

I am directed by the
 Earl of Cromwell to transmit
 to you for your observations
 a copy of a despatch
 from the Survey Officer
 of the Protectorate as to
 the actual kept estimates
 for 1908

56 27 June 08

EAST AFR. PROT.
 No. 8403

381
 DESPATCH

8403
 Recd
 9 MAY 08

Page
 Number No. 57
 1908
 Jan
 Last previous Paper.

(Subject.)

Postal Clerks and Telegraphists

Transmits proposals by P.M.F.
 to have female telegraphists from Ind,
 and a no. of coloured probationers from
 some Br. possessions to be trained
 telegraphists. Recommends proposal, except
 as regards (Mundee)

not read.

I think this scheme is worth
 trial, though I doubt whether the
 S.P.O. will recruit female operators.
 It is possible however that the latter
 might go out without the
 prospect of reabsorption.

India is clearly unable to
 supply the night staff of men for
 the railways, the Post is paying
 for the men as stated by the
 in para 67. It appears to be
 undesirable to offer higher rates
 to Amies.

As regards the issue of female
 telegraphists, I think it is
 worth to allow 6 mos. after 30
 days service, with full salary for

copy memo G.P.O. 20 Nov. 08

Next subsequent Paper.

50651

Mr Ellis

The particular items of the Estimate, out of savings on which Mr Josling proposed to provide for the female clerks, have only been reduced in the revision of the Estimate by some £64; but the P.O. Estimates in general have been so much cut down that it is hardly possible to say whether the proposals are still practicable.

Before writing to G.P.O.

enquire by cable whether, in view of reduction of P.O. Estimates, Mr. Hill desires that G.P.O. should be approached in the matter & ask what has been done in the matter of the election of colored printers.

HQC
11/6
11/1/9
at once

... 2nd class passages in all cases.

We have not submitted the Treasury regarding conditions of service for inland² engaged on agreement & can make our own rules

? Write to the G.P.O. enclosing cond² of service as amended above & say that if it is not possible to recruit suitable operators L&S will be glad if they would write applications for these app^{ts} on the understanding that re-employment will not be possible

RFB 10

We have not seen the Post Office Vote somewhat stringently on the Estimates and I think they may find they have no money for any more employees of any description as yet. I think the proposal to get black factories from Mauritius & Seychelles in the night times does not appear to suit the women. At any rate I don't believe in the better world theory but want the division of the Estimates

W. J. Hill
I think it is impossible to write to G.P.O. before writing to G.P.O.

coloured printers are at work in 67

Governor's Office,

Nairobi,

January 27th 1908.

EAST AFRICA PROTECTORATE.

No. 67

(Inclosure)

C. O.
8403
9 MAR 08

My Lord,

I have the honour to transmit herewith for Your Lordship's consideration some correspondence that I have recently received from the Postmaster General with regard to the difficulties he has experienced in obtaining competent postal clerks and telegraphists.

2. The growth of the Protectorate in the last few years has been very rapid and our requirements have increased in the same ratio and though in the early days India was capable of supplying the small staff of Postal Clerks that was necessary, it has now become evident that we must look elsewhere, or be prepared to pay a wage which will command the services of a class of English telegraphist of a much higher standard of efficiency.

3. Quite apart from the fact that if Indians are engaged, we shall be paying high wages for a comparatively inferior class of clerk, there are other objections to paying these Indian clerks especially high wages, to which Mr. Gosling draws attention in his letter and which lend additional weight to the proposals he has submitted.

H.M. PRINCIPAL SECRETARY OF STATE

FOR THE COLONIES,

DOWNING STREET,

LONDON, S.W.

P. M. G.
Jan. 10th

4. With the exception of one point which I will deal with subsequently, Mr. Gosling's suggestions both for dealing with our present wants and our future needs are, I consider, sound and as they involve no increase of expenditure I would recommend them to Your Lordship's favourable consideration. We can no longer look to India for an immediate supply of clerks and whatever may be achieved later, the training of local material has so far met with but indifferent success.

5. The point with which I am not in agreement is the scale of leave and passages laid down in paragraphs 5 and 6 of Mr. Gosling's proposed conditions of service. I have already had the honour to submit in my despatch No. 173 of the 26th March 1906 my proposals as to leave and passages for the Subordinate Staff and as Your Lordship is aware the whole question is still under consideration, and the scale of leave and passages for these Postal officials must naturally be governed by whatever decision Your Lordship may arrive at.

I have the honour to be,

With the highest respect,

My Lord,

Your Lordship's most obedient,
humble servant,

(In the absence of Mr. E. the Governor)

10th January 1908.

