

KENYA

18302

FCO 533/426

CIVIL SERVICE EMOLUMENTS

MEMORANDUM BY
EUROPEAN CIVIL SERVICE ASSOC
KENYA

Previous

Subsequent

K. J. J.

7/10

Mr. Richardson

8/10

Mr. ...

8

Mr. Palmer

21/10

Mr. Allen

27/10

Mr. ...

25/10

Mr. ...

4/11

Mr. ...

5/11

309

1 Gov. Kenya 455 15th Sept. 1932
T.F.A. 2 copies of a memo compiled by the European
Civil Servants Association on the history of the emolument
of the Civil Service, 1913-1932, in view of the press
campaign against the Civil Service conducted by the
East African Standard. Copies of the memo have been sent
to Members of the Legis. C'cil.

? It seems unnecessary to do more
than ack but C.S.D. should see
the prob instance for any obs

H.S. Ponsford

8/10/32

H. Ponsford

8

I have no comments, I am sorry for the delay but
the subject is now in the hands of the C.S.D.

We must hope that the proposed
division of the Kenya service into
a "local" and an "overseas"
service will facilitate the recognition
of the fact that the conditions
attaching to the "overseas" service
must be substantially in line
with those offered by other
competitors in the same recruiting
market.

Cf Ponsford

24/10/32

A note in relation to Kenya has

1 Gov. Kenya 455-0 16th Sept. 1932
Trs. 2 copies of a memo compiled by the European
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of the Civil Service, 1913-1932, in view of the press
campaign against the Civil Service conducted by the
East African Standard. Copies of the memo have been sent
to members of the Legis. Council.

? It seems unnecessary to do more
than ack but C.S.D. should see
if the prob instance for any obs are.

H.S. Poinsett
8/10/32
H.S. Poinsett
8

I have no comments. I am sorry for the delay but
the subject is not one of the SR's main 1/13.

We must hope that the proposed
division of the King's service into
a "local" and "overseas"
service will facilitate the recognition
of the fact that the conditions
attaching to the "overseas" service
must be substantially on a
par with those offered by other
competitors in the same recruiting
market.

Cf Jeffries
24/10/32

A note on salaries in Kenya has

Soft: but I calculate this unless
the fact that the 1st of
receiving the ^{an the 3rd} ~~the~~ ^{of} ~~the~~
Supt: & a copy 1893 (if any)
can be considered afterward

W. Allen
28/10/92

W. Boyd

You will show this to the
Supt. before the meeting?

As regards the ~~the~~ ^{the} ~~the~~ ^{the}
press cutting show that the
idea of any animosity toward
the Civil Service has been disavowed.
On the other hand, King & Graham
has described the Governor as
the head of ^{the} ~~the~~ ^{the} ~~the~~
and

W. Boyd
28.10.92

I send this to the Supt. before he
sees the Director.

W. Boyd
4/11/92

Ask the Supt. to
accept on behalf of the Supt.

W. Allen
5/11
at once

C. O.

2

12302/32 Kenya.

- Mr. Priestman 7/11
- Mr. *Draxton* 7/11
- Mr.
- Mr. Parkinson
- Mr. Tomlinson
- Sir C. Boscawley
- Sir J. Shackburgh
- Parlt. U.S. of S.
- Parlt. U.S. of S.
- Secretary of State

54

[Handwritten box]

November, 1962

DRAFT.

KENYA

NO. 879

GGV

Sir,

I have etc. to acknowledge

(1)

the receipt of your letter NO. 450
of the 16th September enclosing copies
of a memorandum compiled by the
European Civil Services Association
regarding the history of the emoluments
of the Civil Service ^{Kenya} 1913-1962.

2. I shall be glad if you will
acknowledge the receipt of the
memorandum on my behalf.

I have, etc.

(Sgd.) P. CUNLIFFE-LISTER.

Copy. regot. on 9/17/64/2/32 5



KENYA.

GOVERNMENT HOUSE,
NAIROBI,
KENYA.

No. 455

AIR MAIL

6 September, 1932.

RECEIVED
6 SEP 1932
COL. OFFICE

City letter 11

Sir,

With reference to paragraph 3 of your Circular despatch of the 16th July, I have the honour, at the request of the European Civil Service Association, to transmit two copies of a memorandum compiled by the Association upon the History of the Emoluments of the Civil Service 1913-1932.

