

in the East for the current
 year for expenditure on the
 Northern Frontier District

1911
 EAST AFRICA PROTS
 2701

Recd & reg'd
 27 Jan 1911

Treasury
 Date
 1911
 Jan
 Next previous Paper
 341707/10

Police & Prisons Estimates - 1911-12

Requests inf. on certain points in
 proposals affecting Dept Comm. R-M. &
 Insp. of Prisons - also R-M. Dept
 & Prisons staff.

Mr. Butler.

I wrote originally a long minute
 calling attention to the disheartening
 effect of such letters as these, which
 show the new attitude of the Treasury -
 viz. ① to substitute a narrow minded,
 almost tyrannical, meddlingness
 for financial control.

② to lose sight of the main
 question through going into a mass
 of detail, which one wd. have
 thought to be beyond the time or
 object of a contentious dept.

It is perhaps that minute was a
 little strong. I substitute the above
 with a sp. for course to Mr
 Brehms for your signature
 after speaking all 31/11

103, 1181 W. 23, 022 - 20
 40,000 11/10, A & B W
 Next subsequent Paper
 3958

to W. Rend

have passed

has

del.

C O

2701

 Recd
 27 JAN 11
 TREASURY CHAMBERS,

WHITEHALL, S.W.

26th January 1911.

My dear Butler,

I understand that you have been dealing with Prisons and Police in East Africa Protectorate (your ^{file} 39170/1910). As you want to get the thing through quickly perhaps it will save time if I put the points that occur to me unofficially.

1. In the case of several appointments you wish to give the appointees a big jump in their scale of salary.

The appointments are

Assistant Commissioner of Police

Present salary as Superintendent £400 proposed salary £400 - 20 - 500 + £40 duty allowance. You propose that he should start at £460.

Is Browne at present drawing the allowance of £100 as Staff

No

Staff Officer and will this allowance cease in future? If this is the case in both respects I do not think we shall raise any objections to your proposals; otherwise I think you are treating him too well.

Quarter Master Present salary as Assistant Pay and Quartermaster (on scale of £250 - 10 - £400) £280; you propose salary of £300 - 15 - £400 with duty allowance of £30 and another duty allowance of the same amount for acting as Quarter Master of Prisons. Yet you recommend that he should enter the new scale at £330, which, as I calculate, is an increase of £100 on what he would have drawn.

Lastly, with regard to the Inspector of Prisons, Gray at present gets £300, yet you propose to start him in the scale of £300 - 15 - £400 at £345, though he will draw a duty allowance of £30.

Speaking generally I think that in a case where the minimum emoluments of a new post exceed those which

the

the candidate has been drawing in his old he has no claim to a jump in the new scale. Do you agree or are there reasons which I have overlooked?

2. As regards the Quartermaster's Department you talk of "handing back the pay section to the Treasury". What increase will this involve in the cost of the latter Department?

3. As regards the Prisons you give us rather meagre information. You seem to have reduced the cost, of which we naturally do not complain, but as far as I can make out you have at the same time given increases of salary rather freely.

Thus at present the best paid Gaolers appear to be as follows

(a) The Assistant Superintendent at Mombasa (If he can be regarded as a Gaoler. Apparently he has disappeared - what has happened to him?) with salary (unpensionable) of £180 \downarrow £240.

(b)

Not considered
in 1910-11

	<u>Dalary</u>
(b) <u>Mombasa</u> 2 European Warders	£120 + £40 messing allowance
(c) <u>Nairobi</u> *Gaoler	£180 ^{to} £210
Assistant "	£120 ^{to} £180
*	
(d) <u>Kisumu</u> Gaoler	£160
(e) <u>Naivasha</u> "	£120

* pensionable

In place of these seven you propose six, all pensionable, with salaries as follows 1 at £240, three at £180, two at £150. If these salaries are to be regarded as fixed and not as maxima they are surely too high? Then as regards your native Warders, you propose

2 at £80 per annum
5 " £60 " "
7 " £28 " "

I suppose these people take the place of the Minor Gaolers but the 2 highest of these latter appear to be in the provinces of Kenya and Tanaland and they only get £68 and £75 respectively while all the rest as far as I can see draw much smaller salaries.

All these increases seem to me rather dangerous. In the first place would not it be better to have scales of salary for the Chief Warders rather than fixed salaries. e.g. £80 per annum fixed seems much too high compared to what we give already.

Then I assume that these increases of pay have been possible only by reduction of numbers. But suppose you find later that you have reduced your numbers too far and have to increase them, you will never be able to reduce the salaries.

Lastly will not it invite comparison from Uganda, where the Head Gaoler gets £200 fixed and the Chief Warders only £32.

