

EAST AFR. PROT.

29560

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REC'D

SEP 06

G. G. No.

449

1909

Aug.

Previous Paper.

7352

ASSISTANT ENGINEERS, P.W.D.

Trs memorandum by the Commissioner of Public Works regarding the terms of employment. Agrees with proposals and trusts they will be recommended to the Treasury.

W. Read

What the Commr. of Public Works says as to the class of man required as Assistant Engineer & the cost of his training is no doubt true. But he has himself instituted comparisons with other P.W. officers, & the fact that an assist. Dist. Commr. draws only £250 (pensionable) without increment must, I think, weigh very heavily against granting assist. Engineers the higher salary proposed. A scale of £250 by £10 to £300 (with free quarters) ought to be sufficient. The Commr.'s proposals are not quite complete, but the net result seems to be to give a salary of £300 (pensionable) to every assist. Eng. after 2 years' service. In view of Mr. Butler's minute on Gov/7352 & Treasury prejudice as to the 20% reduction, I do not think for a moment it will be any use to approach T.L. with this proposition.

Subsequent Paper

649

The present position is - acc. to the Est. -

(1) 5 Executive Engineers - @ £550 by £25 to £400

N.B. 3 of these are pensionable -
(Staff list shows only 4 altogether, but possibly Mr. Caspwell is incl'd. by Comm'n.)

(2) 5 Assistant Engineers - @ £250 by £25 to £300.

N.B. 3 of these are pensionable -
(Staff list shows 6 altogether, 3 of whom are not on temp. ag'ts.)

As to details on 02/9/29574 - it is proposed that Mr. Caspwell should become an Executive Engineer: he is the Senior of the Assistants. It will be seen from 29574 that his position shrouded in mystery. As the Est. provide for a third pensionable Exec. Engr., I think we might approve, unless we take up the general question as below - in order for Mr. Bush to be placed on pensionable estab't? we shd. have to go to Treas. The same terms as for Stedman Macnaghten would hold.

Personally, I think the best thing w'd be for the 5 Executive Engineer posts to be pensionable @ present rates, & for them to be recognized as the natural posts for Assistants to fill when vacancies occur.

Also for the 5 Assistant posts to be pensionable on £250 by £25 to £300 & those now holding not already on pension staff to be placed on it on same terms as Stedman Macnaghten. Future Assistants to have a 3 years probation & to be under same reg's as to leave as the Asst. Dist. Comm'n's etc.

? reply to 02/9/29574. It is proposed to submit proposals on these lines to Treas. if 02/9/29574 is not...

Mr. Fiddler

So proceed?, but I have no doubt that there is a good deal in what Mr. Hutton says about the inadequacy of salaries. I know that when Mr. R. Chalmers was at the Treas., he wanted £250 p.a. as insufficient salary for the year and Dist. Comm'n's. Mr. Bragg, one of the Dist. Comm'n's & a friend of his, had convinced him on the point. Sir J. Girouard hopes to be able to decrease the staff & increase the salaries.

H. J. R.
15/9/25

Sir P. Hopwood

For my own part I feel that Mr. Watts makes out a good case, and that we cannot expect to get for our officials service from men with those rates of pay & prospects. The trouble is that (1) the Dept. seem convinced that we can get nothing substantial out of the Treas. & (2) if we do we shd. only disturb the balance of being other classes of the service in line with our own demand.

I don't quite say that the proposal - the foregoing minutes w'd afford any opportunity...

relief, and I sh^d be inclined to reply
- without committing the Sec^y of State to
any expression of opinion at this date - by
asking Sir R. Ford to give us his views
on the subject, ~~withdrawing the effect~~ &
in doing so to take into account the probable
effect ^{of his proposals} for other branches of the service.

P.R. 15

Very well
Yr^s
15. 9
at home

29560

Governor's Office,
Nairobi,

SEP 00

August 5th 1909.

EAST AFRICA PROTECTORATE.

No. 449.

275

(Incl. 1.)

My Lord,

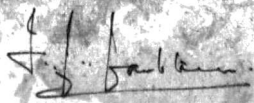
In reply to paragraph 5 of Your Lordship's despatch No. 135 of March 15th, I have the honour to transmit for Your Lordship's consideration a memorandum by the Commissioner of Public Works in connection with the terms of employment of the Assistant Engineers in his Department.

