



The petitioners point to the increased cost of living in the Prov. and the increased paucity of the Prov. They point out that when assuming <sup>that</sup> a clerk is promoted to a higher grade as soon as he reaches the maximum of the lower, it takes 21 years for a man to reach the 2<sup>nd</sup> Grade from the 1<sup>st</sup>.

They propose only 4 Grades -

1 <sup>st</sup> Grade	Rs 260 to Rs 400	By Rs 15
2 <sup>nd</sup>	180 - - 250	15
3 <sup>rd</sup>	130 - - 175	10
4 <sup>th</sup>	80 - - 125	7.5

The Committee agree that some improvement in the scales of salary is required, as it is becoming increasingly difficult to obtain men at the present rates: but they would not go so far as the petitioners.

They point out that a really competent European can be obtained for Rs 260-400 (£200-£320 p.a.) - the salary of European clerks is only £150-£250.

As the first class (Rs 200 and over) is reserved for clerks who are required to undertake special responsibilities, and the 2<sup>nd</sup> Grade is the highest to which the majority of the clerks can rise, the Committee propose to leave the 1<sup>st</sup> Grade alone, and to add Rs 20 to the maximum of grade II in the scale proposed by the Committee.

That  
from making  
minimum  
instead of

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As the first class (Rs 200 and over) is reserved for clerks who are required to undertake special responsibilities, and the 2<sup>nd</sup> Grade is the highest to which the majority of the clerks can rise, the Committee propose to leave the 1<sup>st</sup> Grade alone, and to add Rs 20 to the maximum of grade 2. The scale proposed by the Committee is: -

What from the minimum instead





N<sup>os</sup> 15, 9 and 11. and I think that we  
may agree that at present, at any rate,  
there is no ground for change.

The small change recommended with  
regard to the other points may, I think, be  
approved.

other not and approve the amendments  
which the Govl proposes to make in the  
rule and approve of provision being  
made for the Govl for the  
purpose of salary. I say that the Govl  
should, in the course of a number of  
months, be allowed to ask the  
Govl for the earliest opportunity of  
providing for the building of a number  
of houses in the neighbourhood of the  
Govl for the grant of an  
allowance to those for whose quarters  
are not immediately available.

I say, especially, that we must see whether  
the above increase of £12000 in salaries  
is to come from, & the Governor had better  
be bound that it may be necessary to  
cut out with any other increases proposed  
on the Estimates.

As regards quarters, I have looked up  
Professor Simpson's report, but he  
does not say any thing about the housing  
of Govl employees, other than the  
Railway men. There can be no doubt however

that the Indians generally are badly accommodated.  
The Governor's general view on housing, & the  
paraphrase on page 4 are no doubt correct, but,  
apart from the fact that experience the absence  
of private building would appear to prove that  
such rents as these clerks can afford to  
pay are not adequate as a profitable return  
for a "contract" in building, land is dear &  
scarce at Montreal, while at Toronto it is  
dear & buys better as sites for business  
and dwellings & houses & premises. If the  
Council & the Govl are right in thinking that  
Toronto has been allowed to increase

rents & that a commodation of 1000 houses is  
urgent that some effort to make supply rather  
of force & encourage work, most common rents  
is not excessive salaries.

The Governor's proposal to start a building  
scheme gradually & to pay home allowances means,  
if the present scale of home allowances be  
adopted, an outlay of £5,800 a year

demanding to, say, £3600 a year when the  
quarters are complete. In ordinary times, &  
capital expenditure & a contingent revenue, there  
could be no doubt about it, and it, we could  
only press the matter on the Governor's course as  
one which ought to be taken up as soon as possible.

As regards security, the fact remains that it is  
to be desired that a small income scheme  
is necessarily unstable. I do not know what  
their security deduction is, but it cannot be any thing

£100,000  
not included  
underhead



42141

GOVERNMENT HOUSE,  
NAIROBI,  
BRITISH EAST AFRICA.

AFRICA PROTECTORATE.

CONFIDENTIAL. No. 151

21st September 1914.

Sir,

I have the honour to transmit herewith a copy of a petition from the members of the Non-European Subordinate Staff of the Protectorate together with the report of a Committee which was appointed to consider the various points raised by the petition.

2. Some delay has taken place in dealing with the matter due partly to the absence on leave of one of the members of the Committee, and partly to the necessity of substituting Mr Kempe for Mr Espie, who was originally appointed but found himself unable to sit owing to the additional work which fell upon him while acting for Mr Smallwood.

3. The Committee have made a thorough investigation of the questions involved and I am in general agreement with their recommendations on which I would make the following observations.

4/.

RIGHT HONOURABLE

LEWIS HARCOURT, P.C., M.P.,

SECRETARY OF STATE FOR THE COLONIES,

DOWNING STREET, LONDON S.W.

4. i. SCALE OF SALARIES.

I am satisfied that under present conditions the cost of living, especially in Nairobi, deters suitable candidates from accepting clerical appointments on the existing rates of pay, and that some amelioration, particularly in the lower grades, is necessary. I therefore support the recommendations of the Committee, which provide for certain increases, though not to the extent asked for by the petitioners. The financial effect will be an additional £1,284 per annum and a subsequent increase of £40 in annual increments.

5. In the case of (ii) Pensions, (iii) Leave of absence, (iv) Leave Pay, and (v) Sick Leave, I agree with the Committee on the reasons given there are no grounds for modifying the existing practice. The petitioners are not justified in assuming that the difference between the climatic conditions of India and East Africa is such as to justify special concessions.

6. As regards (vi) Sea Passages, I admit that it would appear to be prima facie an excuse for complaint, as the Committee correctly observe, a clerk, whose work has been satisfactory, will by the time he is entitled to leave, have reached a salary which will qualify him to receive a 2nd class passage.

7. (vii) RAILWAY PRIVILEGES.

I am prepared to go rather further than the Committee recommend in this matter. The Intermediate class carriages are, I understand

understand/

understand, practically the same as Third Class, except that they are painted yellow, and I think that some concession might be granted. I would suggest that it take the form of the issue of second class tickets to clerks drawing over Rs 100. per mensem.

8. (viii) LUGGAGE ALLOWANCES.

I agree with the Committee that these might be increased for the lower grades and would put the figure at 300 lbs in such cases.

9. (ix) SUBSISTENCE ALLOWANCE.

The Committee are quite correct in refusing to take the scale of charges in force at the Railway Refreshment Rooms into consideration in this connection. I agree that no change in the existing scale is necessary but that a fixed allowance of R.1. for porters at Nairobi and Mombasa may be given subject to the conditions suggested.

10. (x) FORMS OF SECURITY.

I concur that no change of system is desirable. The petitioners have failed to realise that an such arrangement as they propose would involve the deduction of a substantial percentage from their salaries, which would have to be placed in a common fund, in order to provide Government with the necessary security. In the event of any considerable fraud the fund would suffer severely and as a natural consequence its contributors would sustain a heavy loss. I am of opinion that this has not been clearly understood.