But

But the Estimate is so changed that I find it very difficult to analyse what has been done. Could you tell me therefore whether you have carried out your increases of salary right down through all the grades or have confined it to the upper grades leaving the lower much as they were? Could you also say how particularly the economy has been effected and whether it is principally by reduction in numbers.

I am sorry to ask so many questions but I think we ought to be careful how we agree to a seeming economy which may let us in for increased expenditure hereafter.

Yours

W. B. Williams

Downing Street,

3 February, 1911.

My dear Behrens,

I have been looking into the points raised in your letter of the 26th of January about the Police and Prisons re-organisation in the East Africa Protectorate, and if there were not so much pressing work of importance I would have replied sooner to your enquiries. I will take them in order.

1. Assistant Commissioner of Police. Mr. Browne, to whom we proposed to offer this appointment, draws 2400 as a Superintendent but not the 2100 allowance as Staff Officer. It is true that our suggestion that he should start on 2460 gives him an increase of 2100, if you include the 240 duty allowance to be drawn while in the Protectorate; but, when

when the matter was discussed here with Sir Percy Girouard, it was felt that a substantial increase in Mr. Browne's emoluments would be quite justified in view of the duties which he would undertake as Assistant Commissioner. I am still of this opinion. But I fear that you and I take rather different views of this police question.

The Colonial Office offers you a scheme which involves a reduction of £3000 on police (with more to follow) and £2000 on prisons, and the only thanks you give us is to raise all these small points about the salaries of this or that officer, and to worry over intricate details of the prisons staff. I hope you won't think me querulous or restive under Treasury financial control; but, seriously, your letter did astonish me, as it seems to lose sight of the main question and to go off into details which surely might be left to us here or even to the Protectorate Government to look after.

And

And so when you speak of the "meagreness" of the information about the prisons, I cannot agree that we did not send you enough information on which to consider the estimate from the point of view of a "controlling department". It might of course be different if the Colonial Office were just a sub-department of the Treasury.

And now, having unburdened my heart to this extent, I will go on with your other points.

Quarter Master.

It is quite true that our proposals involve an increase of £100, but surely this is reasonable. You can't expect to cut down staff without adding work of some sort to the remnant which carries on the duties. We have cut out a whole European officer at an even higher salary.

Inspector of Prisons.

It is just the same here. Mr. Gray, new Deputy Superintendent of the Mombasa Gaol, is to become head of all the prisons to all intents and purposes

purposes. Captain Edwards, the Inspector General of Police and Prisons, will exercise no executive functions. When you start your prisons on a new centralised footing, I do feel that it is fair to allow a decent increase in the emoluments which the head of the prisons is to draw.

C. Quartermaster's Department.

You will see from the estimate which we sent you that the £244 provided in 1910-11 for the Pay Office clerk etc. is said in footnote (5) to be transferred to followers etc. As a matter of fact, only £70 is added to "followers, etc". This leaves us £174 to the good. Captain Edwards reckoned that he would effect a saving of £308 on the European salaries of the Quartermaster's Department as re-organised. The actual saving is £345. Although it had not been so stated, I assumed that, as the saving was thus considerably in excess of what was originally anticipated,

anticipated, the excess or some part of it would be utilised in the provision of additional Treasury clerks. When, however, I came to examine the Estimates, there was nothing to show that provision had been made for extra clerks in the Treasury and I therefore concluded that they ^{are} ~~were~~ trying to carry on with the present staff.

I do not suppose you want me to go into the reasons in detail for transferring the pay section to the Treasury. They are quite sound, but would add to this letter which is growing too long already.

3. As regards the Prisons, it is very difficult to know what further information to give you. But there is one fact which I can make quite clear. The reduction on the prisons has not been effected by a reduction in the numbers of prison officials; but rather by a reduction in the cost of upkeep which has been rendered possible by centralisation. The way in which the prison estimates have been prepared

prepared up till this year - each prison being worked by the Administrative officer in whose province it lay - makes it hard to show the changes: but the total decrease on upkeep, i.e. food, clothing etc. etc. is under the new scheme approximately £2500.

The idea is to have prisons of various "classes" - 1st, 2nd, and 3rd class prisons and if necessary special prisons. There will be probably two of the 1st class, five of the 2nd and twenty of the 3rd. If it will be of any value to you - though from a financial point of view it seems unlikely - I will explain the distinction.

First Class Prisons. Populations to be employed on a percentage basis in Agriculture, tailoring, carpentry, tin smithing, brick making, quarrying and stone breaking, and should it be deemed advisable in road construction, and any large work being undertaken by Government. At Nairobi a section of the Asiatic and African population of the Prison could be taught compositing, book binding etc. in the Government Printing Office, while other sections of these

classes

classes could be put to various uses in the Railway Workshops.

