

EAST AFR PROT.
19227

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359
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POSTAL STAFF

The letter from the P.M.G. as to requirements. Is satisfied that necessity is urgent and imperative. 36 additional officers are required at once and 28 in April next 15 of whom in each case should be Europeans, States cont. Trusts proposals will be approved. Promises further detailed as to filling existing vacancies which are not affected by these proposals.

~~Mr. Bottomley~~ Mr. Bottomley Dir. J. F. Fildes

The postal staff was very considerably increased in the previous 12 months. The estimate for 1912-1914, of the following new appointments:

Many of them were new recruits during 1912-13

- 3 second class postmen
- 3 postal clerks and telegraph
- 7 general clerks
- subordinate 2nd grade
- 2 " " 3rd " "
- 2 " " 4th " "
- 5 " " 5th " "

4 subordinates of the 4th grade being discontinued. As regards the staff which are being taken to fill the higher of these posts we have written at length to the Governor (vide despatch No 232 of 26.3.13 on 7/1920) and it is hoped that when the sanctioned appointments

Shed tel cons (Aug 1913)
Inward 5th - telegrapher - 3rd of 1913

2/526

and that have been killed some of the previous work
at present exists with to others.

The present application which the Governor makes
for 36 additional officers at once, and 28 more
in April next, is very sudden, although to some
extent we were prepared for a proposal for
an increase in the establishment by the
abolition of branch 10th (22222), and
we have taken the views of the Treasury by our
letter of the 17th April.

The new posts for which sanction is required
for this year are - I Empire Staff

- 2 14 class Submarine - £300-£15-£260
- 4 female auxiliary accountants - £125-£6-£150
- 5 junior male Clerk-Telegraphists - £130-£5-£150
- 4 female Clerk-Telegraphists - £110-£6-£150

The estimated additional cost for 1913-1914 is £1095
and for 1914-1915 about £2200. (Paragon 4000 cells)

II Quicker Staff

As regards the Quicker Staff the definite particulars
can be given, but the P.M.G. suggests sending a
working officer to Berlin. ~~Some~~
~~with a view to~~
I think such a course is hardly desirable in
the case of clerks, although however desirable it may

be in the case of Coolie and persons of that
class.

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While it must be remembered that all the
new appointments which have been sanctioned
in the estimates for 1913-1914 have not yet
been filled, and that other the persons
who have been selected for this post, take
of this matter, the present staff is
at present full with a somewhat surplus,
there can be little doubt that the work of the

Postal Department has increased enormously
quite recently. It is difficult to

understand, however, why a more
careful estimate of the requirements
of the department could not have been

made at the time the estimates for 1913-1914 were
framed. All the additional appointments

added for the Quicker Staff detailed 780 of 7.11.13

The boom began
after June 1912
(see 12121) &
his father's estimate
would have to be
scrapped or reduced
W.H.

377/3

900/1200
1912

were sanctioned, but it is ^{essential} ~~essential~~
that this business is inadequate, and a
very large number of additional appointments
are asked for immediately.

In a matter of this sort we cannot
trust the good-will of the Governor, who
is on the spot and has evidently given the
matter close personal attention. He would
be in a position to know that a supplementary vote
for increased staff would probably be required
at an early date, and would be given
preliminary. The only thing is a
signed the first required for this year.

I think that in view of the provisions being
submitted with money, we should inform
the Treasury and say that it is essential
that the budget be sent to the Governor
before the year should be concluded,

Confidential
1913

and that there is every reason to anticipate that
the necessary additional expenditure can be
met by saving on the estimates. We cannot
unfortunately give precise details to the Treasury
about the details of expenditure when it is
proposed to approve, but the additional expenditure
on this account is not likely to exceed £1270,
the total additional provision required for both
the European and Asiatic being £2000.

As regards the staff which the Governor
applies for for 1914-1915, he should bring
the matter up for consideration with the
Secretariat for 1914-1915.

