

EAST AFR. PROT.

25594

No. 23394

28 JUN 08

No. or  
Date

1908

2 June

of previous Paper.

20250

(Subject)

Travelling allowances

To copies of memoranda & unges-  
 reason of decision to abolish these allowances  
 considered abolition will tend to a reduction of efficiency  
 & graduated scale in the next & suitable system.

(Minutes.)

/23894/.E.A.P.

Read  
 Antrobus.

This is not a helpful despatch. Full consider-  
 ation of the Governor's original scheme on 11933/07 was  
 impracticable in the absence of any clear statement  
 either of the extra expenses incurred by officers while  
 travelling or of the respective annual cost of the exist-  
 ing and proposed scales of subsistence allowance.

We asked him in our despatch on 11933 for  
 detailed information on both these points (paras 21 and  
 29) but he says (para.10) that an exact statement of  
 the second is impossible.

The Governor does not call in question our  
 assumption that the term "out of pocket expenditure" has  
 been interpreted in East Africa as denoting the whole of  
 an officer's personal expenses when travelling. Indeed,  
 he does not refer to it, and it is evident, I think from

the

mixing up the two things

In putting forward the tentative scales of consolidated pay (vide para. of our despatch on 11933) we duly took into consideration the fact that travelling allowance would cease to be drawn.

Had we been dealing only with the question of fixed versus incremental scales without reference to Travelling Allowance. I should certainly have suggested (except in the lowest grade) that the present fixed salary should be taken roughly as the mean instead of the minimum of the incremental scale.

Since Travelling Allowance however is no longer to be drawn by travelling officers, it was agreed that the present amounts should be the minimum commencing figure of the proposed incremental scale.

We added on something in order to avoid any risk of hardship consequent on the abolition of this allowance and something more in the shape of annual additions to salary in order to give tangible recognition to an officer's increasing value due to length of service.

The proposed incremental scale therefore serves two distinct ends and this should be pointed out to the Governor.

Reference is made by the Governor and Judge Hamilton to the West African practice and to the injustice of not following it in East Africa. This will always be a stock objection to any reform and I do not admit its validity, for in writing my Memorandum on 11933 I started with the premise that as a general rule the scale of Travelling Allowances in Tropical Africa was either radically unsound or extravagant.

As they have cited West Africa however, we should

refer

A class of men of a not very high type will certainly take a narrower and more selfish view of every reform than a good class of men with a better sense of public duty, and if the Secretary of State declines to give way I am convinced that they will acquiesce in the change.

As regards the necessity of an "Inducement" to travel, I do not share the Governor's views on the point. From my own experience in Northern Nigeria, where we had a good class of man, I can safely say that no extra monetary inducement is required. Officers were only too keen to go on tour, not only because living was cheaper on tour, but because it was infinitely more interesting to get into personal touch with the natives, than to sit in an office dealing with routine work and reports.

Mr. Currie's statement, that it is easier to check excessive travelling than to compel an unwilling man to travel efficiently, is perfectly correct.

A good-class officer however will always do good work on tour, and will not become inefficient because travelling has not the result of increasing his ordinary salary.

The majority of East African officials however have undoubtedly made money by travelling hitherto, and because they consider that an increased and consolidated incremental salary (forgetting that it means an increased pension,) will not be as profitable to them as their present fixed salary plus allowances, they object to the change.

I hope the Secretary of State will not give way

way on the point, but require the Governor to introduce a necessary reform, which I do not for a moment believe will result in any injustice, on the lines laid down in our despatch of 11933. The Governor of Uganda adopted the scheme at a fortnight's notice and without any discussion? and if we had a more efficient Governor in East Africa Protectorate. I think the same course would have been followed there.

The whole question of the conditions of service, pay, housing allowances and leave, is now under consideration by the African Tropical Service Committee and the opinion was expressed by Mr. Read, and as far as I remember agreed to informally by the rest of the Committee, that consolidated pay was in every way preferable to pay and allowances.

R.P.L. 31st July 1908.

