Protectorate will serve as illustrations:



Lieutenant A. (Married).

Civil emoluments	£310.	Military pay	£360.
Bonus	73.	Value of rations	36.
	-----		-----
	£383.		£396.
	-----		-----

Presumably he chooses the latter.

Lieutenant B. (Married).

Civil emoluments	£480.	Military pay	£350.
Bonus	63.	Value of rations	36.
	-----		-----
	£543.		£396.
	-----		-----

Presumably he chooses the former.

The point is that in the case of A, a value of rations is taken into account, whereas in the case of B it is not, in that as he elects to take his civil emoluments plus bonus thereon, he receives gratis the rations issued to him while in military service.

Two alternative courses suggest themselves:-

On the one hand, these officials might be granted bonus on their civil emoluments or on their military pay and allowances, including the rations at R.1/50 in the allowances, whichever is higher; on the other hand, the present ruling might be amended so that for the purpose of comparing civil and military emoluments the value of rations is excluded from the latter in all cases.

The fact that an official has joined the military forces during the war cannot be allowed to act in any way to his detriment; and the principle that he is not to be debarred from consideration for war bonus on this ground, although the contrary view was taken at first by the Government of the East Africa Protectorate, has now been accepted. On the whole, I would recommend that the latter alternative should be approved, as providing a fair solution of the matter.

I understand that sanction has now been given for Protectorate officials seconded to the military to draw war gratuity under the same conditions as other

commissioned officers; but I mention this merely to point out that the question of war bonus and the question of war gratuity are distinct, and that they should be considered independently.

(b) The Anglo-Indian or Eurasian clerks in the East African Protectorates present a difficult problem: are they to be classed with Europeans for the purpose of bonus? or with the non-European subordinate staff? At present, some, I understand, are classed with the non-Europeans, although they themselves resent this and claim to be classed with the Europeans, while others have been granted war bonus on the European scale.

I regret that I am unable to make a specific recommendation, and I suggest that the Administration of each Protectorate should determine individual cases on their merits, unless it is proposed to issue any general instructions on this subject for the guidance of the Protectorates.

13. I would observe that I have in no way concerned myself during my enquiry with the financial resources of the three Protectorates or with the question of cost, if my recommendations are acted upon.

The letter of reference did not suggest that I should do so; and in any event, I felt it incumbent on me to submit to you my views in accordance with the local situation and the evidence which has been before me.

14. In conclusion, I desire to place on record my obligations to Major A. H. C. Parkinson for the valuable help which he has given me throughout my enquiry. Owing to his experience of Colonial Administration and his knowledge of local conditions, his services as Secretary to my Commission have been of special value.

I have the honour to be,

My Lord,

Your Lordship's most obedient, humble Servant,

*Wm. D. ...*

RIGHT HONOURABLE VISCOUNT LYNER, G.C.B., G.C.M.G.,

SECRETARY OF STATE FOR THE COLONIES,

DOWNING STREET,

LONDON.

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£200 to £299 . . . . .	£55 per annum.	£115 per annum.
£300 to £399 . . . . .	£60 per annum.	£110 per annum.
£400 to £499 . . . . .	£55 per annum.	£105 per annum.
£500 to £599 . . . . .	£50 per annum.	£100 per annum.
£600 to £699 . . . . .	£45 per annum.	£95 per annum.
£700 upwards . . . . .	£40 per annum.	£90 per annum.

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R.100/- to R.149/- . . . . .	R.24 per mensem.	R.49 per mensem.
R.150/- to R.199/- . . . . .	R.23 per mensem.	R.48 per mensem.
R.200/- to R.249/- . . . . .	R.22 per mensem.	R.47 per mensem.
R.250/- to R.299/- . . . . .	R.21 per mensem.	R.46 per mensem.
R.300/- upwards . . . . .	R.20 per mensem.	R.45 per mensem.

NOTES:-

- (1) Emoluments, on which bonus is reckoned, to include only substantive pay and personal allowance.
- (2) "Married officials" to be taken to include widowers with children dependant upon them.
- (3) Emoluments plus bonus not to exceed the minimum emoluments plus bonus of next highest grade e.g. unmarried European official drawing £299 will receive bonus of £61, not £55, and a married European official drawing £499 will receive bonus of £101, not £105.
- (4) Bonus not to be reckoned as a pensionable emolument.
- (5) Officials to be eligible for bonus whether holding appointments on the permanent and pensionable establishment or serving on agreement.

(6) The full bonus to be paid to officials while on leave only for such period as normal privilege leave pay is drawn: if leave pay is reduced, the bonus to be reduced proportionately; and if leave is taken without pay, no bonus to be paid. Thus, the full bonus will be payable to a European official on leave only so long as he is drawing full pay on leave; but a non-European clerk who normally takes leave on half-pay, will draw full bonus while on leave with half-pay.

(7) No illustration to be made in regard to the minor appointments in the East Africa and Uganda Protectorates held by non-Europeans (including Africans), as detailed in Schedules V and VI of Circular No. 68 issued from the Secretariat, Nairobi, on the 16th August 1918, but where no provision for African subordinates previously made, a bonus of R.4/- per mensem to be granted.

(8) Any special cases in which hardship might be inflicted by excluding Africans from receiving the bonus payable to non-Europeans to be submitted to the Secretary of State for consideration on their merits.

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L/29951/19

S. Africa

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Ind

to

24 May 1919

Sir,

With ref to your letter

No 14759/19 of the 15th of April  
and connected correspondence,  
I am to transmit to you, to

be laid before the L.C. of the

Prots., the acc. copy of the

report which has been furnished

by Sir Alfred Lawrence as the

result of his investigations into

the question of war crimes in

the East Africa, Uganda and

Langibar Prots., as Special

Commissioner appointed for that

purpose.

2. The report fully sets forth

the position of the officials of

these Prots. under war conditions

and that neither has no special

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DRAFT.

MINUTE.

Agnes 22/5/19

Wachig 23/5/19

Balmley 23.5.19

B. ...

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bonus without delay, ~~that he proposes~~  
~~in any case to and he trusts that~~  
~~he will secure T.L.'s approval for~~  
~~its introduction~~ that he desires to  
authorize its introduction in the P.A.  
and Langdon at the earliest possible  
moment and as T.L. will understand  
that uniformity in the matter of bonus  
and in the date of its introduction is  
essential if the present plan is to be  
work at present exists amongst the  
officials of the ~~Trusts~~ is to be  
disrupted by ~~it~~ in case of that  
not receiving the same benefits as those  
with corresponding ~~advantages~~ in existing  
Trusts that he will be able to receive  
T.L.'s ~~approval~~ ~~of these proposals~~ in time  
for the approval of the new bonus to be  
communicated to all the ~~Trusts~~ simultaneously

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