I am thoroughly in accord with what Mr. Watts says, and I trust that Your Lordship may be able to recommend his proposals for the favourable consideration of the Lords of His Majesty's Treasury.

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.

4352

Mr. Watts

MEMORANDUM.

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I am communicating with Messrs. Stedman and Macnaghten on the question asked them by the Colonial Office, and will take up their cases when I receive their answers.

2. Meanwhile I can deal with paragraph 5 of Colonial Office despatch No. 135.

My contentions are:-

- 402
19052
- (a) That Assistant Engineers should be appointed on £250, on a temporary agreement of 3 years viz: 2 years six months' service, and six months maximum leave during this period. (Pay £250 by £25 to £300).
- (b) That there should be an establishment of permanent Engineers in the Public Works Department to be fixed from time to time by the Colonial Office.
- (c) That should there be a vacancy on the permanent establishment, an Assistant Engineer who has served for the first period (see (a) above) should fill this vacancy and serve for another period of 3 years on £300 a year, on similar leave rules to those enjoyed during the first period of service.
- (d) That should there be no vacancy on the permanent establishment, when an Assistant Engineer has completed his first period of 3 years' service and leave, he should be re-engaged for another three years temporary service on £225 per annum.

(e) Should a vacancy occur on the permanent establishment during this second period, then a temporary Engineer serving his second period should succeed to it, but should start his permanent service on £500 a year, not on £585, and should refund to Government all the pay he has received of over £500 a year.

(f) In addition to salaries all Engineers of the Public Works Department should enjoy the privileges of House Allowance or a Free House, Porters on Safari and Subsistence Allowance if any, similar to those in force for other Departments.

2. The education of a Civil Engineer in my time was a very expensive affair, and I have no knowledge that it is less expensive than it was from 1872-75, when I was at the R.I.E. College Cooper's Hill. My education there, including cost of living during the vacations, pocket money, and clothes, came to £1000, and I never earned any money until I was over 25 years of age, when I went to India and started on a salary of about £400 a year, at the then rate of exchange as a permanent Assistant Engineer in the Public Works Department.

Now-a-days young Engineers on first joining the Indian or Colonial Public Works Departments join later than I did, because they usually serve a year or more, or little or no salary in England, after receiving College or University Certificates or Degrees, before they receive appointments abroad; and when they come out they expect to earn a few pounds beyond the cost of bare living, either to

save for the future, or to pay back money to those who have helped in their education. On a salary of £350 a year Officers stationed at Nairobi, Mombasa or Kisumu cannot possibly save any money, and my most economical Assistant Engineer had to pay £50 out of his own pocket in order to balance his private accounts after his first year of service. This Engineer is a bachelor, and watched the expenditure carefully of every cent he received. Had he been married he would have had to still further dip his hands in his private pocket.

At the end of his 30 months' service I calculate that this Officer will be in the following financial position:-

(a)	during the first 12 months	-	£50
(b)	" " second "	-	£ 5
(c)	" " last six	"	£10
			<hr/>
loss -			£25
			<hr/>

This is not much loss (but any loss is irritating), and he will still be a temporary Assistant Engineer if there is no vacancy. He may therefore be tempted to go elsewhere if he is asked to be permanent - (should there be a vacancy) - on a salary of less than £500 a year, and he is of the stamp of man that should be kept on, because he is a Bachelor of Science and B.A. of his University, and has had experience on a large Railway in England, and bears a very good character.

3. To take the case of a married man in another branch

branch of the Public Works Department who has been on a salary of £250 a year. He informs me that although he has no children, he has not been able to live within his income, and has had to indent on his wife's private money in order to balance his yearly accounts. He is a very economical man, he and his wife are strict teetotalers, he has not even joined the Club, and he does not entertain. In order to join the Club, to enjoy the usual out-door games, to allow of his wife and himself partaking in the amenities of the Club, and to in fact live as his social equals do in a very mild form, he will require £310 a year. This Officer bears such a very high character that his evidence should carry great weight.

4. Hitherto I have never made a comparison between the salaries of Officers in the Public Works Department and those enjoyed by Officers in other Scientific and Business Departments, but I am afraid I must do so now in the interests of the Civil Engineers in the Public Works Department.