*I agree*  
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*4/9*

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*in the*      *in the*  
*22*

Governor's Office,  
Mombasa,

25594

June 2nd 1908.

29 JUN 08

EAST AFRICA PROTECTORATE.

Confidential (53)

(Incl 4.)

My Lord,

I have the honour to refer to Your Lordship's despatches Confidential of October 22nd and November 11th relating to travelling allowances and salaries in the E. Africa Protectorate Service.

3. Some delay has taken place in replying as I thought it advisable to consult the Manager of the Uganda Railway, the Principal Judge, the Director of Agriculture and the Commissioner of Public Works in order to profit by their long experience and knowledge of the principles followed in India, West and South Africa. Memoranda by these officers are enclosed herewith.

4. All papers were finally submitted to the Executive Council and exhaustively discussed with the following result:-

The opinion was unanimously expressed that the question of travelling allowances should be treated as quite distinct from that of increases of salary. It was considered, with all due deference to the principles

*11/923/17*  
*32729/17*  
Principal Judge  
December 19th 07.  
Mr. Curtis  
24th 1907.  
Mr. Macdonald  
January 7th 1908.  
Mr. Watts  
January 9th 1908.

J. M. Principal Secretary of State  
for the Colonies,  
Downing Street,  
LONDON, S. W.

principles expressed in Your Lordship's first mentioned despatch, that it would be highly undesirable to abolish such allowances in a country where the conditions of travel, whatever may be said to the contrary, are often particularly onerous and therefore likely to act as a deterrent to officials who ought to be frequently on tour. If all inducement to travel is withdrawn and at the same time a small increase of salary to a few of the officers of each grade is given, discontent is sure to arise and there will be loss of efficiency and inducement for officers to leave their stations.

4. The Council cannot help thinking that "the known conditions of African travel" are less favourable as far as East Africa is concerned, than they used to be. In West Africa they may be more arduous than they are here but they are certainly less so in most parts of South Africa and India. Sportsmen and travellers who can take their own time and choose their own districts no doubt thoroughly enjoy camp life, and write about it enthusiastically, but the official travelling by forced marches through not always pleasant country at varying seasons of the year has often a very different experience. The toilsome tramp over lava rock to Serango, the long weary journey through scrub and bush to Kitui, the waterless stretch of plain between Voi and Taveta are instances in point. In fact it is only over a small proportion of the country that touring is really enjoyable.

5. No discomfort or inconvenience can be held to entitle an officer to compensation but there is no doubt,

also expect either extra pay or rations. Most stationary Officers have Goanese cooks who object to travelling and it is often necessary to engage a Swahili for the tour.

8. This is particularly the case when an officer has his wife with him and it is presumed that an increasing proportion of those who hold stationary appointments at headquarter stations such as Mombasa and Nairobi will be married and will therefore have to keep up their normal establishment when on tour, so that all travelling expenses will be additional to the ordinary cost of living.

9. The scale proposed in my Memorandum of April 27th, 1907, took into account the circumstances of the various officers concerned and was carefully framed by the Treasurer and myself with a view to the nature of the appointments of the officers concerned and the likelihood of their having to travel frequently or not. It is not an extravagant scale and I scarcely think that it is likely to become an indirect source of emolument. But I feel that it would be better to risk even that than to lose efficiency and create the discontent which would follow the introduction of the proposal in Your Lordship's despatch under reply.

10. I regret that it is impossible to say exactly what the financial effect of the scale I suggested would be, but I am given to understand that the change would not make an appreciable difference.

11. In India, where Administrative questions have been thrashed out to the nth, and in most other countries with which I am acquainted, including the British Isles, the necessity for travelling allowances in some form or other is fully recognized, and I must say it is hard to see why a new possession like East Africa which depends for its development on the personal exertion of its officers, and where the personal equation in the making of the country is so urgent a factor, its officials should forfeit the allowances they have drawn for the last twelve years since the Protectorate was established, and be thereby placed at a disadvantage as compared with other services where the necessity for the continuation of these allowances has been admitted.