101-08

8403
9 MAR 08

Sir,

I have the honor to report that the arrangements for the recruitment of Postal Clerks and Telegraphists from India for the service of the Department have proved to be entirely inadequate and unsatisfactory, and that it is necessary to devise some scheme for the obtaining of a sufficient number of qualified persons to meet the constant requirements of the service.

Upon the arrival in West Africa, in 1907, I saw that the existing system of filling vacancies by the appointment of local candidates was unsatisfactory. The applicants were too few to permit of a proper selection being made in the majority of cases and no suitable experience or qualifications. Accordingly, I communicated with the Director General of the Post Office in India and found that there was no objection to the recruitment of a number of Postal Clerks and Telegraphists for the Indian Service. The salary of such persons is per annum Rs. 210/- by annual increments of Rs. 10/- till the scale has been considered by the Director General of the Post Office in India. The matter was also discussed in the terms of the Protectorate Agent General at Bombay and was requested to provide for the formal engagement and payment of the same required.

The Secretary to the Administration.

R. S. S. S.

3. The first Officers engaged under this arrangement arrived at Mombasa late in 1906 and were fairly satisfactory. Those recruited subsequently were generally not so good and, later, it became obvious that very few suitable candidates were available for the salary offered. In view of the arrangements for obtaining men from the Indian Post Office broke down entirely. Eight officers in all had been engaged as a result of two years correspondence and negotiations and no further candidates were available.

4. In March 1907 the Agent General at Bombay was asked to endeavour to obtain telegraphists through the medium of an advertisement. Ten men were required and it was desired that they should have a minimum relative speed of 20 words per minute. The Agent General represented that 20 words per minute was a very high rate for Indian telegraphists and this condition was accordingly modified. In order to facilitate the recruitment of the first five men who were recruited, it was reduced to 15 words per minute; the second five were to be capable of 10 words per minute.

5. It is now more than nine months since the ten men were asked for and only seven of them have arrived; moreover these have only been obtained by lowering the standard of qualifications to such an extent that only three of them are ever likely to become satisfactory operators on any important telegraph line; further even with a reduced standard the Agent General is obviously unable to engage a sufficient number of suitable clerks. Vide his despatch No. 61 a copy of which is enclosed. In fine the position is that the

abilities of the telegraphists obtainable from India for the salary offered fall far short of the requirements, and the number of candidates of even indifferent qualifications is insufficient.

6. The Agent General has more than once intimated that he considers the salary offered to be inadequate to command the services of really capable Indian Postal clerks and telegraphists, and I understand that men with the abilities desired cannot be obtained for less than from £. 100/- to £. 150/- per annum with one sixth of gain, to £. 150/-. It seems that whilst an English telegraphist is willing to accept service in East Africa for a probable increase of salary an Indian requires at least four times the salary he would receive in India.

7. The employment of Indians at the rate of pay mentioned above is open to objection. In the first place it would be liable to lead to discontent upon the present staff of the Post Office Department (both Indians and Europeans) who are generally paid at a comparatively lower rate. In the second place the settlement of a new standard of salaries for the Post Office staff would probably bring similar discontent, or tend to increase the wage bills, in other Departments. And in the third place it would be offensive to a large section of the European public in East Africa who are very jealous of any salary exceeding £. 100/- being paid to an Indian. In this latter connection a local paper recently published a long list of appointments now held by Indians and Goanese at salaries of £. 100/- and upwards which, it stated, should be given to Europeans. It is true that some of the advocates of "East Africa for the white man" go to ridiculous lengths, but a strong feeling

feeling exists and can hardly be ignored.

8. During the past three years an attempt has been made to train local youths for the telegraph service, but although several native and Indian clerks have been so obtained the results are not good. We have four native (African) telegraphists, but the natives of East Africa have not yet attained to a sufficiently high standard of civilization and education to be really reliable. The local Indian candidates (sons of Indian settlers) are generally unsatisfactory. I have had several under training but only one remains in the service. As a rule they have not received a sufficient education, such local facilities for education as exist having been too recently established to permit of an number of suitable students there being available for selection. These candidates usually find more remunerative employment outside the post office. Moreover candidates from the recently connected, through friends and relations, of the trading firm and there is a tendency for them to be selected on the basis of trade quotations to the detriment of the service. In this case with the above mentioned circumstances it is not possible to obtain sufficient candidates for the service.

