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22/91
Governor's Office,

Nairobi,

June 7th 1907.

WEST AFRICA PHOTOGRAPH.

Confidential (39)

(Incl. 1.)

My Lord,

In submitting Mr. Nowling's report on
the working of the Harbour Agency I would bring to
Your Lordship's notice the able and thorough manner
in which he has carried out the investigations
entrusted to him.

I have the honour to be,

With the highest respect,

My Lord,

Your Lordship's most obedient
 humble servant,

Principal Secretary of State

for the Colonies,

Downing Street,

London, S. W.

Bombay, 15th June 1907.
5:0

Sir,

I have the honour to report that in accordance with the instructions received in your letter No. 45009/1906 of 10th March 1907, I visited Bombay on my way back to Bombay and conducted a thorough investigation into the working of the Agency for the East African Protectorates.

1. I arrived in Bombay on May 19th and left on May 20th for Aden where I transhipped to the Bombay steamer arriving in Ellendina harbour on May 24th. The cost of my visit, i.e., passage from Bombay to Aden and subsistence allowance while in Bombay, should, I submit, be treated as part of the expenses of the Agency and allocated to the Protectorates in the ordinary proportions.

2. After a detailed inspection of the Agency, in the carrying out of which I was afforded every assistance by Mr. [Name] and his staff, I have formed the following opinion.

1. That every possible precaution is taken by Mr. [Name], both as regards the

YOUR SECRETARY OF STATE,

COLONIAL OFFICE,

LONDON, E.C.

engagement of staff for service in Africa and as regards the purchase of stores.

2. That any delays which occur from time to time in the execution of the above mentioned services are due to circumstances over which Mr. Sison has no control.

3. That the organization of the Agency is of the highest order and the clerks employed there are extremely intelligent and well-trained.

4. That the Agency, as long as it exists as a Government Department, could not be conducted on more economical lines than at present and that neither a reorganization of the work of the Agency under its present heads nor the substitution of another officer in the place of Mr. Sison would in any way tend to increase its efficiency.

5. That, however, the cost of the Agency is considerably greater than if the work were to be undertaken on commission by a Commercial firm, and that the question of its abolition should be considered from this standpoint alone.

6. Before entering into details of the cost of the Agency, I will now deal with the other opinions formed by me and endeavour to show how they were arrived at.

1. Engagement of Staff.

The complaints made in the various Protectorates are that delays occur in the engagement of staff and

that inefficient men are frequently sent to Africa. That a certain amount of justice for these complaints exists is undeniable, but, as stated above, I am of the opinion that Mr. Simons is not to blame for the inconvenience caused thereby.

6. As regards the delay, I satisfied myself that no time is lost by Mr. Simons in taking the necessary steps for securing any staff required. But it is frequently extremely difficult to obtain candidates for service out of India as, although the pay offered is considerably higher in Africa, yet the inducements are not sufficient to overcome a natural disinclination to serve in a foreign country. Then, again, when applications for appointments are received at the Agency very careful enquiries are necessary before the men are actually engaged, as it frequently happens that the applicants are bad characters who are unable to find employment in India.

In some cases, such as the engagement of medical assistants and postal clerks the Agent General is requested to communicate with the Government of India and the very greatest difficulty exists in securing suitable men. This applies especially to the medical staff, the Indian Government itself experiencing difficulty in securing adequate numbers of trained men. Delays in engaging such persons can therefore clearly not be considered the fault of the Agent General.

In the case of other persons, advertisements are inserted in the public press and a systematic procedure is followed when answers to the advertisements are received. This procedure is explained by the attached forms (Enclosure A.) It may happen that an otherwise suitable candidate is at the last moment unable to pass his medical examination and the time that has been spent in negotiations is thereby lost.

The Agent General does not avail himself of the services of any employment Agency, except for the engagement of domestic servants, coolies and artisans, when a servants registry or labour recruiting Agent is employed.

Authority for such employment, which was sanctioned on by the Treasurer of the Uganda Protectorate in the enclosure to the Commissioner's No. 200 of 1st November 1906, was specially conveyed in the original Foreign Office letter of instructions to the Bombay Agent.

I am of the opinion that the present system of medical examinations is at fault and is responsible to a certain extent for delays in engaging staff.

Applicants are naturally unwilling to pay a fee for a medical examination on the chance of getting the appointment and with the further risk of not being passed as fit. The medical fee - Rs:15 - is a very high one for the comparatively low paid staff

Recd

recruited in India. An applicant will therefore not submit himself for examination unless he knows that he will obtain the appointment subject to passing the doctor. I would suggest, for careful consideration, whether it would not be preferable to pay the Medical Officer a fixed annual stipend for general services to be rendered to the Agency, which would cover the medical examination of all applicants for posts under the Protectorate Governments.

I understand that Mr. Simson in a letter No. 8 of 24th April 1906 has already addressed you on this subject.

9. A weekly list of employes requisitioned, but not yet actually engaged, is prepared in the Agent General's Office. I attach a copy of the list for May 14th (Enclosure 3.) which explains itself. The red ink notes at the foot represent the subsequent action taken up to May 17th (the day preceding my departure.) These lists show at a glance the action taken by the Agent General when he is called upon to engage staff and an inspection of them convinced me that no unnecessary delays were allowed to occur.

10. The complaints as to the frequent unsuitability of the candidates selected by Mr. Simson for employment in Africa proved most difficult to investigate.