In the Veterinary, the Forest, the Agricultural, the Medical and the Post and Telegraph (the Assistant Postmaster General and Assistant Superintendent of Telegraphs obviously rank as Executive Engineers) Departments there are no Assistants.

In the Survey the Junior Staff Surveyors draw £250 - £300. by £15

As no details of the services of these Officers appear in the directory for British East Africa, Uganda

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and Sansibar I have no means of ascertaining their qualifications. I assume however that they are fully qualified, but they have not as a rule the qualifications possessed by Assistant Engineers.

In the Police Department the Assistant District Superintendents of Police draw £250 by £15 to £ 400/-.

In the Customs £250 by £10 to £400.

In the K.A.Rifles the Subalterns draw £250 by 15 to £400.

In the Uganda Railway the Assistant Engineers draw:-

£300 - £300 } These Officers are however much senior
£300 - £450 } to those in the Public Works Department
and do not come into the question.

£250 This Engineer has the same standing as the Assistants in the Public Works Department.

In the Treasury the Assistants draw:-

£250 by £10 to £400/-.

Now I maintain that the Assistant Engineers require just as good a training as the Junior Officers in the above named Departments, as I cannot admit that the duties of the former are any less onerous or responsible than those of the latter. Therefore, although we have been very fortunate as a rule in the stamp of Engineers who have joined the Public Works Department since it was started, we cannot hope to be equally so if we have a discontented staff who leave the country giving the Department a bad name. My Officers have continuous relations with the European public, (which is scattered all over the Protectorate, and is not altogether an easy body to deal with or to satisfy); they have to show tact, firmness and justice in dealing with the Arabs, Indians, and Africans; and require considerable skill in carrying out their duties in connection

connection with Officers of other Departments. Therefore no Assistant Engineer can hope to carry out his multifarious duties properly unless he is a gentleman by education, and behaves as such. Can he be expected to work properly if he finds out that notwithstanding the strictest economy he cannot live within his income? No matter how conscientious he is, the mere fact of getting into debt, must militate against his usefulness.

5. I quite agree that if the salaries of temporary Engineers exceed £300 a year it would be no hardship to make them start on £500 a year when they are made permanent Assistant Engineers, but after the experience I have gained in this country I am convinced that no Assistant Engineer should be called on to draw less than £300 a year after two years' service: specially as he often has to act as Executive Engineer of a division, for a year or more at a time, without receiving any Acting Allowance.

6. To revert once more to married men.

^{Kingdom} In the United, judging by the late voluminous correspondence in Journals of the highest repute, the opinion is that there is an advantage in having married men in the Colonies in the interest of morality. We cannot however conscientiously bring married men out to this country - where living is not cheap - only to let them find on their arrival here that it is impossible for them to live in decency not to mention comfort on the salaries allowed them. In justice to the bachelors in my department I must here mention that I have never heard any scandal connected with their names, and in my opinion bachelors out here can live

quite

quite as good a life as married men if we only attract the right class of man, and give them sufficient money to live on. All I ask for is that an Assistant Engineer when he is made permanent should not receive a salary of less than £500 a year, and I trust that my proposal will be sanctioned.

7. I must now turn to Mr. McGregor Ross's minute of 5/4/09 explaining how the Public Works Department was started on its present footing, and clearly pointing out that although the present Assistant Engineers are still temporary, the posts that they are holding are permanent and must always remain so. He also shows that the Assistant Engineers were not given large temporary salaries to make up for their being temporary officers, but merely a salary commensurate with their beginning as Officers who might reasonably expect to be made permanent - although their agreements did not say so - after, say, 5 years' approved service. Mr. Ross suggests a maximum salary of £400 per annum for Assistant Engineers, but in the present state of the finances of this country I do not feel justified in supporting his proposals.

8. The question of acting allowances is not touched in the Colonial Office despatches, but to my mind such allowances should be granted to bring an Assistant Engineer's salary, when acting as an Executive Engineer of a Division, more into a line with those of the District Commissioners, Veterinary Officer, and Doctors, who are attached to a whole Province. For this purpose I suggest that the Acting Allowance should bring the Assistant Engineer's salary up to £550 per annum. At present the Acting Executive Engineer in Kisumu is drawing £250 per annum, and this salary is quite inadequate for

the

for the heavy duties which he performs, and for the responsibility which he incurs; the Acting Executive Engineer at Mombasa draws £500 a year and is in a similar position to his brother Officer in Kisumu. In my opinion this state of affairs is not fair on either of these Officers.