Memorandum.

I also transmit a copy of the Association's letter of the 8th September which was received with the memorandum now transmitted.

Letter.

It will be observed that the Association asked permission to send copies of the memorandum to individual members of the Legislative Council, and this I have permitted.

1901 1932

2. The memorandum is substantially correct in its statements and moderate in its tone. There are, however, two discrepancies:-

- (a). Paragraph 7. The variation in the local allowance was made exactly two years from the date of its introduction.
- (b). Paragraph 16. The actual salaries drawn by certain officers in August 1932 as shown in the memorandum are less the present salary levies.

3. For some time past the East African Standard

THE RIGHT HONOURABLE
MAJOR SIR PHILIP COULIVRE-LISTER, P.C., G.B.E., M.C., M.P.,
SECRETARY OF STATE FOR THE COLONIES,
DOWNING STREET, LONDON S.W.

has conducted an intensive economy press campaign and judging from some of the letters which have appeared in its correspondence columns I fear there are signs of a recrudescence of the old settler versus official feeling.

4. You will need no assurance from me that this antagonism has not been aroused by any provocative action on the part of the Civil Service, and that to the best of my belief it is not shared by the considerable number of responsible unofficial residents in this Colony who take little or no part in politics. I need not say that it will be the endeavour of my Government to curb the feeling which has been aroused and to take suitable opportunities to correct the more glaring mis-statements which have been made.

5. In the despatch under reference you state "how much you appreciate the efforts which Colonial Governments have made, and are making, to reduce expenditure, and the loyalty and courage with which their staffs have faced the emergency and carried on in the face of great difficulties and disappointments". In this connection I enclose a newspaper cutting of my reply to an address by the Nairobi Association when they recently sought an interview on the subject of increased taxation.

Cutting.

I have the honour to be,
Sir,
Your most obedient, humble servant,


BRIGADIER-GENERAL.

G O V E R N O R .

CONFIDENTIAL

A MEMORANDUM BY THE COUNCIL OF THE EUROPEAN
CIVIL SERVANTS' ASSOCIATION OF INDIA ON THE
HISTORY OF THE PROBLEMS OF THE CIVIL

...the Government of India...
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3. The final...
to Government in...
was to be...
the immediate need...
the public demand...
by making the...
best type of...
based upon...
distinct from...
the aftermath of...

4. About the...
were introduced, but...
or no actual...
themselves contained...
with salary scales...
conditions were similar.

5. At approximately...
from the Rupee to the...
quoted in 2 sterling...
some method of...
levels...
of the Rupee was at...
was Sh. 1/4d., whereas...
was to be interchanged...
possessed only the same...
Government decided to pay Civil Servants'...
in this country in the new...
add a non-pensionable local allowance of 5 to the four.

remain as in 1922, a further adjustment on a sliding scale was made on the Secretary of State.

10. In 1926 the salaries used and basic salaries were amount of Local Allowance per annum to 2400 per annum. the Economic and Financial Belaire, Seconded

11. On the 11th of ... reminded members of the ... and Finance Committee ... an increase of ... that Council had ... 1926 Estimates for ... that the Secretary of ... revision could be ... had been agreed to ... and Uganda. This ... achieved with a ... memorandum was ... members and of the ... explained the ...

(1) That the ... has a very ... Colony ... Countries ... where ...

Civil ... is in addition ...

(2) ...

(4) In order ... necessary ... able ... respect ... the higher ...

(5) Conditions ... other Colonies. ... quality in the Indian ... but we can put ourselves ... Colonies of our ...

(6) The long grade ... ideal because ... good record of ... very long time ... vacancy in the ... system had been in ... the other ...