On the one hand were the undeniable facts that the men should not, or would not, perform the duties

expected of them, while on the other hand my investigations satisfied me that in every case Mr. Simpson had taken every possible precaution before engaging them. Thus clerks and typists are invariably tested in his own Office. Signallers and artisans are, by the courtesy of the local Indian Government authorities, tested in various public departments. Surveyors and plane tablers are referred to a Mr. G. A. Scott, an officer formerly in the Indian Government service and now in charge of surveys in one of the Native States, who, I was informed by Mr. Simpson, had always been most willing to assist in the selection of candidates.

The only conclusion I could arrive at was that the employees found on arrival in Africa that the country and conditions of service were not up to their expectations and that possibly they had to serve under Officers who were ignorant of the differences of caste and religion which play an important part in Indian social life.

Accepting this explanation it is easily conceivable that the men refused, or pretended inability, to work with a view to being sent back to their homes as soon as possible.

II. Package of Stores.

The complaints of errors in the execution of orders could in almost every case be traced to insufficient information given by indenting Officers, and frequently to ignorance of Indian trade conditions.

A notable example of this was a recent indent for teak "beams" by the Public Works Department of the East Africa Protectorate. I attach a letter from the Agent General with an enclosure of the subject of this indent from which it will be seen that the Director of Public Works eventually purchased teak "squares", and not "beams", through a local business firm. In the meantime the Agent General had been blamed for paying an inordinately high price for the teak.

Other errors have doubtless occurred from time to time but which are unavoidably where many orders have to be attended to and are in any case but few and far between.

I satisfied myself that tenders are called for when necessary and that the Agent General takes the greatest pains to obtain satisfactory stores.

11. As regards delays in the execution of indents I found that such were liable to occur when stores were purchased from either of the two following firms:-

Casper Allen & Co.,
Campers,
(Leather manufacturers)

and
Richardson & Christie,
Bombay,
(Iron founders &c.)

Mr. Sinden informed me that both these firms were extremely busy and consequently inclined to be

Independent

Independent. He proved to my satisfaction that he always sent frequent reminders.

I could trace no other cases of undue delay in the execution of orders.

13. Agency Staff and Internal Economy of the Agency.

I consider that Mr. Simson has a most efficient and highly trained staff and that the Agency is conducted with the greatest possible economy. In addition to Mr. Jeaffresen, the European Assistant, the staff consists of six clerks. Each of these clerks has his own particular duties to perform and books to keep.

I inspected all the books, files and records kept by the respective Clerks and found them to be without exception neatly and carefully kept. I further questioned each clerk as to his duties and was greatly impressed with the intelligence displayed.

14. A detailed list of the clerks showing their service, salary and duties is attached as is also a detailed list of the records kept by them.

I do not consider that any reduction of staff would be possible nor do I consider that lower paid clerks could be engaged in their place.

I attach also a statement showing how a number of clerks have bettered their positions by leaving the Agency.

W. Simson

Mr. Hilsen informed me that he was only able to obtain satisfactory men at such low scales of pay, owing to the fact that they were employed in a Government, as opposed to a mercantile, Office.

13. The allegations that the Agency Staff is not above accepting bribes, I believe to be totally unfounded. Such actions are naturally difficult to bring to light, especially when, as in the present case, only rumours and not direct charges exist. The most definite case is when a clerk explained his having overstepped his leave as being due to obstacles having been placed in his way, because he would not give the Agency clerk a present, thus causing him to miss his boat. But the Agency version of this story is quite different and is to the effect that the clerk missed his boat purposely, in order to travel by another line of steamers, having previously asked and been refused permission to travel by the second boat. It is quite conceivable that he subsequently invented his story in order to excuse himself for missing the boat which would have brought him back within the date of the expiry of his leave.

14. Cost of the Agency.

In reporting on the Agency last year from the point of view of East Africa only, I commented on the heavy cost in proportion to the amount of business transacted. It occurred to me that possibly the East Africa Protectorate was paying too large a proportion of the Agency expenses and that a reallocation

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of expenses could possibly be made whereby East Africa would be relieved and the other Protectorates pay more.

My investigations, however, dissuaded me of this idea, for although a reallocation of the expenses between the Protectorates is undoubtedly desirable the position of the East Africa Protectorate would not be improved thereby.

It is rather a difficult matter to arrive at a fair distribution of expenses. Total figures are misleading and a very careful analysis is necessary. Then again, a large part of the work of the Agency, such as the engagement and the leave arrangement of the staff, is not represented by figures to any appreciable extent.

In order to arrive at a fair division of the Agency expenses I prepared a complete analysis of the transactions of the Agency for the year 1900-1901 showing the work done for each Protectorate separately.

17. During the year 270 persons in all drew leave pay from the Agent General. Of these 115 were from East Africa, 48 from Uganda, 17 from Somaliland and 9 from British Central Africa.

Exclusive of 200 artisans engaged for East Africa through a labour recruiting Agent, 55 persons were engaged for service in Africa, 24 for East Africa, 14 for Uganda, 11 for Somaliland and 6 for British Central Africa.

(11)

13. The following table gives an analysis of the cash expended by the Agent General.

	Uganda		N.E.A.		TOTAL	
	Exp.	Pay.	Exp.	Pay.	Exp.	Pay.
Salaries and passages of Staff.	39056	9104	3221	5452	42277	14556
Purchase of Stores.	30259	6005	1902	42457	12000	6187
Grants on account of Indian Contingents of the K.A.R.	-	60970	19014	54144	254754	2004
Grants.	312	90	221	340	774	59
Grants to Government of India.	44254	4980	10226	14336	30054	1390
Grants on account of Army Officers.	-	-	141022	99040	247042	17127
Grants drawn on Agent General.	-	-	10020	-	10020	142
Grants to Mr. Waller.	6000	-	-	-	6000	400
TOTAL Exp.	140411	82127	22272	122004	479244	48308

It will be seen that as far as actual expenditures is concerned the Southland and British Central Africa Protectorates are chiefly responsible. Net items 6, 7 and 8 represent mere transfers of sums at the request of the governments concerned, which would equally well be arranged from Africa or in England, and cannot be considered as appreciably affecting the work of the Agent General.

