KENYA 49009 Encloses wend, of details to be considered under general agreement with the Transmy. H. Lamber Previous Paper MINUTES he Bounday 48952 We must Francis D. with he Ruston life the interpolicy Commitien herts to be I wester of the cong the one the U.C. W Butter is going to be as hour to her the he is possed thank From with a sent to anamaly full with the state of Co 50358.

be bringht up as if further letter time a week's times is diamed , believe it could be form or ms In the heros in their hims are approved Brig Us 24 Det. . it Shares to Sent according for house to Trassing wind chance of thinking it they week. Hat covering hiers a On hoperin of the extis sino (1 Mr Bother lay lan has an Bho ex han Vicustre hade of his hears toplan and with for this prespose in Rushton and to Bis dumpanging hasars. our y steen. to se 24. facent the facil of it gove and of the; have: is due to any surging by giranian to receive as deficite an The same in Share, enamen side of Theny as persola wand to have Ly - Extending hat

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19 Deptember 1905.

Dear Skerington,

I declare a some of the Colonial Office letter of the flat Horonber 1921 about the operation of the force arrangement for paying off the war liability. In I sentioned to you at Bondayle secting of the War Expanditure Counties, we have not had may lead to the latter.

Yours sincerely

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NOTES ON THE TREASURY MEMORANDIN AS REVISE BY THE LETTER PROM SIR G. BALETON TO SIR J STEVENSON.

A copy of the Treasury Nemorandum as revised by the letter from Sir G. Barstow t Sir J. Stevenson is annexed.

Baragram I. The question is unconsideration whether special works should be undertaken in Kenya with a view to helpi to relieve unemployment in this country, and it is considered essential that the cost of any works which may be undertaken for this purpose should be added to the 18,000,000 in arriving at the amount of the Loan, the debt charges on which shall have priority over war charges.

Colonial Office representatives on the propo-Inter-Departmental Commistee has been notifito the Treasury.

Paregraph 4. In considering the question of the datum line, it seems desirable to divide the revenue-producing services, viz the Bailway and the Post and Telegraph Services, from the General Services of the Golon.

(1) Revenue Services. The Treasury formula is equivalent to the divisible amount being the future net revenue, and it might be so expressed. Subject to this, the formula may be accepted, provided that satisfactory

arrangements can be arrived at as to the meaning of "capital expenditure" which under the Treasury's Revised Memorandum is not to be taken into account in computing the net revenue.

- the Report just furnished by Colonel Han ...d, the Special Commissioner of Railways, is enclosed, and particular attention is invited to the remarks in paragraphs 41, 5 and 192-3. It will be realised that it is essential to maintain the value of this asset and that the amount expended in necessary renewals must be admitted as part of the working expenditure of the Railway. Colonel Hammond's figures should be accepted so far as they go i.e. to 1928, the matter being remewed at the end of that time, and at intervals of 5 years thereafter.
- (b) Colonel Hammond's proposals relate only to the Uganda Railway as it now stands, and any new capital works, or capital works now existing but brought at a future date under the Uganda Railway system must from the start be clased at on a similar footing, and a renewal fund instituted in each case on the lines recommended by Colonel Hammond. The Depreciation Fund for the Uganda Hailway Marine should also be included as working expenditure, and, in addition, any charge

decessary for making good the depreciation of securities should similarly be baken line account.

- applied to the Post and Velegraph System.

  Some provision for renewels is already made in the Estimates, but in size of the the of affairs revealed by Colonel Hammond's Report on the Railway, it is necessary to ask the Governor mether a similar safeguaris not necessary in the Postal and Telegraph Department.
- (d) It is not sought to class as sorking expenditure renewals required for any existing services other than those indicated above, but it may at any time be found desirable to institute other revenue producing services and in that case the same arrangement should be applied to them.
- taken together show a net loss for the year, the amount of that loss should be deducted from General Revenue (viz. revenue derived from sources other than revenue services) in arriving at the divisible amount.

# (III Other Services.

(a) The original Estimates for 1921, of which a copy is suclosed, were prepared on an economical basis and did not represent the normal establishment required. The revised Estimates now being prepared locally will provide for further retrenchment of expenditure to meet the present emergency; and they, and the actual expenditure of the year, will still less represent fairly the normal condition.

