

PRINTING DEPARTMENT

509. With the general expansion of Government activities in recent years there has been a corresponding increase in the volume of work thrown on the Government Printing Department. The high standards which have been maintained by the Department working under considerable pressure with inadequate supervisory staff, and in many cases, obsolete machinery and equipment, is a tribute to the Government Printer and his whole staff. We anticipate that the work under the control of the Government Printer will increase further with the arrival of new machinery, the expansion of branches at Takoradi and Tamale, and with the special arrangements which will have to be made for printing for the Legislative Assembly. Moreover, there is a clear case for additional senior staff to enable training in the Printing Department to be undertaken by the Department on a regular and full time basis.

510. The salary which we recommend for the Government Printer (£1400) represents a considerable enhancement of his status, but we are convinced that if the present high standards are to be maintained, this salary is necessary. The Government Printer should be the Government's adviser on all technical printing matters (other than Survey Department printing) whether for work to be done in the Gold Coast or in the United Kingdom. He should also be expressly charged with the control of Government stationery and his powers in this respect should be clearly defined.

511. With the expansion of activities we mention above we consider that the time has come for the creation of a deputy post and we recommend accordingly. The Deputy Government Printer should be responsible for training arrangements with a view to reproducing in the Gold Coast a system of apprenticeship of approximately the standard in the United Kingdom. This may appear an ambitious aim, but the Government Printer has informed us that the output of his works compares favourably with standard United Kingdom productions, and if this is so, he should be able to train Africans to the United Kingdom standard.

512. The Superintendent of Press should be qualified in at least three branches of the Printing Trade. He is required for the Printing Works in Accra. It seems likely that an additional Superintendent will be required when the new Press for "Hansard" printing is established.

513. The Senior Assistant Superintendent posts are required for Takoradi and Tamale. One post may also be required for Accra, and this grade should carry relief establishments. The Assistant Superintendents should be mainly in Accra in charge of branches of the main Printing Works.

<i>Post</i>	<i>Salary</i>	
Government Printer	£1400	
Deputy	£1150 × £50—£1250	
Superintendent	£1000 × £40—£1080	
Senior Assistant Superintendent	£750 × £30—£960	
Assistant Superintendent	£550 × £25—£700	
Printers' Engineer	} For grading team —see gradings in Railways and note on Industrial classes and Apprentices— paragraphs 470-486.	
Process Engraver		
Supervisors		
Proof Reader		
Assistant Proof Reader		
Junior Technical Officers		
Women Assistants		
Executive posts		As required
Clerical posts		Ditto
Sub-clerical posts		Ditto
Ancillary staff	Ditto	

PUBLIC RELATIONS DEPARTMENT

514. In a Colonial Office memorandum the functions of Information or Public Relations Departments have been summarised as follows :—

- “ (i) to keep the public informed of the policies, actions and achievements of the Government;
- (ii) to assist with the machinery for community education and mass literacy campaigns ;
- (iii) to co-operate with external bodies, including the information department in the Colonial Office, in maintaining a two-way flow of information between the people in the Colonies and the people in the United Kingdom;
- (iv) to supply information about the Colony which can be used in foreign and Commonwealth countries.”

The Public Relations Department in the Gold Coast appears to have been organised with these objects in view. The main framework is provided by Regional Public Relations Officers working from the headquarters of Chief Commissioners with the assistance of advisory panels and in close touch with departmental headquarters in Accra, where there is a Public Relations Officer and a Deputy Public Relations Officer, as well as a number of specialised branches. We consider that the title of the existing post of Public Relations Officer should be altered to Director of Public Relations, which more adequately describes his functions.

515. We regard this Department as essentially an executive Department with certain special features. The functions of the Director of Public Relations are so highly individual and personal in character that we do not consider it possible to have a true deputy post. We recommend that the existing post of Deputy Public Relations Officer should be redesignated Public Relations Officer. This Officer should be the co-ordinating officer for the Regional Public Relations Officers. He should in fact be in charge of the machine which has been established to perform the functions described above. He may also, of course, be placed in charge of special campaigns at the direction of the Director, but in any case, his functions are essentially executive and we have given the post an executive grading. The posts of Regional Public Relations Officers have also been given executive gradings.

516. We should make it clear that though we have followed the United Kingdom practice in classifying Public Relations work as executive, there is no objection to Administrative officers being appointed to these posts. We do not believe that the salaries we attach to them should present any obstacles to the appointment of suitable Administrative officers until such time as fully trained executives are available. Indeed, the gradings which we recommend should facilitate the appointment or secondment of Administrative officers to posts in the Public Relations Department for periods of two or three years to the mutual advantage of the Department and the officers concerned. These remarks apply equally to other executive Departments such as Co-operation, Social Welfare and Labour.

517. The exact gradings of the posts in the various sections of this Department have presented some difficulty. Much of the work in the Publications section, the Programmes section, and the Film Unit, is highly individualistic and of the type which can frequently be best done by contract officers rather than career civil servants. We have, however, submitted recommendations for gradings of some of these posts within the Civil Service structure. The grading team should deal with the remaining posts within the framework we recommend.

518. The Broadcasting Department was amalgamated with the Public Relations Department during the financial year 1950–51. In the memorandum placed before the Standing Finance Committee on this subject it is stated “ The post of Chief Broadcasting Officer will bear roughly the same relation to the Public Relations Officer as does the Engineer-in-Chief Posts and Telegraphs Department, to the Postmaster-General”. We have graded this section of the Public Relations Department on that understanding, *i.e.*, despite the disparity in remuneration there is no relationship of inferiority or superiority as between the existing post of Deputy Public Relations Officer and the Chief Broadcasting Engineer.

519. We have classified Broadcast Engineers as fully qualified Professional officers, but if officers

are accepted for appointment who do not have qualifications which are accepted as full professional qualifications, it is assumed that they will be placed on suitable scales as non-professional technical officers.

<i>Post</i>	<i>Salary</i>
Director of Public Relations	£1600
Public Relations Officer	£1150 × £50–£1250
Regional Public Relations Officer	£1000 × £40–£1080
Senior Publications Officer	£1000 × £40–£1080
Publications Officer	For grading team
Assistant Publications Officer	Ditto
Script Writer	Ditto
Unit Organiser	Ditto
Production Assistants	Ditto
Cinema Officer	£750 × £30–£960
Cinema Technician	£550 × £25–£700
Assistant Cinema Officer	For grading team
Cinema Commentator	Ditto
Superintendent Photographic Section	£550 × £25–£700 or preferably on contract terms.
Staff Photographers	For grading team
Senior Programme Officer	£1000 × £40–£1080
Studio Manager	£750 × £30–£960
Programme Officer	£550 × £25–£700
Assistant Programme Officer	Proposed executive grading
Chief Broadcast Engineer	£1250 × £50–£1350
Senior Broadcast Engineer	£900 × £40–£1180
Broadcast Engineer	£550 × £30–£850
Stores Superintendent	£550 × £25–£700
Technical Officers	} For grading team to compare with Post Office technical officers
Station Assistants	
Other Executive, Clerical, sub-clerical, sub-technical posts and Ancillary staff	As required

MINISTRY OF JUSTICE AND LEGAL OFFICERS

Legal Services

520. As stated under paragraph 3 of our Report we exclude from our consideration the Chief Justice and Judges of the Supreme Court.

Under the heading Legal Services we shall deal with Magistrates, Crown Counsel, as well as Legal Officers in the Lands Department and the Income Tax Department.

Crown Counsel

521. " Posts are open to men and women who should normally be under forty years of age. A candidate must either be a Barrister or

under forty years of age. A candidate must either be a Barrister or must normally have had three years practical experience in his profession after being called to the Bar or admitted as a Solicitor. This period of practical experience may be reduced in suitable cases."* We understand that the requirement of three years practical experience has led to some difficulty in recruiting suitable candidates since after three years in practice, particularly in the United Kingdom, a good lawyer is frequently earning higher rewards for his services than can be offered by Government. To remedy this situation we recommend that Government should create a grade of Assistant Crown Counsel to which newly qualified candidates can be recruited on the same basis as Assistant Administrative Officers, but in the third point in the salary scale to give credit for the longer period required for qualification. Recruits to this grade should be eligible for additional incremental credit on first appointment for every year of professional experience after qualifying. The basic operative grade of this class should be the Crown Counsel on an initial salary of £900 per annum and any confirmed legal officer with five years professional experience either inside or outside Government service should

* Gold Coast Sessional Paper No. IV of 1950, Chapter XX, para. 4.

be eligible for promotion to this grade. We do not envisage direct appointment to this grade from outside the Service, but in exceptional cases the period of probation on the Assistant Crown Counsel grade might be reduced to take account of special outside experience.

522. The work of Crown Counsel is essentially individual work involving the application of professional skill, knowledge and experience to cases referred for his personal attention. For this reason it seems impracticable to us to follow the pattern for the Administrative Service and create a post of Senior Crown Counsel on the scale £1250-£1350. We therefore recommend that the salary scale for Crown Counsel should run from £900 to £1350 without a promotion break.

523. To complete the picture of the gradings in the Law Officers Department we summarise as follows :—

Assistant Crown Counsel	£550-£850 (entry point according to professional experience after qualifying)
Crown Counsel	£900-£1350
Legal Draftsman	£1250-£1350
Director of Public Prosecutions	£1250-£1350
Solicitor-General and Permanent Secretary to the Minister of Justice	£1800

Magistrates

524. We do not consider that it is desirable to attempt to reproduce for the Magistracy the cadet grade we have recommended for Crown Counsel. The post of Magistrate should, in our view, be reserved as a promotion for Legal Officers inside the Service (e.g. Assistant Crown Counsel), who have had not less than five years professional experience, or for lawyers in private practice either inside the Gold Coast or in the United Kingdom, who have similar qualifications. First consideration should naturally be given to serving officers and we would stress the need to select candidates who, both by temperament and ability, are in all ways suitable to sit on the Bench. We recommend that the post of Magistrate should be graded on a salary scale £900 to £1350.

525. We have considered a suggestion that a post of Senior Magistrate should be created to bridge the gap between the Magistrates and the Judges. Unless and until the Courts' Ordinance can be amended to provide additional powers for a post of Senior Magistrate we are unable to recommend the creation of such a post.

Assistant Commissioners of Lands

526. "Candidates must be Solicitors of the Supreme Court of the Judicature in England holding an Honours degree in Law and must normally have had three years practical experience in their profession after qualification. This qualification and period may be reduced in suitable cases."* This is a Department which will be of increasing importance with the extension of Government activities during the next decade. We have attempted to give recognition to this development in the grading of the Commissioner of Lands and his Deputy. But as regards staffing at lower levels the position is discouraging. No qualified Africans are available for appointment as Assistant Commissioners of Lands and it seems unlikely that many will be forthcoming in the near future. As regards expatriate recruitment we quote from a letter received from the Council of the Law Society in England :—

"It is but a short while since the Colonial Office asked the Council to do what they could to publicise appointments open to Solicitors in the Colonial Legal Service owing to the difficulty experienced in recruiting Solicitors to these posts. The Council have met this request, but while publicising particulars of appointments they have felt unable to recommend Solicitors so far to take up appointments in the Lands Department in the Gold Coast owing to the fact that the prospects are not, as far as they can see, sufficiently attractive at present to make service in that Department a really worthwhile career. When enquiries are made by young Solicitors there are many more attractive appointments to which their attention can be drawn than appointments in the Lands Department."

It is unfortunately true that opportunities for careers in the United Kingdom provided by the

* Gold Coast Sessional Paper No. IV of 1950, Chapter XIX, para. 4.

Town and Country Planning Department and by the Legal Aid Scheme have resulted in a keen competition for Solicitors, in which the Gold Coast, insisting on an Honours degree, is unlikely to be successful with their present salary rates. We understand from the Commissioner of Lands that previous professional experience is an essential part of the qualifications for appointment as Assistant Commissioner of Lands and that, provided the initial salaries are suitably adjusted, this should not prove an obstacle to recruitment. A Solicitor in the United Kingdom Civil Service aged 30 years, on confirmation in his appointment as Legal Assistant, receives a salary of £800 per annum rising to £1070. Senior Legal Assistants rise from £1150 to £1500, and above that level there are posts ranging from £1625 per annum to £3250. The Gold Coast cannot compete, particularly at the higher levels, with the United Kingdom salaries, but we consider that our recommendations should effect some improvement in the recruitment prospects.

527. We recommend that Assistant Commissioners of Lands with the qualifications quoted above should be offered an initial salary of £700 on the scale rising to £850. In addition they should be eligible for incremental credits for professional experience up to a starting salary of £850 per annum. At any time after confirmation in their appointments they should be eligible for promotion as Senior Assistant Commissioners of Lands on a salary scale £900-£1180 which should be regarded as the basic grade of this class and should carry normal leave reliefs on its establishment. We grade the post of Principal Assistant Commissioner of Lands on £1250 to £1350 and suggest that the establishment should be adjusted to provide posts for each Lands Department Region.