Deducting therefore these 4 items we have-

K.A.F. expenditures Net	90127	20010
Uganda	78179	5211
N.E.A.	22120	1200
Southland	122976	2025

Even these figures are misleading as they include payments on account of Indian Contingents for 3 of the Protectorates and these payments do not represent as much work in proportion as that entailed in the purchase of stores or payment and engagement of staff.

15. As a rough basis of calculating the value of the work performed by the Agency for each of the Protectorates, I would suggest taking each Rs:1000 paid on account of the Indian Contingents as a unit of 1, each Rs:1000 spent on the Purchase of Stores as a unit of 20 and each Rs:1000 spent on salaries and passages of staff as a unit of 30, and ignoring the other payments.

We then have:-

East Africa	29 units of 30 = 1170
	50 " " = 50 x 1000
	<u>Total 1770 units.</u>

Uganda	8 units of 30 = 270
	2 " " = 20 x 100
	20 " " = 1 x 20
	<u>Total 490 units.</u>

W. S. A.	2 1/2 units of 30 = 105
	2 " " = 20 x 40
	20 " " = 1 x 20
	<u>Total 155 units.</u>

Sumatland	2 1/2 units of 30 = 105
	50 " " = 50 x 1000
	20 " " = 1 x 20
	<u>Total 145 units.</u>

1871
(13)

These totals reduced to units of 1 give approximately British Central Africa 1 unit, Uganda 3 units, Somaliland 2 units and East Africa 13 units.

If this scale were adopted East Africa would pay 1/3 the total cost of the Agency, Somaliland 2/15ths, Uganda 3/15ths and British Central Africa 1/15th.

20. At present Somaliland pays £100 towards the total cost of the Agency and the remainder is divided in the proportions of East Africa 2, Uganda 4/14 and British Central Africa 1/14.

The following table shows how the above figures would work out on the Estimates for 1906-1907:-

	On present system. £.	On proposed revised system. £.
East Africa	840	280
Uganda	400	300
British Central Africa	300	00
Somaliland	100	616
Total	£1740	£1700

It thus appears that in the past Somaliland has not borne an adequate share of the expenses of the Agency, while Uganda and British Central Africa have been overcharged.

21. Considering now the cost of the Agency as a whole and the services rendered we have a sum of £1700 against which stores have been purchased to the value of £2107, Staff has been engaged, sent out to Africa and paid while on leave at a cost of £2002, Indian Contingents have been paid and sent off at

a cost of £2984 and sundry minor expenditure has been incurred to the extent of £66. The other payments made by the Agency need not be taken into consideration for the reasons already stated.

The effective services of the Agency for 1906-1907 accordingly entailed a total expenditure of £3050 plus £167 plus 6964 plus 65 or £11126 in all and cost £1700 or nearly 5% per cent.

This percentage appears to be a heavy one, even though the payments made by the Agency include the engaging of Staff which gives a considerable amount of trouble with a comparatively small expenditure of money.

12. The cause of the high cost of the Agency is in my opinion the heavy charges for supervision, represented by the salaries paid to Mr. Sison and Mr. Jeaffreson. These salaries account for £1800 out of the total of £1700. Still I do not think that they could be reduced. The fact is that Mr. Sison and Mr. Jeaffreson would probably satisfactorily supervise an Office having 10 times the amount of work to perform and yet represent the minimum supervision necessary for any Agency.

In other words it is open to question whether the amount of work required to be done justifies the existence of a special Agency.

13. A business firm taking over the work of the Agency would probably be able to supervise sufficient supervision without any increase in its European

Staff: Partner, Office rent, which amounts to Rs:200/- per annum or Rs:150 per annum would be saved and there would be minor expenses for messengers, stationery etc. Supposing therefore that a business firm were to take over the Agency for the Protectorates together with the whole clerical staff, there would be a saving of the difference between the commission charged by the firm and the aggregate of Messrs. Bhand and Jefferies's salaries and the office rent i.e. Rs:140 per annum.

I estimate this saving to be about Rs:1000 per annum.

14. To sum up:-

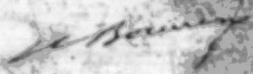
1. The existence of some sort of Agency in India is an undoubted necessity.
2. A very efficient but expensive Government Agency already exists.
3. No other more economical form of Government Agency could be substituted for the existing one, but economies would be effected if the Agency were to be abolished and the duties undertaken by a mercantile firm.

15. The question to be decided upon is therefore to be whether the advantages of having

(14 187
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a Government Agency, rather than employing a mercantile firm as Agents, are sufficient to justify the large expenditure entailed by the former system.

I have the honour to be,
Sir,
Your most obedient,
humble Servant.



(Treasurer,
East Africa Protectorate.)

~~585~~

~~SECRET~~

... the Office of the Secretary
... in connection with the management of every
... for service in the United States Army.

21st January 1909.

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Teakwood.

SIR,

I have the honour to acknowledge the receipt of Treasury letter No. 20/240 dated the 19th December last transmitting a minute by the Director of Public Works of this Office despatch No. 113 of the 24th August last.