- (b) On the ether hand the Estimates include the 50% local allowance which is being reduced to 25% next April, and is not part of the permanent expenditure of the Calony, but in view of (a) and of the fact that the prosperity which it is hoped will ensur from the Loan programme, and on the prospect of which the whole scheme for a contribution to warp charges is based, must necessitate an expansion of staff, it seems reasonable to determine the datum line on the basis of the original Estimates as they stand.
- (c) Capital works included in the Estimates are those the necessity for which recurs each year, e.g. Public Works Extraordinary, and either these must be isoluded in the datum expenditure or an arrangement must be made by which sorks of this character shall be given priority as a charge on revenue in the future. The provision for Public Works Extraordinary in the current Estimates amounts to Edl. 000

for 9 months, or £108,000 for 12 months. This compares very moderately with the provision of £76,000 in 1913-14 when one bears in mind:

- (i) the change of currency; reckening 15 floring to the £, for the purpose of comparison with 1913-14, the current provision (for a period of 12 months) works out at £72,000.
- (ii) the smaller purchasing value, of the £. owing to the increase in the cost of labour and materials.

The prevision for Public Works
Extraordinary this year was cut down to
the bareat minimum, and it would be
impossible to regard any smeller sum as
being the normal expenditure of the
Colony under this Head.

will undoubtedly be necessary as agon as prosperity testirums, but with a view to reaching finality it is recommended that the first of the two alternatives above mentioned should be adopted.

(d) The matter of Revenue from Stand Premie requires special consideration

leases of Grown land by auction was instituted in 1913 it was considered that the revenue so obtained, being designed from the alienations of the capital assets of the

the country, should not be imerged in general revenue but should be applied to the benefit of newly opened areas by the construction of reads, bridges, etc. It is essential that this principle should be preserved and that receipts and payments on this asceunt should be kept separate from the ordinary finances of the Colony.

It is accordingly recommended that the expenditure shown in the current Estimates should in arriving at the datum line/de duct a from the total expenditure for the year and that future receipts from Stand Premia she. 1 to deducted from the total revenue before calculating the sum to be applied in liquidation of the liability for war expenses.

(e) If the above recommendations are agreed to, the datum line for "Other Services" will be as follows:

Total Exemenditure other than Railway Expenditure

2,392,138

Deduct Pest's and Telegraphs (Heads XX and XXA)

2221,598

(Head IXIXA)....

12,333 234,031

£2.157.267

# Paragraph 5

No observations on this paragraph appear to be necessary.

DESCRIPTION AND ADDRESS OF THE STREET OF THE STREET, ADDRESS OF THE

C. Royalto Casledia: 4 the

The freezewy agree to a loan ,000,000 t at which 0,000 is to be immed intelly) it being understood should Kenya find it way to raise by way an more than £8,000,000.

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an charges on the extens.

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Colon shall proceed forthwith to issue a loan of \$4,000,000 under the Colonial Stock at, 1900, on the understanding that the interest and sinking fund charges will take principly of the claims of the Imperial Annhoquer upon the Colony in respect of Mar Charges.

The Treasury will be

The Treasury will be prepared to consider at a later date on receiving particulars of the achieves contemplated and the result so far achieved, whether similar priority might not be granted to a further issue of mederate amount.

2. The lume previously made by the Enchequer to Kenya and so for an Sattley and Marine Sattless are no merined to Uganda, will be repeid out of the proceeds of the show mentioned loss of £4,000,000 on the terms stated in Treasury letter of the Sth January, 1921.

5. Interdepartmental

The Treasury agree to on at the end of anh 4 of the fellowing calculating future of reverse above such ne the revenue from and Post Office and

hs shall be taken at existing revenue from iertakines plus any of the existing nett efore charging any re of a Capital nature".

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between the Pressury, Gelouisl Office and for Office to determine Pecially the limbility falling upon the Colony in respect of East African Wor sharens under the arrangements made during the War.

It is agreed that, taking as the datum line the existing expenditure of the Colony plus the lean charges arising out of the lean mentioned under paragraph 1 the Colony will apply towards meeting the War liability so ascertained half any future impresse of its revenue above such datum line.

it is recognised that the stipulation originally made in connection with the Uganda Railway that the nett revenue from the railway should be paid into the Imperial Exchequer until the advances therefrom for the comstruction of the sailway had been repaid in full and thereafter until otherwise determined has not been abromstad. The Treasury were however that for the present the Railway revenue should continue to be aplied towards the general expenses (including development) of

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derive and War Office to determine precisely the limbility falling upon the Colony in respect of East African War charges under the arrangements made during the War.