12. Nor am I in any way in favour of consolidated travelling allowances except in the case of a few special departments, such as the Game Ranger's. In principle it is not accepted in India on the ground that it takes away the inducement to leave the station and tour, and the effect would be the same here.

13. And as regards the salaries; in the case of the junior officials they are admittedly low and not commensurate with their responsibilities and position. To take the case of the Kenya Province alone: there we have a large and thickly populated province where the range of effective administration is being continually widened and where the native hut tax alone brought us in over £27,000 last year. Can it be said that £600 per annum with an entertainment allowance of £50 is an adequate



adequate salary for such a charge? It is true that Mr. [redacted] was granted a personal allowance of £100 per annum for his work in this Province but his health suffered from the strain of the work and I could no longer keep him there. And it is the same, though perhaps in a less marked degree in the other provinces. Revenue is rapidly increasing, and so are the nature of the work and the responsibility of the officers.

14. In conclusion I would with the utmost deference request a sympathetic consideration of the matters raised in this correspondence. I would urge that it would be a mistake to do away with travelling allowances; I think a graduated scale such as that above referred to is more equitable than the uniform system hitherto applied, and I venture to ask again that the question of certain increases I asked for the senior officers may be kept distinct from the general one of travelling allowances.

I have the honour to be,  
With the highest respect,  
My Lord,

Your Lordship's most obedient,  
humble servant,



29 JUN 08

## MEMORANDUM.

1. I have always believed that the object of a travelling allowance given to an officer travelling on Government service was to ensure that the officer should not be in a worse position financially while travelling than when at headquarters, and also to compensate him in some slight degree for the inconveniences to which he is put.

2. It is now laid down that a travelling allowance should be regarded as the amount by which an Officer's rate of expenditure while travelling unavoidably exceeds his ordinary rate of expenditure while stationary, and it is hoped to effect a considerable saving under this head in the future.

Seeing that the general complaint in this Protectorate is that the Travelling allowance in the past has been inadequate, this does not commend itself as an attempt to deal with the question that is likely to be successful.

3. This, however, appears to be in part due to another matter which to my mind stands on an entirely different basis, viz: that of incremental pay, having been mixed up with the question of travelling allowance.

If it is felt now that the pay of certain officers together with travelling allowance is insufficient, it does not appear that an annual increment of less amount than and given in lieu of travelling allowance now earned is altogether a fair way of dealing with the question. And it is certain that an actual increase of pay by whatever name it is called will not do away with the necessity of having to make an allowance to meet extra expenses for

travelling

travelling.

4. It is also to be remembered that it is particularly desirable that certain officers should spend a large portion of their time on safari and the earning of a travelling allowance is some inducement in this respect, which will be wanting if an officer is paid a fixed sum irrespective of whether he travels or not.

5. It is on the other hand desirable to devise measures to prevent an abuse of the system and this I would suggest would be sufficiently met by limiting the number of days for which travelling allowance could be drawn to 30 in each quarter for those officers who are expected to spend at least  $\frac{1}{3}$  of their time on safari.

6. I am in favour of drawing a distinction between stationary and other officers whose duties compel them to travel frequently, and I think a stationary officer should be allowed 85% more per diem than an officer of the same grade who has to travel frequently.

7. The allowance should not, I think, be confined only to those days on which an officer is actually on safari but should also include such time as he may be delayed away from headquarters, for he is none the less on a journey for the fact that his work may cause him to remain 2 days or a fortnight in one spot, and his chief extra expenses are generally incurred at his halting places. For it is on these occasions that Hotel Bills, contributions to messes, presents and tips have to be met.

The limitation of the number of days per quarter on which travelling allowance could be drawn would be a

sufficient

sufficient check on any abuse and would also allow of long : aris being undertaken without hardship to the officer concerned.

8. As regards Railway Officers I am not in a position to speak; the conditions of their work are of such a special nature that it would seem they should be placed on a separate scale suitable to their respective ranks and duties.