2. The shipment to which reference is made in the second para of the minute has been frayed and proved to be inept for the purpose of comparison with the teak shipped by this Office. Enclosed, for the information of the Director of Public Works, is a copy of a letter dated the 12th Instant from the Bombay Burmah Trading Corporation, Limited, from whom the teak quoted by him was purchased, showing that it was a very different article from that supplied by Mr. Jalmaral Nittaram. The average price paid by the Director was Rs. 100/- per ton of 20 c.ft. s.i.f. Yessochi and similar quality is offered by the Bombay Burmah Trading Corporation, Limited, at Rs. 100/- on the same terms, shipment from Burmah direct, the price of teak having risen considerably during the last few months. It will be observed that in giving this quotation the Bombay Burmah Trading Corporation, Limited, put the value of teak as supplied by this Office at Rs. 300/- per 20 c.ft. a least, against Rs. 257-0-0 actually paid.

3. It may not be out of place to remark that no equitable comparison can be made between the high price obtained for teak obtained direct from Burmah with those obtained for teak obtained via Bombay.

I have the honor,
(Sd) F. A. Williams

Agent General.

Commissioner & Commander-in-Chief,

M. S. S. S. S.

The Bombay Burmah Trading Corporation, Limited,

Bombay, 12th January 1907.

His Most Excellent Highness
The Governor-General in Council,
British Protectorates in Africa,
Bombay.

Sir,

We have the honor to acknowledge the receipt of your letter No. 79 of the 11th instant, enclosing copy of a minute from the Director of the Public Works Department, British East Africa Protectorate, regarding the

... the fact that the beams supplied by the contractor are produced by a machine which cuts the beams out from the sides of a square of wood 20" x 18", and the dotted circle the part of the heart wood. The beams supplied by Mr. J. ... were such that it would be necessary for there to be at least 9" of wood between the edge of the square and the outer edge of the heart wood. The beams would be cut off at A.B. It would be unlikely that such beams as shown above would give more than one beam. I trust that you will realize from the above the heavy loss there would be in cutting beams from a square.



... the fact that the beams supplied by the contractor are produced by a machine which cuts the beams out from the sides of a square of wood 20" x 18", and the dotted circle the part of the heart wood. The beams supplied by Mr. J. ... were such that it would be necessary for there to be at least 9" of wood between the edge of the square and the outer edge of the heart wood. The beams would be cut off at A.B. It would be unlikely that such beams as shown above would give more than one beam. I trust that you will realize from the above the heavy loss there would be in cutting beams from a square. ...

invoice would cost at least Rs. 300/- per ton of 60 cu ft.

3. The timber mentioned in the Director's letter was sold by the Bombay Burmah Trading Corporation to Messrs. Smith Mackenzie & Co., of Bombay, and was of the following specification.

75 tons "Selected Indian" 1 1/2" x 1 1/2" x 16' Squares 10" x 10" & up & up, averaging 36/40 cubic feet @ Rs. 155/- per ton of 60 cu ft. C.I.F. Malindi.

25 tons "Railway Specification" Squares, 1 1/2" x 1 1/2" x 16' & up, @ Rs. 155/- per ton of 60 cubic feet, C.I.F. Malindi.

The overhead price for the above quantities being Rs. 157/- per ton of 60 cubic feet, C.I.F. Malindi.

The price of timber has risen considerably during the last few months, and if the Director wishes for 100 tons of the above specification, we could not supply it with the timber @ Rs. 150/- per ton of 60 cubic feet, C.I.F. Malindi, shipment from Bombay.

It must be understood that our terms are cash against documents and we do not take any responsibility, that is, there is no dispute as to quality of equipment. The quality will be similar to that of the Messrs. Smith Mackenzie & Co.

We have the honour to be,
Yours faithfully,
Bombay Burmah Trading Corporation
Limited,
(Bombay) Ltd.
Secretaries, Messrs. Smith Mackenzie & Co.

LIST OF OFFICE STAFF.

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ENCLOSURE "D"

1- Mr. Narjungi Sambaji Javar, First Clerk, entered service 1st January 1900, pay Rs.120 per month. Has had 2 months 20 days leave in 3 years 2 months 12 days. His duties are primarily the supervision of the Office and he has also in his sole charge Shiping, Cash, Accounts.

2- Mr. Adar Mahesh Rao, Second Clerk, entered service 1st July 1903, pay Rs.75 per month. Has had 3 months leave in 3 years 10 months 12 days. His duties are those of correspondence clerk in addition he has to his charge payments on accounts of leave pay - Leave Certificates - All matters connected with various contingents All correspondence relating to matters other than Cash or Shipping.

3- Leonard Alvares, Third Clerk, entered service 1st August 1901, pay Rs.65 per month. Has had 3 months 16 days leave in 3 years 3 months 12 days. His duties that of Typewriter and Correspondence Clerk.

4- Nainpalli Shankar Narain Rao, Fourth Clerk, entered service 1st March 1904, pay Rs.55 per month. Has had 20 days leave in 1 year 1 month 29 days. His duties are those of a Typewriter and Correspondence Clerk, in addition to which he has charge of all applications for appointments, the requisition for employees and the correspondence involved in selection of suitable men.

4. Yashwant Keshava Rao Bhikankar, Fifth clerk, entered service 1st April 1906, pay Rs. 30 per month. Has had 21 days leave on urgent private affairs in 1 year 1 month 13 days. Is a typist and Correspondence Clerk.