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it is recognised that the stipulation originally made in connection with the Uganda Railway that the nett revenue from the railway should be paid into the Imperial Exchequer until the advances therefrom for the comstruction of the railway had been repaid in full and thereafter until otherwise determined has not been abromsted. The Treasury wree however that for the present the Reiling revenue should continue to be spilled towards the general expenses (including development) of

the below, without projection to any fatory decision which my he errived at my to the application of such revenue towards represent of the cost of the rathery or otherwise

# THE AUGUST AS A STATE OF THE LITTLE AND AND ASSESSMENT OF THE LITTLE AUGUSTA 1921

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ne Treasury agree to a loun 200,000 (a which 25,000,000 of facusi incollately) it understood that abould Kenya necessary to reise by way more than 40,000,000, the

Exchequer's claim for pur would take priority of loan on the excess. Original Tressury Managardia

I. It is agreed that Kenya Colony shall proceed forthwith to issue a loan of £4,000,000 under the Colonial Stock Act, 1990, on the understanding that the interest and sinking fund charges will take priority of the claims of the Imperial Exchequer upon the Colony in respect of War Charges.

The Treasury will be prepared to consider at a later date on receiving particulars of the enhance contemplated and the result so far achieved, shother similar prigrity might not be granted to a further issue of rederate amount.

2. The loans previously made by the Enchequer to Kenya and so far as Railway and marine Services are concerned to Bganda, will be repaid out of the precede of the above mentioned hear of \$4,000,006 on the terms stated in Treasury letter of the 5th January, 1921.

3. Interdepartmental arrangements will be made between the Treasury, colonisi



Calental Office and War Office to determine precisely the Hability Talling upon the Colony in respect of Sast African war charges under the arrangements made during the War

4. It is egreed that, taking as
the datum line the existing
expensiture of the Colony plus the
loan charges arising out of the lean
mentioned under paragraph 1, the
Colony will apply towards meeting the
War liability so ascertained half
any future increase of its revenue
above such datum line.

5. It is recognised that the stipulation originally made in connection with the Uganda Railway that the nett revenue from the railway should be paid into the Imperial Szechequer until the advances therefree for the construction of the railway had been repaid in full and thereafter until atherwise determined has not been abrogated. The Treasun serve however that for the precent the Railway revenue edquid continue to be applied bowards the general at the serve (including development) of

tion at the end of paragraph the following sentence:In calculating future case of revenue above such a line the revenue from mays and Post Office and graphs shall be taken at the existing revenue from undertakings plus any case of the existing path mue before charging any colture of a Capital insture.

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the Colony, without project so he any future decision which may be arrived at as to this application of such revenue towards repayment of the cost of the railway or otherwise

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# PAROLANDUN

regarding details to be considered under the general agreement arrived at with the Treasury (as set forth in the Procett memorandum of May 31st 1921, modified by the Barstow letter of August 19th 1921) in respect of the Kenya Loan of 28,000,000.

The premises upon which the general agreement was arrived at are, as I understand them, (I) that the Imperial Authorities have decided that Kenya must bear a portion (as yet undetermined) of the East Africa war Charges and (2) that the Government of Kenya consider it imperative that, if the Colony is to progress, become truly self-supports, and be in a position to hear a portion of the war Charges, he should be permitted to raise a considerable loan for deval pment purposes.

iquide her liability in respect of War Expenses is, therefore ade / condition to sanction for raising a loan.

It is provided that after allowing for interest and red and ion charges on the loan, one half of any increase in general evenue and one half of any increase in net revenue of the Railway no Fosts and Telegraph Departments shall be applied in liquidation of the liebility for War Charges.

The datum line from which future increases of general revenue to be calculated is "the existing expenditure of the Colony us the loan charges."

\*Existing expenditure" is not defined, but it is understood at the Treasury is prepared to accept the expenditure setimates, r 1921 as approved by the Secretary of State, subject to rutiny, and it is feared that such scrutiny will be directed to

4

the elimination of any items of expenditure which could be classe as of a capital nature.