9. It is therefore recommended that some special steps be taken to provide a suitable and desirable staff for this district. The failure to obtain sufficient candidates from India is already delaying the opening of new Post Offices, and is affecting the efficiency of the service, and it is essential that provision be made both for present and future requirements. I therefore propose:-

(a). That

(a). That in order to meet immediate needs a number of female telegraphists be obtained from England,

and (b). That as a provision for the future a number of young coloured probationers be obtained from some British Possession and trained as telegraphists in East Africa.

10. With regard to the proposed recruiting of female telegraphists from England, I would point out that there are thousands of women employed in the Post Offices at home — either as servants of the Department or as Assistants in the Sub-Post Offices conducted by grocers, stationers etc. — whose earnings do not exceed £. 60 a year. The circumstances of these women would be vastly improved if they were employed in the healthier Districts of East Africa at salaries similar to those which it would be necessary to pay in order to secure a good class of Indian telegraphists. Moreover compared with Indians they would be more efficient as few Indian telegraphists seem to be capable of more than 25 words per minute whilst many English female clerks have a manipulative speed of 40 words per minute. The latter is an important point to be borne in mind as by having a more efficient staff we shall be able to longer defer the capital expenditure involved in the duplication of our telegraph lines.

11. I would propose that as an experiment five female operators and one supervisor be obtained from the Imperial Post Office, on a three years agreement. They could be stationed at Nairobi, which is a healthy place and accommodated in the block of furnished quarters for which provision

has already been made in the estimates. The supervisor could also act as matron, and living together with a common "mess" their essential expenditure for food and servants need not exceed £50. per annum each at an outside estimate. If the operators were given salaries of £110. with increments of £6. a year, and the supervisor £150. with annual increments of £8. (together with an allowance of £20. for acting as matron) these rates would, I think, be sufficient to secure thoroughly efficient female clerks whose services would represent better ~~value~~^{value} for the expenditure than any Indians we are likely to obtain at the same rates.

12. — I am quite aware that a suggestion to employ females invites special criticism, and I have very carefully considered the matter before submitting these proposals. The "dangers of sex" will be raised, but the pressure of financial circumstances will be less in Africa than in England, and other conditions in Nairobi are not so favourable to any such tendency as they are at home. Moreover if the minimum age is 26 years years for operators and 30 for the supervisor, as I propose, this danger will not be great. It will be urged, of course, that they will marry. Really I see no reason why they should not, provided their agreements require the giving of six months notice and the refundment of passage money. The Government wants settlers and the settlers may want wives. The more numerous the community becomes the greater its tax-paying capacity and the less the grant-in-aid from Imperial funds. It might perhaps be desirable that the Imperial Post Office should see that the persons sent out are not too attractive — it would certainly be inconvenient to lose them all at once — but apart from this I do not think the point need be considered. The British Post Office encourages

encourages its female staff to marry by granting them gratifications of, I believe, one month's pay for every year of pensionable service, and it might even be desirable to have a similar arrangement in East Africa.

13. With reference to the question of coloured probationers I am of opinion that the difficulty in obtaining clerks from India applies only to men who have already been trained in some trade or business by which they can command a fair living in their own country. If youths fresh from school were offered a commencing salary of from Rs. 50. to Rs. 60. per month (i. e. 40. to £. 48. per annum) we should, I think, be able to obtain a class of young clerks who would eventually become more efficient than any procurable from India at double the salary, because they would be better educated. They need not necessarily be Indians. Seychelles or Mauritius -- where the standard of education is fairly good and that of clerical salaries low -- would I think furnish a better selection. I am communicating with the educational authorities in those colonies regarding this point. It would admittedly take some time to train them, but the immediate requirements for experience clerks would be met by the employment of the female clerks from England.

14. I am submitting herewith a memorandum of the conditions of service which I propose for female clerks and coloured probationers respectively. The suggestion regarding the former should, I think, be forwarded to the authorities at St Martin le Grand, and if a copy of this despatch were also sent it might be useful in obtaining an expression of opinion regarding the measures proposed. It will be noticed that I have suggested that the female clerks be seconded from the

home service in the first instance. This is breaking fresh ground so far as the Post Office is concerned, although the Customs authorities have seconded British Customs Officers for service both in Nyassaland and in East Africa. The proposal arises from the suggestion to employ females at Nairobi experimentally until it is seen whether they are suited to the country.

15. The adoption of my proposals will involve only a slight departure from the estimates for the ensuing financial year which have already been submitted -- I enclose a memorandum giving details -- and the total expenditure for clerical salaries will remain unchanged.

I have the honour to be,

Sir,

Your obedient servant,

Sd J. Gosling

POSTMASTER GENERAL

British Protectorates in Africa

Apollo Street, Bombay.

12th December 1907.

Telegraphists.

