

EAST AFR. PROT.

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Number No.

1909

13 Oct.

Freedom Paper

*Officers
Comm. with CO while on leave.*

*Take into account of present state of leave officers & others
while on leave making somewhat objection to CO
on matters of high policy and personal preferences
like cases of Mr. Currie & Macdonald & Hadden
& Capt. Edwards. Proposed to send a list of officers*

Mr. Field.

I feel some difficulty in winning this paper because I have only so recently joined the East African Department. I feel bound to say, however, that when I joined the department I was struck by the fact that the Heads of Departments of the East Africa Protectorate behaved as, and were, in comparison with the Governor, High Commissioners and the corresponding officials in the West African Colonies and Protectorates. I think the reason was largely a personal one. There are some very capable men at the head of the departments in the Protectorate, and it was very noticeable that the late Governor rarely contributed anything very substantial to the recommendations which he forwarded on their behalf. This possibly led to a tendency to rely upon the advice of these individuals rather than waste time by referring ~~their~~ ^{heads of departments} recommendations to the Protectorate without any certainty of getting any very powerful criticism of them.

make to the Secretary of State must be made through the Commissioner.

Mr Macdonald and Mr Hutchins are both very able men in their respective lines, although Mr Hutchins has been accused, with some show of reason, of lacking in capacity to control the finances of his department.

Captain Edwards is a man who has done, I believe, extraordinarily good work in licking into shape the formerly chaotic Police Forces of Uganda and East Africa. He is, however, more forceful than tactful, and probably has created a certain amount of friction in carrying out the re-arrangements. It was apparently intended that he should be Inspecting Officer without executive powers, who would spend his time on tour, not in an office, and keep the local organisation and authorities up to the mark. To this extent he does correspond, though of course on a much smaller scale, to the Inspector-General of the King's African Rifles, with whom apparently Sir Percy Girouard considers comparison to be absurd. He is, however, Inspecting Officer though he ~~was~~ be, under the orders of the government he is serving, and is in no sense an adviser of the Secretary of State independently of those governments. It is ~~advised~~ advised that he should have a Guard of Honour, and that ~~can~~ be discontinued.

I think that on the whole a despatch in general terms is the wisest course. We had better avoid any reference to particular officers unless it is forced upon us. It is quite clear that, with a Governor of Sir Percy Girouard's fibre, there will have to be a process of readjustment in the relations of the Heads of Departments to

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to the central government. The process may be a painful one, but it is on the right lines, and we must support the Governor in carrying it out.

I submit a draft reply.

HAB

Nov. 12

Mr. Fisher

I agree.

H. J. D.

12/21

How true

No doubt in some cases the
some extent of Gov. has grounds for
his remarks. - I think the Gov. reply
would sufficiently meet the case.

H. J. D.
18/11

I agree. Sir P. Gannon's reply to
be generally on the subject of possible
improvements of the road and I think
that any representation of the
road would be representative of the
State in looking in his direction
exception can be taken, and it is
right to reply without reference to individuals.

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44
H. J. D.

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Yes
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to the central government. The process may be a painful one, but it is on the right lines, and we must support the Governor in carrying it out.

I submit a draft reply.

HAB

Nov 12

Mr. [unclear]

I agree.

HAB

12/21

Lord Curzon

No doubt in some cases it is
some extent to you has pointed, for
his remarks - I think the [unclear]
should sufficiently make the case

HAB
12/11

I agree. In the [unclear] 1912 to
be generally on the subject of [unclear]
arrangements of this kind, and I think
that any representation [unclear] [unclear]
made would have [unclear] consideration.
There is nothing in the [unclear] [unclear] [unclear]
exception can be taken, and it is [unclear]
right to [unclear] without reference to [unclear]

C 14 21

Yes
HAB

See [unclear]

Papers relating to the 368
appointment of Mr Currie.

Foreign Office,

July 28th, 1903.

Sir,

With reference to your letter of the 7th instant, the Secretary of State for Foreign Affairs has conferred upon you the appointment of, and you are by his direction hereby appointed, to the post of manager in Africa of the Uganda Railway under the administration of the East Africa Protectorate.

2. Your appointment will date as from the 1st of October next.

3. The salary attached to your post is at the rate of 22,000 a year, and is to cover so far as the Foreign Office is concerned all pension and furlough allowances for which you may be liable to the Government of India.

4. The present appointment does not carry with it any claim to government employment beyond the East Africa Protectorate, and you must understand that you enter the service of that protectorate subject to all regulations affecting it which are now in force or which may be promulgated from time to time by, or with the sanction of, the Secretary of State. Copies of the general regulations respecting the employment of officers in the protectorate, and the grant of pensions or superannuation allowances are sent herewith for your information.