4.

11. (xi) BRITISH INDIA STEAMERS.CALLING AT MURMUGOA.

I am endeavouring to arrange this with the local agents at Mombasa.

12. (xii) FREE QUARTERS AND HOUSEALLOWANCE.

In this matter I am entirely in sympathy with the complainants and quite recognise the inadequacy of the accommodation available in Nairobi and Mombasa at the present time. I am aware that they are living in inconvenient and often insanitary conditions and that the existing state of affairs should be terminated as soon as possible. It is, however, a question of expenditure and, as the Committee point out, a heavy capital outlay would be involved. I fear that the cost is such as cannot be contemplated in view of the other claims upon our financial resources. Personally I am of opinion that where such a demand for accommodation exists it is not always correct to assume that Government alone is responsible for meeting it. In cases where adequate rents and responsible tenants are obtainable in large numbers it is only reasonable to expect that other landholders will be prepared to build when they can see a profitable return for their investments.

Government is already faced with heavy expenditure in connection with the erection of quarters for the Superior Staff, and a considerable provision for this purpose has been made in the Estimates for the current year. I am of opinion that the reasonable requirements of

of this class of officer should be satisfied before the claims of the Non-European staff are dealt with.

As regards House Allowances the Committee are probably right in stating that the grant of these would not help matters and would only have the effect of raising rents. Any assistance to the Non-European Clerical staff would be more beneficial if given in the form of increased personal emoluments.

13. (xiii) VALUE OF QUARTERS OR ALLOWANCES IN LIEU TO COUNT FOR PENSION.

I agree with the Committee that no alteration in the existing practice is required.

14. I should be glad to know at as early a date as possible whether you agree with my proposals.

I have the honour to be,

Sir,

Your humble, obedient servant,

*H. Conway Bayard*

GOVERNOR.

had to undergo so many hardships and trials

The steady increase of the cost of living not only at the Headquarters but also the Protectorate is chiefly responsible for the present state of affairs, which far from displaying a tendency to improve becomes, as months wane by, a serious handicap to our endeavours to keep within one's means, to take out a very uncommodious and a really miserable existence or else to plunge into debts to make both meet.

We feel also that the time has arrived when we can put forward a request for the improvement of the service in view of the prosperity of the country. The Administration of the Protectorate is no longer a burden on the Home Government as was formerly. The yearly deficit which required to be covered up by the Imperial Grant-in-Aid has disappeared. The taxes are yielding increased revenue and are springing up which are swelling the revenue. The taxes are yielding increased income every year, the railway is a paying concern, and the country is generally progressing and prospering. We therefore venture to put forward a legitimate claim to better remuneration, apart from the fact that the enhanced cost of living demands it.

We beg to assure Your Excellency that our memorial is not prompted by any spirit of dissatisfaction with the treatment we have received in past, but by the insuperable and genuine disabilities under which we are labouring at the present moment and by a feeling of hope that the Government, cognisant as it is of the present state of affairs, will endeavour to improve matters.

We therefore, beg permission to lay before Your Excellency the following points and with due respect crave your sympathetic consideration thereof:-

#### 1. REVISION OF SCALE OF SA SALIES.

The present scale of salaries is as follows:-

1st Grade Rs.200 to Rs.300.

2nd Grade Rs.160 to Rs.175 by Rs. 15.

3rd Grade Rs.125 to Rs.150 by Rs. 5.

4th Grade Rs.80 to Rs.120 by Rs. 5

5th Grade Rs.60 to Rs. 80 by Rs. 5

6th Grade Under Rs.50.

By normal increases a clerk engaged in the 6th Grade takes 4 years to reach the maximum of the grade, thence 8 years to reach that of the 4th, thence 5 years to attain

that

that of the 3rd and another 4 years to come to the maximum of the 2nd. This on the hypothesis that he is promoted to next grade as soon as he reaches the maxima of each grade which never happens for in very exceptional cases a clerk is promoted as soon as he arrives at the top of the grade. So that practically he has got to wait for years after reaching the maximum of the grade until he is promoted to the next.

The system of grades was introduced in 1906, nearly seven years ago. The conditions of life then, it cannot be contended, were quite different to those obtaining now.

The products of the country were cheap, labour was easily obtainable, steamer fares and Customs duties were lower and every other thing necessary for a man's decent and comfortable living cheaper than what it is now a days.

The population of the country was very small, the civilisation had not yet spread its influence over the country, and the demand for various commodities of civilised life was not so great as it is at the present moment. Taxes and fees did not exist, social and other intercourses were

limited,

limited, attractions of pastime and pleasures were unknown, and such other necessities imposed by increased population and civilised life were then foreign to the country.

The advent of commercial enterprise, the appearance of epidemics, and the knowledge by the native of the worth of money has made the native products dearer and labour costlier, and life generally more difficult for a moderate earning individual.

The majority of the Staff were then fresh, the influence of the tropics did not act on them so severely as it does now, nor the strain of work, which has abnormally increased since of late years, did not exercise on them telling effects. They were then younger and more energetic and did not require so many comforts as they do now. And while they are called upon to face costlier living their income has not suffered a proportionate increase inasmuch as their requirements have increased and are increasing as years roll on.

Moreover the cost of foodstuffs, the rates of rents and wages of domestic servants, and several other expenses have greatly enhanced and there is no prospect of their decreasing in the near future

but

but on the contrary steadily increasing year by year.

The increased cost of living generally and the increased responsibilities of those upon whom a family is dependent for support place a clerk in increasingly difficult position to make both ends meet, to say the least of his position, and to put by something for the rainy day.

So much so that a large number of the staff belong to non-unionists or desist those few who are pensionable have to retire either 60 years of age limit or 40 years' actual service, after years of service in an unmonied and unenriched state will find himself reduced to penury and depend on a miserable stipend. A worse fate will be that of a married man, of a father of children, who will not only be unable to maintain himself and satisfy so many unforfeitable necessities of a declining age, but totally destitute of means to support his family and educate his children.

The difficulties which we have quoted in preceding paragraphs are experienced by all sections of the community and this fact has prevailed upon the Government to recently improve the conditions of service both pecuniarily and otherwise of the European Staff.

The commercial enterprises are finding increasingly difficult to maintain a lowly paid staff as formerly. The rate of salaries now paid by them is about 50%. Those who remained in the staff to complete their salaries to the full difference will be running the risk of paralysing the progress of their business.

The Government equally is experiencing unprecedented difficulty in recruiting staff in view of attractions and inducements offered by private firms and has even had to put up with several resignations both in the higher and subordinate service, from the staff who took up private appointments on account of better salaries offered. It would be superfluous to state that no men of better calibre and usefulness ever come to the country, while those who come do not care to join the Government in want of attractive salaries and because they find ready calls from private firms who like to secure good staff and pay handsomely.