S/- G.K. Watts
COMMISSIONER OF PUBLIC WORKS.

Nairobi,

April 5th 1906.

M I N U T E .

I have only one note to make on this file at the present stage.

Much stress is laid upon the "temporary" appointments of the Public Works Department staff of Engineers. It will I think assist to put things in their true light if the extent to which these appointments are of a temporary nature is scrutinised.

2. When any large engineering undertaking is in progress of construction, say a railway, a harbour, or an irrigation scheme, there is not the remotest expectation of possibility that other than a very small proportion of the staff - if any at all - will be required on the completion of the construction operations. Engineering posts on such undertakings are therefore quite well paid. Posts under some of the wealthy firms of contractors are associated with rates of emolument, and with allowances, which appear extraordinary until it is remembered that the recipients will be ruthlessly dispensed with as soon as work begins to approach completion. I have been told of a small survey party in this Protectorate, working for a private syndicate, in which the emoluments were £100 a month to the chief of the party and £50 to his survey Assistants, with the most up-to-date and expensive camp equipments, free porters, and free provisions of the highest quality. Some of these Assistants were just such men as our Assistant Engineers are. The former were amassing

a little capital and could feel month by month that their bank accounts were sensibly increasing. Our Assistant Engineers on the other hand complete year after year of service and are lucky if they have not to write home for financial assistance. As for collecting a little money with which to get married, it is out of the question.

3. When I joined this Department in April 1905 the European staff of the Department was increased, on the representation of the late Sir Donald Stewart, from three Officers to eleven. I urged that these new appointments should be upon the same terms as appointments to the Administrative branch then were, namely permanent appointments subject to a fixed period of probation. I had a meeting at home at the Foreign Office with Sir Clement Hill, Mr. Eyre Crowe and Mr. Harris on this subject. It was explained to me that as the Foreign Office was just handing over this Protectorate to the Colonial Office, Sir Clement Hill did not feel justified in establishing a large department on permanent lines and that therefore these new appointments, with the exception of my own, would be for a term of three years. There was however not the slightest suggestion that these appointments were for work of a temporary nature. nor were salaries increased beyond the figure that had been proposed for permanent and pensionable appointments, in view of a three year period being specified.

There is no limit in view to the necessity for Public Works in this country and the Engineers of the Department, other than Mr. Grant Davie, who is engaged specially in connection with the Nairobi drainage work, are not in the position of "temporary" hands "on construction", but are just as much a permanent and necessary feature of the Civil Service in this country as the District Commissioners are. Moreover when an

Assistant

Assistant Engineer is as highly trained, and as experienced, at his own particular profession as many of the young Medical Officers in the Service are at theirs, I consider that their starting salaries should be the same, namely £400. Whether this step is feasible or not, I trust that the contention that our Assistant Engineers have been engaged in "temporary" posts will be waived. I respectfully submit that they have merely been on probation, and that their retention in the Service at the end of their period of probation should therefore imply permanent and pensionable service from the time of their first joining the Service, and should involve, to say the least of it, no reduction of salary!

sd/- W. MCGREGOR ROSS

April 5th 1909.

only / 29574 ~~etc~~

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sol

DRAFT.

Sub N^o 587

~~etc~~

Sol Sir P. G. ...

20649/10

JAD

29 Sep 1909

MINUTE.

- Mr. Parkin 1679
- Mr. Reid 2713
- Mr. Fiddes. Sept 25
- Mr. Just. 6-3
- Mr. Cox.
- Sir C. Lucas.
- Sir F. Hopwood.
- Col. Seely.
- Lord Crewe.

I have the honour to
 ack: the receipt of ^{Mr Jackson's} ~~you~~
 desps N^o 467 of the 5th August
 & N^o 467 of the 13th August
 on the subject of Assistant
 Engineers in the P.W. Dept.
 & to inform you that I
 should be glad, before
 taking any steps in the
 matter, to have
 Sir Percy G. ...
 views on the question.

turn of 29574