Your Excellency,

Referring to Treasury letter No. 288/343, dated the 13th November, in which it is mentioned that what the Postmaster General requires is capable Telegraphists with about 5 years experience, I have the honour to request that I may be favoured with complete fresh instructions as to the qualifications required.

2. The efforts to make up the staff of your Post and Telegraph Departments have extended now over so long a period and it has been found necessary to make so many concessions and alterations in the conditions originally imposed that I find difficulty in persuading myself that I fully understand what is desired at the present moment.

3. It is true that Treasury letter No. 288/65, dated the 24th March 1905, required for Postal and Telegraph Clerks a service of not less than 5 years in the Indian Post Office, but the requisition under which action recently was, and now has to be taken is that transmitted with Treasury letter No. 288/117, dated the 28th March 1907. In regard to this it is also true that by Treasury telegram of the 31st May 1907 a speed of 18 words per minute and previous experience of 5 years (I understand in Telegraphy - not necessarily in Government employ) were necessary qualifications. But these conditions were understood to be entirely superseded by those transmitted with Treasury letter No. 288/213 dated the 21st June 1907. In accordance with the Memo No. 135/64 dated the 15th June 1907 of your Postmaster General, which

accompanied

accompanied that despatch, five men were recruited with all possible expedition, of reasonable attainments but without special restrictions and for the three men still required a speed of 18 words per minute and a few years experience have been sought. I have also been prepared to grant a salary commencing at Rs. 100/- per month to men of experience and ability distinctly superior, but none have come forward.

I have the honour to be,

Your Excellency's most obedient humble servant,

(Sd.) Simson.

Agent General.

His Excellency the Governor,

British East Africa Protectorate,

M o m b a s a.

Copy for diff. on 11/24
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Memorandum of qualifications desired, and conditions of service proposed for Female Postal Clerks and Telegraphists, and one Supervisor and Matron at Nairobi, East Africa Protectorate.

1. The persons appointed to have at least 8 years service in the Imperial Post Office, either as appointed Officers or as Postmaster's Assistants, at important Postal Telegraph Offices, and to be not less than 20 years of age and unmarried.
2. A manipulative ability of 30 words per minute (both sending and receiving) and a knowledge of counter work is required. Two of the Officers appointed should have some practical experience of the working of a telephone exchange and in this case a knowledge of counter work is not essential.
3. The appointments will in the first instance be for three years only, but may be made permanent should the continued employment of Female Clerks in East Africa be considered advisable, and in the public interest.
4. The salaries offered are £. 150. per annum rising by annual increments of £. 8. to £. 200. per annum, for the female Supervisor, who will also receive an Allowance of £. 70. per annum for acting as matron, and £. 110. per annum rising by annual increments of £. 6 to £. 150. per annum for telegraphists. Furnished apartments consisting of block of quarters with a bed room and a bath room for each Officer, and a common dining room will also be provided. The supervisor will be required to act as matron of this establishment.
5. Leave will be at the ordinary scale for the Protectorate Officers viz-- 4 months after 20 months and 6 months after

Indebted in the
Godfrey Hod D
The 10-1-05

30 months service in Africa.

6. Free passage to Mombasa (1st class for the supervisor and 2nd class for the Postal Clerks and Telegraphists) will be granted when proceeding to take up the appointments.

Return passages will also be provided at the public expense when proceeding on leave after not less than 30 months in Africa.

7. The persons appointed will be required to enter into agreements for three years service, and will be required to undertake to refund the amount of their passage money should they leave the service of the Government of the East Africa Protectorate during the currency of their agreements. Nevertheless, as Officers will be required to leave the service on marriage, the Secretary of State may in such case (on the recommendation of the Governor) abate a proportionate amount of the passage money according to the period served, provided that a clear six months notice of the intention to marry be given.

8. It would probably assist towards the obtaining of a satisfactory class of female postal clerks and telegraphists if Officers in the established service of the Imperial Post Office could be seconded for periods of three years, or until it be ascertained that the experiment of employing female clerks at Nairobi is a success or otherwise.

*For Review
Mr. J. H. B. B. B.
2/10/08*

MEMORANDUM OF THE PROPOSED QUALIFICATIONS AND
CONDITIONS OF SERVICE FOR COLOURED PROBATIONERS.
.....

1.....Candidates to be between the ages of 18 and 22 years and to be well educated according to the standard for clerks in the Colony from which they are recruited. They should have a good knowledge of the English language, and if selected by competitive examination that language, and also "general intelligence" should be obligatory subjects.

2.....The commencing salary to be from £40 to £50 per annum as may be recommended by the Protectorate Agent General in India, or by the Educational Authorities at Seychelles or Mauritius, as necessary in order to secure a good class of Probationers.