Solicitor—Income Tax Department

528. This is a recently created post, the qualifications for which are that the holder should be either a Barrister or Solicitor with experience in Income Tax Law and practice, more particularly in the conduct of tax appeals both before Commissioners and in the Courts. The post is at present filled by the temporary transfer of a member of the Solicitors' Office in the United Kingdom Inland Revenue Department. In the United Kingdom this officer would be receiving a salary of £1330 on a scale rising to £1500 with prospects of promotion to a post of Assistant Solicitor on a scale rising from £1625 to £2000 per annum. This is the only legal post in the Income Tax Department at present; candidates must be recruited from outside the Gold Coast, and there is little prospect of promotion within the Colony. The post is therefore in a peculiar position and we have allocated it a special salary scale rising from £1250 by two increments of £100 to £1450 per annum. We think it likely that it will be necessary in the near future to create posts of Assistant Solicitor in this Department and we recommend that these posts should be treated similarly to legal posts in the Lands Department with a maximum salary of £1180. We understand that a proposal is under consideration for sharing the services of the Solicitor to the Income Tax Department with Nigeria. We have, however, graded the post as a full time Gold Coast post.

Registrar General and Chief Registrar

529. To complete the picture of the Gold Coast Legal Services we have to state that we recommend for these posts a fixed salary of £1400. The posts will provide an alternative avenue of promotion for legal officers in the Law Officers' Department, the Supreme Court and the Lands Department.

<i>Post</i>	<i>Salary</i>
Attorney General and Minister for Justice	£2750 (consolidated)
Solicitor General and Permanent Secretary	£1800
Legal Draftsman	£1250 × £50-£1350
Director of Public Prosecutions	Ditto
Crown Counsel	£900 × £40-£1180 ; £1250 × £50-£1350
Assistant Crown Counsel	£550 × £30-£850
Clerical posts	As required
Sub-clerical posts	Ditto
Ancillary staff	Ditto

REGISTRAR-GENERAL'S DEPARTMENT

530. We have dealt with the Registrar-General's salary in the preceding paragraph. Otherwise we have no comment to make.

<i>Post</i>	<i>Salary</i>
Registrar-General	£1400
Bailiffs	For grading team
Clerical posts	As required
Sub-clerical posts	Ditto
Ancillary staff	Ditto

MINISTRY OF FINANCE

531. We have no comments to make on the Ministry itself nor on the Statistical branch. As regards the Organisation and Methods branch, we have represented in paragraphs 366-373 the urgent need for the further development of this work and have suggested that an Organisation and Methods mission from the United Kingdom should visit the Gold Coast to advise on the setting up of the section and the lines along which it should operate. We show gradings and titles for this section which should be regarded as tentative pending the Report of the proposed mission. We have indicated salaries for each of the grades which might be used in this Division but we assume that at the outset at any rate not all those will necessarily be utilised.

<i>Post</i>	<i>Salary</i>
Financial Secretary and Minister for Finance ..	£2750 (consolidated)
Permanent Secretary	£1800
Assistant Financial Secretary	£1250 × £50-£1350
Other Administrative posts	As required
Executive posts	Ditto
Clerical posts	Ditto
Sub-clerical posts	Ditto
Ancillary staff	Ditto

ORGANISATION AND METHODS BRANCH

Director of Organisation and Methods	£1600
Assistant Director of Organisation and Methods	£1150 × £50-£1250
Senior Organisation Officer	£1000 × £40-£1080
Organisation Officer	£750 × £30-£960
Assistant Organisation Officer	£550 × £25-£700
Other Executive posts	As required
Clerical and sub-clerical posts	Ditto
Ancillary posts	Ditto

STATISTICAL BRANCH

Government Statistician	£1600
Statistical Officers	Appropriate administrative grading
Punched Card Systems Officer	Appropriate executive grading
Punched Card Supervisor	Ditto
Supervisor of Calculating Pool	Ditto
Statistical Assistants	Ditto
Other Executive posts	As required
Clerical and sub-clerical posts	Ditto
Ancillary staff	Ditto

BULK PURCHASE BRANCH

Controller Bulk Purchase Supply	Contract rates equivalent to £1350 (fixed)
Bulk Purchase Officers	Contract rates equivalent to the £750 × £30-£960 scale
Other Executive posts	As required
Clerical and sub-clerical posts	Ditto

ACCOUNTANT-GENERAL'S DEPARTMENT

532. The Accountant-General's Department selects itself for executive grading. The posts of Accountant-General, Deputy, Principal Accountant and Senior Accountant, as we understand the organisation, are all headquarters posts dealing with the main Colony accounts. The Accountant posts which we recommend are required for the large district Treasuries, and this grade should also carry relief establishments. Below the Accountant grade are three other executive grades (Assistant Accountant, Higher Executive Officer and Executive Officer) which are required for smaller district Treasuries and to take charge of sections of work in headquarters. The lowest executive grade should be used for small "one man" district Treasuries. There should be in each departmental region one officer of the Accountant grade who should be made specifically responsible for regular inspection of smaller district Treasuries (see paragraph 389) either on a full-time basis or in addition to being in general charge of a larger Treasury.

<i>Post</i>	<i>Salary</i>
Accountant-General.. .. .	£1600
Deputy	£1350
Principal Accountant	£1150 × £50–£1250
Senior Accountant	£1000 × £40–£1080
Accountant	£750 × £30–£960
Assistant Accountant	£550 × £25–£700
Other Executive posts	As required
Clerical and sub-clerical posts	Ditto
Ancillary staff	Ditto

CUSTOMS AND EXCISE DEPARTMENT

533. Like the Accountant-General's Department, Customs and Excise selects itself for executive grading, and the Acting Comptroller of Customs and Excise has produced at our request a schedule showing how he would propose to allocate the existing duties of junior staff as between the Clerical and Executive grades on the assumption that the work of the Customs Officer proper is executive. This schedule will be available for use by the grading team and should form the basis for the final establishments.

<i>Post</i>	<i>Salary</i>
Comptroller	£1600
Deputy Comptroller	£1350
Assistant Comptroller	£1150 × £50–£1250
Chief Inspector	Ditto
Principal Collector	£1000 × £40–£1080
Senior Collector	£750 × £30–£960
Collector	£550 × £25–£700
Senior Customs Officer	£370 × £20–£450 × £25–£500
Customs Officer	£200 × £15–£350
First Class Superintendent	£360 × £20–£460
Second Class Superintendent	£270 × £10–£300 × £15–£345
Third Class Superintendent	£200 × £10–£260
Drill Instructors	Ditto
Chief Preventive Officers	£166 × £8–£190
Preventive Officers	£136 × £6–£160
First Class Assistant Preventive Officer	£115 × £5–£130
Second Class Assistant Preventive Officer	£90 × £4–£110
Clerical and sub-clerical posts	As required
Ancillary staff	Ditto

INCOME TAX DEPARTMENT

534. Apart from the salary of the Commissioner, we have graded the Income Tax Department as Executive. We have also received from the Commissioner a schedule showing how he would propose to allocate the work of the junior staff of his Department as between the Executive and Clerical grades. This schedule which is satisfactory to us is available in our files for the grading team.

We have dealt with the salary of the Solicitor Income Tax in paragraph 528. The Commissioner is anxious to strengthen his Department by the appointment of an African lawyer as Assistant Solicitor. Our proposals at paragraphs 527-528 will, we hope, enable him to do so, when the increase in staff is justified.

<i>Post</i>	<i>Salary</i>
Commissioner of Income Tax	£1600
Deputy	£1350
Solicitor	£1250 × £100-£1450
Investigating Accountant	£1150 × £50-£1250
Assistant Commissioner	Ditto
Senior Assessment Officer	£1000 × £40-£1080
Assessment Officer	£750 × £30-£960
Assistant Assessment Officer	£550 × £25-£700
Tax Officer	Ditto
Other Executive posts	As required
Clerical and sub-clerical posts	Ditto
Ancillary staff	Ditto

MINISTRY OF AGRICULTURE AND NATURAL RESOURCES

535. The gradings of staff at the headquarters of this Ministry call for no special comment.

<i>Post</i>	<i>Salary</i>
Permanent Secretary	£1800
Other Administrative posts	As required
Executive posts	Ditto
Clerical and sub-clerical posts	Ditto
Ancillary staff	Ditto

AGRICULTURAL DEPARTMENT

536. This Department which is vital to the economy of a country that is mainly agricultural consists of a nucleus of professional officers, almost wholly expatriate, superimposed on a structure composed of African Clerical staff and African Technical staff who lack professional qualifications but have received some technical training and experience. As indicated in paragraphs 65-72 of this Report, it is unlikely that for many years to come the supply of professionally qualified Africans will be such as to enable the Gold Coast Government to refrain from recruiting expatriate professional officers. Meanwhile it is essential to systematise the recruitment and training of Africans with a suitable basic education so as to form a corps of technical officers who, as explained in paragraph 121, can help to minimise the need for recruitment of expatriate professional staff. What is necessary is to create in the technical field a class with a series of technical grades corresponding to the organisation that we propose for the Executive class. We have discussed and agreed upon a suitable scheme with the Director of Agriculture. Its main feature is the replacement of the existing class of Senior, First, and Second Division officers by two new grades:—

- (i) Agricultural Assistant £170 × £10-£200 × £15-£350
- (ii) Senior Agricultural Assistant £370 × £20-£450 × £25-£500

537. The above scales are designed for candidates who have passed the School Certificate examination—this is a minimum qualification for admission to the Training School—and have successfully completed a three years course of training at Cadbury Hall, which we understand would bring them to a standard roughly equivalent to the Intermediate Science degree. The time of service during training would be non-pensionable but the trainee should receive an allowance of £10 per month.

538. It should be possible for the best of the Agricultural Assistants and Senior Agricultural Assistants, after such a training, to go on to obtain the full professional qualifications by means of scholarship courses. In any event there exist certain departmental technical posts such as Inspectors of Produce, Production Officers, Agricultural Development Officers, to which Agricultural Assistants might aspire, but we consider that normally progress beyond the Senior Agricultural Assistant grade should be dependent on obtaining additional qualifications such as a recognised agricultural diploma at Trinidad or Ibadan.

539. Some difficulty may be experienced in applying the new scales to serving officers who either do not possess the necessary educational qualification or are sub-standard. In their case we see no alternative to allowing them to retain their existing rates of pay and conditions.

540. On the Clerical side, although we have not closely examined the duties, nor worked out a scheme with the Director, we are satisfied that in view of the number of clerks and the nature of their duties, there is scope for the introduction of the Executive grade. We leave this task to the grading team.

541. As this Department comprises a staff of over 5000 consisting of a variety of grades and types, we are strongly of opinion that there is urgent need for the appointment of a high quality Personnel Officer, if only to set the Director free to attend to his professional work. We recommend for the Personnel Officer the same salary as that recommended for the Personnel Officer to the Post Office—£1150×£50 to £1250. He should work direct to the Head of Department.

542. We recommend in Appendix VII one year's additional incremental credit for Agricultural Officers and Agricultural Specialists in order to allow appropriately for the time taken up by essential post-graduate experience.

543. In the special circumstances leading to the grant of a personal and pensionable allowance to the present holder of the post of Deputy Director (Cocoa Industry) we recommend that he should be allowed to retain this allowance on conversion to the new conditions of service.

544. We have not suggested an exact grading for the Soil Survey Section of this Department as its future organisation was obscure when we left the Gold Coast. It was, we understand, suggested that as Soil Survey served a number of other Departments in the Ministry, it should be reconstituted as an independent Department.

<i>Post</i>	<i>Salary</i>
Director	£1700
Deputy (Agriculture)	£1450
Deputy (Cocoa Industry)	£1450
Assistant Director	£1250 × £50–£1350
Principal Agricultural Education Officer	Ditto
Commissioner for Food Production	Ditto
Personnel Officer	£1150 × £50–£1250
Librarian Editor	For grading team
General Secretary	Ditto
Accountant	Appropriate executive grading
Senior Agricultural Officers	£900 × £40–£1180
Agricultural Officers	£550 × £30–£850

<i>Post</i>	<i>Salary</i>
Agricultural Economist	Appropriate professional grading
Agricultural Education Officer	Ditto
Agricultural Engineer	Ditto
Senior Specialists	£1250 × £50—£1350
Specialists	Appropriate professional grading
Masters (Agriculture)	£550 × £25—£700
Chief Inspector of Produce	£1150 × £50—£1250
Senior Inspector of Produce	£750 × £30—£960
Inspector of Produce	£550 × £25—£700
Senior Agricultural Survey Officers	£750 × £30—£960
Agricultural Survey Officers	£550 × £25—£700
Junior Survey Staff including Recorders, Field Assistants, etc.	For grading team
Agricultural Development Officers	£550 × £25—£700
Production Officers	Ditto
Senior Agricultural Assistant	£370 × £20—£450 × £25—£500
Agricultural Assistant	£170 × £10—£200 × £15—£350
Assistant Director of Agriculture (Soil Survey)	Appropriate professional grading
Senior Soil Scientist	Ditto
Soil Survey Officers	Ditto
Soil Analyst	Ditto
Other Executive posts	As required
Clerical and sub-clerical posts	Ditto
Ancillary posts	Ditto

ANIMAL HEALTH DEPARTMENT

545. In the Department of Animal Health, as in the Department of Agriculture, we recommend the establishment of an intermediate technical grade to relieve professional officers, who incidentally are difficult to recruit for this Service, of work that can properly be entrusted to less qualified officers working under the supervision of Professional officers, on the lines suggested by us in paragraph 121. We propose the following hierarchy for this intermediate grade :—

Livestock Officers	£550 × £25—£700
Senior Veterinary Assistants	£370 × £20—£450 × £25—£500
Veterinary Assistants	£170 × £10—£200 × £15—£350
Pupils	£10 a month

546. We foresee greater difficulties in setting up this organisation in the Animal Health Department than we anticipate in the Department of Agriculture. In the first place the professional staff of the Department is considerably below strength and several officers now serving are foreigners whose command of the English language is not good. Difficulties must therefore be expected as regards the training of African staff unless the salaries that we recommend improve the recruitment position. Secondly, there is no training institution in the Gold Coast, and, although by arrangement with the Government of Nigeria, five places annually are reserved for Gold Coast students at the College at Vom, there is difficulty at the moment in getting suitable candidates to fill even these five places which would not anyhow be sufficient to replace annual wastage. It must be admitted that a career in Animal Health does not appeal at present to Gold Coast students both as regards professional and junior posts. We hope that our recommendations will help to reverse this tendency and obviously, when a full professional staff can be recruited, there is urgent need for the institution of adequate training facilities in the Gold Coast itself. Meanwhile the facilities afforded by Vom must suffice.