For the sake of comparison we beg to attach a statement of the present prices of the principal foodstuffs contrasting them with those of 1906 :-

	Price in 1906.	Price in 1913.
Mutton	9 lbs. a rupee	2½ lbs. a rupee
Beef	6 lbs. "	2 " "
Flour	Rs.14 a Bag.	Rs.23-27 a Bag.
Rice	Rs.15-16 "	Rs.25-30 "
Sugar	9 lbs. a rupee	4 lbs. a rupee
Bread	10 loaves a rupee	6 loaves a rupee
Butter	75 cents a lb.	Rs.1.25 a lb.
Eggs	50 per Rupee	10 " rupee
Firewood	Rs.4 a ton	Rs.1 " ton
Fish	4 to 5 lbs. a rupee	2 " "
Potatoes	54 cents a load	Rs.2 " "
Onions	4 per rupee	5 " "
Ghee	4 to 5 lbs. a rupee	2 " "
Goat Cocks	Rs.20 per head	Rs.35 to 60 per head.
Native Cows	Rs.5 "	Rs.10 to 15 "
Boys	Rs.2 to 3	Rs.5 to 10.
Hent of Houses.		Rs.20 %
Wines		do. "
Fruits		do. 25 %

Similarly the cost of other commodities, such as vegetables, fruits, condiments, milk, fats, &c., &c., tin provisions, utensils, crockery, furniture and sundry other things have increased, and many of them at very prohibitive rates.

Under

Under these circumstances we humbly beg leave to suggest for Your Excellency's most sympathetic consideration and recommendation to the Secretary of State the revision of the scale of salaries as follows, which we hope will place us if not on a sound and comfortable position at any rate on better and satisfactory footing and enable us to cope with the over increasing cost of living and make both ends meet, through with a strictly economical and frugal living :-

1st Grade Rs. 250 to Rs. 400 by Rs. 20.  
 2nd Grade Rs. 180 to Rs. 250 by Rs. 15.  
 3rd Grade Rs. 130 to Rs. 175 by Rs. 10.  
 4th Grade Rs. 80 to Rs. 120 by Rs. 7.50.

Your Excellency will observe that by this revision the 5th and 6th Grades have been eliminated for the mere reason that salaries provided by those grades fall far short of the amount required by a man to procure living in the country.

The maximum of the 1st Grade is raised by Rs. 100, that of 2nd by Rs. 50/-, that of 3rd by Rs. 25/- and that of the 4th by Rs. 5/-, whereas the increase in annual increments is Rs. 5/- in the II, Rs. 5 in the 3rd and Rs. 2.50 in the IV, while for the 1st Grade an increment of Rs. 25/ per

annum

annum is asked for.

A young man cannot live without incurring debts, as is evidenced by several cases, or putting himself to serious discomforts (thereby depreciating his health and affecting the efficiency of the service) on less than U.S. 50 p.m. provided that he has free quarters or an allowance in lieu thereof. By an increment of U.S. 7.50 per annum he would be able to, year by year, breathe more freely and after the lapse of 6 years attain the maximum of his scale, when he could perhaps if unencumbered by responsibilities of supporting any one dependent upon him and living a very frugal life and sacrificing the many pleasures of sportive pastime and social diversion to desirable and care for his dependents, be moderately comfortable.

A 4th grade clerk is often sent to the remote corner of the protectorate as District clerk. There he is liable to many discomforts, deprived of society and often placed at the mercy of trying vicissitudes.

There is no one to live on tin provisions, available at exorbitant cost and is compelled either to run bills which he can never pay for years together or live on a coarser kind of food, thereby impairing his

his health.

Naturally he requires some sort of incentive attraction in the shape of a compensating remuneration for his abnegation and privations and possibly a pensionable appointment to look forward to.

Many young men of the IV. Grade are prevented from joining a club, enjoying sports, and enjoying such other amusements which would redound in cheering them and furthering their ideas, for the sake and want of wherewithal to procure them.

A III. Grade Clerk is called upon to perform more than purely clerical duties for which in commercial firms he would earn not more than a starting salary of Rs.130 per mensem.

His increased social relations, his indulgence in pastimes, his club fees, and sundry other expenses would increase his liabilities and he would have either to forego his little distractions and pleasures so much conducive to health of body and mind or to borrow money to balance the deficit.

After putting in six years' service he will have come to the pensionable grade, his health would perhaps be impaired by climatic influence of the tropics or residence

in unhealthy parts of the Protectorate and consequently his exigencies of living would be greater: He would require better comforts, better habitation, and, in the absence of means to procure them, he would either have recourse to his friends for loans or run debts with the firms or, in order to eschew debts, he would have to leave the Government's employment and join private firms where better inducements are offered, but he would have to accept the loss of his Government and grateful hand.

Should he have to be confronted with the prospect of providing something for the rainy day he would like to make some saving, join an Insurance, or make some other provision which would ensure his future comforts when he became independent and to earn his livelihood.

A II Grade Clerk is generally entrusted with responsible and onerous duties, and the Government expects from him their due discharge. He is generally in charge of Sectional work, a Chief Clerk, or filling some technical and specific appointment. The strain on him is great because of his responsibilities, and surely as long as the Government deposits in him trust and calls upon him to mind responsible duties he ought to merit a compatible remuneration.

Rs.200/- is far little to be the maximum of his rise in the grade, and not at all an incentive to discharge his duties efficiently and diligently.

He would have put in already 10 to 15 years of Government Service, and his knowledge and experience would entitle him to claim some consideration from the Government.

After a course of life in the service and in order to maintain a proper standard of health he would require better comforts and to enjoy them a sufficient income would be necessary.

Come to an age when one generally cares to settle in life he would be faced in an awkward situation and would not be able to till it over unless he had prospects of being able to support, in a decent manner, the wife and any dependent on him.

In the event of his being married and he would not be able to bring his family to the country, for the support of his family while away from him would cleanly sweep his savings, <sup>and</sup> he would hardly be in a position to raise money to meet the <sup>cost of</sup> heavy passages.

Further if he or any member of

his

his family were visited by serious illness he would be reduced to an utter beggary.

To meet all these difficulties he would require better salary and such as would enable him to put by some savings in order to face ~~any~~ any unforeseen demands.

With the minimum of Rs.180/- he would perhaps be able to manage both ends meet, not naturally without living in the strictest economy and foregoing several necessities for a comfortable living, and would be able to improve his position year by year by the help of annual increments of Rs.15/- which would raise his salary gradually to the maximum of Rs.250/- he would attain after 5 years, and when he had served 15 years in the protective rate service.

If a married man and father of children the education of the latter would claim a share of his income while the prospect of his old age would worry him to make provision for it.

1st Grade Clerks in the Service are very few and their duties are either of a very responsible nature or of technical or specific nature, and deserve better remuneration. It is only fair that the goal of his ~~ambition~~ ambition should not be only

Rs.300/-

Rs. 300/- as at present, but at least Rs. 400/- as suggested.