9. From my personal experience I can state that when I was a junior officer on the West Coast on a pay of £350 a year I received 10/- a night on safari and an allowance of 4 hammock bearers throughout the year. When sitting on the appeal Court at Zanzibar I now receive £1/- a day, but as a Judge of the High Court in E. Africa I have received a travelling allowance which has actually left me out of pocket.

10. Subject to the reservations made above I cannot say that I think the scale put forward by the Honourable Treasurer errs on the side of extravagance.

Sd/- R.W. Hamilton

Mombasa,

December 19th 1907.

INCLOSURE No. 2

In Despatch No. 2067 of June 2, 1908

25394

29 JUN 08

MEMORANDUM.

It is I consider a fundamental principle that travelling allowance should not be a source of profit, at the same time in all those departments in which it is to the interest of the service that officers should travel largely, the allowances must be fixed at such rates that if there is any balance between expenditure and receipts it shall be to the advantage of the Officer.

Consolidated allowances are, to my mind, a very great mistake. The majority of officers in East Africa receive low salaries and in all such cases if the travelling allowance is a consolidated one it is only natural that the inclination should be to avoid travelling and thereby save money. What is required is that the inclination should be to travel. It is much easier for the Head of a Department to control excessive travelling than it is for him to compel an unwilling man to travel efficiently.

In the case of Provincial Commissioners, District Commissioners, Assistant District Commissioners, Executive and Assistant Engineers, District Superintendents of Police and numerous other officers it must be to the interest of the service that they should, by constant travel, get into personal touch with the natives, settlers etc. in their districts. To place a deterrent on such travelling by the introduction of consolidated allowances might result in a small financial saving but would, in my opinion, certainly be counterbalanced by a very great

loss

loss in efficiency.

As regards my own department in order to work economically we use as large a percentage as possible of African labour, which is absolutely irresponsible in an emergency, and very far from responsible under ordinary conditions.

To safeguard the travelling public under these conditions it is necessary that officers in all departments should be in constant touch with their men and this can only be done by constant travelling. Heads of Departments and myself regularly keep an eye on the monthly travelling allowance bills and if we find that an Inspector has not been away from his headquarters sufficiently we demand an explanation. If our men make in cash by travelling - always provided that their work is efficient and for this I am responsible - I consider that so far from its being a loss to the Government it is a gain because it is an inducement to them to exert themselves.

If the present system or scale of travelling allowance is reduced on this Railway I have no hesitation whatever in saying that in the end it will prove disastrous. £100 go a long way in Travelling allowance but go nowhere in a bad smash up and accidents can only be avoided by constant and continuous personal supervision by responsible persons.

This constant supervision is of course necessary on all Railways but it is specially so on this Railway with our crude African labour. The greater

part of the supervision as also the greater part of the responsibility for the public safety falls on the District Officers who have to be constantly travelling. To withdraw their travelling allowance as is suggested in paragraph 25 of Secretary of State's despatch would remove from them an item which is given on all Colonial Railways, which they have drawn here ever since this Railway was started and which they well earn and it would be naturally felt as a grievance.

It never pays to endeavour to economise a few pounds if by so doing you render the staff, on which responsibility rests, discontented. A contented man is worth (3) three men with a grievance - real or fancied -

My idea of the travelling allowance system generally is that it should be based on the following lines:-

- (1) Double fare (1st or 2nd Class according to rank) on the Railway. This to cover all servants, baggage &c.
- (2) Mileage allowance at so much per mile when on safari. This to cover cost of porters etc.etc.
- (3) Daily allowance at so much per day, according to rank, in cases which do not come under (1) and (2).

Sd/- H. A. F. CURRIE

Nairobi,

May 24th 1907.

MEMORANDUM.

23594

29 JUN 08

I should be sorry to see the system of consolidated allowances introduced in the B.E. Africa Protectorate Civil Service.