547. Possession of a School Certificate should be a condition of admission to the Training College and successful completion of the three years course a condition of appointment as Veterinary Assistant. Existing Veterinary Assistants (First and Second Division) who are not considered qualified to be placed on the new scales should continue to serve on their existing terms. The three existing posts for Veterinary Superintendents will, we assume, be regraded as Senior Veterinary Assistants. The grading of the five existing posts for Veterinary Assistants (First Division) we leave to the grading team. If it should prove impracticable to recruit sufficient candidates with the School Certificate qualification, the Department might make *ad hoc* arrangements and establish a lower grade of practical Field Assistants with a lower academic qualification—at least Standard VII certificate. We suggest the pay for these Field Assistants might be :—

Senior Field Assistants	£160 × £10—£300
Junior Field Assistants	£100 × £5—£120 × £6—£144

548. We understand that no Africans are in training as qualified Livestock Officers and that for some years to come expatriates will be necessary. We cannot contest this opinion, but expatriates recruited for this work should be recruited on contract terms and early steps should be taken to train the most promising African Senior Veterinary Assistants—by scholarship courses in the United Kingdom or elsewhere as necessary—so that they may become qualified both academically and by experience for appointment as Livestock Officers. We suggest that the National Diploma in Agriculture or Dairying, with Animal Husbandry as a major subject, or some equivalent Diploma, should be an essential condition of appointment as Livestock Officer.

549. We regard the lack of Livestock Officers in the Gold Coast as a definite lacuna, especially in view of the grave difficulties experienced in recruiting fully qualified Professional staff. Such appointments exist in all other Colonies. These men, in addition to running Livestock Experimental Stations, train junior staff in improved methods of husbandry. This service should be extended to the field where the standard of animal production is deplorably low and in many instances quite uneconomical. This extension work can only be done by trained African staff who, in addition to speaking the language of the stock owners, also understand their problems and way of life.

<i>Post</i>	<i>Salary</i>
Director of Veterinary Services	£1600
Deputy	£1400
Senior Veterinary Officers	£1250 × £50—£1350
Veterinary Officers	£700 × £30—£850 ; £900 × £40—£1180
Veterinary Research Officer	Appropriate professional grading
Laboratory Assistant	£550 × £25—£700
Livestock Officers	£550 × £25—£700
Senior Veterinary Assistant	£370 × £20—£450 × £25—£500
Veterinary Assistants	£170 × £10—£200 × £15—£350*
Pupils	£10 a month
Clerical and sub-clerical posts	As required
Ancillary staff	Ditto

COCOA REHABILITATION DEPARTMENT

550. As this is a transient† Department and the bulk of its staff is either seconded from Administrative and other Departments or are temporary staff employed on contract terms, we grade only the Commissioner, his Deputy and the Chief Accountant. The salaries for the senior seconded officers should normally follow those laid down for the appropriate grades in the Departments to which they belong, but we consider that the organisation of Agricultural Survey Officers into

* See also paragraph 547.

† We understand that this Department has now been abolished.

two grades as recommended for the Department of Agriculture, would be useful in this Department also. We leave to the grading team the task of organising the junior staff on the same lines as their counterparts in other Departments.

<i>Post</i>	<i>Salary</i>
Commissioner for Cocoa Rehabilitation ..	£1600
Deputy Commissioner	£1350
Chief Accountant	£1150 × £50-£1250

FISHERIES DEPARTMENT

551. The scale recommended for Assistant Fisheries Officer is based on the assumption that only fully qualified professional officers will be appointed to this post.

552. We recommend the creation of a limited number of new posts for Senior Fisheries Assistant and Coxswain to which Fisheries Assistants and Launch-drivers respectively might aspire. These new posts should normally be supervisory but in special cases they might be created for work involving responsibility considerably in advance of that carried by an officer of the class below.

<i>Post</i>	<i>Salary</i>
Senior Fisheries Officer	£1400
Fisheries Officer	£900 × £40-£1180
Assistant Fisheries Officer	£550 × £30-£850
Station Assistants	Sub-technical—for grading team
Master Fisherman	Contract rates
Senior Fisheries Assistant	£120 × £6-£144 × £8-£168
Coxswain	Ditto
Fisheries Assistants	Appropriate range of 'Daily' rates
Launch-drivers	Ditto
Clerical and sub-clerical posts	As required—on appropriate rates
Sub-technical posts	Ditto
Ancillary staff	Ditto

FORESTRY DEPARTMENT

553. In the Forestry Department, unlike the Departments of Agriculture and Animal Health, there is no scope for the introduction of a technical class intermediate between the Professional grades and the Sub-technical Forest Rangers. We have therefore to accept the existing structure, subject to some improvement in the organisation of the Forest Ranger grades, the abolition of the Learner Ranger and the Log Inspector grades, and their replacement by a new grade of Forest Overseer. This grade would be filled by:—

- (a) Suitable literate Forest Guards.
- (b) Serving Log Inspectors.
- (c) Existing Learner Rangers who are fit for retention but do not qualify for the Forestry School at Sunyani.

Admission to the Forest Ranger grade should depend on successful completion of the Sunyani course and the Standard VII Certificate should be the minimum educational qualification for admission to that course.

554. As there is no room for an intermediate grade in this Department we recommend the abolition of the two Forestry Assistant posts.

555. Consideration should be given to the question whether some of the existing duties of qualified Second Division Forest Rangers should not be transferred to the new grade of Forest Overseer. The establishment for the latter grade should be fixed according to requirements of the work.

556. We leave to the grading team, in consultation with the Chief Conservator, consideration of the question whether the work of this Department justifies the introduction of the Executive as well as the Clerical class.

<i>Post</i>	<i>Salary</i>
Chief Conservator of Forests	£1600
Deputy	£1400
Conservator	£1250 × £50—£1350
Senior Assistant Conservator	£900 × £40—£1180
Assistant Conservator	£550 × £30—£850
Utilisation Officer	£900 × £40—£1180
Senior Forest Ranger	£450 × £25—£500
Forest Ranger Grade I	£310 × £15—£370 × £20—£430
Forest Ranger Grade II	£160 × £10—£300
Forest Overseer	£100 × £5—£120 × £6—£144
Forest Guards	Appropriate range of 'Daily' rates
Forestry Labourers	Ditto
Executive posts	As required
Clerical and sub-clerical posts	Ditto
Ancillary posts	Ditto

GAME DEPARTMENT

557. We consider that the post of Game Warden should normally be filled on contract terms, but we see no objection to the secondment to this post for a limited period of a Forestry Officer or other officer of the permanent staff with suitable experience.

<i>Post</i>	<i>Salary</i>
Game Warden	£1350 or equivalent contract terms
Ancillary staff	As required—on appropriate rates

RURAL WATER DEVELOPMENT

558. Our views on the future of this Department are stated in paragraph 58. Meanwhile the only grading that seems to call for comment—that of the Chief Inspector on scale £750 × £30—£960—is covered by our recommendation in paragraph 609 relative to the creation of a post of Chief Inspector on the same scale in the Public Works Department.

<i>Post</i>	<i>Salary</i>
Director	£1600
Assistant Directors	£1250 × £50—£1350
Senior Engineers	Ditto
Engineers	£900 × £40—£1180
Assistant Engineers	£550 × £30—£850
Mechanical Superintendent	Appropriate professional or technical grading according to qualifications
Drilling Superintendent	Appropriate technical grading according to experience—preferably on contract
Drillers	Ditto
Office Manager	Contract rates in the first instance
Stores Accountant	£750 × £30—£960
Chief Inspector of Works	Ditto
Inspector of Works	£550 × £25—£700
Clerical and sub-clerical posts	As required on appropriate rates
Draughtsmen and Surveyors	Ditto
Sub-technical and Industrial staff	Ditto
Ancillary staff	Ditto

TSETSE CONTROL DEPARTMENT

559. We inspected the work of this Department in the course of our tour in the Northern Territories but, as the written statement which we had requested in regard to the duties and qualifications of the various departmental posts was not received until the work of the Commission was practically completed, we prefer to leave to the grading team the problem of grading below the professional level.

<i>Post</i>	<i>Salary</i>
Director	£1400
Scientific Assistants	Appropriate professional grading
Tsetse Control Officer	For grading team
Reclamation Officer	Ditto
Field Assistants	Ditto
Clerical and sub-clerical posts	As required
Ancillary staff	Ditto

MINISTRY OF COMMERCE, INDUSTRY AND MINES

560. The grading of the posts at the headquarters of this Ministry calls for no special comment.

<i>Post</i>	<i>Salary</i>
Permanent Secretary	£1800
Other Administrative posts	As required
Executive posts	Ditto
Clerical and sub-clerical posts	Ditto
Ancillary staff	Ditto

DEPARTMENT OF COMMERCE AND INDUSTRY

561. The Department of Commerce and Industry grew out of temporary wartime organisations such as Imports and Export Controls, Bulk Buying, and Supplies Establishments. At the time we were in the Gold Coast the Department had, on paper, an organisation consisting of a Director, and Deputy Director, with three Assistant Directors in charge of Commercial, Marketing and Production, and Industries branches. The future of organisation of the Department was under consideration and since then as we have mentioned earlier, the Bulk Food Buying scheme has been transferred to the direct control of the Ministry of Finance together with the Assistant Director—Marketing and Produce.

562. **COMMERCIAL BRANCH.** This section deals with import and export licensing, price control and Imperial Trade correspondence. Mainly by reason of the staffing situation and because the Department when it came into existence took over an already established system, the Department has concentrated mainly on this section. Under the Assistant Director (Commerce) there is a staff of five Commercial Officers including one relief, who deal with the following subjects :—

Import Licensing.	Price Control—petrol, cars.
Export Licensing.	Trade Correspondence.

It is generally agreed that the present system of allocating licences is unsatisfactory in that it involves a considerable amount of unnecessary work and the risk that a number of licences will not be taken up, with a consequent shortage of supplies in the country. The introduction of a revised basis for allocation of import licences is, we understand, under consideration, and we do not propose to make any recommendation on this highly specialised subject. We were, however, attracted from the point of view of administrative efficiency, by a suggestion made by the Secretary to the Ministry of Commerce, Industry and Mines, that if a strong African Merchants Association could be built up the responsibility for the allocation of Import Licences could be placed with that Association and the existing Chambers of Commerce.

563. INDUSTRIES BRANCH. The reorganisation of the Department, involving the creation of posts of Deputy Director and three posts of Technical Officer to "provide the essential minimum planning staff to do the ground work upon which the whole development of the industrialisation process would be based" was undertaken in the financial year 1950-51. This branch of the Department has in fact not yet been established. The post of Deputy Director is vacant and the posts of Technical Officer have been held in abeyance. The arguments in favour of the reorganisation are set out in paragraph 8 of the Appendix to the Minutes of the Standing Financial Committee Meeting of the 25th April 1950 and in paragraph 7 of the Appendix to the Minutes of the Standing Finance Committee Meeting of the 27th-28th June 1950. There are, however, strong, and in our view convincing, arguments against the present policy. These are summarised in the following extracts from notes of discussions with the Secretary for Development (and Chairman of the Industrial Development Corporation) and with the Secretary to the Ministry of Commerce, Industry and Mines.

Secretary for Development : "He did not know what functions Technical Officers could be expected to perform in the Department of Commerce and Industry. They were certainly not competent to advise on or investigate large scale industrial projects such as the proposed cement industry. Projects of that kind would be dealt with in the first instance by the Ministry concerned which would, if necessary, negotiate with private firms overseas with a view to having a preliminary enquiry carried out. The Industrial Development Corporation made its own enquiries into small scale industries, most of which were already in existence in some form or another in the Gold Coast."

Secretary to the Ministry of Commerce, Industry and Mines : "He considered that the work for which this section had been created could not in fact be efficiently performed under the present arrangement. He pointed out that the Industrial Development Corporation was at the present moment carrying out work in connection with furniture manufacture which was one of the projects proposed to be dealt with by the Department. Projects of this kind in his view could be more efficiently dealt with by them than by the Department of Commerce and Industry. They would require expert investigation from abroad and financial provision is being made in the Development Plans for such consultants. In addition, he pointed out that no account appeared to have been taken of the fact that Departments such as Agriculture and Forestry have for some years been experimenting with copra and timber utilisation, both of which are projects mentioned as suitable for the Industries Section of the Department of Commerce and Industry. In his view the Industries section of the Department can be abolished and one Liaison Officer appointed to the Department whose duties would be to answer enquiries from abroad or from interested parties."