A Clerk, carrying such responsibilities as a 1st Grade Clerk is entrusted here, would draw in India nothing less than Rs. 500 to Rs. 600/- and in other countries perhaps more. If in India Rs. 500/- are considered compatible in Africa the sum should be even greater in view of its unhealthiness and other disadvantages, and over all on account of the exorbitant cost of living as compared with that in India.

A 1st Grade Clerk would be burdened with various expenses, apart from the support of his family, the higher education of his children, the provision for his old age, the maintenance of his family after his death and such other expenses as can be either surmised than described.

We therefore trust that the scale of salary of Rs. 260 to Rs. 400/- by Rs. 25 will be approved, inasmuch as the maximum of salary for Subordinate Staff approved by Marquess of Salisbury for pension purposes when this protectorate was still under Foreign Office Administration was Rs. 400/- and if then it was considered desirable, now, at this advanced stage of the Protectorate and in view of other circumstances detailed behind

it is very just that it should be maintained.

We would also urge that the circular limiting 1st Grade appointments to certain class of Service may be cancelled and the grade made open to all members of the service and enjoyable by a Clerk when he has attained the maximum of that grade and in compensation for the undelaying of a promotion to the 1st grade.

## II. PENSIONS.

The present rules governing pensions appear to be very rigorous and severe. No clerk can expect to work in the tropics until the age of 35, nor would he be able to put in continuous 40 years' service.

In such a healthy and homely climate as that of India the term of pensionable age is 50 and that of Service 30 years and it appears to be unreasonable that such a long period as 30 years and 40 years service limit should be adopted in this tropical climate. We may be allowed here to draw Your Excellency's attention to the fact that the average age of an Indian in his own country is between 50 to 55.

We would regard it a great boon, considering the disadvantages and risks to which the staff is open in this tropical and unhealthy climate, if the age limit is fixed at 50 years (Fifty) and that of pensionable service at 30 on the understanding that every three years' actual service is counted as four for computation of years of service for pension purposes.

#### LEAVE ON VOYAGE

We would respectfully ~~be~~ to request that Your Majesty will consider the extension of the privilege ~~of~~ exclusion of the number of days spent on the voyage to and from India from the actual period of leave. This privilege will be greatly appreciated as it will afford us a longer period at home, which will immensely contribute to the improvement of our health and render us fit and able for further term of active service in this country.

The Government has already gone to the conclusion that this country is, with few exceptions unhealthy and the Medical Authorities are of the opinion that rest and change every two years are conducive to health and that the longer the period the better it is.

we also beg to request that full salary may be paid for the days occupied on the voyage to and from India. This privilege has lately been approved by the Secretary of State for the European superior and subordinate staff, and we beg respectfully that it may also be extended to us.

#### IV. LEAVE PAY.

We beg respectfully to request that the leave pay may be granted in full. The rate of living in India is increasing day by day and one cannot live on half salary there.

When a man goes on leave it is admitted that he does so in order to recruit his health and lost energies, so that he may return strong enough in physique and equal to put in three or four years' further work.

With half salary he cannot reasonably be expected to live comfortably and well, to repair to health resorts, and to enjoy such other privileges as will benefit his health and strengthen his physique to roughen the African climate and the strain of hard work.

#### V. SICK LEAVE.

Formerly sick leave on medical certificate

was granted for six months but by the new regulations it has been reduced to five months. We beg to point out that in case of serious illness this period is utterly insufficient and beg to request that the old privilege may be renewed.

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Sick leave extensions on medical grounds are granted for a period not exceeding three months on quarter pay; according to present regulations while formerly such extensions were granted up to six months.

Apart from the fact that sick leave extension is indispensable for a clerk to completely recoup his health and is only applied for in case of urgent necessity, the pay allowed during it is quite inadequate. If when healthy half pay is considered insufficient one quarter salary, when sick on bed, would be utterly so. A sick man requires better comforts, his diet, his tonics, reconstituents the doctors fees, medicines, attendance, &c., &c., make heavier calls on his purse and for paying all these he has barely enough money so long as his salary is one-quarter.

We beg further to state that in rare cases a clerk proceeds on sick

leave

leave and that in still rarer cases he has occasion to ask for extensions on medical certificate.

We think, therefore, that Government would not be up to a great expense by granting three-quarters salary, if full salary cannot be accorded during such sick leave.

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## VI. PASSAGES BY SEA.

Formerly all clerks irrespective of their grades were granted second class passages to India, whereas by the recent circular clerks drawing less than Rs.80/- are granted deck passages.

This hardship is keenly felt by the members of the staff and the humiliation they experience when they have to travel with a crowd of low class and vulgar deck passengers may well be imagined. Further, deck passengers are not allowed the privilege of even venturing out on deck while the food served to them (which the passenger himself has to bring from the kitchen in German Steamers) is of the coarsest and commonest kind imaginable.

The so-called free passage intended as a remuneration after three or four years hard and loyal service does not

preffer

proffer at all that pleasure and comfort which may be intended to afford.

We submit that this is a <sup>600</sup> grievance which calls for a sympathetic consideration and beg to request that all clerks, irrespective of salaries and grades, be granted second class free passage by sea.

#### VII. RAILWAY PRIVILEGES.

The Railway being a Government concern we may perhaps have claim to better treatment when travelling on it.

Only I. and II. Grade clerks are allowed 2nd class tickets, whereas others are granted Intermediate class. The decency and dignity of a Government Clerk does not allow him to travel in Inter class where often vulgar travellers are berthed.

The commercial firms do have to pay for the tickets, generally allow their clerks second class tickets when they may be travelling on the Uganda Railway, and the Government who has nothing to lose may perhaps be reasonably expected to treat their staff better than the private firms do them.

The fact that a clerk is not allowed

allowed the privilege of a second class 6.0) ticket which would entail the Government only the difference of Rs. 11/- between the Inter and Second Class tickets (Inter costs Rs. ... second class costs Rs. ...) makes him feel ... by the fact that the ... department ... Government servant.

... tickets be ... irrespective of their ...

#### Viii.

... amount of 560 lbs. ... clerks ... that of 200 ... other ... for the ... often ... granted ... heavy expenses in booking ... at his cost.

... be, therefore, to ... that a ... allowance of 560 lbs., in addition to ticket allowance may be granted on short duty ... but that on first ... and transfer the whole of the ... persons ... be transported ... of ... The reason is that clerks are not granted free furniture and have to ...

procure

procure it and transport it wherever they may go.

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This latter privilege is not without a parallel in the service, as the Uganda Railway Staff enjoy and are besides granted a number of free loads annually.

#### IX. SUBSISTENCE ALLOWANCE.

We beg to point out that the subsistence allowance granted at present is not sufficient to defray the charges made in the Railway Refreshment rooms or the heavy hotel charges both in Mombasa and Nairobi as well as at Kisumu.

Further the allowance is now made in respect of portership as was formerly done and out of the present subsistence allowance a clerk is expected to pay his portership, also.