5. Phiroosah Bheriarjee Bharucha, Sixth clerk, entered service 1st November 1906, pay Rs. 30 per month. Has had no leave in 1 month and 18 days. Is a typist and Correspondence Clerk.

LIST OF BOOKS KEPT BY J. B. BROWN, BIRMINGHAM.

BROWN'S DRAFTS BOOK.

BANK BOOK.

BANK BOOK.

BANK BOOK.

BANK BOOK.

BANK BOOK.

BANK BOOK.

BANK BOOK.

BANK BOOK. (BIRMINGHAM).

BANK BOOK.

BANK BOOK. (BIRMINGHAM).

BANK BOOK. (BIRMINGHAM).

BANK BOOK. (BIRMINGHAM).

BANK BOOK.

BANK BOOK.

BANK BOOK.

BANK BOOK. (BIRMINGHAM).

BANK BOOK.

1. WHOLE ESTATE OF
2. WEDDING BOOK
3. BIRTH BOOK
4. MARRIAGE ACCOUNT BOOK
5. DEDUCTIBLE DEBIT RECEIPT BOOK

100-23

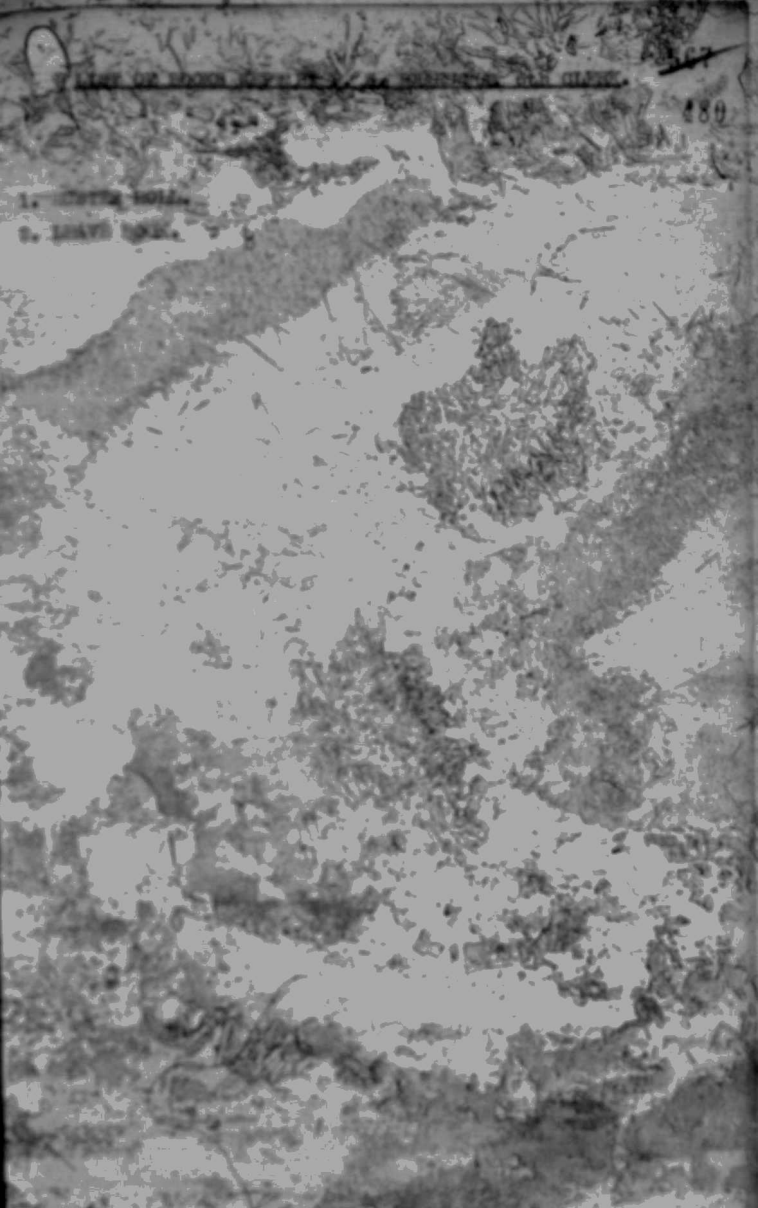
Rec

LIST OF BOOKS LEFT BY MISS MARGARETA GUNDEL.

1. UNITED STATES (Department of Communications).
2. SWEDISH ACADEMY OF SCIENCE.
3. AMERICAN UNIVERSITY.
4. BOSTON.
5. DEPARTMENT OF EDUCATION WITH SUBJECTS.

22791

- 1. [illegible]
- 2. [illegible]



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...ing to examine the work of the
... The enquiry was directed
... against Simpson more than against
... agency itself. I have no doubt
... that you will have full explanations
... on as before, 2004.

Your Sincerely

Truly

Alexander Hume

... kindly ...
... I am ...
... 1844

Secretary

Return the papers to
by the 15th & let C. S.
know that if they
to discuss the 100
I know of a woman
in the bank & let
to the State hall
address known to
me that a woman
of my acquaintance

W

R. M.

19/8

19/8

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1871/07.

Mr Read.

1. Mr. Bowring's report is entirely favourable to the staff and conduct of the Agency and is the more valuable for the reason that he went out to make a strong opinion of the Agency as he then knew it.

His conclusions are summarized in paragraphs 2 and 24 of his Report which must be read.

2. The main valid objection to the Agency is the cost, the cost of its effective services being 64 per cent on its total expenditure. (paragraph 21). The cause of this (paragraph 22) is to be found in the salaries paid to the Agent General and his Assistant viz £1,200 out of a total of £1,700 per year, roughly 72 per cent.