564. We are impressed by these arguments and feel that there is a distinct danger of the work of the proposed Industries Branch of the Department of Commerce and Industry overlapping and duplicating work already being carried out by other Departments and statutory agencies as well as by private enterprise. We feel that the function of the Department of Commerce and Industry in this field should be restricted to that of liaison and the provision of information to interested parties. We recommend that the organisation of the Department be reviewed in this light.

565. AGRICULTURAL PRODUCE MARKETING BOARD. This is a statutory Board established to deal with export crops other than cocoa. It has in fact no executive staff and the Department of Commerce and Industry acts as its agent. We consider it to be improper for a Government Department to act as an agent for a statutory Board and recommend that the Agricultural Produce Marketing Board should as soon as possible make other arrangements to enable the Department to withdraw from participation in work for which it was considered necessary to establish an independent Statutory Board. It has been suggested that if the Department were to withdraw its help the Board would require a large and expensive establishment. On the analogy of the staff at present engaged on this work by the Department, and on the staff employed by the Cocoa Marketing Board we see no foundation for this suggestion.

566. If our recommendations above are accepted it should be possible to abolish the following posts :—

- Deputy Director ;
- Assistant Director (Industries) ;
- 1 post of Accountant ;
- 3 posts of Administrative Assistant ;
- 3 posts of Technical Officer.

The Department would then be able to concentrate on its function in regard to the control and development of commerce. It is at present completely centralised in Accra and in our view the time has come for posting Commercial Officers to other large stations. We envisage a staff somewhat as follows :—

- 2 Liaison Officers, one for Industries and one for Marketing.
- 4 out-posted Commercial Officers or Assistant Commercial Officers.
- 4 Commercial Officers or Assistant Commercial Officers at headquarters.
- 3 reliefs.

567. COMMERCIAL OFFICERS. The qualifications for appointment as Commercial Officers emphasise considerable experience in commercial fields and it is clear that the present scale 'B' starting at £510 is most unlikely to attract suitable candidates. We recommend that Commercial Officers should be placed on the Executive scale grading £750 × £30–£960. Posts of Assistant Commercial Officer in the scale £550 × £25–£700 should also be created to provide a training ground for African candidates on promotion from the grading Higher Executive Officer or posts of equivalent status.

<i>Post</i>	<i>Salary</i>
Director	£1600
Assistant Director (Commerce) ..	£1150 × £50–£1250
Commercial Officer	£750 × £30–£960
Assistant Commercial Officer ..	£550 × £25–£700
Price Inspectors	For grading team
Accounting staff	Appropriate executive grading
Other Executive posts	As required
Clerical and sub-clerical posts ..	Ditto
Ancillary staff	Ditto

GEOLOGICAL SURVEY DEPARTMENT

568. This Department has a post for Deputy Director graded as Assistant Director. This post, we understand, was so styled in special circumstances which have now ceased to operate. We see no justification therefore for retention of the title "Deputy" in a Department of this size but we grade the post along with the existing post of Senior Geologist as Senior Geologist on scale £1250–£1350, a grading which is equivalent to that of Assistant Director.

569. We invite attention to Appendix VII where we recommend that in view of the age at which Geologists now qualify for admission to the Service steps be taken to withdraw the two years incremental credit now allowed to Geologists for prolonged professional training.

<i>Post</i>	<i>Salary</i>
Director	£1600
Senior Geologist	£1250 × £50–£1350
Geologist	£550 × £30–£850 ; £900 × £40–£1180
Petrologist	Appropriate professional grading
Field Assistants	For grading team
Draughtsmen	As required
Clerical and sub-clerical posts ..	Ditto
Ancillary staff	Ditto

MINES DEPARTMENT

570. It is claimed that the title of the Head of this Department should be changed from Chief Inspector to Commissioner of Mines as being more truly indicative of his functions as chief adviser to the Government on mining questions. We prefer to make no recommendation on this point.

571. We recommend in Appendix VII that two years incremental credit on entry be allowed in the case of Assistant Inspectors of Mines to compensate for the prolonged professional training required and the consequent relatively late age of entry—this without prejudice to such further incremental credit that may be due under existing rules in respect of approved professional experience. We recommend the same course in respect of Assistant Inspectors of Machinery who are required to have Corporate Membership both of the Institution of Mechanical and Institution of Electrical Engineers or equivalent qualifications.

572. Inspectors of Machinery do not hold a Mining Degree and have therefore no outlet in their own Department at present beyond the maximum of scale 'A'—£1000. Their position is somewhat improved by our recommendation to place Inspectors on the second segment of the professional scale £900–£1180, and we understand that consideration is being given to the case for the creation of a post of Senior Inspector.

<i>Post</i>	<i>Salary</i>
Chief Inspector of Mines	£1600
Senior Inspector of Mines	£1250 × £50–£1350
Inspector of Mines	£900 × £40–£1180
Assistant Inspector of Mines	£550 × £30–£850
Inspector of Machinery	£900 × £40–£1180
Assistant Inspector of Machinery	£550 × £30–£850
Clerical and sub-clerical posts	As required
Sub-technical posts	Ditto
Ancillary staff	Ditto

MINISTRY OF COMMUNICATIONS AND WORKS

573. The grading of the posts at the headquarters of this Ministry calls for no special comment.

<i>Post</i>	<i>Salary</i>
Permanent Secretary	£1800
Other Administrative posts	As required
Executive posts	Ditto
Clerical and sub-clerical posts	Ditto
Ancillary staff	Ditto

DEPARTMENT OF CIVIL AVIATION

574. The control of this Department is vested in the Director of Public Works whose Department is responsible for the construction and maintenance of aerodromes ; the accounting for this Department is also supervised by the Accounts branch of the Public Works Department. We do not consider that there is need for a full-time Controller of the Department of Civil Aviation at the present stage of its development. We therefore recommend that the present arrangement which is certainly the most convenient, should continue more or less on its present lines. The Director of Public Works represented to us that he is heavily pressed by the calls made upon his own Department by the Development Plan and that he would be glad to be relieved of the control of Civil Aviation. If it is decided to comply with his views it would be necessary to transfer control to some other Head of Department who is concerned with the working arrangements of Civil Aviation or to some other senior officer of Government. The officer selected should hold the proposed non-pensionable allowance of £100 in addition to his normal salary.

575. We have recommended in paragraphs 596–597 that

- (i) The Postmaster-General shall continue to be responsible for the provision of efficient and competent aeronautical services ;
- (ii) the staff employed on “ aeradio ” duties in the Department of Civil Aviation should be incorporated in the Telecommunications establishment of the Post Office, the staff and other expenditure now included under Section B of Subhead 42 Air Services being incorporated under the relative Subheads of Posts and Telegraphs expenditure.

576. The arrangement under which Posts and Telegraphs Wireless Officers perform Air Traffic Control duties at outstations in return for an allowance of £10 a month is unsatisfactory both to the Post Office and to Civil Aviation. This work should be done by an Air Traffic Control Officer of the appropriate grade. The Airport Manager at Accra should be placed in Grade I of the Control Officers’ class, but we leave to the grading team the classification of Control Officers at the other Air Stations.

577. We also leave to the grading team the classification of the work of the Control Assistants and subordinate Firefighting staff but suggest that the organisation of the latter should be on the lines that we have laid down for the parallel staffs in the Harbour at Takoradi—see paragraph 684.

578. The Telecommunications and allied industrial staff, which if our recommendation is accepted, will be transferred to the Post Office establishment, should of course be graded on the same lines as Post Office staff proper.

<i>Post</i>	<i>Salary</i>
Controller of Civil Aviation	Non-pensionable allowance of £100
Air Traffic Control Officer Grade I	£1000 × £40–£1080
Air Traffic Control Officer Grade II	£750 × £30–£960
Air Traffic Control Officer Grade III	£550 × £25–£700
Air Services Fire Superintendent	£750 × £30–£960
Control Assistants	For grading team
Subordinate Firefighting staff	Ditto
Clerical and sub-clerical posts	As required
Ancillary staff	Ditto

Note.—The Wireless staff in the Posts and Telegraphs Section of this Department have not been graded as it is assumed that they will follow the parallel gradings adopted for the Post Office staff proper.

ELECTRICITY DEPARTMENT

579. Our recommendations as regards the professional qualifications of Engineers are given in paragraphs 463–468.

580. We envisage the Senior Electrical Engineer as being a Regional appointment—one for the Eastern half of the Colony, stationed at Accra, one for the Western half, stationed at Takoradi, and the third stationed at Kumasi for Ashanti and the Northern Territories.

581. We recommend the introduction of a strictly limited number of posts on a new grade of Senior Station Engineer in order to provide an outlet for Station Engineers. These posts should normally be on the generation side and they should only be created where it can be demonstrated that such a post would carry with it either the duty of supervising other Station Engineers or appreciably more responsibility than that of the ordinary Station Engineer.

582. Our proposals in regard to Industrial Staff are summarised in paragraphs 470–486 and are exemplified in detail in our recommendations on grading in the Railway Administration. We

have discussed these with the Chief Electrical Engineer who foresees no special difficulty in their application to the Electricity Department.

<i>Post</i>	<i>Salary</i>
Chief Electrical Engineer	£1600
Deputy	£1400
Senior Electrical Engineer	£1250 × £50–£1350
Electrical Engineer	£900 × £40–£1180
Assistant Electrical Engineer	£550 × £30–£850
Personnel Officer	£1000 × £40–£1080
Senior Station Engineers	£750 × £30–£960
Station Engineers	£550 × £25–£700
Meter Inspectors	For grading team
Meter Readers	Ditto
Senior Accountant	£1000 × £40–£1080
Accountants	£750 × £30–£960
Assistant Accountants	£550 × £25–£700
Other Executive posts	As required
Clerical and sub-clerical posts	Ditto
Ancillary staff	Ditto
Industrial staffs to follow the gradings of parallel staff in the Railway Administration.	

METEOROLOGICAL SERVICES

583. We understand that the Head of this Department is under the technical direction and regional co-ordination of the Chief Meteorological Officer, Nigeria, who also discharges the functions of Director of British West African Meteorological Services in addition to his direct responsibility for the Nigerian Services. In these circumstances we consider that the grading of a Deputy Director of a professional service (£1400 per annum) is appropriate for this post.

584. We have left for the grading team the exact grading of Meteorological Observers and Assistant Meteorologists but we should have preferred ourselves to have graded this staff as Intermediate Technical on the same lines as we have proposed for the Departments of Agriculture and Animal Health. The present academic qualifications for the junior grade would certainly justify this (Cambridge Certificate with credits in Mathematics and Physics or Geography), but unfortunately the bulk of the staff concerned have been recruited on the academic qualification obtaining prior to 1948 (Standard VII Certificate), and are not up to the standard required nor have they the academic background that would enable them to obtain the further academic qualifications (Higher School Certificate or Intermediate Science standard in Mathematics and Physics) necessary before they could qualify, after training in forecasting in the United Kingdom, for the post of Assistant Meteorologist. A possible solution might be to grade those Meteorological Observers who are fully qualified and can perform their duties efficiently in two grades, viz:

(i) Senior Meteorological Observers : £370 × £20–£450 × £25–£500 ;

(ii) Meteorological Observers : £170 × £10–£200 × £15–£350 ;

but to leave those members of the present grades who are not up to the required standard to enjoy their present terms and conditions.

<i>Post</i>	<i>Salary</i>
Chief Meteorologist	£1400
Meteorologist	Appropriate professional grading
Assistant Meteorologist	Appropriate technical or sub-technical grading
Meteorological Observers	Ditto
Clerical and sub-clerical posts	As required
Ancillary staff	Ditto

POSTS AND TELEGRAPHS DEPARTMENT

Title of Postmaster-General 585. The Head of this Department is styled Postmaster-General. This title in the United Kingdom is reserved for the political Minister and the permanent Head of the Department is styled Director-General.

It is true that in general practice the Colonial Service uses the title Postmaster-General, but in view of the new Gold Coast Constitution and the appointment of a Minister of Communications and Works responsible for the Post Office, we recommend that the title of the Head of this Department be changed to Director of Posts and Telecommunications. Such a title would fit in better with those of the posts immediately subordinate to him in the hierarchy.

Grading of superior posts 586. This Department offers an example of mixed grading. The controlling Engineering Posts demand professional qualifications while on the Postal side and in the rest of the Department such qualifications are not required. It sets up problems of organisation to have two separate sets of scales operating at the higher level in the same Department, but the principles we have adopted admit of no alternative. We accordingly recommend the professional scales for the Engineers, and the executive scales for the other sides of the Post Office. There will be cases of Engineers who have qualified by long experience on the work but have not obtained their full technical qualifications. Such officers we consider should be restricted to the first segment of the professional scale until they have obtained full professional qualifications.