I do not much care for the proposal
of sending a recruiting agent to India to
find Indian clerks, and I don't think we
should ask for the money which he proposes
in paragraph 16 of his letter should be spent on
this account. There does not appear to be

any more to get some further about the
basis of Indian clerks in the P.S. District
and will doubtless turn up if there are
vacancies to be filled.

The Chief Magistrate in paragraph 18
can be considered better, if necessary, after the
final calculation part.

Notes to Treasury on request

2nd

12, 6-15

Mr. Goshing's figures are mainly intended
for purposes of illustration, but his
lowest figures for the revenue for 1913-14
seem to be £42,000 (£8,000 above the
estimate), which is 50% more than
for 1911-12. On this basis he ought to
have 67 more staff than in 1911-12,
of whom 32 (or in excess) have
already been authorized. & 36 are
now asked for for this year & cost 28 for
next.

For the whole increase to be justified,
on the basis of the 1911-12 figures,
the anticipated revenue should be about
£48,000, which is another 14% above
the possibility for 1914-15 and
which is not a consistent cost now

I agree.
H. J. R.

I very much
like it if it is
let them see
the matter to India
they consider it
impossible to do so.
H. J. R.

I agree.
H. J. R.

of Mr. Goshing's estimates for 1913-14.
In any case I do not see how we
are to cut down the demand here &
I think it would put the whole of the
Treasury on proposed.

on minor points -

- a) We cannot, as Mr. Stevenson proposes
leave the 1914-15 estimate till the
Estimate for that year are under con-
sideration. Mr. Goshing is right that the staff
shall go by the final total in April
& he must get their approval - always
subject to the half & half principle.
- b) The £1,000 asked for a concession
with Indian, is for salaries & must
be included with the rest. Since we
pay higher salaries for Indian
in E.A.P. or we incur expense in
getting cheaper labour from India.
Probably the cost, for the final year,
will be much the same. I agree
with Mr. Stevenson however in preferring
the local employment - if the Indian
population is adequate for the needs
of the Protectorate he need not go
out of our way to increase it.
- c) Para 19 of letter. We must certainly
defer opinion on these details. At present
I have grave doubts about the morality of

of planting on the island to the
who has found the power on for
provision of the island is related to
take as interest in the work of the
Department:

C.C.S.

12.6.13

H. J. R.

13/4/13

Alone M 13.6.13

I am certainly
opposed to
... of
... factory
... other
H. J. R.
and J.

C.O.

19227

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GOVERNMENT HOUSE,

NAIROBI,

BRITISH EAST AFRICA

13th May 1913.

Sir,

I have the honour to transmit for your most favourable consideration a copy of a letter from the Postmaster General respecting the requirements of his Department.

2. I am satisfied that the state of affairs, which Mr. Gealing describes, is in no way exaggerated and that the necessity for the extra staff, for which he asks, is really urgent and indeed imperative, if the postal service is to be conducted with any reasonable degree of efficiency.

3. The figures relating to the Railway and Customs Departments, which he quotes, are in themselves a conclusive proof of the exceptional expansion of commercial business which has taken place during the last few months and is at the present moment far from having reached its limit, the Railway traffic returns even for April being over £10,000 in excess of the corresponding month in 1912. It is axiomatic that such a wave of commercial prosperity must inevitably involve a proportionate increase in correspondence with resultant pressure on the Department responsible for dealing

THE RIGHT HONOURABLE

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

SECRETARY OF STATE FOR THE COLONIES,

DOWNING STREET, LONDON, S.W.

dealing with it. Any shortcomings in this respect become at once the subject of legitimate complaint on the part of the general public, for there can be nothing more prejudicial to mercantile transactions than postal or telegraphic delays.

4. The Postmaster General is naturally anxious to be adequately guarded against such criticisms and to bring this Department up to the minimum strength which will enable him to cope with the work. He is no alarmist and I feel sure that there is nothing extravagant in his estimate of the staff which he requires. This amounts to 35 additional officers at once and 26 in April next, 15 of whom in each case should be Europeans, the total supplementary expenditure involved being £2,865 for the current financial year and £7,127 for 1914-15. The former sum can in all probability be met from savings and for the latter, if sanction is accorded, provision will be duly made in next year's draft estimates.