Mr. Bowring says he does not think these salaries (respectively £600 and £400) can be reduced, and I agree with him, though only in so far as concerns the present holders of these appointments.

3. I think a considerable saving might be effected when Mr. Simson and Mr. Jeaffreson have gone, and the matter will be simplified by the fact that in all probability the latter will have to be retired at the expiration of his present visit (1871/07).

When Mr. Jeaffreson retires, I should feel obliged by ascending one of the East Africa Protectorate Treasury Assistants, giving him such extra pay while on

Mr. Head,

1. Mr. Downing's report is entirely favourable to the staff and conduct of the Agency and is the more valuable for the reason that he went out to Bombay a strong opponent of the Agency and in then took it.

His conclusions are summarized in paragraphs 2 and 24 of his Report which must be read.

2. The main valid objection to the Agency is its cost, the cost of its effective services being 81 per cent on its total expenditure. (paragraph 21). The cause of this (paragraph 22) is to be found in the salaries paid to the Agent General and his Assistant, vizt £1,200 out of a total of £1,700 last year, *total of* roughly 72 per cent.

Mr. Downing says he does not think these salaries (respectively £2000 and £400) can be reduced, and I agree with him, though only in so far as concerns the present holders of these appointments.

3. I think a considerable saving might be effected when Mr. Einson and Mr. Jeaffreson have gone, and the matter will be simplified by the fact that in all probability the latter will have to be retired at the expiration of his present sick leave (1912/07.)

When Mr. Jeaffreson retires, I should fill his post by sending one of the East Africa Protectorate Treasury Assistants, giving him such extra pay while in

Mombasa

Bombay as may eventually be decided after consulting the Governor and Mr. Bowring.

The approaching abolition of the present system of travelling allowances (mentioned on 2/11/23/A.S.F.) will greatly reduce the work in the Treasury and it should not be necessary to replace the officer during the period for which he remained seconded.

4. Neither would it be necessary, in my opinion, that an Assistant should be stationed continuously in Bombay. All that appears to be essential is that he should be qualified to take charge during the Agent General's absence on special leave (1 month per annum) and on ordinary leave (6 months after 25 years). The Agent General seems to have found no difficulty in carrying on during Mr. Jeaffreson's absence for nearly two years, and Mr. Bowring's statement (paragraph 22) that he and his Assistant "would probably satisfactorily supervise an Office having ten times the amount of work to perform" justifies the assumption that one of them would suffice in supervising the work of the Agency, at any rate for some time to come.

5. I would therefore send over a Treasury Assistant a few months before Mr. Simon is due for his six months leave and bring him back to the War Office Protectorate after he had handed over to Mr. Simon again. He might similarly be sent over in other

years

years for two or three months of the year to take charge while the Agent General went on his annual leave of absence.

His passages and such extra pay as might be given him would not amount to more than one third or possibly one half of Mr. Jeaffreson's annual salary.

6. If this as yet method of meeting the case is considered objectionable, there would be no great reason why the Assistant should not be recruited for an ordinary tour of service in India, for, as I have said, the reduction in the Treasury work mentioned in paragraph 3 above would be enough to enable East Africa to temptate to spare him.

7. When Mr. Simson goes, we could promote the Assistant to act as Agent General and give him a salary equivalent to that of Deputy Treasurer, i.e. £400 by £20 to £500, with £100 house allowance, and possibly duty pay also, and bring west another Assistant from East Africa Protectorate as often as required.

The East Africa Protectorate will always be the Protectorate having best chance with India and it will be an advantage to have a man in the Agency who is personally conversant with East Africa conditions and affairs.

For these reasons I should be inclined to regard the Agency as a branch of the East Africa Protectorate Treasury, and to give the Agent General, as I have said, the status of a Deputy Treasurer.

Handwritten notes:
 This is the
 duty of the
 Chiefly
 [Signature]

8. Mr. Bowring's report deals with the complaints preferred by the various Protestantes against the Agency and in most cases effectually disposed of them. Colonel Will has complained strongly (vide his letter to Mr. Head attached to 45602/DY below) of the character of the medical subordinates selected for him by the Agency. Paragraph 6 of the Report explains this and from our own recent experience we know how difficult it is to obtain suitable men. We had to apply to India, Malta, Ceylon and Egypt in order to get a dozen Hospital Attendants: India could only furnish one, and it was getting on for a year before we had secured 10 of the 12.

9. The references to Public Works Department material (paragraph 11), delays in execution of orders (paragraph 12) and in engaging subordinates (paragraph 13), and acceptance of bribes by the Agency Staff (paragraph 15) explain themselves, and a copy of the Report should be sent confidentially to the Protestantes for the information of the Departments concerned.

10. As regards the working of the Agency Mr. Bowring's figures in paragraphs 17 and 18 show the business transacted. The cost of the Agency staff is £1,700, £1,200 of which is accounted for by the salaries paid to the Agent General and Mr. Jefferies (paragraph 22).

The total sum disbursed by the Agent General

(1205-07)

(1906-7) amounted to £45,306. Mr. Bowring deducts £24,180 (paragraph 16) as representing simple transfers of money involving practically no work. The balance, £21,126, therefore represents the effective services of the Agency, and its cost for that year (£1,780) amounts to 8 1/2 per cent of this sum.

11. There can be no doubt that, as Mr. Bowring says, a considerable saving (about £1,000 per annum, according to him, paragraph 18) in working expenses might be effected by entrusting the Agency business to a private firm.