5. You should forthwith place yourself in communication with the Crown Agents for the Colonies Downing Street, S.W., who will inform you of the arrangements to be made regarding your passage and the payment of your salary.

6. You will proceed to your post without delay, and will report to this department the date of your proposed departure from this country so soon as such date shall have been fixed.

7. You should at the same time furnish an address to which communications which it may be desired at any time to make to your relatives or friends during your absence from this country should be forwarded.

8. As regards the special duties attaching to your post I am to forward to you a copy of a despatch addressed to His Majesty's Commissioner on the 19th ultimo in respect to the general financial business of the Railway and the Protectorate together with a Memorandum which lays down the principles on which the future management of the open line is to be conducted. The relations of the Manager to the Officer administering the Government of the Protectorate are indicated in the despatch to His Majesty's Commissioner already alluded to. The Manager will address his correspondence on matters concerning this Department to the officer administering the Government under whose authority he will be and through whom any communications to the Secretary of State as to Railway business will be made.

H.A.F. Currie

East India Club.

Foreign Office,

June 19th, 1903.

Sir,

The approaching completion of the Uganda Railway necessitates some consideration of the arrangements at present in force in respect to the general financial business of the Railway and Protectorate. From your despatch no. 213 and several others received by the last mail I understand that the matter has already received your attention. You appear, however to contemplate a larger fusion of the finances of the Railway and the Protectorate than is intended and I am desirous therefore to say that I do not wish to make any changes in the arrangement of the railway accounts which are not absolutely necessary from the point of view of general unity of direction of the affairs of the protectorate under the authority of the Commissioner.

2. I transmit to you a copy of the instructions approved by the Colonial Office for the guidance of the ~~Manager~~ of West African Railways from which you will see that the financial and technical management of those Railways is entrusted in the first instance to the General Manager. It is on the same principle that the Uganda Railway should be managed. That is to say the control of the railway should be left as far as possible in the hands of the Local Manager with whose discretion the Protectorate ^{Government} should

should interfere only in so far as may be necessary. It will of course be the duty of the Commissioner to exercise a general authority over the working of the railway, but this authority should be exercised through the Local Manager.

3. No change is proposed in the present system of the railway accounts and audit nor in the methods of payment of the employes or charges for freight and journeys of officials. The protectorate estimates should continue to make provision for all payments due to the railway for services rendered to the administration and vice versa although of course it will be sufficient to make the adjustment between the two by cross entry rather than in cash, the object being, as prescribed to the Treasury to show the exact financial position at progress of the railway as a commercial undertaking, the net revenue earned, including any receipt derived from the railway zone, being set off against the capital charges for its construction. The railway will be prepared by the Local Manager and kept entirely separate from the general protectorate estimates, except that the latter will as at present contain, under the heading 'Uganda railway' provision for the total sum that may be required to meet the annual deficiency on the working of the line the details of which will be supported by the annexes of the complete railway Estimate. To enable the Manager to prepare his estimates it will be necessary to keep his

his acquainted with the revenues derived from the same. In view of the above considerations you will understand that your proposal to avail yourself of anticipated savings under one or the other subheads of the Railway estimate in order to meet the requirements of the Protectorate administration cannot be entertained. Any economies of that kind can for the present be utilised for no other purpose than to diminish the deficit in the working of the railway which has to be covered by a grant from Imperial funds.

4. I propose shortly to address a further despatch to you on the subject of any change to be made in the conditions of service of the railway staff and employes and their rates of pay.

I am, etc.,

Lansdowne.

E. Elliot.

Subject to the provisions of the Railways Act and to the General Rules and Regulations approved by the Secretary of State for Foreign Affairs and to such other subsidiary rules or limitations as are hereinafter laid down or may from time to time be issued, and subject to the authority of His Majesty's Commissioner, the manager of the railway shall have full powers in the executive management of the railway.

The departments into which the working and maintenance is divided are:-

1. Management.
2. Traffic.
3. Locomotive and stores.
4. Engineering.
5. Accounts.

Each under a head official, and it is part of the duties of the manager to harmonise the working of these departments in order to develop traffic and to handle it at a minimum of expense and to the satisfaction of the public.

Expenditure can only be incurred on Estimates previously sanctioned by competent authority. For operating the railway there will be an annual working and maintenance estimate as approved by the Treasury.