Creation of a second Deputy 587. The Postmaster-General made out a strong case for the creation of a second Deputy in view of the recent growth of the Post Office, especially in telecommunications. Under the present system the

Deputy Postmaster-General who has normally no experience of telecommunications and the Engineer-in-Chief are both paid the same salary, but the Deputy Postmaster-General by virtue of his title has been declared the senior officer and has in consequence always acted as Postmaster-General. This has led to inadequate weight being given to the Telecommunications Service in the higher counsels of the Department and has given rise to much friction. Moreover, the Deputy Postmaster-General and under him the Controller of Posts, have been responsible for the traffic side of telecommunications, a service in which they have had no real training or experience. We accordingly recommend the appointment of two Deputies—one to be Deputy Director Telecommunications, including the traffic side of that Service, and in his capacity as head of the Engineering Service, Engineer-in-Chief; while the other Deputy would be responsible for Posts, the Accounting Services including the Stores organisation, and the Savings Bank. The salary appropriate to the Engineer-in-Chief on the analogy of his professional counterparts in other Departments is £1450, while that proper to the Deputy Director of an Executive Department is £1350. We recognise that it is anomalous for two Deputy Directors in the same Department to receive salaries that differ so substantially, but, owing to the high salaries that engineers can now command, the same anomaly is also to be found in the British Post Office. It is essential, we consider, to recruit for the Gold Coast the best qualified telecommunications Engineers that are available and to maintain a proper salary relationship between the various grades of Engineering staff. In these circumstances we feel bound to adhere to our principles and to recommend £1450 as the salary for the Engineer-in-Chief and £1350 as the appropriate salary for the other Deputy in normal conditions. We are aware, however, that there is a good deal of development and reorganisation work to be done both on the Postal and the Telecommunications side of the Post Office. This is bound to be a heavy burden on the Head of the Department, and, if there is likely to be a vacancy in the post of Postal Deputy in the near future, we would advise that an attempt be made to recruit from the British Post Office an Officer specially qualified in the extensive field of modern Postal work. If necessary the salary might, in that event, be raised to £1450 *pro hac vice*.

588. We consider that the amount of salary drawn should not necessarily determine the question of substitution for the Director in his absence, and recommend that seniority as Deputy shall depend on the date of appointment to that grade.

Additional Assistant Engineer-in-Chief

589. The appointment of an additional Assistant Engineer-in-Chief for administrative Wireless duties at headquarters is an urgent necessity. Apart from wireless developments in the Gold Coast

there is need for the Post Office to develop for its public telegraph and telephone services its use of V.H.F. wireless channels, a modern advance in technique which has many advantages in efficiency and economy in a country like the Gold Coast where normal land line systems are difficult and expensive to construct and maintain. We are informed that the administrative duties of the Engineer-in-Chief and the one Assistant Engineer-in-Chief make it impossible for them adequately to undertake the additional responsibilities of developing adequately the V.H.F. system in the Gold Coast, and that on this ground alone the creation of an additional post of Assistant Engineer-in-Chief (Wireless) is wanted. We concur in this view.

Creation of post for Chief Telecommunications Superintendent

590. We have already said that the higher control of telephone and telegraph traffic is at present vested in the Controller of Posts and that this responsibility should, in our view, be transferred to the Deputy Director (Telecommunications). We consider that the

time has also come for the appointment of an officer at headquarters to co-ordinate traffic routes and the recruitment, training and operative methods of the telephone staff, especially in view of the rapid expansion which is to be expected as the Development Programme progresses. It is difficult in view of this prospective development to suggest precisely the amount of traffic controlling staff that will be necessary and we prefer to start in a modest way with the appointment of a Chief Telecommunications Superintendent at headquarters. We recommend accordingly. It would be advisable to recruit for this post an officer trained in the telephone traffic branch of the British Post Office. The salary we have suggested for the post is, in our view, adequate in the light of the present development of telephone traffic in the Gold Coast, but it may be necessary to increase this figure if an officer of the requisite training and qualifications is to be obtained. This officer will have a fruitful field of service in bringing up to the requisite standard the operative methods of the Gold Coast telephone service. Further organisation of the traffic staff necessary to achieve this end should, in our view, be left for his consideration.

Personnel Officer's Grading

591. A new post of Personnel Officer has been included on a provisional basis in the Estimates 1951-52 on the understanding that the final salary would be determined in the light of the recommendations

of this Commission. In a Department of the size of the Post Office, with a staff numbering nearly 3,000, this post if it is fully effective, must be one carrying high responsibilities, especially if devolution to departments such as the Post Office is carried out on the lines suggested by us in Chapter II. Apart from such matters as discipline, promotion and transfer, with which he should deal on behalf of the Director of Posts and Telecommunications, there is a wide field of work, most of which is relatively unexplored so far as the Gold Coast Post Office is concerned, such as staff relations, Trade Union liaisons and negotiations, welfare and cognate questions. It is obvious that an officer of high quality and considerable personnel experience will be required to fill the post adequately. His salary also should be such as to enable him to deal on reasonably equal terms with his colleagues and Heads of other branches in the Post Office. We recommend a salary of £1150×£50 to £1250. The Personnel Officer should work direct to the Head of Department.

Post Office Regional Organisation

592. We have referred in paragraphs 39-42 to the urgent need in all departments for devolution from headquarters to Regions. Our evidence from the Post Office on this question points to a serious

weakness in the organisation of the Department owing "to the fact that there has been no real decentralisation of the Engineering and Postal branches as the Department has developed. The present organisation remains as it was 30 years ago, when revenue and expenditure were approximately one-sixth of the present figures (ignoring present expenditure on development). The inevitable result is that headquarters officers have to deal with many matters which should

be dealt with at a lower level, and are unable to give adequate attention to their more important duties. For instance, the work of compiling new editions of telephone directories and the Post Office Guide has been delayed, and all departmental rule books have become hopelessly out-of-date. The resultant confusion is prejudicial to efficiency".* No doubt consideration will be given to our recommendation (in paragraph 42) as regards the measures that should be taken to ensure a greater measure of decentralisation from headquarters. In addition, the Postmaster-General has recommended to us a change in the Regional organisation so as to provide the machine through which the devolved powers should be exercised. He proposes that the country, excluding Accra, should be divided into two Regions or Divisions, with headquarters at Cape Coast and Kumasi, each under the control of a Regional Controller of Posts for Postal Services and a Regional Engineer for Engineering Services. These officers would exercise day-to-day control of the working of their respective branches and be responsible to headquarters for the efficiency of the public services in their Regions. They would prepare Regional Estimates and control the expenditure of funds allocated by the Chief Accountant, and also represent the Department in discussions with Chief Commissioners. The District Controllers of Posts and Engineers would in turn be responsible to their Regional officers who would deal to the greatest possible extent with all matters on the spot. We recommend for acceptance the Postmaster-General's proposals.

Supervision in the Post Office

593. We refer in paragraphs 388 and 389 to the lack of proper supervision and the need for regular and frequent inspections of outstations by officers from Regional headquarters. Our evidence on the point is that in the postal field "inspections are less frequent than they should be and the more remote areas are sadly neglected. The understanding that Postmasters should inspect Postal Agencies does not work in practice". From what we saw during our tours we formed much the same impression about the state of affairs in the telecommunications sphere.

594. Obviously this condition of things must be remedied, and as we say, the only real remedy is regular and frequent inspections by competent officers. The Postmaster-General, who is fully aware of the need for more inspection, suggests, as a means of increasing his inspecting staff, that an increased number of promising Africans be sent to the British Post Office for training, and recommends that on their return they be placed on a special intermediate grade of Junior Assistant Controller with the appropriate executive scale (*i.e.*, £370 × £20-£450 × £25-£500). These officers would be in effect cadets and general assistants pending their promotion to the full Assistant Controller grade. Such posts should of course be reserved for officers who have passed a satisfactory course of training in the United Kingdom Post Office. We agree to this suggestion and recommend its acceptance.

595. As regards the telecommunications field we can only suggest such increase in the number of posts for Inspectors and Engineers as will ensure adequate supervision of telecommunications work throughout the area under their control.

Incorporation of Aeradio staff in Posts and Telegraph Establishment

596. The Posts and Telegraphs Department is responsible for Aeradio communications, including the telegraphic requirements of the Meteorological Service. The present attempt to segregate the staff employed on Aeradio duties from those employed on departmental wireless duties is unrealistic, and, in practice, no such distinction can be drawn. The Senior Wireless Engineer is provided for under the Posts and Telegraphs Section of the Air Services vote, but he is also in charge of all departmental wireless services, including the Police scheme. Similarly, no distinction can be drawn between the work of the two Wireless Engineers paid from Air Services and those paid from Posts and Telegraph votes and Wireless Officers paid from Air Services votes likewise perform duties connected with both sections. When any officer goes on tour he naturally concerns himself with all wireless services for which the Department is respon-

* Extract from evidence received.

ble. And so it is with the junior staff. In fact, the main burden of installing the Police Wireless network has fallen on staff paid from Air Services funds. All wireless equipment is constructed and maintained in the same workshops, and the combined staffs are used indiscriminately on whatever work is in hand. Again, the Postmaster-General and the Engineer-in-Chief spend a not inconsiderable portion of their time in dealing with matters connected with Aeradio Services. We recommend therefore that the staff and other recurrent expenditure at present included under Section B of Head 42 Air Services, should be incorporated in the relative sub-heads of Posts and Telegraphs expenditure.

597. We were also requested to examine the cognate question of "the relationship between the Controller of Civil Aviation and the telecommunications section of the Air Services and to make recommendations as to what changes, if any, are desirable in the interests of efficient administration". In this connection we have had the advantage of seeing Savingram No. 1904 of 10th November 1950 addressed by the Governor of Nigeria to the Secretary of State and stating that, so far as Nigeria was concerned, the creation of specialist Aviation Telecommunications posts is not at present necessary, the Telecommunications Service of the Post Office being adequate to provide efficient and competent aeronautical telecommunications service. Our conclusion is the same so far as the Gold Coast is concerned, especially if our recommendation for an additional Assistant Engineer-in-Chief (Wireless) is accepted. Accordingly we recommend no change in the present position.

Investigation Officer

598. During our enquiries we formed the impression that there is urgent need for the creation of two posts for Investigation Officers in the Postal Branch. We understand that losses in the post are becoming increasingly common and of growing complexity. At present, after preliminary enquiries by the Postal branch staff into frauds and losses from the Post Office, cases are handed over to the Police for the full enquiry that is necessary before a case can be brought into Court. This seems to us an extremely unsatisfactory system. Such work is recognised by all postal administrations as being highly specialised, requiring a close knowledge of postal regulations and procedure. We suggest that the senior of the two Investigation posts which we recommend shall be filled by the appointment of an experienced officer from the Investigation branch of the British Post Office.

Clerical Staff not normally to be trained technically

599. At present all clerical work as well as the technical work of the Postal branch is performed by a combined class which, because of its ability to operate a telegraph instrument, is rated as technical and remunerated on Scales G1, 2, 3 or 4. The reason for this somewhat curious arrangement is partly due to the fact that the technical 'G' scale is superior to the clerical 'F' scale and partly because it was convenient to the administration to have a reserve of trained telegraph officers occupying clerical posts. The result in practice is that the whole of the clerical staff of the Department, most of whom will never perform telegraph work, have to be trained as telegraphists, with the consequent handicap to the work of the clerical branches and overcrowding in the training school. Whatever may have been the original need for this interchangeability of staff, with the growth of the Department the need has now disappeared.

600. So far as the Accounting and Savings Bank branches are concerned we recommend that the clerical staff of those branches be no longer trained as telegraphists and that their work be re-graded as Executive Clerical or Sub-clerical as the case may be. We deal with the Clerical work of the Postal branch in the immediately following paragraph.

Reorganisation of Postal Work

601. Under a recent reorganisation of postal work in the United Kingdom, it is now recognised that counter work, telegraphy and postal clerical duties are superior to letter-sorting, and remuneration has been adjusted accordingly. We recommend that the whole of the clerical work of the Postal branch as well as counter work and telegraphy should, as in the United Kingdom, be given to a new grade of officer called Postal and Telegraph Officers, which should carry the remuneration

laid down in the accompanying schedule No. 5. There should be an efficiency bar at the £200 point in the Postal and Telegraph Officers scale, and no officer should be allowed to pass that bar until he is qualified to perform the highest duties of the grade. Postal and Telegraph Officers should be recruited in the same way as Clerical officers, and possession of the Cambridge School Certificate should be an essential qualification. Postal and Telegraph Officers will have open to them the superior posts set out in the same schedule, and they should, we suggest, have access to the limited competitions for the Executive grade which we propose in Chapter IV. Sorting work would be done by the grades of Sorter and Senior Sorter for which we suggest scales also at schedule No. 5. We suggest that Senior Sorters who are qualified by long experience might compete with senior Postal and Telegraph Officers for a limited proportion of the vacancies for Assistant Superintendents, although we recognise that such an arrangement can only apply at the larger offices.

Postal Supervising Staff 602. We suggest that the determination of the grading of Postal Supervising Officers should depend upon the number of "indoor" staff supervised, thus :—

One Chief Superintendent to 22 subordinate "indoor" officers other than Telephonists.

One Superintendent to 10 subordinate "indoor" officers other than Telephonists.