- (7) One specially paid post is to be provided in the Lower Rank.
- (8) In consulting with neighboring Colonies we found that the same posts carried a similar substantive salary but with a variation in every case, but when this meant a reduction on the present salary of the officer it was a Personal Allowance during his tenure of office.
- (9) The increase in salary does not mean an outlay and an economy of 23,000 has been arrived at. The voted figure of 218,000.
- (10) The maximum cost of the proposed scheme will be a 118,000 addition to the expenditure over 10 years' time. "If by any chance the scheme of this new scheme of salaries upon the pensioning list of the Colony proves to be too heavy a few years hence, I would say that it would be more to the interest of the Colony to revise passage rates and to revise salaries and pensions. The cost of the scheme is very high and I am sure the service of the Colony would be much better served by the maintenance of good salaries and pensions and the maintenance of the present very high passage rates. I do not mean that you should stop passage rates for men already in the Service. But you could alter them considerably. It is not a matter of safety valve. It is a matter of dealing with the expenses of the Colony."

(NOTE: Clause 8 of the new proposal provides for Personal Allowances to be paid to officers on the pensioning list. These allowances have been made by the East Africa Commission.)

The notion was moved by the commanding Secretary and was seconded by Lieut. Colonel Francis Scott, who said "The Committee Members who have considered this question consider that this 20% increase would be well realised that we should have the best possible conditions in that Service. I have much hope that these new scales of salaries will be an object."

There is no doubt that the rev. of the scales of salaries granted officers the emoluments paid in the Colonies of India and the Far East, was received by the officers as a whole with satisfaction. Officers interpreted the scheme as a final and definite settlement by the Government, the local Government and the District Members, of the vacillating and uncertain conditions under which they had been working so long.

12. The official undertakes to perform conscientiously and satisfactorily, anywhere and at any time, any task that may be demanded of him, and in return he should be assured of an adequate scale of salary and pension. He may, if he be competent enough, attain to one of the Super-posts, but the emoluments pertaining even to those positions would not appear inordinately attractive to a successful business man or settler.

When general conditions are prosperous the Civil Servant receives no bonus, but when there is a period of temporary depression his emoluments are often the chief object of attack. He is not permitted to speculate or invest any capital he or his wife may possess in the many profitable schemes that Colonial enterprise presents.

13. On the other hand the case of the Settler was aptly described by the Acting Member for Ukenba in addressing the Legislative Council on the 12th. June, 1931, when he said "the principle of betterment is a thing which has its first aspects brought people out to the Colonies. They have come because they are gamblers, speculators, what you like, because they are prepared to take a chance."

14. Here then is the fundamental difference between the Settler and the Official. Both, speaking generally, are of the same Home stock and it is therefore all the more deplorable that political bias and an irresponsible Press, which has recently launched an unjust attack upon the Service, should force upon us the necessity of defending our position in this manner.

15. One of the first efforts of the Press campaign was an alleged comparison of salaries drawn in 1926 and 1932 which purported to reveal "the immense increases which have taken place in the majority of cases." As printed, they are certainly startling, but as a matter of fact they give an entirely incorrect version. By 1928 the original London Allowance had been reduced by approximately half; the remainder of the Allowance was applied on the following scale:

| | |
|---|-----|
| On the first £200 of salary | 5% |
| On the next £200 of salary | 10% |
| On any part of salary over £600 | 5% |
| On house or special duty allowances | 15% |

In 1932 (August) all substantive salaries were subject to a levy applied as follows:-

| | |
|---|-----|
| On the first £1,000 of salary | 10% |
| On any part of salary over £1,000 | 15% |

16. The following dozen instances are taken from the list published in the Daily "Standard" under the heading "Revealing Figures":-

| Office. | Daily Standard. | | Actual. | | Increase. | Decrease. |
|-------------------|-----------------|-------|---------|----------|-----------|-----------|
| | 1923. | 1932. | 1925. | 1932. | | |
| Col. Sec. | 1,800 | 2,200 | 1,960 | 2,000 | 60 | - |
| C.N.C. | 1,500 | 1,450 | 1,645 | 1,645 | - | 300 |
| Treasurer. | 1,200 | 1,450 | 1,350 | 1,645 | 15 | - |
| Auditor. | 1,000 | 1,150 | 1,120 | 1,375 | - | 45 |
| Puisne Judges. | 1,200 | 1,450 | 1,330 | 1,645 | 15 | - |
| Solicitor Gen. | 1,000 | 1,200 | 1,120 | 1,120 | - | - |
| Dir. of M. & S. | 1,200 | 1,500 | 1,350 | 1,390 | 90 | - |
| Dir. of Agric. | 1,000 | 1,500 | 1,120 | 1,390 | 270 | - |
| P. M. G. | 1,000 | 1,400 | 1,120 | 1,300 | 180 | - |
| Dir. of Educ. | 1,400 | 1,500 | 1,540 | 1,390 x. | - | 150 x. |
| Ch. Vet. Officer. | 1,000 | 1,100 | 1,120 | 1,030 | - | 90 |
| Comm. of For. | 1,000 | 1,200 | 1,120 | 1,220 | - | - |