It has not been considered advisable to adopt this course (vide paragraph 14 of my memorandum on 45602/50) and in his Minute of 19th August 1907 on Mr. Harris's note attached Sir S. Blake reiterates his opinion that a commercial agency is objectionable. I do not think we should consider it.

12. This revision of the Agent General's salary when he retires and the substitution of a Treasury Assistant for Mr. Jeaffresen will effect a saving of some hundreds a year. A further saving to the extent of £100 a year or so can probably be effected by the Agent General drawing funds from the Government of India instead of selling bills on the Crown Agents, thus avoiding the present loss on exchange. (Vide Mr. Ellis's typed minute on 45602/50). We should accordingly write to the India Office, as proposed on that

that paper. Beyond this I do not see what can be done.

A saving of £500 a year effected in these respects would reduce the cost of working to some 6 per cent. of the "effective services", on the basis of Mr. Bowring's figures. This percentage will probably diminish as the development of the Protectorates throws more work upon the Agency which will then give better value for the sums spent upon it.

13. With regard to minor points, the scale of fees payable by applicants on account of medical examination (paragraph 6) has now been definitely laid down, (vide Treasury/22022/07 below), viz: candidates for posts carrying salaries of less than Rs. 125 per mensem pay 10% of one month's pay, the Protectorate paying the balance. On appointments carrying salaries of Rs. 125 per mensem and upwards, candidates will continue to pay the full fee. This will presumably remove the check on intending applicants mentioned by Mr. Bowring.

14. Allocation of expenses (vide paragraph 14 of my Memorandum of 4/10/36, and paragraphs 16 to 20 including of Mr. Bowring's Report).

It was the East Africa Protectorate (21026/06) who complained that they were probably paying more than their fair share of the Agency's expenses, but Mr. Bowring's enquiries, as he frankly admits, have dissipated him of this impression, and he now appears that having regard to the work actually done by the Agency for the Protectorate, the East Africa Protec-

torate

Protectorate contribution is slightly less than it should be.

Somaliland has from the outset been allowed to evade its liability in this respect and has been contributing £100 a year instead of five or six times that amount, as it should have done.

15. The system proposed by Mr. Ewring (Paragraph 19) appears to me to be a common sense arrangement based on the actual amount of labour represented by the tank totals of the various kinds of transactions carried out by the Agency.

For 1904-5, East Africa Protectorate would under this system have paid the half, Somaliland also about a third, Uganda three twenty-sixths and Nyalandone twenty-sixth each of the total cost of the Agency.

16. I think we might allocate the estimated expenses of the Agency for next year in these proportions, although an extra £200 will be a serious matter for Somaliland, the Cinderella of the four Protectorates.

The estimated total is £1,250. on the above basis, therefore East Africa Protectorate would pay £912.10.0, Somaliland £276.10.0, Uganda £225.10.0, and Nyalandone £275.10.0.

The proposed allocation merely amounts to the re-division among the four Protectorates of a total recurring charge. From the Treasury point of view,

W. H. Murray

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therefore, there seems to be no ground for objecting to it, since ~~any~~ increase in the Grant-in-Aid of one Protectorate will be balanced by a corresponding decrease in that of another.

The necessary alterations will have to be made here.

17. The cost of Mr. Bowring's passage from Bombay to Mombasa and of his subsistence in Bombay should be treated as part of the Agency expenses and divided among the four Protectorates as he suggests. ^{The} East Africa Protectorate, which has presumably paid the amounts in question, should therefore be told to make the necessary adjustment with the other Protectorates accordingly direct.

18. As ~~soon as~~ a decision has been reached on the points raised in the Report, a copy of it should be sent confidentially to each Protectorate, and to the Crown Agents, with an explanatory despatch, and in writing to East Africa Protectorate, we should ^{congratulate} thank Mr. Bowring for the thorough manner in which he has carried out his enquiry. A separate letter must then be sent to Mr. Simson on the subject.

19. Vide also minutes of

23922/07

1.4
7874/07

23900/07

23911/07

herewith.

K. S. L.

15th January, 1908.

MEMORANDUM CONCERNING SERVICE OF DEPOSITORS

Enclosure 2

Chetanjee Sureshjee Bhatia, left in January 1903, was drawing Rs. 30/- in this office, and served in the Allahabad and Banaras Bank. Income Rs. 50/- p.m.

Sureshjee Sureshjee Bhatia, left in June 1903, was drawing Rs. 40/- in this office. Now serves in a shiphandler's office. Drawn Rs. 100/- p.m. (grossed Rs. 100/- short).

Sureshjee Sureshjee Bhatia, left in July 1903, was drawing Rs. 50/- in this office. Now serves in China on Rs. 100/- p.m. (grossed Rs. 100/- short).

Sureshjee Sureshjee Bhatia, left in August 1903, was drawing Rs. 60/- in this office. Now serves in India. Drawn Rs. 100/- p.m. (grossed Rs. 100/- short). Some other firms in Church Lane Street on higher part.

Sureshjee Sureshjee Bhatia, left in September 1903, was drawing Rs. 70/- in this office. Now serves in India. Drawn Rs. 100/- p.m. (grossed Rs. 100/- short). Some other firms in Church Lane Street on higher part.

Sureshjee Sureshjee Bhatia, left in October 1903, was drawing Rs. 80/- in this office. Now serves in India. Drawn Rs. 100/- p.m. (grossed Rs. 100/- short). Some other firms in Church Lane Street on higher part.