3.....A substantial increment (say £8 per annum) to be granted on the probationer obtaining a certain knowledge of postal work and being certified as capable of taking sole charge of a telegraph circuit. Subsequent increments to be at the rate of £5 per month per annum (i.e. £4 a year) with the provision that after four years satisfactory service the probationer shall be advanced to the grade of third class postal clerk and telegraphist with salary of £8 960 per annum rising to £8 1440 by annual increments of £8 60 (i.e. £4, by £4 to £96.)

4.....Probationers who show no aptitude for the duties of a telegraphist to be dismissed after a six months trial and granted third class passages back to their native Colony, provided that in cases where the failure to qualify is due to lack of application no passage shall be granted.

(2)

5.....In other respects the ordinary rules for the subordinate staff of the East Africa Protectorate (which govern leave, passages and pensions) to apply to probationers.

MEMORANDUM OF QUALIFICATIONS, DUTIES AND CONDITIONS OF
 SERVICE PROPOSED FOR FIVE FEMALE POSTAL CLERKS AND
 TELEGRAPHISTS AND ONE SUPERVISOR AND MATRON AT NAIROBI.
PROTECTORATE OF EAST AFRICA.

1. The persons appointed to have at least five years service in the Imperial Post Office, either as appointed Officers or as Postmaster's Assistants at important Postal Telegraph Offices, and to be not less than 26 years of age and unmarried. The supervisor should be not less than 30 years of age.
2. A manipulative ability of 30 words per minute (both sending and receiving) and a knowledge of counter work is required. Two of the Officers appointed should have some practical experience of the working of a telephone exchange and in their case a knowledge of counter work is not essential.
3. The appointments will in the first instance be for three years only, but may be made permanent should the continued employment of female clerks in East Africa be considered advisable, and in the public interest.
4. The salaries offered are £.150 per annum rising by annual increments of £.8 to £.200 per annum for the female supervisor, who will also receive an allowance of £.20 per annum for acting as matron and £.110 per annum rising by annual increments £.6 to £.150 per annum for postal clerks and telegraphists. Free furnished quarters will be provided in a house which will be reserved for the female staff. The supervisor will be required to act as matron of this of this establishment.
5. Leave will be at the ordinary scale for the Protectorate Officers viz -- 4 months after 20 months, 5 months after 25 months

2.

and 6 months after 30 months service in Africa.

6. Free passage to Mombasa (1st class for the supervisor and 2nd class for the Postal clerks and telegraphists) will be granted when proceeding to take up the appointments. Return passages will also be provided at the public expense when proceeding on leave after not less than 20 months in Africa.

7. The persons appointed will be required to enter into agreements for three years' service, and will be required to undertake to refund the amount of their passage money should they leave the service of the Government of the East Africa Protectorate during the currency of their agreements. Nevertheless, as Officers will be required to leave the service on marriage, the Secretary of State may in such case (on the recommendation of the Government) state a proportionate amount of the passage money as owing for the period served, provided that a clear six months' notice of intention to marry be given.

8. It would probably assist towards the obtaining of a satisfactory class of female postal clerks and telegraphists if Officers in the established service of the Imperial Post Office could be seconded for periods of time to experiment with and ascertain what the experiment of employing female clerks and telegraphists is successful or otherwise.

Statement showing alterations to be made in expenditure, Schedule No. 51 (Post Office and Telegraph Working) if the proposal to employ Female Clerks is adopted.

isting item.

1. Post Office and Tele-

graphists' 10 years

10 years 6 months 1911

10 years 9 months

£. 1625.

10 years 12 months

etc. 10 years 6 months

to 10 years 9 months

10 years 12 months

£. 103.

10 years 12 months

£. 4918.

10 years 12 months

10 years 12 months

item.

10 years 12 months

10 years 12 months

£. 160.

10 years 12 months

10 years 12 months

10 years 12 months

£. 610.

10 years 12 months

* It is not anticipated that the persons appointed will leave until, at least, the middle of next year, and the amounts provided therefore be sufficient.

Gov. 8403 E.A.P.

4

4 Sept '08

Sir,

in ref. to your resp. No. 27 of
 the 27th Jan., I have the honour to en-
 quire whether, in view of the reduction
 which it has been found necessary to make
 in the Post Office ^{Estimates} of the L.A.P., you
 will desire that I should approach the
 P.M.G. ~~cases~~ with a view to the engage-
 ment of a number of female clerks.

Recd 4/9/08

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H.P.C.

Mr. ...

11023/4/1