We beg therefore that the present rate of ~~25~~<sup>20</sup> % allowance may be abolished and a uniform allowance of Rs.3/- per night be granted enjoyable by all clerks irrespective of their grades or salaries.

#### X. POLICE OF SECURITY.

The security required from the members serving in the Customs and Postal Departments, on account of which the premium is paid by each member of the staff and

annually

annually and which is a charge against his pay, is a decided hardship as the money so deducted instead of being invested to their advantage is passed over to Companies who reap huge benefit at the cost of suffering staff and to their decided detriment.

It has until recently been the practice in the Postal Department to deduct 10% per month from a clerk's salary, the sum being deposited at the Bank and the clerk enjoying the profits from the interest accruing from such deposit.

We are not aware that this practice has been disadvantageous both to the Government and the staff and we see no reason why it should not be revived and extended to all Departments requiring clerks to give security for the due and faithful discharge of their duties.

We beg to request that Your Excellency will cause an inquiry to be made into this matter and cause the re-creation of a system which may be profitable both to the Government and the staff.

XI. BRITISH INDIA STEAMERS CALLING  
AT MUMBAI.

Many are the disadvantages experienced by clerks travelling on German Steamers

and

and these would be relieved if British India boats could call regularly at Marmucoa and carry all Government passengers from and to that port.

As a rule the British India Steam Navigation Company have a fortnightly service between Bombay and East Africa, and could perhaps without any great inconvenience or expense extend their trips to Marmucoa, securing thereby a large amount of passengers, who travel by German steamers, there being the only line which calls regularly at Marmucoa on their sailings to and from Bombay.

If this service was introduced regular callings could be arranged for which much inconvenience and delay, expense and trouble now experienced by Government clerks would be obviated, provided that the Company pledged itself to touch the Marmucoa Harbour on the inward and outward voyages of their steamers.

We beg to enclose the same for Your Excellency's favourable consideration.

## XII. THE QUESTION OF QUARTERS.

One of the keenest hardships, which the staff at present suffers, is from the want of quarters. Only those clerks who

joined

joined the service before April 1909 enjoy the privilege of free quarters or house allowance in up-country stations, whereas those who joined after that date are debarred from the either privilege.

Clerks in Mombasa do not get <sup>64</sup> quarters or allowance and ~~excepting a very few cases~~ do do those on the other Coast Stations. This is a decided hardship, we assume, and the fact that some of the clerks should be preferentially treated and others for aften is rather disheartening.

The consequence is that all clerks in Mombasa eks out a very wretched livings and are huddled in the four hotels located in the most unwholesome and the most unhygienic part of the town. They are forced to live in these hotels for want of Government quarters and there being no house available at moderate rentals on the Island.

The few houses procurable in Mombasa cost Rs.40/- per man or more above, and this high rate is beyond the reach of the average clerk. The disabilities and the dangers they run were stated in a memorial to Your Excellency, a copy of which is attached for your ready reference.

In Nairobi those who do not get

free

free quarters or allowance, have to drag an equally miserable existence and either live in hotels affording a very scanty accommodation or in chumeries in every instance overcrowded.

The rents in Nairobi are from the highest when these in Mombasa and even though one is prepared to pay a high rent he cannot get a comfortable house in the town.

The <sup>which</sup> ~~advantages~~ they incur under ~~of~~ forth in a petition, a copy of which is attached for Your Excellency's ready reference.

The same ~~is~~ in other parts, Towns and Stations.

Recently owing to the epidemics of plague and small-pox in Mombasa and that of typhoid, meningitis and enteric in Nairobi, much has been done to improve the sanitary and hygienic conditions and ward off the danger of epidemics.

Further, the Medical Authorities have had occasion to consider the localities of the houses and the overcrowding of rooms, and in view of the fact that it has not been possible to improve matters, inasmuch as a man drawing so little wages can hardly afford

to pay Rs.20/- for a room where he can 646  
live decently, comfortably and hygienically.

Further, we beg to say that many of us are married men and are compelled to leave our wives and children at home for three or four years at a stretch for the simple reason that we cannot afford to rent houses at the high prices prevailing in Mombasa and Nairobi, and are thereby deprived of the Company of our families for years together, a separation, the feelings of which we need not describe, but Your Excellency will readily imagine how bitter they should be.

We would here quote for Your Excellency's information a paragraph extracted from Mr. G. Sandiford's annual report for 1905-06 on the Uganda Railway when he was Acting General Manager:-

"So long as the staff was almost, if not entirely a bachelor staff, we had house accommodation enough, but now that a good many men have brought their families (many more would do so and marry if they could find accommodation) it is difficult to house them. I hold, and a long experience has confirmed the opinion, that a married Railway Staff is infinitely preferable to a body of men living single or away from their families, and any arrangement under which more men could be enabled to settle down and make this country their home would add to the comfort and well-being of the staff".

We would therefore entreatingly request that Your Excellency will cause enquiries to be made into the condition of affairs and rule that either free quarters

may

may be built or that a substantial allowance be granted, and that this privilege be extended to all clerks whether stationed in highlands or Coastlands, and thus minimise the dangers which threaten their health and lives.

In view of the high rents prevailing and low salaries drawn by us, we beg to suggest that the revision of the scale of house allowance, which was sanctioned as far back as in 1907, may be considered. We beg to suggest that the following scale would be fair:-

1st Grade Clerks...	Rs. 40 per mensem.
Other Clerks...	Rs. 30 per mensem.

We trust that this figure will not be considered an excessive one and that it will be Your Excellency's favourable consideration.

We would further urge that free quarters would be much preferred and appreciated than the grant of a house allowance for the reason that no good houses for moderate rentals are available both in Mombasa and Nairobi and beg therefore to request that more quarters may be built in Nairobi so as to afford accommodation to all the staff who is not yet housed, and that similarly quarters may be built at Mombasa and other Coastal Stations where all the clerks may be accommodated.

This would have the further

advantage

advantage of locating all the Government Clerks in one site in the same manner as is done by the Uganda Railway.

We would also beg to point out that the allocation of one room to non-reasonable clerks is another hardship which calls for sympathetic consideration. The disadvantages and unwholesomeness of such an arrangement is apparent and we beg to earnestly request that at least two rooms may be allocated to VI., V., and IV. grade clerks and not less than three rooms to clerks of other grades.

We beg to enclose herewith a petition which was addressed to the Honourable the Chief Secretary by clerks occupying one room in Nairobi, explaining the difficulties and hardships which they were confronted with, for Your Excellency's ready reference.

We therefore beg to appeal to Your Excellency's tender sympathy and to request that you will give our request your earnest consideration, for which we can assure everyone will be gratefully indebted and ever thankful.

XIII. VALUE OF QUARTERS  
OR ALLOWANCES IN DEBT TO  
COUNT FOR PENSION.

We beg to request that the value

of free quarters or house allowance may be allowed to count for pension purposes as is done in the Uganda Protectorate.