Sureshjee Sureshjee Bhatia, left in November 1903, was drawing Rs. 90/- in this office. Now serves in India. Drawn Rs. 100/- p.m. (grossed Rs. 100/- short). Some other firms in Church Lane Street on higher part.

DRAFT.

H. P. ...
A. G. ...

MINUTE

- Mr. Ellis 2/8
- Mr. Reed 21
- Mr. ...
- Mr. ...
- Mr. ...
- Mr. ...
- Mr. ...
- The Earl of ...

23 August 18...

Sir,

In answer to your letter of the 27th of May, I am directed by the Board of Admiralty to transmit to you for your information the accompanying copy of Mr. ... report on the ... of the ... for the ... in ... Office, & of the ... which ... address ...

(sent on 22/9/1)

...

on the subject - copies
which have also been
transmitted to the other
particulars.

2. You will note that
the P.P. has expressed
his satisfaction at the
testimony which Mr.
Barney bears to the
efficient administration
of the Treasury under
your direction, and
that he feels that the
complaints made
against your manage-
ment were for the most
part groundless.

3. You will also know
that it is not proposed
to appoint a successor
to Mr. Jefferson

but to provide for the
execution of your duties
by detaching temporary
-by an officer of
the U.S. Treasury
ES

4. It has been suggested
to ~~the~~ that an economy
could be effected in
the financing of the
legation of a number
unwarranted were
made to that which
is in force in the
treasury legation
at Calcutta, vizt
if you draw Bills
on the P.P. at
4 days sight on
favor of the P.P.
for India which
would be settled by
the U.S. Indian Treasury
at 1/2% discount

If you agree that this
 said would be convenient
 a communication will be
 addressed to the Indian
 office asking for this
 section

Copyright H. W. AUST

[Handwritten notes and signatures]
 E. A. P.

DRAFT

E. A. P.

Craft

- MINUTE 8 Feb
- Mr. [illegible]
 - Mr. Read 2
 - Mr. [illegible]
 - Mr. [illegible]
 - Mr. [illegible]
 - Mr. [illegible]
 - Mr. [illegible]
 - The [illegible]

[Handwritten note]
 for [illegible]
 (in case of Mr. [illegible])

[Handwritten note]
 You had under
 my cover your
 copy of the
 7th of June of last
 year concerning
 Mr. Boring report
 on the making of
 the agency in Boring
 for the Public
 Protection in
 [illegible]

[Handwritten note]
 I have will and
 satisfaction the
 [illegible]

[Handwritten notes and signatures]
 7/25/04

Mr. Brown bears the
greatest measure in
which the work of the
Agency is conducted
by Mr. Pinson, and
Yague will see that
the detraction com-
plaints of delay
& inefficiency which
were brought against
him by the Gato of
the Pictographs
which he never were
due or large measure
to ignorance of Indian
the traditions on the
part of those who
perused the com-
plaints

3. The first business

remains that the
cost of conducting the
work of the Agency
has a high reputation
to the work performed
by it, & it is desirable
if possible to diminish
it

581

4. The proposal of
Mr. Brown, that the
work should be handed
over to a commercial
firm offers to me
to be inadmissible for
moral reasons, and
consider that the
agency which
might apparently be
effected would
be more than that
of a private firm

5. No doubt is the
work of the Agency

success the ratio of the
out of the Agency will
be increased as Mr. Person
is no doubt capable
of assisting, without
further assistance than
he has had in the past,
a much larger business

6 It seems to me however
that the retirement of
Mr. Jefferson may
enable us to
economize to be effected
in the act of financing
or investing

7 During Mr. Jefferson's
prolonged absence Mr.
Person has conducted
the work of the Agency
successfully without
apparently any delay

For
22791/04 E.A.P.
is therefore only necessary
to make provision for
the conduct of the work
of the office while he is
on leave

DRAFT

MINUTE

I should accordingly
suggest that one
of the Treasury
Assistants of the E.A.P.
should be sent over
provisionally to take
over Mr. Person's
work while he is absent
for leave. On the
first occasion he
will be accompanied
by Mr. Person's
assistant Mr. [unclear]
and Mr. [unclear] a
small note before
Mr. Person's departure
in order to leave the

each, but on subsequent
occasions a few days
old affair.

9 The passages of
under officer & such
other pay as straight
to receiving to offer he
would not consent
to have them a small
by fraction of Mr
Jefferson's salary
& requests, and I
consider that the utility
of the situation of
Treasury. All this might
be under it possible
an officer to be placed
to the purpose
to let any other person

Constrained you
in my desk
No 370 of the
7th Augt to make
arrangements for
making over
Treasury have
lost the shares
how often early date

assurances, but to be
and as Mr. Pinson is
now under for leave
you should encourage
with him direct in my
advice that if he speaks
to take leave for the
near future, the
necessary arrangements
might very well be
made without delay.

11 I have in Mr.
Jefferson's papers
the substance of
the reports of the
inquiry between
the minister & contractors
and the papers
which he presented
to the S. A. on behalf
of the contractor
with regard
to the same, with
a report of the
committee on the

Letter, with a letter to

Mr. Pison on the subject

2. You will draw that
while I am able to support
Mr. Pison of the charges
of detraction & in offering
which was preferred
against him by some
of the Gents about the
now, I trust that
it will be possible to effect
certain reasons
the report here

3. I have to draw your atten-
tion to what is stated
in the 11th page of the
entire book to which the donor
of the reference of the living
I request that you
will read the statement
for the signature of the donor
of the report of the
statement