5. I sincerely trust that you will see your way to approve provision being made for the Postmaster General's requirements, for I am convinced that, unless something is done to meet the existing situation, the material progress of the Protectorate, which now seems assured, will be very seriously hampered.

6. I am addressing you in a separate despatch on the filling up of the existing vacancies referred to in your despatch No. 232 of March 26th. This matter is not affected by the present proposals which

3.

which are entirely distinct.

I have the honour to be,

Sir,

Your humble, obedient servant,

William Dewart

GOVERNOR.

INCLOSURE

To Despatch No 259 of 12 -

C O
19227
REC'D
POST OFFICE

Registered No. 2429/12
13

Postmaster General's Office,
Nairobi.

2nd May, 1913.

340

Sir,

URGENT NEED OF ADDITIONAL STAFF
FOR THE POST OFFICE.

In continuation of my despatch No. 2429/12 of the 18th of March 1913, in which I intimated that in view of the rapid growth of public business and the correspondingly increased work of the Post and Telegraph Department I was afraid that the staff authorised under the current year's estimates would prove inadequate, I have the honour to inform you that the further experience of the past two months more than confirms the opinion which I then expressed. The revenue returns of the railway, the Customs and the Post Office continue to show an augmenting ratio of increase, and the difficulty in dealing with the work of the Post Office with our present staff is becoming more acute from day to day.

2. The financial statistics of the three principal commercial Departments, i.e., the Railway, the Customs and the Post Office, are ordinarily the best measure to apply in estimating the commercial expansion of the country, upon which Post and Telegraph work mainly depends.

Honourable

The Chief Secretary

to the Government, NAIROBI.

But

2.

But the Post Office revenue for the past financial year was inflated by special sales of stamps of the new (King George V.) issue to philatelists and it is therefore desirable to give rather more consideration to the Railway and Customs returns than would ordinarily be necessary in determining the staff requirements of the Post Office.

3. On the 12th of March I pointed out that the Railway receipts for the first eight months of the past financial year showed an increase of 33 per cent over the corresponding period of the previous year. Taking the returns up to the end of January, this 33 per cent had become 37 per cent over the corresponding 10 months of the previous year. Similarly the Customs revenue increased from 41 per cent to 47 per cent and the Post Office revenue from 40 per cent to 52 per cent.

4. In the case of the Customs and the Post Office the estimated revenue for the financial year just ended had already been exceeded after 10 months' working. The Customs revenue for the 10 months ending the 31st of January 1913 had exceeded the estimate for the whole year by 25 per cent, whilst the Post Office revenue for the year had similarly been exceeded by 15 per cent according to the Treasury returns, and by 9 per cent according to my Departmental

computation

3.

computation which takes into consideration certain adjustments which have not yet been included in the Treasury accounts.

5. I am not yet in a position to give complete Statistics of the increasing Post Office business. In order to meet the situation arising from the rapid increase of work, and the many unfilled appointments, I have been obliged to deplete the accounting staff by utilising its officers for the various services involving direct relations with the public. The Departmental accounting, and in fact all work which could be deferred without causing actual action with the public, has had perforce to be neglected for the time being. I am, however, in a position to say that the paid telegraph traffic for the 9 months ended the 31st of December 1913 had increased by 33 per cent, and the telegraph revenue by 36 per cent over that for the corresponding period of the previous year.

6. In order that it may be understood how ill-equipped the Department is to cope with this rapid increase it is necessary to point out that the general financial circumstances of the Protectorate, in past years, and also the growing cost of clerks, per capita, as a result of the extensive employment of Europeans, have not permitted such additions to the staff as were desirable. Taking the Administrative and clerical branches the
authorised

authorised establishment for 1910/11 was 134 and the revenue collected £.24,025. This works out at one Officer for every £.180 of revenue collected. In 1911/12 we had one Officer for every £.212 of revenue, whilst in 1912/13 we were reduced to one Officer for every £.240 assuming that the revenue for the year, excluding sales of stamps to dealers for philatelic purposes, amounted to £.36,000. The total revenue will probably be nearly £.40,000, but the accounts will not be completed for at least another two months.