For additional capital works provision must, as a rule, be made beforehand in the annual allotment of funds, and estimates prepared and sanctioned before the works are put in hand. In urgent cases the sanction of the Secretary of State may be immediately sought, but without sanction nothing should be undertaken.

undertaken.

Rates and Fares. These may be varied by the Manager within the maximum limit sanctioned by the Secretary of State provided that no transport be done at less than cost price. Where considerable alterations are proposed the Manager should seek the advice and approval of the Local Government.

The Manager must keep in close touch with the heads of departments and Official Meetings should be held not less frequently than once monthly at which all matters connected with the working of the railway should be freely discussed and the conclusions arrived at recorded: members differing from the majority, to have the right of having their dissent recorded.

Staff. The staff to be divided into two portions, viz: those appointed by the Secretary of State and those appointed locally. The former can only be discharged or diminished by the Secretary of State or by some authority to whom he may delegate the power of doing so. The latter will as a rule be appointed by the Manager and discharged by the same authority. All appointments, promotions, or dismissals should be considered and recorded at official meetings.

Responsibility. Each head of Department will be responsible for the efficient working of his own department and the continuity of the chain of responsibility must be preserved.

All orders therefore must be passed in proper sequence from the head to the person immediately concerned. In cases of emergency, where it may not be possible to wait for instructions to be thus transmitted, a superior giving orders to an inferior out of course must send a copy to the intermediate official.

Powers. The Manager may enter into contracts for specific sanctioned works up to amount of estimate: may write off book losses of stores due to depreciation: may execute works for Government Departments or private persons after the estimated cost - including a suitable percentage for supervision and for renewals and interest on the capital cost of machinery, and, in the case of works on private account, a percentage as profit - has been adjusted by transfer and credited to the deposit account of the railway by Government or, in the case of private persons, has been deposited by them: may incur outlay under "Law Charges" on the advice of the Government legal adviser: may appoint, promote, dismiss, and accept resignations of subordinates within the amount and scale sanctioned, but none is to be dismissed without being given opportunity to meet the charge brought against him: may grant leave of all kinds to all officers (except heads of departments) - under the rules in force: may advance pay, recoverable in three monthly instalments, up to one month: may execute contracts for cartage and delivery of goods,

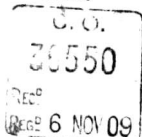
for

for tolls at bridges, ferries, and other communications provided by the railway, for loading and unloading, and for the sale of surplus material: may make agreements for the interchange of traffic with other carrying companies: shall have control of all buildings including dwelling houses exclusively devoted to railway purposes and the allotment of quarters therein may grant or take leases of houses, land, etc., the rent absorbed not exceeding Rs 5,000 a month: and may reconvey property given as security in contracts. Should there be urgent reasons for exceeding any limitations of the Manager's powers, confirmation by His Majesty's Commissioner must be promptly asked for.

Government House,

NAIROBI, British E. Africa.

13th October 1909.

Confidential. 86.

My Lord,

I beg most respectfully to invite Your Lordship's attention to a habit which has grown up in this Protectorate, which I must characterise as subversive of the efficient administration of the country. I refer to the frequent communications carried on - while they are on leave - between senior officers of the Civil Service and the Colonial Department. I would not for one moment venture to suggest that the Department should not, if thought necessary, call upon any officer at any time when on leave to elucidate Protectorate affairs. In order however to prevent misunderstanding and cross purposes, I would in such instances beg that copies of any correspondence which passes be forwarded to this Government.

I wish in this despatch to refer more particularly to unsolicited suggestions made to the Colonial Department by officials when on leave. During the last year I find that entirely without the previous knowledge of the local Government, and apparently not at the instance of the Colonial Department, the following officials have communicated upon matters of even high policy -

MR. H. A. F. CURRIE, Manager of Railway.

On several occasions on the General policy of the Uganda Railway and disposal of its revenue.

H. M. PRINCIPAL SECRETARY OF STATE
FOR THE COLONIES,
DOWING STREET. LONDON.

Mr. A. C. Macdonald, Director of Agriculture. -

On departmental questions depending upon my consultations with the Executive Council. This officer dated his report from the Colonial Office, London, without previously submitting it through the usual channels, including in the text a controversial matter which should have been set out.

Apart from my Annual Official Report on the Protectorate, it is my opinion that all Departmental reports should be submitted for approval and be issued by the responsible head of the department actually present in the country. I would point out that the Annual Report of the Protectorate is itself subject to the approval of the Secretary of State.

Mr. Halseide, Chief Conservator of Forests.-

criticised the action of the Administration in regard to his estimates.