2nd Class Prisons. Populations to be employed on a percentage basis in cultivating their prison gardens, brick making, quarrying and stone breaking keeping up station roads, and undertaking all the general fatigue work of the Station. If within the vicinity of the Railway line ¹²⁴ might be employed in maintaining a section of it, or in the event of any buildings being run up in Stations perform all the labourers work.

3rd Class Prisons. Populations to be employed in cultivating their prison gardens; keeping up station roads and undertaking all the conservancy and general fatigue work of the station.

Special Prisons. Populations to be employed in road construction or any other large government undertaking.

As to staff, to which you refer specifically

specifically, I fear that I am not in a position to discuss whether or not the fixed salaries of the six gaolers (including Mr. Hill, now Assistant Superintendent at Mombasa) should be replaced by incremental scales. Captain Edwards is generally very keen on fixed salaries for his police and prisons officers, and the present scheme has received the Secretary of State's approval. If, therefore, you feel that we are too generous - though I have not yet found that that was ever our fault! - I think you had better raise the point officially. Of course that all means more delay, as we shall have to consult the local Government.

As to the native warders, honestly I do not think you can regard it as dangerous to give a warder £28 per annum, or even a Chief Warder £80! These Warders will be parcelled out among the 1st, 2nd and 3rd class prisons according to their grade, and when you remember that the capacity of the 1st, 2nd, and

3rd

3rd class prisons will be from 100 upwards, from 20 to 99, and from 1 to 19 respectively, the pay for the Chief Warden class does not seem to be excessive

Years

2 B

P.S. I see that your points are not yet exhausted after all. I doubt whether any effective comparison can be made with Uganda as you suggest. For one thing, I don't suppose there is anyone here who could tell you exactly whatwork is done by any particular prisons official in Uganda: and in the second place, as we have told you on the Uganda estimates, we propose to instruct Captain Edwards to report on the Uganda prisons, so that we may consider the advisability of bringing the prisons systems of the two Protectorates into line with one another.

2
Recd 2701 E.S.P.

on your letter for my
signature
J.E.

DRAFT.

W. E. Behrens, Esq.

3 Feb
January 1911.

MINUTE.

Mr. Parkman 34/1

Mr. Butler Feb 1

Mr. Fiddes.

Mr. Just.

Mr. Cox.

Sir C. Lucas.

Col. Seely.

Mr. Harcourt.

for me

My dear Behrens.

I have been looking into the
points raised in your letter of the
21st of January about the Police
officers re-organization in

the E.S.P., and if there were
not so much pressing work

of importance I would have
replied sooner to the your
enquiries. I will take them
in order.

1. Appointed Commandant of Police

Mr. Barrow, to whom we proposed
to offer this appointment.

draws £200 as a Superintendent

but

but not the £100 allowance
 as Staff Officer. It is true
 that an suggestion that he
 should be on £400 gives
 him an increase of £100,
 if you include the £40
 duty allowance the same
 while in the Rtd; but, when
 the matter was discussed here
 with Sir Percy Groom, it
 was felt that a substantial
 increase in Mr. Broome's
 emoluments would be greatly
 justified in view of the duties
 which he would undertake
 as Assistant Commissioner.

^{on} I still ^{of this opinion} ~~think that~~ ~~you and I take~~ ~~rather~~ ~~different~~ ~~views~~ ~~of~~ ~~the~~ ~~same~~ ~~question~~ ~~of~~ ~~the~~ ~~Colonial~~ ~~Office~~ ~~offer~~ ~~you~~ ~~a~~ ~~scheme~~ ~~which~~ ~~involves~~ ~~a~~ ~~reduction~~ ~~of~~ ~~£~~ ~~3000~~ ~~in~~ ~~Police~~ ~~(and~~ ~~£~~ ~~2000~~ ~~in~~ ~~Prisons~~ ~~and~~ ~~only~~ ~~thanks~~ ~~to~~ ~~you~~ ~~give~~ ~~us~~ ~~is~~ ~~to~~ ~~raise~~ ~~all~~ ~~this~~

these small points about the
 salary of this or that officer,
 or to worry over & intricate
 details of the prisons & staff
 I hope you won't think
 30A
 I am ^{too} ^{careless} ^{or} ^{neglectful}
 under ordinary practical
 control; but, seriously,
 you have not estimated
 me, as it seems to lose
 sight of the main question
 & to go off into details
 which surely might be left
 to us here or to the P.C.
 Govt. to look after. And so
 when you speak of the
 'imaginations' of the staff about
 the prisons, I cannot but
 agree that we did not search
 you ^{enough} ^{well} ^{into} ^{the} ^{question} ^{on} ^{which}
 to consider the estimates from
 the point of view of a controlling
 Department. It would be
 cause be different if the
 Colonial Office ^{had} ^{been} ^{just} ^a

a subdepartment of the
Treasury.