The loss caused in this respect is appreciable and so long as this privilege is extended to clerks in the sister Protectorate and to the European staff of this Protectorate, we think that our claim is justifiable and beg to request Your Excellency's favourable consideration of it.

We now beg to summarise the requests contained in the petition:-

- I. Revision of scale of salaries.
- II. Pensions - 50 years' service limit, 50 years' service limit.
- III. Leave of absence. Voyage days to be on full pay and not to count for leave.
- IV. Leave pay. Full salary to be paid.
- V. Sick leave. Three-fourth salary.
- VI. Sea passages. 2nd class to be given to all clerks.
- VII. Railway travelling. 2nd class to be given to all clerks.
- VIII. Travelling allowance.
- IX. Subsistence allowance to Rs. 3/- per diem.
- X. Money to be at the disposal of the person concerned in the interest of the Government to be a clerical benefit.
- XI. British India Steamship Service between Bombay and Madras.
- XII. Free quarters or allowance to be granted to all clerks.
- XIII. Value of quarters or house allowance to count for pension.

Having detailed the disabilities and

difficulties

of free quarters or house allowance may be allowed to count for pension purposes as is done in the Uganda Protectorate.

The loss caused in this respect is appreciable and so long as this privilege is extended to clerks in the sister Protectorate and to the European staff of this Protectorate, we think that our claim is justifiable and beg to request Your Excellency's favourable consideration of it.

We now beg to summarise the requests contained in the petition:-

- I. Revision of scale of salaries.
- II. Pensions - 50 years' age limit, 30 years' service limit.
- III. Leave of absence. Voyage days to be on full pay and not to count for leave.
- IV. Leave pay. Full salary to be paid.
- V. Sick leave. Three-fourths salary.
- VI. Sea passages. Third class to be given to all clerks.
- VII. Railway travelling. Third class to all.
- VIII. Travelling allowance.
- IX. Subsistence allowance to Rs. 3/- per night. Salary to be at least sent per month. The interest advanced to remain to go to clerk's benefit.
- X. British India Messager Service between Bombay and Madras.
- XI. Free quarters or allowance to be granted to all clerks.
- XII. Value of quarters or house allowance to count for pension.

Having now detailed the disabilities and

difficulties

difficulties under which we labour, we beg to request most earnestly and respectfully that Your Excellency will be kind enough to consider all the points raised and entertain them favourably.

It is needless to say that the grant of our petition will greatly ameliorate our situation, hold in view prospects for us for the achievement of which increased activity and zeal will be employed by one and all, and, finally, undoubtedly to the benefit and of those who are interested in us.

We are, therefore, confident that Your Excellency's sympathy will be extended to our petition and that it will be granted. We beg to assure you that our most earnest appeal is for Your Excellency's consideration and favour. We are, Sir, your obedient servant (if) and your most faithful servant. We are, Sir, your obedient servant. We are, Sir, your obedient servant. We are, Sir, your obedient servant.

Our petition may be transmitted to the Secretary of State with Your Excellency's recommendations in order that the terms of service may be improved.

We assure Your Excellency of our genuine loyalty and expressing our heartiest thanks for whatever you may do to better our situation.

We beg to remain,

Your Excellency's most humble,  
obedient Servants,

To

His Excellency

H. Conway Belfield, Esq., C.M.G.,  
Governor and Commander-in-Chief,  
East Africa Protectorate.

Your Excellency,

The humble petition of the undersigned most respectfully sheweth:-

That your petitioners, the undersigned, ~~are~~ members of the Non-European Clerical Staff of the East Africa Protectorate, are stationed at Mombasa, and beg on behalf of the whole of the said staff stationed at the Coast to approach Your Excellency on the following matter:-

In the condition of affairs now obtaining in Mombasa, it is impossible to obtain decent quarters, even at the - for us - prohibitive rates of house rent. As a result, and as a matter of economic necessity, most of the persons representing whom your petitioners approach Your Excellency, are compelled to live in Boarding Houses kept by certain members of our communities.

As it is not unnatural, too, in view of the rates of house rent, and as Your Excellency has your petitioners believe, had brought recently to your notice in view of the lack of arrangement and of the insanitary state of Mombasa, such Boarding Houses are not situated in the best localities or even in good localities so that speaking generally the housing of such staff is, through no fault of their own, extremely unsatisfactory.

This question has become particularly acute by reason

of

of the outbreak of small-pox experienced last year and of tubonic plague or pneumonic plague which is still prevalent here, and it has been rendered still more acute by reason of the fact that a suspected case of plague occurred in one of the said Boarding Houses.

Your petitioners believe that it is admitted that, speaking broadly, plague is largely the result of insanitary conditions and that theory at any rate seems to derive support from this significant fact that in Kisumu, where proper and hygienic quarters are assigned to the Clerical Staff, there has been no case of plague among the members of such staff, although plague is, as your petitioners believe, endemic in that town.

Apart too, from the direct effect of this State of affairs on the Sub-staff your petitioners would respectfully point out that it is indirectly a source of great danger to the officials who have to be brought daily in close contact with the Sub-staff.

Your petitioners would respectfully point out too that, in Nairobi where no quarters are provided a "House Allowance" is given, so that members of the Sub-staff are better able to reside in healthy localities. In some coast stations too, quarters are provided or house allowance given. The lack of "House Allowance" was not felt in former days when rentals were cheap but in the present state of things in Mombasa particularly it is, Your petitioners respectfully submit, a hardship.

Your

Your petitioners would also point out as something of an anomaly that quarters are provided in those parts of the Protectorate which are classed as "healthy" while at Coast stations officially classed as "unhealthy" no quarters are provided.

Your petitioners would also respectfully point out that in one special Government Service allied to the Protectorate Service - (your Petitioners refer to the Uganda Protectorate Service) - your petitioners refer to the Uganda Railway Service - free quarters are provided in healthy sanitary surroundings for the Sub-staff in Mombasa.

Your petitioners would therefore humbly and respectfully request that in the interest both of the Higher Officials and of the Sub-staff this question of the proper and sanitary housing of the Sub-staff and that of Mombasa particularly now be considered, in view generally of its economic aspect, and particularly now in view of the sanitary aspect of the whole question.

Your Petitioners respectfully suggest that this question might be dealt with as part of the General Mombasa Improvement Scheme which your petitioners understand is in contemplation.

And Your Petitioners as in duty bound will ever pray.

Nairobi,

654

22nd, January 1913.

Your Excellency,

We, the undersigned, respectfully beg leave to approach Your Excellency with our petition in the matter of house accommodation, or an allowance in lieu thereof, and trust that the reasons adduced will enable Your Excellency to judge our cause and possibly to extend to the same Your Excellency's sympathetic consideration.