Captain Edwards, Inspector General of Police.- who occupies an almost identical position to that of Inspector General of Police in the Colony whose Government I have just relinquished - constantly consulted the Colonial Department on questions of reorganisation which should, in my opinion, have been matters for discussion with the local Government. I recognise that this case was not an ordinary one, as the officer was proceeding to re-organise the Police. The policy for Police is however dependent upon the general policy of the country, and more particularly native policy, and no really good object could be served by any agreement as to Police policy without consultation with the Government and its departments.

(3)

The consequence has been, in this officer's case, that he has attempted to assume a position in the Protectorate analogous to that of the Inspector General of the King's African Rifles, and not - as in the case of the Inspector General of Police in Northern Nigeria - that of a departmental inspecting officer under the orders of the Government he was serving. Without consulting the Central administration, this officer has assumed executive functions and altered the organisation of the Police.

To emphasise the danger of such cross purposes, I may say that he has issued instructions granting to himself on inspection a Guard of Honour, and in this regard placed himself on a footing with the Governor or Lieutenant Governor. I may remark that his present rank is that of Captain in the Militia or Territorial Force.

I do not cite these cases through any desire to invite censure upon these officers, nor would I propose to deal with them otherwise than by an order issued instructing officials that they are not to communicate with the Colonial Department, when on leave, unless called upon to do so - copies of all such communications being forwarded to the Secretary to the Administration, and the officers concerned assuming full responsibility for their actions.

Officers on leave have also been in the habit of laying personal grievances as to pay and promotion before the Colonial Department, with the usual result that the subject is referred to the Colony. I cannot conceive of any good object being achieved by these personal appeals. I can assure Your Lordship that no hindrance will ever be placed in the way of any official appealing to your good offices, but feel that the practice of making such representations when on leave is inclined to prejudice the case

when referred to the Colony.

I feel confident that Your Lordship will be persuaded that I am influenced solely by the interests of good government in thus addressing you; the practice to which I take exception is to my mind inimical to those interests, and is one with which I have been previously unacquainted. †

I have the honour to be,

Your Lordship's most

obedient servant,

Johnstone
GOVERNOR.

*that all good is done
under the C. O. as
to pay a promise that
is commonly done in
West Africa as often as time*

S2^e

Gov/35540/1909.
East Africa Protectorate.

DRAFT

EAST AFRICA PROTECTORATE

CONFIDENTIAL

Downing Street,
15th November, 1909.

1. Sir P. Birkhead, C.C., D.S.O., P.E.

MINUTE.

- Mr. Butler, 12
- Mr. Keel 12
- X Mr. ~~James~~ 13
- Mr. Andrews
- Mr. Cox
- Mr. G. Jones
- Mr. P. Higgins
- Mr. [unclear]
- X The Earl of Cromer 13

Sir,

I have the honour to acknow-

ledge the receipt of your Confidential

despatch No. 86 of the 15th October,

relating to communications carried

on by messes officers of the East

Africa Protectorate service with the

Colonial Office while on leave of

absence in this country.

2. ~~I entirely agree with your~~

~~is thinking that the full respon-~~

sibility

*of course
see minute
Dept. to all after
replied*

[Large handwritten mark]

correspondence between the officer and the Colonial Office ^{was} ~~would be~~ sent to the Officer Administering the Government in accordance with the existing practice, and if possible, *I should prefer for coming to a* ~~no final decision would be come to~~ without first consulting the Officer Administering the Government.

Q.A.
3879

4. You will remember that in my despatch No. 615 of the 14th October, I have already said that in future no officer of the Protectorate at home on leave will be permitted to incur expenditure from the funds provided for the service of his department, unless you have specifically requested that he should be permitted to do so, and have stated the amount which is available for the purpose.

5. In issuing any orders in the sense proposed, I am confident that you will be careful to spare the susceptibilities of officers who have rendered valuable services

DRAFT.

case of this nature reference is made to the Officer Administering the Government before any increase of pay or promotion in the Protectorate service is approved. ^{could only this subject} But, I ^{cannot} agree that this practice, if carried to excess, tends to weaken the authority of the Officer Administering the Government over his officers, and I am ^{anxious} quite willing that all reasonable steps should be taken to check it. I approve therefore of your issuing an order stating that no representations of this nature must be made to the Colonial Office, except through the Officer Administering the Government, by officers on leave in this country, unless the question has arisen since they left the Protectorate and is of such urgency that there is good reason to suppose that their interests would suffer if they were compelled to communicate with the Officer Administering the Government in the first instance.

*cases also as proposed be strictly
referred to properly I have, etc.,
in which is such
I have two grounds.*