And now, having unburdened
my heart to this extent,
I will go on with you
on other points.

Quartermaster

It is quite true that our
proposals involve an
increase of £100, but surely
this is reasonable. You can't
expect to cut down staff
without adding work of some
sort ~~to~~ to the permanent

which carries on the duties.
We have cut out a whole European officer
as an even higher salary
Inspector of Prisons.

It is ~~fact~~ ^{fact} ~~the same~~ here.
Mr. Gray, now Deputy Sept. of
the Mombasa Jail, is to become
head of ^{all} the prisons to all intents
& purposes. Capt. Edwards,
as Inspector General of Police
Prisons, will exercise the
executive functions. When
you start your ^{prisons} ~~prisons~~ on
a new centralised footing

I do feel that it is fair
to ask a recent
increase in the emoluments
which the head of the
prisons is to draw.

2. ~~the~~ Quartermaster's Dept.
You will see from the estimate
which we sent you that
the £244 provided in
1910-11 for the Pay Office
clerk etc. is said in foot-
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follows etc. as a matter
of fact, only £70 is
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as £70 to the food
Capt. Edwards reckoned that
he would effect a saving
of £305 on the ^{European salaries of the} Quartermaster's
Dept. as re-organised. The actual
saving is £345.
Although ~~it~~ ^{it} had not
been so stated, I presumed
that the difference between
that, as the saving was ^{has} ~~was~~
considered ~~to~~ ^{to} be ~~of~~ ^{of} what was
£200 ~~greater~~ ^{greater} than ~~it~~ ^{it},
originally anticipated, the

DRAFT.

MINUTE.

- Mr.
- Mr.
- Mr. Fiddes.
- Mr. Just.
- Mr. Cox.
- Sir C. Lucas.
- Col. Seely.
- Mr. Harcourt.

access of some part of
the ~~book~~ would be utilized
in the provision of additional
treasury clerks. This
appeared to be borne out
by the fact that on
page 37 of the L.S.L.
estimate, which you may
have

When, however, I came to
examine the estimates,
there was nothing to show
that ~~extra~~ provision had
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I therefore concluded
that they ~~were~~ ^{are} trying
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is proving to be long already.

3. As regards the prisons,
it is very difficult ^{to know}
what further infⁿ to give
you ~~on the present~~ 32

~~question of the reduction~~
~~in cost, if you are not~~
~~right in thinking that~~

But there is one ~~clear~~
fact on which ^{I can make}
you have ~~gone astray~~.

The reduction in the prisons
has not been effected by
a reduction in the numbers
of prison officials, but

rather by a reduction in the
cost of upkeep ^{the}

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show the changes; but
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~~£2500~~ approximately
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As to staff, the idea is
to have prisons of various
classes - 1st, 2nd + 3rd
class prisons - if necessary
special prisons. There will
be probably 2 of the 1st class,
5 of the 2nd + 20 of the 3rd
if it will be of any value to
you - though from a financial
point of view it seems unlikely
to explain the distinction.

Copy in extenso X-X
on Vol 73 of Report herewith

As to staff, to which you refer
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or not the ^{fixed} salaries of the
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now Capt. Sept. at Mombasa)
should be replaced by incremental
scales.

DRAFT

MINUTE

Mr.
Mr.
Mr. Fiddes.
Mr. Just.
Mr. Cox.
Sir C. Lucas.
Col. Seely.
Mr. Harcourt.

Scale. Capt. Edwards
is really very high on
fixed salaries for
police + prison officers.
The present scheme has
reduced the 2nd class's approval.
If, therefore, you feel that
we are too generous - ^{though I think}
~~we are~~ yet found that that
was ^{our} fault' - I think
you had better raise the
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As to the native wardens,
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per annum! or even a
Chief warden £80. These
wardens will be parcelled
out among the 1st, 2nd +
3rd class prisons according
to

to these points,
+ when you remember
that the capacity of
the 1st and 2nd class
prisons will be 4000
upwards, from 20
~~and over~~ ~~and~~
to 99, and from 1 to 19
respectively. the pay
for the chief warden class
does not seem to be
excessive.

Yours sincerely

[for Mr. Butler's signature]
[to be signed for signature]

P.S. See that your ~~own~~ points
are not yet exhausted after
all. I doubt whether
any effective comparison can
be made with Uganda
as you suggest. For all
things, I don't suppose
there is anyone here who
could tell you exactly
what

what work is done by
a particular person
official in Uganda
and in the second
place, as we have
told you in the Uganda
estimates, we are before
thinking of to instruct
Captain Edwards to
report on the Uganda prisons
so that we may consider
the advisability of
lumping ^(the prison estimates of) the two P.L.C.
into line with one another.