In addition we propose to grade as Assistant Superintendents officers performing minor supervisory duties (e.g. officers in charge of "Registration" sections at the three largest offices) or officers with specially responsible counter duties (e.g. officers doing Money Order and Savings Bank counter work) at the three largest offices. There appeared to be 20 such ancillary duties which might be graded as Assistant Superintendent's posts.

603. Adopting a roughly similar method of grading for Postmasters (other than the Senior District Postmasters of Accra, Kumasi and Takoradi), we propose the following system :—

<i>Total of indoor establishment</i>	<i>Number of Post Offices</i>	<i>Grade of Postmaster</i>
15 or more	3	I
4 to 14	20	II
3	12	III

We suggest the payment of a responsibility allowance of £2 a month to officers in charge of Post Offices where there is an indoor establishment of two officers.

Clerical Regrading 604. The grading of the work of certain clerical branches of the Post Office has been considered in detail with the Postmaster-General, in order to test out our general scheme (see Chapter IV) for the re-division of clerical work between the Executive class, the Clerical class, the sub-Clerical class and the typing grade. We are grateful to Mr. Wilkins for the energy and enthusiasm which he threw into this study so soon after his appointment as Postmaster-General when there were so many other calls upon his time.

605. The results of the test, which he accepts as satisfactory, are as follows :—

	<i>Present Grading</i>			<i>Proposed Grading</i>				
	Senr. Div. G4	1st Div. G3	2nd Div. G1, 2	Higher Executive Officers	Executive Officers	Higher Clerical Officers	Clerical Officers	Clerical Assistant or Typing
PMG's Office	1	3	19	1	4	1	11	6
Eng.-in-Chief	1	7	26	1	1	7	23	2
HQA Supt. of Stores		3	12	1	2	3	8	1
Accounts	3	10	65	3	11	8	52	4
Savings Bank	2	5	52	3	5	4	23	24
Total	7	28	174	9	23	23	117	37

Reorganisation of Engineering Work

606. It is recognised in the Post Office that the organisation of the lower Engineering grades is unsatisfactory in the following respects:—

(i) There are far too many grades at present.

(ii) The grading does not recognise the important advance in telecommunications practice and the greater intricacy of technical equipment.

(iii) It is necessary to recognise this distinction between the more elementary line work for which a lower standard of education suffices, and the delicate and intricate work of installing and maintaining automatic telephone exchanges, carrier and radio equipment, which demand higher educational standards and lengthy technical training.

We have accordingly simplified the grading while at the same time attempting to recognise the different degrees of skill and the higher education required by staff engaged on exchange installation and wireless work as compared with outdoor construction and line work. The organisation, which we recommend on the lines of that obtaining in the British Post Office, is set out in schedule No. 3.

Postal Services in the Northern Territories

607. During our tour in the Northern Territories it came under our notice that the Postal services in many places in those Territories is inadequate as compared with that obtaining in Ashanti and the

Colony. For example, apart from Tamale, no place in the Northern Territories has more than two mails a week and some, such as Tumu, only one a week, whereas in the Colony six mails a week is normal, and the same applies to a large part of Ashanti. The worst effect of the present system is that, owing to the lack of co-relation between arrivals and despatches, the time required for a letter, say from Accra, to reach one of those areas in the Northern Territories and the reply to be received back in Accra, is often as much as three weeks or even longer. The inconvenience of such a system to Members of the Legislative Assembly can readily be imagined. This factor has also a bearing on the disinclination of clerks from the Colony to serve in the Northern Territories. We recognise, of course, that from the revenue standard point an improvement to the postal communications in the Northern Territories is not likely to be remunerative. We have, however, been in communication with the Post Office and have ascertained that it would be possible to produce substantial improvements by a shuttle service operated by Post Office mail vans running on a circuit Tamale-Navrongo-Wa-Tamale, each van completing two circuits a week in opposite directions. It would be necessary to operate two 30-cwt. vehicles plus a reserve owing to the rough nature of the roads. We understand that the following additional financial provision would be required :—

Head 43, Subhead 10. Inland Conveyance of Mails—
Increase £2200.

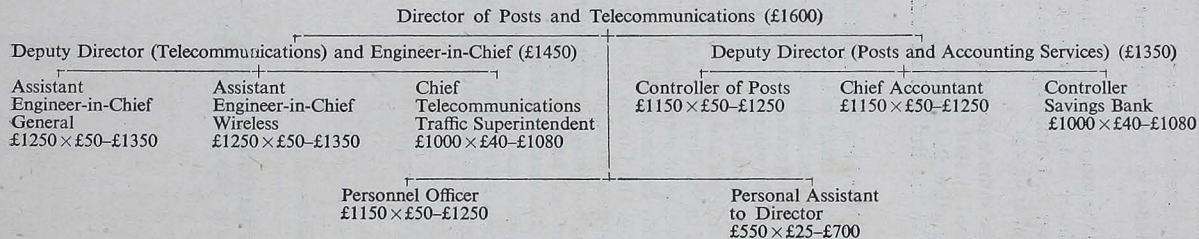
Subhead 26. Unestablished Staff—
Increase £400.

Subhead 51. Additional Motor Vehicles—
£3000.

From what we have seen of conditions in the Northern Territories this expenditure, although not resulting in an adequate financial return, would, in our view, be thoroughly justified.

POSTS AND TELECOMMUNICATIONS HEADQUARTERS

SCHEDULE No. 1

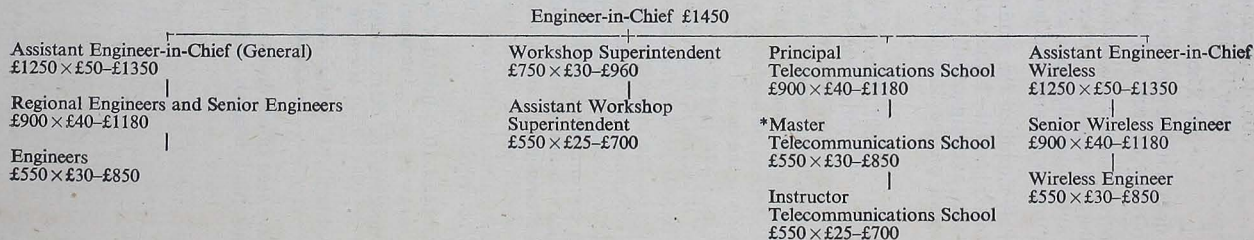


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GENERAL POST OFFICE

ENGINEERING BRANCH

SCHEDULE No. 2



* Full professional qualifications are required for this post.

Inspectors £550 × £25–£700

OUTDOOR CONSTRUCTION AND LINWORK

*Sub-Inspectors £310 × £15–£340 × £20–£420

Technicians Grade I £210 × £10–£290

Technicians Grade II £152 × £8–£200

Technicians Grade III £100 × £5–£120 × £6–£144 or
daily rates
see paragraph 241

Unskilled and semi-skilled labour (including present
Apprentices)—a range of pay on daily rates varying
according to skill—see paragraphs 237-240.

Workshop Artisans,
Mechanicians, etc.
See Note 1.

WIRELESS TECHNICIANS, EXCHANGE
INSTALLATION AND MAINTENANCE

†Technical Officers Grade I £375 × £25–£500

†Technical Officers Grade II £360 × £15–£350

‡Technical Officers Grade III £170 × £10–£250

§Youths-in-Training £10 a month

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NOTE 1.—We recommend that the mechanicians, artisans and other similar staff employed in the Post Office Workshops should be graded on the same basis as the staff employed in the Railway or Public Works Department Workshops, viz. :—

Unskilled labour	Daily rates	} See paragraphs 470–486
Semi-skilled labour	Daily rates	
Skilled labour	Daily rates	

Artisans Grade II	£120 × £8–£200
Artisans Grade I	£210 × £10–£250
Leading Artisans	£260 × £10–£290

NOTE 2.—Draughtsmen should receive the scales laid down for Draughtsmen in the Service generally according to the degree of skill and responsibility required by their work.

* Normally Inspectors posts will be filled by promotion from the grade of Technical Officers but consideration should also be given to the claims of Sub-Inspectors.

† A small number of Technical Officers may be required on the “ outdoor ” side.

‡ On passing out successfully from Telecommunications School.

§ School Certificate an essential requirement.

	Deputy Director (Telecommunications) and Engineer-in-Chief £1450		
	Senior Wireless Engineer	£900 × £40–£1180	Chief Telecommunications Traffic Superintendent £1000 × £40–£1080
	*Wireless Station Superintendent or Wireless Officer	£550 × £25–£700	‡Telephone Traffic Superintendent £550 × £25–£700
	*Senior Wireless Operator	£310 × £15–£340 × £20–£420	Telephone Exchange Superintendent £350 × £20–£450 × £25–£500
170	†Wireless Operator	£120 × £8–£200 × £10–£300	Senior Telephone Supervisor £250 × £10–£300 × £15–£330
			Telephone Supervisor £190 × £10–£240
			Supervising Telephonist—Telephonist's rate plus allowance of £1 per month
			Telephonist £120 × £6–£144 × £8–£168
			Telephone Operator £70 × £4–£90 × £5–£115

* Before promotion to Wireless Officer a Senior Wireless Operator must obtain the First Class Certificate of the British Post Office in Wireless Telegraphy. This can at present only be got by an 18-months course at an approved Wireless School in the United Kingdom.

† Cambridge School Certificate an essential qualification.

‡ Africans before promotion to Telephone Traffic Superintendent will require a course of training in the British Post Office.

	Deputy Director (Posts and Accounting Services)	£1350
	Controller (Posts)	£1150 × £50–£1250
	Regional Controller (Posts)	£1000 × £40–£1080
	Senior Assistant Controller (Posts)	£750 × £30–£960
	Senior Investigating Officer (Posts)	Ditto
Assistant Controller (Posts), Investigating Officer, Instructor Postal School, Senior District Postmasters—Accra, Takoradi and Kumasi (Posts)		£550 × £25–£700
	Postmaster Grade I	£450 × £25–£500
	Chief Superintendents	Ditto
	Postmaster Grade II	£380 × £20–£440
	Superintendents	Ditto
	Postmaster Grade III	£310 × £15–£370
	Assistant Superintendents	Ditto
	Senior Postal and Telegraph Officers	£210 × £10–£300
	Junior Postal and Telegraph Officers	£120 × £8–£200
	Senior Sorters	£152 × £8–£200
	Sorters	£90 × £5–£120 × £6–£144
	Postmen	£90 × £5–£130
	Inspector of Postmen and Messengers	£152 × £8–£200

NOTE.—All clerical work in this branch will be performed by Senior Postal and Telegraph Officers or in special cases as required by one of the Supervising grades of that class. Post Offices with a staff of two or one will also fall to the charge of Senior Postal and Telegraph Officers. (See also paragraph 603.)

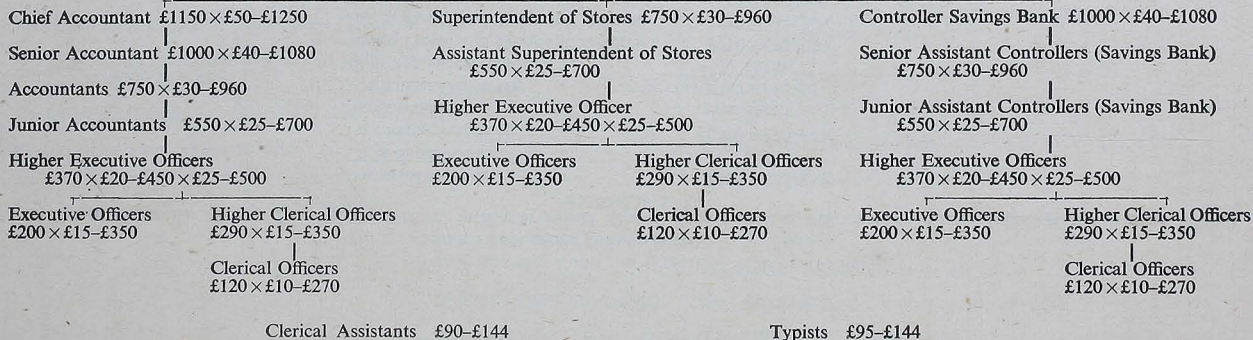
GENERAL POST OFFICE

ACCOUNTING SERVICES

SCHEDULE No. 6

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Deputy Director (Posts and Accounting Services) £1350



PUBLIC WORKS DEPARTMENT

608. Our recommendations as regards the professional qualifications of Engineers who constitute such an important element in the working of this Department are given in paragraphs 463–468.

609. In paragraphs 121–122 we suggest the desirability of minimising the need for fully qualified officers who under the supervision of the professional staff can relieve them of work that does not demand full professional qualifications. In paragraphs 230–233 we suggest certain modifications of the salary structure in order to attract and retain suitable expatriate officers who are essential not only for the work to be done, but also to train Africans who will be recruited into our new industrial structure and who, with proper training, should in due course be able to fill these technical posts themselves. In the Public Works Department we feel justified on grounds of organisation in going further and in recommending a superior grade of Chief Inspector of Works or Clerk of Works, on scale £760 × £30–£960, whose function it will be to supervise a group of Inspectors or, in exceptional cases, to take charge of single jobs where the responsibility involved is too great for an Inspector graded on the scale £550 × £25–£700. We have in mind in this connection the work that we inspected at Kpong. (See paragraph 121.)