My experience both in Cape Colony where I held a Government travelling appointment for nine years and in the Transvaal where I held a Stationary post for four years was that consolidated allowances were a mistake and more so in the cases of the officers who were supposed to be always travelling rather than those whose duties took them away from headquarters at intervals and for short periods only.

The latter were always pleased to leave the routine of office work for a change of work and air, while the former, holding travelling appointments, (and which I consider much more wearing to mind and body) were always pleased to settle down at headquarters for a short stay and rest; besides, consolidated allowances come after a time to be looked upon as part of one's salary.

All officers while travelling, unavoidably exceed their ordinary rate of expenditure while Stationary and such extra expenditure should be made good in the form of a daily allowance which is not only a check on their movements and work but an incentive to leave headquarters, especially is this so in the case of technical officers of my department whose duties are not confined to any particular district or area.

The



The allowances fixed should be such that there is no balance between expenditure and receipts, and should, I think be based on the salaries drawn by the respective officials.

In the Transvaal the rate of subsistence allowance is as follows:-

For officials drawing £1000 and over; one pound per day.

For officials drawing between £500 and £1000; fifteen shillings per day.

For those drawing £250 to £500; ten shillings per day.

For Assistant Foresters and Stock Inspectors whose duties were confined to given areas the rate of subsistence allowance was five shillings a day. If however they passed out of the defined areas for duty elsewhere they drew for the time being a subsistence allowance based on salary.

Any officer temporarily transferred to a Stationary post drew full subsistence allowance for the first fortnight and half allowance for the second fortnight, after which subsistence allowance ceased while the officer remained at such post.

Travelling expenses in the Transvaal are somewhat heavier than in S. East Africa but the system in vogue in that Colony and which is more or less in accordance with the system in Cape Colony, Orange River Colony, Natal and Rhodesia respectively might be adapted to British East Africa.

Sd/- A.C. MACDONALD

Nairobi,

January 7th 1908.

33/ June 2, 1908

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## MEMORANDUM.

23594

29 JUN 08

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Reference has been made to the Indian Rest House System and it is suggested that it should be applied to Mombasa and Nairobi.

There are in India, two, or rather three, systems, viz:--

- (a) Circuit houses
- (b) Dak bungalows
- (c) Rest Houses or Inspection Bungalows.

(a) are erected at Headquarters or Districts in most Provinces, and are intended for Judges on circuit, and Heads of Departments. They are fully furnished in every respect, and a Staff of Servants, including a Cook is kept on the premises.

(b) are for all Government officers, and for the public, and are constructed at towns where there are no Hotels.

Here also a staff of servants and a cook is maintained, and every traveller has to pay Re. 1 per diem in most provinces.

(c) are erected on P.W.D. and Local Roads and also in Forests. There are no table servants or a cook in there, merely a "Chokidar". Government servants pay no rent and private travellers Rs. 1 to Rs. 1-8-0 per diem.

The expenses of introducing this system of Bungalows extensively into this country would be enormous, and far exceed the cost of liberal travelling allowances in this country for many years.

We

We however require circuit houses at Mombasa  
airobi and Kisumu badly.

2. As regards Indian travelling allowances: according  
to the Rules laid down in the Civil Service regulations:

A Civil Secretary to a Local Government receives  
Rs.10/- per diem when travelling with a Lieutenant  
Governor.

A.P.W. Department Secretary receives Rs.10/- per diem  
when travelling with a Lieutenant Governor, and Rs.7/8/-  
per diem when not doing so, as Chief Engineer.

A Superintending Engineer receives Rs.6 per diem.  
A Executive Engineer Rs.5 per diem

An Assistant " Rs.4 "

Tents are supplied on a more liberal scale than in  
this country, and Government pays half of the cost of  
carriage of tents.

No Officer can draw halting allowance for more than  
10 days at a time without the sanction of the Local  
Government. Officers on Survey are usually exempt  
from this rule.