In the case of the Railway, Postal and Telegraph Services, the Catum is the existing not revenue, but, here again, the estimates for 1921 are subject to scrutiny by the Fressury, and in this date it is specifically laid down that any increase in not revenue is to be calculated before charging any expenditure of a capital nature.

The questions of detail which occur to me are as follows:

As the approved estimates for 1921 are for nine months only it will be necessary, in arriving at the datum line, to take, not the suggest figures, but columns 2 of the Colony's estimates, which show that the expenditure would have been had the period been the normal ne of twelve months instead of nine months.

The total appearing on page 6 of the Draft Estimates (as assed by the Legislative Council at the Second Reading of the propriation Ordinance 1921 on Fabruary 2nd, 1921) is £2,192,136. It from this figure must be deducted the expenditure of the Posts of Telegraphs Department (Schedules IX, and IXE.) which is to be eated separately with the Railway Expenditure.

It will be impossible for the Culony to carry on if all items on might be classed as of a capital nature, but which are such are normally included in Special Expenditure Schedules or is y.W.B. Recurrent and Extraordinary Schedules, are to be ucted from the existing expenditure in arriving at the datus.

The Loan to be applied to specific purposes within three a after whice to Leeb Funds will be available for expenditure

the elimination of any items of expenditure which could be classed as of a capital nature.

In the case of the Radiumy, Postal and Telegraph Services, the atum is the existing not revenue, but, here again, the estimates or 1921 are subject to scrutiny by the Frensury, and in this case the specifically laid down that any increases in not revenue is the calculated before charging any expenditure of a capital sture.

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It will be impossible for the Colony to carry on if all items a might be classed as of a capital nature, but which are such a normally included in Special expenditure Schedules or in .s.b. Becarrent and Extraorainary Schedules, are to be ted from the existing expenditure in arriving at the datus

he Loan to be applied to specific purposes within three

of a capital nature such as narmally arise from year to year, and are provided for under Special and Extraordinary Schedules.

To meet such expenditure, and also foreaces in ordinary recurrent expenditure, there would be one mail Dnly of any increasing revenue above the datum line, one such relieve of increase is unlikely for some years to approach the expering Special and extraordinary Expenditure.

Special and extraordinary Schedules of the current set! or show the class of works required to be involved for annually. Onl such items as were considered absolutely essential were included accours of items which are desirable and will become essential in the near future had to be eliminated.

Some margin for Special and Sitraordinary Expenditure, whether of a capital nature or not, must be allowed, and I suggest that the figures for twelve menths given in the current year's Setimates for recurrent, special and extraordinary expenditure should be taken as the datum line; this would be:-

Total	#2,392,198
Deduct Posts and Telegraphs Schedulus	
	221,598
Add interest and redemption charges on the Colony's portion of the Lean	£2,170,540
Datum line for the General Revenue portion	
	Note

Item 3.

It saoms necessary assever, to centemplate, and provide for, other circumstances which said undoubtedly arise in the future.

Productive appointments and works will become necessary, and t would be unfertunate for the Colony. Calonfal Office and Treasure

if the fact that the Colony sould retain one half only of the additional revenue that would be produced by ruch appointments or works should act as a deterrent to the raking or execution tuarsof, and consequently retard the development of the Colony's resources.

I suggest that, in addition to the proposed margin for works normally provided for under Special and Extraordinary Nobedules, it alight be agreed that in cases in which the Treasury is satisfied the cost of such appointment or work wall be deducted from any increase in the general revenue of the Colony, bafore calculating the amount to be applied in liquidation of the liability for War expenditure. Item 4.

The matter of "revenue" from Stand Premia is a little diffiult to seal with. The receipts are not revenue, strictly speakng, but the proceeds of sales of capital assets. The Secretary f State has laid down that such receipts are to be applied to evelopment works, and such works may not necessarily be of a irectly productive nature.

The Treasury may argue that such receipts should be applied Special and Extraordinary Expenditure, and that, in consequence, margin for such expenditure is necessary in arriving at the tum Itale. The reply to such a sument would be, I think, at there may be no such receipts in any one year or for a quence of years, and that in any case it was long ago decided properly so - that all such receipts must be applied in eating appitul agrees to replace those from which the receipts e derived, and not to expenditure normally provided for under cial and Extreordinary Schedules,

On these grounds the Expenditure shown in the current Estimates

should, in arriving at the datum line, be deducted from the fig of £2,170,540 given above, and future receipts from Stand Premi should be deducted from the total revenue before calculating the sum to be applied in liquidation of the liability for War Expense

This point may appear of small importance at the moment, but it is impossible to foresee what sales of land the future development of the country may permit, or what the receipts therefrom management to.