Administrative
and Clerical Revenue.
Staff.

	£.
190	24,025
191	25,000
192	36,000 (+)
193	40,000 (+)

Actual.
Revised Estimate.

7. The number of staff given for 1912/13 includes six native learners who in former years were shown as postmen, and four European schoolgirls who are being trained as telegraphists. If adjustment were made in respect of these non-effectives the staff for 1912/13 would work out at one Officer for every £.256 of revenue. But it is necessary to consider also the eight Post Offices worked under the contract system and a reasonable comparison between 1910/11 and 1912/13 would, I think, be:-

1910/11 One Officer for every
£.180 of revenue.

1912/13..... One Officer for every
£.245 of revenue.

In making these comparisons I have written down the anticipated revenue for 1912/13 to £.36,000 to fully cover the excess collections accruing during that year on account of the special

sales

sales of stamps to dealers which amounted to £.3,790. The estimated sales for the current year are placed at £.1,400.

8. The particulars furnished in the immediately foregoing paragraphs are not given as an absolute indication of the extra staff required. It is not suggested that because we had one Officer for every £.180 of revenue in 1910/11 we want the same now. But it will be necessary to considerably increase our present establishment and, as already intimated, I am relying largely upon the revenue returns of the Railway and Customs Departments in order to arrive at the increase of Post Office staff which can reasonably be asked for. The mean increase of the Railway and Customs revenue for 1912/13 can, I think, be safely placed at 40 per cent over 1911/12.

9. To apply these figures. The staff authorised for the present financial year numbers 174. Deducting 16 learners (non-effectives) and adding 6 Shop-keeper Sub-Postmasters we have a total of 166 efficientes as compared with 134 for 1911/12, an increase of 24 per cent. As against this we may safely assume that the Customs and Railway revenue, which already indicates, as for 1912/13, a mean increase of 40 per cent over 1911/12, will reach an increase of 75 per cent over 1911/12 during the current year. In considering the staff required for the Post Office it is necessary

to revise the Departmental revenue estimate for the current financial year from £.33,780 to £.42,000.

10. The matter is urgent, and its urgency is accentuated by the difficulties and delays experienced in the recruiting of staff, both in England and in India, which have resulted in our being at present 24 Officers short of the authorized establishment for the current financial year. I have been able to obtain some temporary assistance, but the persons so employed are untrained and their services are of no great value. We have experienced trouble on this head for a number of years. For example taking the three years 1910/11, 1911/12 and 1912/13 there was an average saving of over £.1,800 per annum, being approximately about 8 per cent of the votes for personal emoluments, due to delays in filling appointments. I am afraid that such delays are unavoidable, but it is necessary to recognise that they are bound to occur and to make arrangements accordingly.

11. If a supplementary estimate were sanctioned now, based not merely on our present requirements but on what will probably be necessary at the commencement of the next financial year, it would, I think, place matters on a satisfactory footing. A number of additional Officers are wanted immediately. Others will be wanted later, probably within 8 or 10 months, Unless something is done

to anticipate future requirements we shall be constantly short of the force necessary to maintain an efficient service. The country is now developing at such a rate that we cannot go on asking for additional staff in August of each year, when the annual estimates are prepared by Heads of Departments, and not getting the appointments filled until at least 12 months later.

12. I have obtained statements from the Postmasters in charge of the principal Post Offices showing:-

- (a). The increase of staff required immediately.
- (b). The numbers considered necessary eleven months hence.

These statements combined with the Headquarters requirements show 25 additional Officers as required immediately and 17 more as wanted at the commencement of 1914/15. To these figures must be added 10 Officers required for converting small Post Offices now worked by District Commissioners into Departmental Post Offices, and 12 others for the opening of entirely new Post Offices in different parts of East Africa and Uganda at places where there are no District Commissioners. No such expansion of the service has been possible for nearly a year past and applications from the public are accumulating.