In most provinces in India, Commissioners of  
Divisions (here called Provincial Commissioners) receive  
a consolidated travelling allowance of Rs.250/- p.m.  
In the Bombay Presidency - Survey, Forest, and some  
other officers - receive consolidated allowances. As  
a rule however the Government of India sets its face  
against consolidated allowances as they are not an  
incentive to travelling, and a proposal to give such  
allowances to Heads of Departments made last year in

Province was thrown out, and never even got as far as the Government of India.

When an officer travels by road more than 20 miles in one day he receives an allowance of eight annas a mile, and forfeits his daily allowance for the days on which he does such journeys.

3. The above rules apply to the civilized parts of India. In parts where there is mountainous country, and where the inhabitants are semi-civilised or savage, the travelling allowances are 50 per cent more than those mentioned in paragraph 2 of this minute, except for mileage which in most cases remains at 8 annas. In Kumaon, all Officers stationed in the Districts of this Division receive Rs. 7/8/- per diem, no matter their rank or what department they are in, and the District Commissioner is allowed 40 porters - the Commissioner I think gets 80 or more. In addition to the above allowances milk and firewood are free, as this is provided for under the Settlement Land Rules in force in Kumaon.

4. The wild parts of Assam, the Melghat of Berar, Kumaon, and the various Frontier districts of India and Burmah are very expensive to live in, and they approach the cost of living in E. East Africa, but they do not come up to it. I therefore think that the Travelling Allowances in these mountainous, (and in most cases wild) tracts in India are a fair comparison on which to base the Travelling Allowances of E. East Africa. Nothing less will in any way be adequate to compensate for the increased cost of food so. on "safari"

I have not had much experience of safari. In E. East Africa it is true, but from the little I have travelled I see how expensive it is. Even within 10 miles of Nairobi the other day I was unable to buy fowls, milk, butter, vegetables or bread locally. - Only mutton of very inferior quality was obtainable.

This meant existing on expensive tin food - a not very healthy thing to do, - or of importing fresh food of every description from Nairobi.

5. I do not believe in consolidated Travelling Allowances, and must strongly protest against their being introduced into the P.W. Department. I attach the Travelling Allowance form which I propose to introduce for P.W. Department Engineers. This form is a great safeguard against officers travelling unnecessarily, and when presented monthly this Journal will show every detail that is necessary for an effective check being made. This country is very little known as yet from an Engineering point of view, and now that our building programmes at Headquarter Stations is restricted, and our energies will be more concentrated on roads, water supplies, and the investigation of the possibility of Irrigation works - it will be necessary for the Engineering Staff to travel long distances frequently - and any restriction of the number of days per annum to be travelled would be disastrous.

5. The question of travelling Allowances for an officer on transfer is separate. Each officer should be given an allowance of a certain number of cwts, so that he may move his own goods - in addition to the usual daily allowance.

allowance of his rank.

6. The question of travelling by Steamer is not touched on. I suppose some subsistence allowance will be permitted when an officer is doing so.
7. I think the scale of P.W. Department Officers suggested by the Honourable the Treasurer attached to his No. 83/75 of May 24th 1907 is the minimum which should be allowed in this country for some years to come. It was proposed before my appointment was made. I assume however that the Commissioner of P. Works will be included in Class I together with his brother Commissioners and certain other officers.
8. I have not touched on the Travelling Allowances sanctioned for High Court Judges, Members of Executive Secretaries to the Govt. of India, Councils in India, Members of the Board of Revenue and Financial Commissioners because I have no knowledge of these.
9. His Honour the Chief Judge, the Hon. the Manager of Uganda Railway and the Director of Agriculture have dealt exhaustively with the general question under disposal so I have merely put forward the rules in force in India and my personal opinion as to their application in this country.

Sd/- G. K. WATTS,  
Commissioner of P. Works

B.A.P.

Nairobi 9-1-08.

## Suggested Form for Subsistence Allowance

Bills.

Journal of .....  
for the month of ..... (year)

| From<br>Station. | Hour of<br>Depart-<br>ure | To<br>Station. | Hour of<br>Arrival. | Daily<br>Allow-<br>-ance<br>accord-<br>ing to<br>rank. | Remarks. |
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