610. Our proposals in regard to Industrial Staff are summarised in paragraphs 470–486 and are exemplified in such detail in regard to the Railway Administration that the Director of Public Works should not find it too difficult, with the assistance of the grading team and in consultation with the Staff Associations concerned, to classify the industrial posts in his Department. We have ascertained that the Director of Public Works agrees with us on this point.

611. Our recommendations in regard to training of technical and sub-technical staff in paragraphs 346–348 and again in paragraphs 353–356, have special application to this Department. In particular we trust that our recommendation in paragraphs 347–348 for the institution of a training school in the Public Works Department will meet with approbation and will be carried out in the near future.

612. We discussed with the Director of Audit and the Accountant-General a scheme for a travelling staff drawn from the Accounting Department to work out from the principal centres and to relieve professional staff of the duty of paying wages to industrial staff. We are, however, aware of the underlying difficulties and are content to leave the matter in the hands of the Director of Audit and the Accountant-General.

613. As regards the Draughtsmen, Surveyors and Road Surveyors employed in this Department, we invite attention to our recommendations contained in paragraph 469 and leave the task of grading this staff to the grading team.

614. A fairly large clerical staff is employed in this Department, but, as we were not able to inspect their duties, we must leave to the grading team the allocation of the work of this staff as between the Executive, Clerical and Sub-Clerical classes.

615. The only other grading that calls for comment is that of the Director himself. We recommend for the Directorship of Public Works a salary of £1700, but in paragraph 574 dealing with Civil Aviation, we suggest that the control of this Department should continue to be exercised by a senior officer of Government in return for a special non-pensionable allowance of £100 per annum. If, as seems to us appropriate, this control continues to be entrusted to the Director of Public Works, we consider that the allowance should be paid in addition to his normal salary.

<i>Post</i>	<i>Salary</i>
Director of Public Works	£1700
Deputy	£1450
Assistant Director	£1250 × £50–£1350
Personnel Officer	£1150 × £50–£1250
Industrial Welfare Officer	For grading team
District Engineers	£900 × £40–£1180
Assistant Engineers	£550 × £30–£850
Chief Inspector of Works or Clerk of Works	£750 × £30–£960

<i>Post</i>	<i>Salary</i>
Inspector of Works	£550 × £25–£700
Building Inspectors	Ditto
Foremen of Works	} For grading team. See grading in Railways and notes on industrial staff and apprentices, paras. 470–486
Junior Building Inspectors	
Chargemen, Workshops	
Road Overseers	
Chief Hydraulic Engineer	£1250 × £50–£1350
Hydraulic Engineer	£900 × £40–£1180
Specialist, Water Examination	£1250 × £50–£1350
Government Chemist	£550 × £30–£850 ; £900 × £40–£1180
Station Engineer	£550 × £25–£700
Meter Readers	For grading team
Waste Water Supervisors	Ditto
Chief Mechanical Engineer	£1250 × £50–£1350
Mechanical Engineer	£900 × £40–£1180
Assistant Mechanical Engineer	£550 × £30–£850
Chief Inspector of Works (Mechanical)	£750 × £30–£960
Inspector of Works (Mechanical)	£550 × £25–£700
Chief Architect	£1250 × £50–£1350
Architect	£900 × £40–£1180
Assistant Architect	£550 × £30–£850
Quantity Surveyor	Appropriate professional scale for fully qualified candidates
Chief Accountant	£1350
Assistant Chief Accountant	£1000 × £40–£1080
Chief Stores Accountant	Ditto
Accountant	£750 × £30–£960
Assistant Accountants	£550 × £25–£700
Estate Officer	For grading team
Furniture Overseer	Ditto
Executive Posts	As required
Clerical and Sub-clerical Posts	Ditto
Sub-technical, Industrial and Ancillary Staff	As required on appropriate rates

TRANSPORT DEPARTMENT

616. Subject to our remarks on the professional qualifications of Engineers in paragraphs 463–468, and to the point that the gradings of industrial staff employed in the Transport Department should conform to that laid down for industrial staffs generally in paragraphs 470–486, the gradings of the staff of the Transport Department call for no comment.

<i>Post</i>	<i>Salary</i>
Chief Transport Officer	£1400
Engineer Transport Officer	£750 × £30–£960
Certifying and Examining Officer	£550 × £25–£700
Workshop Foremen	} For grading team. See gradings in Railways and notes on industrial staff and apprentices, paragraphs 470–486
Workshop Chargehands	
Overseers	
Accounting Staff	
Other Executive Posts	As required
Clerical and Sub-clerical Posts	Ditto
Sub-technical and Industrial Staff	Ditto
Ancillary Staff	Ditto

MINISTRY OF EDUCATION AND SOCIAL WELFARE

617. The grading of the staff employed in the headquarters of this Ministry calls for no special comment.

<i>Post</i>	<i>Salary</i>
Permanent Secretary	£1800
Other Administrative Posts	As required
Executive Posts	Ditto
Clerical and Sub-clerical Posts	Ditto
Ancillary Staff	Ditto

CO-OPERATION DEPARTMENT

618. This Department has already introduced an "intermediate" grade to bridge the gap between the Senior and Junior Service, but as the scheme had been recently introduced the distribution of staff between the various grades was not wholly satisfactory. We must leave this problem to the Registrar and the Public Service Commission. We assume that in future new entrants to the basic grade of Co-operative Assistant will be recruited in accordance with the scheme recommended by us in paragraphs 104-114.

Although we have graded this Department as Executive, we invite attention to our remarks in paragraph 516 in which we emphasise our view that such grading should be no obstacle to the appointment or secondment of suitable administrative officers to executive posts in this Department to the mutual advantage of the Department and the officers concerned.

We recommend the abolition of the post of Deputy Director (Consumer Societies) when a vacancy occurs.

We recommend the creation of at least two posts of Senior Assistant Registrar on scale £1150 × £50-£1250, to take charge of Regions.

We make reference to our comments on this Department's functions in Chapter III, paragraph 60.

<i>Post</i>	<i>Salary</i>
Registrar	£1600
Deputy	£1350
Senior Assistant Registrar	£1150 × £50-£1250
Assistant Registrar	£750 × £30-£960
Inspectors	£550 × £25-£700
Senior Co-operative Assistants	£370 × £20-£500
Co-operative Assistants	£200 × £15-£350
Accounting Staff	Appropriate Executive scale
Clerical and Sub-clerical Posts	As required
Ancillary Posts	Ditto

EDUCATION DEPARTMENT

619. This Department is handicapped considerably in its work by shortage of staff. Its senior staff is more than forty per cent. below strength and, apart from a few officers in super-scale posts and two women officers appointed in 1945, all Education officers now serving have been appointed since the war. There is therefore a lack of senior staff experienced in Gold Coast educational work, and this lack of experienced staff is particularly pronounced on the technical side.

620. We have nothing but praise for the work this Department has done and is doing under these difficulties in the educational field proper, but, as we point out in Chapter X in our remarks on Recruitment and Training, little progress has been made in the vital field of Technical Education (paragraphs 329-333).

621. From our knowledge of the salaries now paid to teachers and educationalists in the United Kingdom, we can support the claim of the Director of Education that recruitment for his Department is hampered by the relative unattractiveness of the salaries that it now offers. The figures that we quote in paragraph 319 show that, although recruiting in this field is difficult for all Colonies, the Gold Coast recruitment position is worse than that of the Colonies as a whole.

We trust that the salaries now recommended by us will redress the balance, especially in the technical field.

622. We should perhaps add that existing arrangements for the secondment of Education Officers from the United Kingdom are found to be unsatisfactory since they only apply up to five years, after which period service in the Colonies does not count towards superannuation. In the opinion of the Education Department secondment should be for a minimum of seven years. 623. For the reasons which we give in paragraph 234, we recommend an improvement in the salaries of teachers in Government Primary Schools.

<i>Post</i>	<i>Salary</i>
<i>*GRADUATE STAFF :</i>	
Director	£1700
Deputy	£1450
Assistant Director	£1250 × £50–£1350
Principal	Ditto
Senior Education Officer	£900 × £40–£1180
Education Officer	£550 × £30–£850
<i>NON-GRADUATE STAFF :</i>	
Principals	£1150 × £50–£1250
Senior Education Officer	£750 × £30–£960
Senior Master, Technical	Ditto
Education Officers	£550 × £25–£700
Masters (Technical)	Ditto
<i>JUNIOR STAFF :</i>	
Assistant Education Officer	£370 × £20–£450 × £25–£500
Headmaster	£450 × £25–£500
Headmistress	Ditto
Senior Teacher	£330 × £15–£360 × £20–£420
† Junior Teacher Grade I (School Cert.) ..	£150 × £10–£300
† Junior Teacher Grade II (Standard VII)	£120 × £10–£300
Craft Instructors	Appropriate sub-technical grading
Accounting and other Executive Posts ..	Appropriate Executive grading
Clerical and Sub-clerical Posts	As required
Ancillary Staff	Ditto

PRISONS DEPARTMENT

624. We recommend the introduction of a new post of Inspector of Prisons. He should work from headquarters and should be on the same salary scale as the Senior Superintendent.

625. It would be more convenient if the isolated post of Instructor of Industries were absorbed in the grade of Assistant Superintendents and we recommend accordingly.

626. The posts for Farm Bailiffs and Agents (Discharged Prisoners' Aid Society) should, we consider, be filled by secondment of suitable Agricultural Assistants and Assistant Welfare Officers respectively.

627. There is no place in our organisation for the grade of Cadet and we recommend that it be abolished.

<i>Post</i>	<i>Salary</i>
Director	£1400
Deputy	£1150 × £50–£1250
Senior Superintendent	£1000 × £40–£1080
Inspector of Prisons	Ditto
Superintendent	£750 × £30–£960
Assistant Superintendent	£550 × £25–£700
Chief Warder	£360 × £20–£460

* Graduate Staff means University Degree *plus* Diploma in education or its equivalent and/or teaching experience.

† Plus allowance of £30 when acting as Principal Teacher.

<i>Post</i>	<i>Salary</i>
Principal Warder	£270 × £10–£300 × £15–£345
Principal Matron	Ditto
2nd Class Staff Warder	£200 × £10–£260
1st Class Warder	Ditto
1st Class Matron	Ditto
3rd Class Staff Warder	£166 × £8–£190
2nd Class Warder	Ditto
Physical Training Instructor	Ditto
2nd Class Matron	Ditto
3rd Class Warder	£115 × £5–£130 × £6–£160
3rd Class Matron	Ditto
4th Class Warder	£90 × £4–£110
4th Class Matron	Ditto
Recruits	£80
Assistant Instructor of Industry	£390 × £20–£450 × £25–£500
*1st Class Instructor	£300 × £15–£375
*2nd Class Instructor	£240 × £10–£290
*3rd Class Instructor	£166 × £8–£190 × £10–£230
Clerical and Sub-clerical Posts	As required
Ancillary Posts	Ditto

SOCIAL WELFARE DEPARTMENT

628. Like the Departments of Labour, Public Relations and Co-operation, we have graded this Department as Executive in essence, although, as we remark in paragraph 516, we take the view that such grading should be no obstacle to the appointment or secondment of suitable administrative officers to executive posts in the Departments in question, to the mutual advantage of the Department and the officers concerned.

<i>Post</i>	<i>Salary</i>
Director	£1600
Deputy	£1350
Assistant to Director	£550 × £25–£700
Chief Welfare Officer	£1000 × £40–£1080
Regional Welfare Officer	£750 × £30–£960
Welfare Officer	£550 × £25–£700
Senior Assistant Welfare Officer	£370 × £20–£450 × £25–£500
Assistant Welfare Officer	£200 × £15–£350
Commissioner for Probation and treatment for juvenile delinquency	£1000 × £40–£1080
Regional Probation Officer	£750 × £30–£960
Headmaster, Industrial School	Ditto
Probation Officer	£550 × £25–£700
Senior Assistant Probation Officer	£370 × £20–£450 × £25–£500
Assistant Probation Officer	£200 × £15–£350
Chief Social Development Officer	£1000 × £40–£1080
Regional Social Development Officer	£750 × £30–£960
Mass Education Officer	£550 × £25–£700
Senior Assistant Mass Education Officer	£370 × £20–£450 × £25–£500
Assistant Mass Education Officer	£200 × £15–£350
Technical, sub-technical and Industrial Staff	On their appropriate grading —for grading team
Other Executive Posts	As required
Clerical and Sub-clerical Posts	Ditto
Ancillary Staff	Ditto

* Should be fully qualified Artisans. Account has been taken of instructing duties and Prison Officer duties as well as of artisan qualifications.

MINISTRY OF HEALTH AND LABOUR

629. The grading of the staff employed at the headquarters of this Ministry calls for no special comment.

<i>Post</i>	<i>Salary</i>
Permanent Secretary	£1800
Other Administrative Posts	As required
Executive Posts	Ditto
Clerical and Sub-clerical Posts	Ditto
Ancillary Staff	Ditto

LABOUR DEPARTMENT

630. Like the Public Relations, Co-operation and Social Welfare, the structure of this Department is essentially executive, although as we remark in paragraph 516, we take the view that such grading should be no obstacle to the secondment or appointment of suitable administrative officers to executive posts in the Departments in question, to the mutual advantage of the Department and the officer concerned.