These

These requirements may be tabulated as follow:-

	Urgently wanted now.	Additional wanted in April next.
For the Headquarters Office and principal Dist. Post Offices.	25	17
For the Departmental working of Offices now conducted by Dist. Commissioners.	5	5
For new small Post Offices.	6	5
Totals.	36	28

I consider that the whole of these 64 additional Officers should be actually in East Africa before the end of April 1914.

13. In framing the estimate detailed above I have made no allowance whatsoever for the present deficiency of 24 Officers on the establishment already authorized and who will presently be recruited. These, when they arrive, will be required to act as leave substitutes for members of the present staff. The delay in filling appointments has been greater than usual during the past year, and this, combined with the number of resignations resulting from the special attractions of commercial employment at the present time, has resulted in 25 Officers being now overdue for leave. More leave will presently be falling due and the deficiency on the authorized establishment - when made good - will be

absorbed

absorbed as reliefs.

14. The question as to what proportion of the new staff should be Europeans depends upon two uncertain factors:-

(a). The extent to which it may be possible to recruit suitable Asiatics.

(b). The number of additional Post Offices it may be possible to work on the contract system by the employment of shop-keepers.

I wish to keep the number of Europeans as low as possible, for reasons of economy, but consider that the minimum additional number required now is 15, with 16 more in April next. The additional staff should include a proportion of superior Officers in order to cope with the extra supervising work following the rapid expansion of business. It will be necessary to have an additional Assistant Postmaster General for Uganda as the work in that Protectorate is now getting beyond the possibility of combination of the functions of Assistant Postmaster General and Assistant Telegraph Engineer, and in any case it would be difficult to recruit an Officer for the vacancy resulting from Capt. Wallace's transfer having the necessary qualifications for the dual capacity. Under the ^{existing} new conditions Mr. Killingbeck cannot be sent to Uganda and will be fully occupied in inspection duties.

15. I consider that provision should be

made

made for additional European staff as follows:-

Description.	Number wanted now.	Additional number wanted in April 1914.	ESTIMATED COST.	
			During 1913/14.	During 1914.
			£.	£.
1 Postmaster General (£400 x 20 to £,480).		1		350
2 Class Postmasters (£200 x 15 to £,360).	2		300	615
3 Class Postmasters (£200 x 10 to £,300 (£200 x 30 duty allowance)).		3		660
4 Male Assistant Telegraphists. (£150 x 4 to £,180)	4		250	512
8 Female Postal Clerks and Telegraphists. (£160 x 8 to £,200)		8		1280
5 Juniors. (£130 x 5 to £,160)	5		325	650
4 Male Postal Clerks and Telegraphists. (£110 x 4 to £, 150)	4	3	220	780
Totals.	15	15	£,1095	£,4647.

16. In regard to the additional Asiatic Staff it is impossible to give any definite figures either as to numbers or salaries. About a year ago it seemed impossible to recruit satisfactory men, but there are indications that Indian telegraphists are now obtainable. The supply seems to fluctuate with the varying conditions in India. In any case, however, we shall have to take such

Indian telegraphists as we can get on more or less their own terms. The governing question is whether those terms can be accepted having regard

regard to the actual salary value of the candidates offering, according to the East African scales of pay for Indian Clerks.

It is necessary to avoid unduly disturbing the present local standard of salary value as this would lead to discontent throughout the whole of the staff of Government clerks, and failing other suitable arrangements I propose that a senior Officer of this Department be sent to India to endeavour to recruit suitable men, at such rates of pay (if possible not exceeding £.96 per annum) as he may consider them to be worth. I would ask for supplementary votes of £.1000 for this purpose for the current financial year, to be increased to £.1800 for the financial year 1914/15.

17. The total supplementary expenditure proposed for the current financial year would thus be:-

For Europeans as per paragraph 15.	£.1,095
For Indians.....		£.1,000
For passages:-		
Europeans - £.500	£. 770
Indians - £.270		

Total		£.2,865

18. For the financial year 1914/15 the additional expenditure would be:-

For Europeans as per paragraph 15	£.4,847
For Indians.....	£.1,800
For passages.....	£. 480
Total....	£.7,127

18.