2300 535

2. The present holder of this post receives in addition a pensionable allowance of £100 per annum.

The above figures should be taken into account when making (taking into account) the Pension Scheme), drawn up in August 1932. It is whether any of these will be increased...

During the period under consideration developments in the Service. Increases in staff salaries are usually... officers holding the same post... a wider scope of work.

14. Referring to the... should be noted that the total... at the 31st December, 1931, have... disbursements into the general... paid into the general... the Colony's revenues...

In considering... of the... 1933, while in... of good... Mant' Office... following officials... of the privilege:

Travelling allowances... Commission... withdrawn...

(These figures... the survey & registration Department.)

15. It is further stated in the... into the greater part of the bonuses... which was not a "Bonus"... division was... it is announced that... then at any previous period in the... a statement is quite untrue. In... Department of Statistical Research, it is shown in paragraph 65(h) that the 1933 December price of Local produce was 92% above the pre-war prices of 1912-13, and of Imported articles 74% above pre-war prices, while the general Retail price level in Montreal had decreased only by 13.2% since 1924 (paragraph 65(h)) and 8.5% since 1927 (paragraph 65). Incidentally, it may be observed that... figures are notoriously unsatisfactory as reflections of the actual expenditure to be met (especially in family life). Such items as education, passages, insurance premia, which do not vary to any considerable extent, are not reflected in the Index figures of commodity prices; consequently supposed fall in the cost of living is frequently..."

It was only in 1926 that the Revised scheme of salaries was introduced and it will, therefore, be seen that the Civil Servants' emoluments in 1932, curtailed by a levy of £1 (and 10% over £1,000) and loss of travelling allowances, have been reduced well below the figure that the slight decrease in the cost of living would suggest.

20. On Sunday the 6th. August, the Elected Members of the Legislative Council issued a Manifesto in which a similar assertion as to the cost of living was made in the following words:- "The local cost of living figure is no longer so greatly in excess of that ruling in 1914". This statement has been completely refuted in para. 19 on the evidence of the Government Statistician.

21. The Elected Members' manifesto (signed by one member of the Expenditure Advisory Committee) also states "the first and vital need is to ascertain through the medium of the Expenditure Advisory Committee how far can the cost of Government be reduced by a fair adjustment of the present scale of remuneration and allowances." It is not, however, apparent that such an enquiry is contemplated in the Committee's terms of reference.

22. For some years now, various Colonial Office Committees have been sitting, endeavouring to formulate a scheme for a Unified Colonial Service. A valuable report has just been issued regarding the administrative side, in the introductory note to which the following remarks occur:-

"The second assumption is connected with those branches of the Service staffed by officers, mainly recruited in this country, who by reason of their education, training and general qualifications are substantially fitted to serve in any Dependency to which, by direction of the Secretary of State, they may be posted, and who in the later stages of their career look forward to qualifying themselves by the experience gained in one Colony for transfer to another. Here the need of a set of standard terms of service which may be presented to prospective candidates is at once apparent. It is at this point, therefore, that something more than a nominal "unification" becomes a real necessity, not merely to foster sentiments of prestige and esprit de corps, but in order to comply with those principles of rational organization which ensure to a man at the outset of his service a reasonable degree of certainty in forecasting the conditions attaching to the various stages of the career to which he aspires.

"An attempt has therefore been made to frame the scheme in such a way as to make it possible to give a prospective candidate a clear idea of certain definite conditions of service to which he will be entitled if he joins the Colonial Service, no matter to what Colony he is posted in the first instance or what may be his subsequent career in the Service.

It will be observed that no attempt has been made to produce a scheme in which every condition of service is perfect or such a scheme as might be suitable for a Colony with unlimited financial resources at its command. Attention has been given at every stage to the question of the practical possibility of the scheme and of its probable cost to the Colonial Governments, with a view to making it a scheme to which these Governments might reasonably be expected to assimilate their present conditions of service for officers recruited from overseas.