From the earliest days of the Protectorate the clerical staff were provided with Government quarters at all out-stations. The term "out-station" then implied all Government centres away from Mombasa where a Provincial Commissioner, a District Commissioner, or an Assistant District Commissioner was stationed. It might be of interest to note also that the word "quarters" applied equally to a wood-and-iron building, a tent, a wattle-and-daub structure or a grass hut, stone houses at such places not being then in vogue. The rent of a wood-and-iron house, if one were available, was a figure beyond the means of a member of the subordinate staff and quarters were, therefore, always provided. But in some cases - those being rather the exception than the rule, - a monthly allowance of Rs. 20 or Rs. 30 was paid which, as a rule, was taken as a figure fairly representing the rental value of "quarters" of whatever description it might be.

Your Excellency

The Governor,

East Africa Protectorate,

Nairobi.

3. With the gradual removal of some of the head offices from Mombasa to Nairobi, the question became open to doubt whether the latter town had ceased to be considered an "out-station" at least in so far as it related to the privilege of free quarters, or an allowance in lieu thereof. We do not think that we are mistaking the fact when we say that house accommodation, of an allowance for the same, we are bound to provide for his transfer, or for the same, if it is to be considered as an out-station. We are aware that the Government is under construction to build a large number of houses in Nairobi and that the Government is lowering the rates for the same. The reasons which then appear to us to justify the continuation of the privilege of free quarters would be that the Government is not in a position to provide for the same, and that the Government is not in a position to provide for the same.

By the issue of Circular No. 100 of April 1910, the Government has decided to extend the privilege which had been extended to every clerk at this place and all out-stations, to all three-fourths of the entire staff in Nairobi, who are either in occupation of Government quarters, or receive an allowance in lieu thereof, and the feeling, that we are suffering under, if not a fancied hardship, would be deemed but natural. Proceeding out of the circle of Government servants we see that the entire Railway staff - Officers, Subordinates, Clerks, mechanics and artisans - all housed not only in a good locality but in fairly comfortable

comfortable and substantial buildings. It is somewhat beyond our comprehension to understand a rule which enables the majority to enjoy for years, or a life time, certain privileges which are denied to the few whose number in Nairobi would hardly exceed 25.

5. When a comparison is drawn between the two staffs - the Government and the Railway - the latter certainly has everything in its favour, in the matter of house accommodation, salary and leave. In thus emphasising the case of the Railway we may be told that the Railway is a separate department and has no connection with the Government. In merely admitting this we can not close our eyes to the fact that the Railway Administration, if anything, is at least <sup>and</sup> ~~not~~ <sup>connected</sup> with the Government that one law holds for all. To explain what we mean we shall quote an instance. A clerk who is engaged in England gets a house, so does another who is engaged in India, and so does a third who is engaged locally. An artisan and mechanic have their händies, the lower-paid clerical staff their wood and iron hous, and the higher paid officials their stone structures - all have a roof over their heads. The case with the Government is different; if a clerk is stationed in Mombasa he can neither claim nor get a house, or house allowance; if he is engaged in Nairobi <sup>and</sup> ~~or~~ <sup>any</sup> ~~out-station~~ <sup>after 1st</sup> ~~or~~ <sup>April 1909,</sup> he becomes in no way entitled to receive quarters or allowance for same. It is well known that there are certain Heads of Departments who are finding it undesirable that their staff should remain far removed from their place of business.

6. It has been reiterated that Government service offers its employees very liberal privileges which are

not accorded to servants of private enterprises. One point on which very great stress is laid is that in the Government service one could look forward to a pension after the completion of 40 years service or on attainment of the age of 60 years. We have no wish to find fault with the Regulation as it is applied to us but we would very respectfully point out that the privilege is one that often comes true in its non-realisation. The Provident Fund of the railway certainly has more distinct advantages, to recommend it, the detailing of which would prove more than superfluous.

The principal reasons which prompt us to place this petition before Your Excellency are:-

(a) The high prices now demanded for all articles of food. As is daily evidenced the prices of all kinds of provision are on an upward progression sugar which used to sell at 8 lbs. to the <sup>could</sup> ~~price~~ in Nairobi in 1908 is 4 to 5 lbs. now; Meat at 8 lbs. it is only 3 to 4 lbs now; clothing, boots, hats, and the other little necessities can only be had at high prices.

(b) The exorbitant rent for houses ruling at the present time. That houses are springing up in and around Nairobi with the rapidity of the growth of the mushroom is an undeniable fact, but most, if not all, of these buildings are business premises. Dwelling houses for renting purposes are few and the monthly rental is far too much for us to pay with our salaries of Rs. 60, Rs. 80, Rs. 100, and even Rs. 120. The attempt to get a house within a figure of Rs. 20 in Nairobi is a matter of the past, Rs. 35, 50, 75 being the ruling rates.

8. From the brief statement of the case, which we have taken the liberty to place before Your Excellency, we feel that Your Excellency will undoubtedly endeavour to ameliorate the condition, which amounts almost to a hardship, of the lower paid clerical staff, where the question of house accommodation is concerned. Our salaries of Rs. 30 to Rs. 100 just enable us to find food, allowing for little or no extras. Many of us have old and decrepit parents and relatives dependent upon us to whom we have to make small monthly remittances from our pay. Your Excellency will thus see that our position is not one that is to be envied and if Your Excellency could possibly help us to ~~relieve~~ <sup>relieve</sup> the situation, we are placed in, it will be more comfortable. We should deem it a kindness extended to us through your efforts personally.

We beg to remain,

Your Excellency's

most obedient and humble servants,

653

Recommendations of a Committee appointed by His  
Excellency the Governor to consider a Petition from the  
Non-European Subordinate Staff regarding sundry matters  
relating to their terms of service, <sup>dated the 11th September 1913</sup> and Petitions from  
the Non-European Subordinate Staff regarding their  
Quarters and House Allowances.

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Members of Committee.

W. J. Monson.	Actg Chief Secretary (President).
B. Rastwood.	Chief Accountant, Uganda Railway.
W. A. Kempe.	Acting Auditor.

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The general petition of the 1st September 1913 is dealt with below according to the sections into which it is divided, and the subject of the petitions regarding house accommodation is dealt with in Section XIII of the General Petition.

I. REVISION OF SCALE OF SALARIES.

Owing to the increase in the cost of living since the existing scale was fixed, and as the rate of advancement does not appear to attract men of sufficient calibre to enter the lower grades, some revision in the scale seems necessary.

The scale asked for in the petition would involve the Government in a very considerable addition to the recurrent expenditure. In this scale the rate of pay for the first grade is sufficient to attract competent Europeans, the steps of whose

abilities would be generally wider than that of the Non-Europeans at present employed in the Protectorate. The rate of pay for the lowest grade does not make provision for clerks of an inferior class, who are required to fulfil duties for which a low rate of pay only is justified.

A revised scale of pay is suggested, which offers more rapid rises in salaries, and introduces wider differences between the lower grades. It has been pointed out that the first grade is reserved for clerks required to undertake special responsibilities and that the maximum of the second grade is the highest to which a clerk can rise in the ordinary way. An increase of Rs. 20 has therefore been made in the maximum of the 2nd grade.