It is pointed out that part of the proposed additional expenditure for next year (1914/15) is in anticipation of the requirements for that year for which authority would ordinarily be sought when the annual estimates were submitted. The object of putting forward the proposals now is to secure that the additional Officers required should be actually in East Africa in April next and not delayed until the greater part of the year has expired.

19. In regard to the recruiting of Officers to fill the proposed new appointments I would suggest either Mr. G. P. Lewis, Assistant Postmaster General, Northern Nigeria, or Mr. Letts, Postmaster, Nyasaland, for one of the 1st Class Postmasterships. For the other the claims of Mr. Pearson, 2nd Class Postmaster of this Department, should, I submit, be considered. If Mr. Letts is transferred to this Department it might be convenient to send Mr. G.R.F. Martin, Postal Clerk and Telegraphist, to Nyasaland in exchange. Mr. Martin has got into ill-repute in this country - in my opinion deservedly - but I think it would be only fair to give him a trial elsewhere.

20. The Female Assistant Accountants could be best and most quickly obtained from the British Post Office. In your despatch to the Colonial Office No. 201, of the 15th of March

12.

March 1912 you enclosed a memorandum giving particulars of the qualifications required and conditions of service for a Female Accountant for this Department. I propose that four more Female Clerks be recruited from the British Post Office on the same general conditions as set forth in the memorandum, but with the following exceptions:-

- (a). They should be styled "Assistant Female Accountants".
- (b). The rates of salary should be £.125 rising by annual increments of £.5 to £.150 per annum.
- and
(c). The posts should rank as Second Class appointments with Second Class passages.

21. The five junior Male Postal Clerks and Telegraphists with commencing salary £.130 per annum and the four Female Postal Clerks and Telegraphists salary £.110 per annum should also be recruited from the British Post Office. I would suggest that the Colonial Office be cabled in regard to these, and also in respect of the four Female Assistant Accountants, these thirteen Officers being the most urgently required.

22. In conclusion I would reiterate my representations regarding the extreme urgency of this matter. The present staff is so inadequate to deal with the rapidly increasing work,

work, and its inadequacy is so accentuated by sickness and recent resignations, that we cannot hope under existing conditions to maintain a satisfactory public service. We can only endeavour, by hard work, to reduce complaints to a minimum. The staff as a whole have loyally responded to the demands of the situation, but the strain is beginning to tell. Although only recently returned from leave I am personally fearing a breakdown of health and the same applies to several other Officers.

I have the honour to be,

Sir,

Your most obedient Servant,

(Sd). J. GOSLING.

POSTMASTER GENERAL.

std. to D/M.

C. D.
D. J. GUN
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1922/Ext.

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DRAFT.

The Secretary to the Treasury

17 June 1913.

London 14.6.13.
London 14.6.13
R. Read 16/

800/12139/Ext.
1913

Two Co. No. 2897 13th May 1913 } (1913)
Letter from Mr. G. Fisher 1913 } 13 D

Copy for Sirs Case 3 21639

Sir,
~~I am directed by the Secretary~~
I am directed by the Secretary
to refer to the letter of the 17th April, 1913,
addressed to you from this
department, I am directed by the
Secretary to forward to you to be laid before the Lords
Commissioners of His Majesty's
Treasury the accompanying
copies of a despatch and its
enclosure received from the
Governor of the East Africa
Protectorate regarding the
provision made for the

~~... and ...~~
~~... that ...~~

~~... in ...~~

additional amount

required in the estimate for 1914-1915
part of course to be met
within the limit imposed by the half

and half principle, and having regard to the rapidly increasing
revenue of the Government since
1910 to anticipate any difficulty

4. The Government accordingly

trust that the Government will
accept these conditions of the
proposal

I am etc

(Signed) H. J. READ
for the United States Secretary of State