"This change... for no... authority
 which the Secretary of State at present...
 Colonies to secure officers in the...
 of service. But it will be understood...
 terms have been established, the Secretary...
 be prepared to entertain... the...
 proposals from a Colonial Government for...
 ent with the scheme. In the case of any...
 of the scheme it would, of course, be...
 the existing rights of officers and...
 State's present general powers... from
 him on the occasion, for...
 in any particular Colony...
 as officers of the United Kingdom...
 that Colony, his ultimate...
 ular should be preserved..."

"There is also a...
 Colonial Administration...
 to which special attention...
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 scales of salary...
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7/11/10/7 15
THE EUROPEAN CIVIL SERVANTS' ASSOCIATION OF KENYA.

CONFIDENTIAL

P. O. BOX No.107,
NAIROBI.
8th. September, 1952.

The Hon. Colonial Secretary,
Nairobi.

Sir,

On the request of the Council of the Association, we have the honour to refer to the campaign recently conducted by the "East African Standard" against the Civil Service of the Colony. Civil Servants are not specially sensitive, having become inured by long experience to the basically unsound attacks of misinformed critics. The present campaign in its intensity and virulence is more serious, however, than any of its predecessors, and it does seem to the Council of the Association to constitute a definite threat to the good relationship which in recent years developed between the official and the non-official communities, and to foreshadow a return of the old antagonism of settler versus official which has happily been absent for a long period.

4. In a well organised fight against the probable imposition of income tax in 1953, the "Standard" is day by day feeding the public with false suggestions, misleading statements, half truths and even positive falsehoods. In ordinary times such methods would by their violence defeat themselves. In the present state of the public mind, the situation cannot safely be ignored. By these unworthy methods, a tremendous avalanche of public opinion is being created which must, we feel, if not stemmed, have a serious effect upon the efficiency of the Service, which has proved itself to be completely loyal to the Government and the Public.

5. It is, therefore, with a full sense of responsibility that the Council of the Association has appointed a small Watch Committee to keep a close scrutiny upon current events, and to take such action as they deem necessary or desirable to protect and defend the Service from malicious attacks.

6. The Council considers the situation to be so critical that a statement has been prepared for presentation to the Expenditure Advisory Committee, setting out the history and facts about the conditions and emoluments of the Service, in refutation of the more flagrant mis-statements and half truths placed before the public. Copies are enclosed herewith. The Council will be grateful if a copy of the Memorandum may be forwarded to the Secretary of State. We shall be grateful, also, if we may have

- your -

your permission to forward a copy of the memorandum to each member of the Kenya Legislative Council.

We have the honour to be,
Sir,
Your Obedient Servants,

C. M. Nwadi

PRESIDENT.

(Sd) C. O. Gilbert

(Sd) C. A. Hartman

VICE PRESIDENT.

Encls.

Only a Miracle Can Prevent New Taxation.

A DENIAL OF GOVERNMENT EXTRAVAGANCE.

Desire for Co-operation.

CRITICISM OF WAY IN WHICH ECONOMY CAMPAIGN IS BEING CONDUCTED

"If, when the Budget is introduced, convincing facts and figures are produced to prove that additional taxation is unnecessary, then I am sure I would have the support of the Secretary of State in withdrawing any unwarranted measures. Personally I am convinced that nothing short of a miracle can save us from the necessity of such extra taxation, but anyone would be more pleased than I if this miracle came about."

The foregoing is an extract from the reply of His Excellency the Governor to a deputation appointed by the Nairobi Association and including also representatives of the Government of Associations, which asked for an assurance that no further tax upon income would be imposed until the report of the Expenditure Advisory Committee had been published and considered.

His Excellency, replying to points raised by the deputation, said that the Manifesto issued by the Elected Members, and that far from there having been any extravagance, the Government during the last two years had saved the Government of Kenya a total of £500,000.