#### Present Scale.

1st grade.	Over Rs 200	(no fixed increments)
2nd grade.	Rs 160 x 17 to 200	
3rd grade.	Rs 125 x 5 to 170	
4th grade.	Rs 75 x 5 to 120	
5th grade.	Rs 50 x 3 to 80	
6th grade.	Under Rs 50	Under Rs 70 (no fixed increments).

Reckoning from the rates of pay at the present time, the introduction of this scale would require an immediate increase in salaries of £1284, in order to bring everyone up to the new maximum of his grade, and a further addition to the annual increments of about £40 a year.

#### II. PENSIONS.

It is not considered that the circumstances affecting Pensions have altered since the existing existing/

Regulations were drawn up. From Departmental records of sickness the Govt appears to enjoy better health in East Africa than in his own country. No alterations in the existing rules are therefore recommended.

### III. LEAVE OF ABSENCE.

For the same reasons as those given in the previous paragraph no alterations are recommended.

### IV. LEAVE PAY.

There does not appear to be any reason for recommending any change.

### V. SICK LEAVE.

The rule under which salary is reduced to a quarter on the grant of extension of privilege leave on the grounds of ill-health may appear to be a harsh one. This rule was specially introduced as a remedy to discourage such extensions, it being felt that the frequency with which they occurred pointed to the necessary medical certificates being obtainable without full justification. For this reason no alteration is recommended.

### VI. PASSAGES BY SEA.

As a general rule Asiatic clerks engaged on ordinary clerical duties are not placed lower than the 5th grade on first appointment. If they give satisfaction in the performance of their duties they should in the ordinary course be drawing at least Rs 80 per month, and so be entitled to 2nd class passages, when they are due for their first leave. This should prove an incentive to their making themselves rapidly proficient.

VII. RAILWAY PRIVILEGES. (i.e. Accommodation on the Railway.)

No innovations are recommended.

VIII. TRAVELLING ALLOWANCES. (i.e. Luggage allowances on the Railway.)

The Colonial Office have strongly opposed the principle of granting free transport for the whole of a Government Official's personal effects. The allowance of 230 lbs for the lower grades is small and might be increased to 280 lbs.

IX. SUBSISTENCE ALLOWANCE. (i.e. Travelling allowance and portorage).

The argument that the amount of travelling allowance should be increased because it does not cover expenses at Railway Refreshment Rooms cannot be accepted as there is no obligation to incur any expense at these places; arrangements for meals can be made much more cheaply by taking food from home.

Local portorage of the personal property of the European staff is generally undertaken by the Transport Department. It seems that this is not done for the Non-European staff and that the Transport Department would be unable to cope with the work. Reimbursements of expenses for such portorage were disallowed by the regulations because it was considered that the claims were excessive and a proper check was impossible. A fixed allowance of R.1 is suggested to cover this portorage, payable to any subordinate on arrival or departure from Mombassa or Nairobi; provided that he has been entitled to free transport in respect of the rest of his journey.

X. FORMS OF SECURITY.

Some system such as that suggested in the Petition would probably be found more convenient to the Government for the purpose of recovering losses

than the present system of insurance, and the prospect of a profit from the fund should prove an inducement to honesty. But an order that the Government could be properly secured it would be advisable that the monthly deductions of 10% of salaries should be paid to a common fund from which losses due to fraudulent actions of the contributors should be made good, and part of the balance of the fund paid to each contributor on retiring in proportion to the sum paid by him.

It is pointed out however that in the event of any large frauds the contributors would lose considerably.

#### XI. BRITISH INDIA STEAMERS CALLING AT NUNUAGGA.

It has been ascertained from the British India Steamship Company that their Steamers would make this call if there was sufficient inducement. This could probably be effected by compelling all the Goan staff to travel by this line only.

#### XII. FREE QUARTERS AND HOUSE ALLOWANCE

The housing question seems to constitute a genuine grievance. Sufficient accommodation of a satisfactory nature to house Asiatics does not appear to exist in Nairobi or Mombasa. This difficulty would not be overcome by granting house allowances; the accommodation would still be inadequate and the rents would probably rise. The principle of building no more houses and making no new grants of the privilege of house allowance was adopted in the anticipation that adequate accommodation would be provided by private enterprise. This anticipation has not been realised.

The only remedy appears to be for the Government to build throughout; but this would involve very heavy capital outlay.

Of the present Non-European clerical staff 40 are housed in the Ngara Road quarters in Nairobi, 181 are occupying Government quarters elsewhere, 74 are receiving house allowances at a cost to the Government of about £1,200 per annum, and 357 receive neither free quarters nor allowance in lieu. In order to house the whole of the existing Non-European clerical staff quarters for about 390 would be required, allowing for a minimum of 40 always on leave. This would involve a capital expenditure of nearly £60,000.

It is recommended that building of quarters should be begun at Nairobi and Mombasa and that Subordinates who already draw house allowance should be accommodated first, thereby relieving the Government of the cost of their house allowances.

### XIII. VALUE OF QUARTERS OR ALLOWANCE IN LIEU OF QUARTERS FOR PENSION.

As already stated it is recommended that in the circumstances affecting the Government's position altered since the regulations were drawn up, alterations to the existing rules are therefore recommended.

(Sd/-) \_\_\_\_\_

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A. K. \_\_\_\_\_

Gov. 42141/1944

E.A.P.

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*[Handwritten signature]*

4 December 1944

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DRAFT

E.A.P.  
*[Handwritten signature]*

W.C. Seligson

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of the Non-European

Subordinate Staff of the

Prot. + also a copy of the

report of the committee

appointed to consider the

P.T.O.

points raised by the  
petitioners.

I have given the  
matter careful consideration  
and approve of the  
recommendations ~~which you~~  
propose to make in the  
rules. I ~~do~~ approve

of your making provision  
for consideration with the  
Eto for next year for  
the suggested increases of  
salary. I must however  
warn you that while I am  
in sympathy with this measure  
it may be necessary in the  
present circumstances for this

provision to be stand-  
out, with the proposed  
increases, <sup>of expenditure</sup> and <sup>6657</sup> the matter  
to be deferred for consideration  
when ~~the~~ <sup>with</sup> the <sup>present</sup> period of stress  
+ of necessary sacrifice on  
the part of everyone has  
given place to normal conditions.

3. I have to add that  
I consider the question of  
quarters to be one of the  
most <sup>urgent</sup> ~~urgent~~ <sup>urgency</sup> ~~urgency~~ &  
I <sup>trust</sup> to request that you will  
take the earliest opportunity  
consulted with the financial committee of the P.C.  
of providing for the building  
of a limited number of  
quarters each year in  
accordance with the recommendations.

of the Committee & for  
the party an allowance  
to those for whom quarters  
are not immediately available.

I request that I may  
4. I shall be glad to  
be furnished with an  
explanation of the delay  
in forwarding the petition,  
which invoice is dated  
the 1<sup>st</sup> of Sept. 413.