# Item 5.

In scrutinizing the current astimates, the Treasury will oubtless observe the words "War Bonus included" at the head of plumas 2. It will be necessary to explain that War Bonus was ome time ago incorporated in revised salaries, and that these prossivers were inserted to make it clear to Legislative Councillors not the Estimates show the total emoluments to be paid to the aff out of the Revenues of the Colony.

# Item 6.

In regard to the Estimates generally, it will no doubt be plained to the Treasury that, in preparing the current estimates edemands of Heads of Departments were drastically curtailed, and if, with the modifications suggested above, the estimates are sen as the basis for arriving at the datum line anything but erous terms for the Colony will result.

# Item 7.

As regards the Posts and Telegraphs and Railway Lepartments, seems to me clear, from the wording of the additional sentence paragraph 2 of the Barstow letter, that only increases in net while before charging any expenditure of a capital nature will for civision between the Colony and the Treasury.

The enag of course, lies in the words "before charging any

Expenditure of a capital nature." and I think the argument most above in connection with general revenue should be applied in the case of Posts and Telegraphs and Railways Departments.

Some margin must be allowed for were normally provided for under Special and Extracrdinary Schedules, and the amount in the current metimates (£13,800 for Posts and Telegraphs - twelve months, and £28,700 for the Railway - nine months) are any gout excessive.

Purthermore, as in the case of General Revenue, it should be agreed that, where it can be shown to the satisfaction of the Treasury that appointments or works will be productive of increased revenue, the Expenditure should be deducted from revenue before calculating the amount to be applied in liquidation of the War expenses. This to be in addition to the suggested margin for works normally provided for under Special and Extraordinary Schedules.

If approval of the foregoing suggestions were obtained the position would be as follows:-

Posts and Telegraphs Departments

Estimated Expanditure, twerve months £120,674

Add one-third £0.225 160.899

Deficit for twelve months approximately £60,699

It will probably be many years before any not resense is obtained by this Department, and also, therefore, before any contribution falls to be paid out of its revenue.

Railway Department. The Estimates of this Department give me figures for twelve months, but the figures for the months.

taking the three failways together, show a balance of Revenue and expenditure, and it is probable that figures for twelve months would show a like result.

As the Railways have to provide for heavy Loan Charges, and are not expected to make profits, but, if possible, to reduce rates, it is unlikely that any net Revenue will be obtained on which to contribute towards liquidation of the liability for war expenses.

But if financial progress were so rapid that not profits could hardly be evelued under the present method of accounting, they could legitimately be absorbed by arbiting the Railways with expenses incurred by the Colony on its behalf in respect of specific services rendered for regional, legal, Analytical and other services, or for general services, such as Military, Police, Judicial, 40.

The Treasury, having agreed to treat the Pailway as a commercial undertaking, could not desure to the inclusion in its accounts for the purpose of calculating net profits any expectature incurred by the Colony on its behalf, and such inclusion speld give the Colony a little further freedom in the matter of available funds.

## General.

If settlement of details can be effected on the lines suggested i think that, having regard to the precises upon which the general agreement was arrived at, the Colony will eventually have little cause for complaint. The measure of restriction upon espenditure by the Colony which the agreement will then impose will not be entirely without benefit for it will entail upon Heads of Departments an effort to provide, by means of economy and increased

efficiency, the means for extending their operations, rather to by additional demands upon the Local Treasury.

Joseph Marketon

Daputy Treasurer, Kenya Colony,

30/9/21

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TH B G. Pist Wood.

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DOWNING STREET.

November 192

Sir.

With | ference to Sir G. Barsto

te 19th August to Sir Stevenes and Sir J. Stevenson's

me 26th August on the of the Kenya Long, I h transmit to to be laid bero

c, of the Treesury, the andse on the draft Mainrandom of ement, sent by the frequery senticially to the C.O. on the 31st

as revised by the letter from ar G. Berstow er

Wr. Church IV hopes that T.L. will concur in his views as expressed in those mates.

I am &c.,

CANNOT FLUREAU