Dealing with the allegation that he was unwilling to co-operate with the Elected Members, Sir Joseph Byrns said: "I again repeat that this is not so, for

continued

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AIRD
E.

two years the Government is twitted with continuing its present policy of extravagance. I wonder if this is quite fair, for not only, as far as I am aware, has there been no extravagance, but on the contrary there has been a continued and intensive effort to curtail expenditure. In support of my contention I have ascertained that actual Departmental expenditure has been reduced by over £500,000 in the last two years.

My second grievance is the allegation that if a Finance and Economic Committee was appointed early in 1931 all our present troubles would not have arisen. Personally I am not satisfied as to this. The depression has been no prolonged and has been accentuated by so many uncertain factors, such as the locusts, that I am convinced that a Committee sitting nearly two years ago would not have been so valuable as the Committee now sitting consolidating, as it were, after the extensive economies to which I have just referred. Although the Committee desired was not appointed the unofficial representatives were not debarred from giving to Government on the important question of expenditure. I would in this connection quote from a statement I made in Legislative Council on June 6, 1931 in reply, I think, to the late Lord DeLamere—

I assure you I have some here as Governor at a very difficult time and it is essential I should have your help particularly within the next few months, any idea that because of this difference of opinion today I should be deprived of that help would be deplorable. To put it shortly, stripped of all oratory, the difference of opinion is not much. The difference is that you want these retrenchments to be referred to a Select Committee at once, whereas the Government's attitude is, that in this abnormal year we are going to introduce the Budget if possible in August, and then appoint a Select Committee to deal with it in detail; the only difference of opinion is that we would prefer to have your help within the next few months instead of now. If we do differ on this point I sincerely hope I shall not be deprived of your co-operation, as I shall certainly want it in the coming months. The promise I made then was amply fulfilled for every item of expenditure in the 1932 Estimates was submitted for close and prolonged scrutiny by the Select Committee which sat between the 8th August and the 21st November.

Anxious to Co-operate.

My third grievance is the allegation that I am unwilling to co-operate with Elected Members. I again repeat that this is not so, for I am most anxious to obtain and if possible, to follow their advice. As far as I am aware we disagree with one another at the present time over one matter only. The Government have always believed that pending a more permanent readjustment some additional taxation was necessary to deal with the continued fall in revenue and to supplement the continued economies. The Elected Members thought otherwise both they and the Government are honest and sincere in their belief. Time alone will decide as to who was right, but it is worth mentioning that by the end of this year the taxes which were so strongly objected to will bring in approximately £250,000. How much more serious would be our financial position to-day but for the additional revenue? The majority of the taxes involved do not touch individuals. As examples I quote the Entertainment tax, the tax of 6 cents on a pint of beer, the tax of 10 cents on a pound of tea, of 1 cent on a pound of sugar and an increase of the letter postage of 3 cents.

Income Tax

Turning now to taxation, such is found to be necessary the question arises as to what this should take. I have heard much abuse of Income Tax but I have looked in vain for any alternative constructive suggestion. Some of us think there is no alternative, for even apart from the depression our existing practice of relying almost wholly on indirect taxation is rapidly breaking down chiefly owing to the excellent progress which has been made in producing locally our necessities of life.

The great advantage of Income Tax to my mind is that it is based on capacity to pay. Why should the poor man have to contribute to the State almost the same amount as the rich man, especially one who decides to live frugally? Also it is the opinion of responsible people, who have discussed the matter, will me that the time has come when we should gradually reduce or remove as soon as may be financially practicable some of the more onerous customs duties and in addition reduce or remove taxes such as that imposed on petrol.

Extravagance.

Finally, Gentlemen, may I say how deeply I deplore some of the

extravagances of the Government which is now being conducted throughout the country. I feel that all legitimate points of view should have been expressed in the House without causing any unnecessary hurt to the Civil Service. The only man who as a member of the State definitely has a right to say decent things about the Government is the man who is in the position of the interest and welfare of Kenya.

I also deplore the attitude of some responsible spokesmen who, veiledly I admit, appear to advocate passive resistance. I hope such gentlemen have forgotten that in a colony of mixed race such as Kenya we Britishers, as official or non-official, have a special responsibility to discharge and we should carefully abstain from doing or saying anything which might be construed as defiance to properly constituted authority.

The excessive zeal on the part of these persons is most certainly not helping the cause of Kenya publicity which from this morning's paper is, I am glad to see, proceeding on such very sound lines.