631. We envisage the grade of Senior Labour Officer as the chief representative of his Department at Regional headquarters—for this purpose those with headquarters at Takoradi and Kumasi—and on this basis we recommend a salary of £1150 × £50–£1250. This organisation leaves a gap between that scale and the maximum of the scale for Labour Officers (£960), the £1000 × £40–£1080 scale not being used as the organisation does not at present appear to demand its use. There might be a case for upgrading to that scale a few of the more responsible and onerous of the fourteen posts for Labour Officers so as to produce a better balanced structure. We leave the point for consideration to the grading team in consultation with the Commissioner. If such a change were made, some alteration in nomenclature would be necessary.

632. It was suggested to us by the Chief Inspector of Mines that there was a good case on grounds of organisation for attaching to his Inspectors of Machinery section the Factory Inspector proposed for the Labour Department, the work of Factory Inspection being undertaken by that section of the Mines Department. We were unable to pursue the point with the Commissioner of Labour and leave it for further consideration.

<i>Post</i>	<i>Salary</i>
Commissioner	£1600
Deputy	£1350
Senior Labour Officer	£1150 × £50–£1250
Labour Officer	£750 × £30–£960
Assistant Labour Officer	£550 × £25–£700
Senior Labour Inspector	£370 × £20–£450 × £25–£500
Labour Inspector	£220 × £15–£350
Factory Inspector	Appropriate professional grading
Labour Officer (Technical)	Appropriate technical grading
Exchange Manager	£550 × £25–£700
Assistant Exchange Manager	For grading team
Senior Registration Assistant	Ditto
Registration Assistant	Ditto
Other Executive Posts	As required
Clerical and Sub-clerical Posts	Ditto
Ancillary Posts	Ditto

MEDICAL DEPARTMENT

633. The Medical Department of the Gold Coast is a large and heterogeneous organisation with a wide range of activities. The co-ordination of these activities towards the common aim of the Department's policy, the management of such a mixed staff, and the many problems involved in running an organisation of this size, demand high administrative qualities. In the past the Department has been run almost entirely by professional officers. While not wishing to detract from the ability of these officers, we must record our view that neither the training nor the experience of medical officers either in the health or in the clinical field is particularly well suited to develop the administrative qualities required for the higher administrative posts in the Department. We have heard much evidence of the need to appoint Administrative Assistants to relieve the professional officers such as A.D.M.S. of "routine work at regional headquarters" but in our view a much more radical reorganisation is necessary to rescue the Department from the state of "drift" in which it is at present. This unhappy state is characterised by a greater degree of frustrations and discontent among all classes and grades of staff than we encountered in any other Department. We do not attempt to apportion blame; the officers we met were no doubt aware of the unsatisfactory position and were doing their best to deal with it. The roots of the trouble were however too deep to be touched by officers appointed to positions of administrative responsibilities at a late stage in their careers and with no efficient body of executive staff to assist or smooth-running machinery to direct.

634. We see no objection in principle to the higher posts in the Department being filled by professional officers but they must be selected at a relatively early stage in their careers for training in departmental administration, and they must have the assistance of trained and experienced non-professional administrative staff at headquarters.

635. The Medical Department staff consultative machinery must be rapidly developed at headquarters and regional levels. This step should do much towards removing the feeling of frustration which we noticed. We have suggested in paragraph 57 that a special enquiry should be held into the administration of the larger hospitals but we suggest here that as an immediate measure to improve staff relations there should be established in each of such hospitals a small staff consultative committee.

636. There must be a greater devolution of responsibility not only to Regions but also to officers in charge of the larger hospitals and to Medical Officers working in the field. We appreciate that this will tend to lead to minor divergences in both methods and emphasis but these should be minimised by clearly expressed directives and by frequent consultations by Assistant Directors on tour. In general, as far as hospital administration is concerned, the Medical Officer in charge should be given full responsibility within clearly defined limits and subject to general instructions regarding discipline, financial controls, etc.

637. The administrative staff at headquarters must be strengthened at least until such time as adequate departmental staff consultative machinery can be established and made to work smoothly, and until action can be taken to devolve responsibility away from headquarters. A post of General Secretary has recently been created and we were glad to learn that it had been filled just before we left the Gold Coast. The holder of this post will, however, be fully occupied with the day-to-day administration of the Department and it seems unlikely that he will be able to cope with the additional work which we envisage must be undertaken to put the Department on a healthier working basis. We therefore recommend that one of the vacant posts of Assistant Director of Medical Services should be filled by the appointment of a suitably qualified non-professional officer who should be made specially responsible for developing "Whitleyism" in the Department, for drawing up detailed directives for the decentralisation of the departmental administration, and for staff management in all its aspects. In making this recommendation we are fully aware that it is likely that there will be some delay in filling this post but we regard it as a matter of some urgency that the headquarters staff of the Department should be

strengthened. If the delay is likely to be considerable we recommend that a suitable administrative officer be seconded to the Department until the post can be filled.

638. We have dealt in Chapter XIII with the difficult problem of private practice. A satisfactory settlement of this difficult issue should help to remove the feelings of disquietude and uncertainty which we found among members of the professional staff. The salaries we recommend have taken account of our proposals on that subject as well as the alternative careers available to qualified doctors both outside and inside the Gold Coast. We understand that before qualifying for appointment as a Medical Officer, newly qualified doctors are required to serve for one year as a House Doctor either in the United Kingdom or the Gold Coast on a salary of £450 per annum. We recommend that House Doctors in the Gold Coast should be paid a salary of £550 per annum and that after one year as House Doctors, either in the Gold Coast or the United Kingdom, they should be eligible for appointment as Medical Officers on an initial salary of £730 in a scale rising to £1350.

639. We understand that Medical Officers are required to pass a language examination in the Gold Coast as a pre-requisite of confirmation. This is a small point but a source of some irritation to professional officers. We see little advantage to be gained from insisting on this qualification and recommend its discontinuance.

640. We have recommended that the post of senior specialist be abolished and that the post of specialist should be placed on an incremental scale rising from £1450 by £100 to £1750 per annum. This scale starts lower than the salary of an Assistant Director of Medical Services (£1550) and finishes above that of the Deputy Director of Medical Services (£1700). We see no anomaly in this arrangement. The specialist's work should be largely individual clinical work and, except in matters of administrative arrangements, there should be no direct relationship of inferiority or superiority as between specialists and Assistant Directors. Moreover, the specialist post is normally a career in itself with little prospect of further advancement.

641. The Nursing organisation appears to us to need systematising. We have provided a salary scale for a grade of Assistant Nurse for candidates qualifying in hospitals through the Pupil Nurse grade, and another, overlapping, scale for Junior Staff Nurses who are fully qualified State Registered Nurses. Assistant Nurses may be promoted to Junior Staff Nurse on the basis of merit and experience and may progress to the grade of Senior Staff Nurse and even to Ward Sister. It is, however, from the ranks of the State Registered Nurses gaining experience in the various grades that the higher Nursing posts must be filled. To facilitate this process we have created a grade of Ward Sister for which an establishment should be created for all the smaller hospitals in the Gold Coast as well as for wards in the larger Hospitals. The grade above the Ward Sister is the departmental Sister who should be mainly engaged in training and administration. Departmental sisters should be in charge of a number of wards in larger Hospitals or in charge of medium sized Hospitals which do not warrant a Matron. We provide a grade of Matron for all large Hospitals, and retain the grade of Principal Matron as a headquarters post.

642. We recommend that the provision to Nursing Sisters of emoluments such as free linen, crockery, firewood, laundry and electric light should be discontinued and the salaries proposed have been fixed on this understanding. We see no objection, of course, to the official provision of these facilities but they should be paid for at economic rates.

643. We have heard much evidence regarding the unsatisfactory rate of progress made in Africanising the grade of Sanitary Superintendent. We understand that the West African Royal Sanitary Institute qualification held by a number of Sanitary Inspectors is not so high as the United Kingdom Royal Sanitary Institute's qualification considered necessary for appointment as Sanitary Superintendent. There are, however, a number of vacancies in the grade of Sanitary Superintendent and we understand that there is little prospect of filling them by expatriate recruitment. In these circumstances we consider that just as a number of appointments as

Nursing Sisters have been made from candidates without the State Registered Nurse qualification, so appointments to the Sanitary Superintendent grade should be made by strictly selective promotion from among the Inspectorate staff of proved ability and experience. The filling of these vacancies, some of which have been open for a considerable time, should be given priority. It is a matter which, quite justifiably in our opinion, has led to much discontent among the junior staff who were promised some years ago that some at least of the posts would be filled by Africans.

In the meantime we understand that efforts are being made to raise the standard of the West African qualification. Until this has been done we see no alternative to accepting the existing standards as a qualification for appointment to the Superintendent grade.

644. We have abolished the grades of Second, First, and Senior Division Sanitary Inspectors and substituted two grades of Junior and Senior Sanitary Inspectors with an alternative scale for new appointments who do not hold the R.S.I. qualification.

645. We regard Training posts of paramount importance in building up a well-trained and efficient Health Service and have graded the posts of Training Officers on the Executive scale £750-£960. It seems likely that these posts will have to be filled by expatriates for some time to come, since officers of high technical ability are required to raise the general standard. If the suggestion made in paragraph 121 that non-professional health staff can be given greater executive responsibility is adopted, there may also be a case for the creation of posts of Health Officer on the same grade as Training Officers.

646. We see no place in the structure we propose for a post of Chief Sanitary Superintendent and recommend that it be abolished.

647. We have received representations for the creation of a hierarchy comprising a Superintendent Radiographer, Senior Radiographers, Radiographers and two grades of X-ray Assistants as well as Radiographer-Mechanics and X-ray Mechanics. These representations are based on the United Kingdom organisation but we do not consider that with the limited number of machines available in the Gold Coast there is any justification for substantially altering the present organisation.

648. Representations were also made for increasing the remuneration of Radiographers to a salary equivalent to the top of the long grade professional scale for the Superintendent Radiographer. We have, however, examined the qualifications and duties of this class and compared the gradings in the United Kingdom and can find no justification for this request. In view, however, of the fact that the X-ray Training School is situated at Korle Bu, we recommend that the creation of one post for Senior Radiographer at that centre. The grading which we recommend takes into account the duties such as teaching undertaken in the Gold Coast which Radiographers are not normally required to undertake in the United Kingdom. On this subject we are in some doubt as to the exact functions and qualifications of X-ray Assistants. These officers are said to have undertaken "a course of lectures in Radiography, Photography, etc., at the X-ray Department, Gold Coast Hospital, Accra, for three years". A course of this duration in the United Kingdom would, according to the Africanisation Report, qualify them for appointment as Radiographers—a post which in the United Kingdom appears to be of similar status to the junior technical grades we recommend for the Gold Coast. We recommend that this grade should be further examined by the grading teams particularly with a view to ascertaining whether the training given and the qualifications acquired in the Gold Coast are adequate, after suitable practical experience, to enable an African to attain the post of Radiographer. Meanwhile, as this examination will determine to some extent the appropriate salary for the entry grade of X-ray Assistant our recommendation for the salary of that grade should be regarded as provisional only. It should only be confirmed if it is established that the training given at Korle Bu is or can be made as adequate as that given to Pupil Dispensers and Pupil Sanitary Inspectors, or at the Sunyani Forestry School, or the Agricultural College at Cadbury Hall. Otherwise, the salary we propose should be reduced to £120 × £8-£200 × £10-£300.

<i>Post</i>	<i>Salary</i>	
ADMINISTRATIVE AND PROFESSIONAL :		
Director of Medical Services	£1900	
Deputy	£1700	
Assistant	£1550	
General Secretary	Appropriate administrative grading	
Specialists	£1450 × £100–£1750	
Medical Officers	} £730 × £30–£850 ; £900 × £40–£1180 ; £1250 × £50–£1350.	
Medical Officers of Health		
Radiologists		
Dental Surgeons		
Pathologists	} Appropriate professional grading	
Chemists		
Entomologists		Ditto
Biologists		Ditto
Nutrition Officers		Ditto
ALIENIST STAFF :		
Mental Hospital Superintendent	£850	
Woman Mental Superintendent	Ditto	
Occupational Therapist	£550 × £25–£700	
Trade Instructors	Appropriate grading as for Prisons Instructors	
ACCOUNTING AND STOREKEEPING STAFF :		
Senior Accountant	£1000 × £40–£1080	
Accountant	£750 × £30–£960	
Assistant Accountant	£550 × £25–£700	
Higher Executive Officer	Appropriate gradings	
Executive Officer	Ditto	
Clerical Officer	Ditto	
Clerical Assistants	Ditto	
Typists, etc.	Ditto	
Chief Medical Storekeeper	£1000 × £40–£1080	
*Medical Storekeeper	£550 × £25–£700 ; £750 × £30–£960	
*Stock Verifier	Ditto	
Storekeepers	Appropriate clerical or executive gradings	
Hospital Secretaries	£550 × £25–£700	
DENTAL STAFF :		
Dental Attendant	For grading team	
DISPENSING AND PHARMACIST STAFF :		
† Government Pharmacist	£550 × £25–£700 ; £750 × £30–£960	
Inspecting Pharmacists	£370 × £20–£450 × £25–£500	
Dispensing Instructor	Ditto	
Chief Dispenser	Ditto	
‡ Dispensers	£170 × £10–£200 × £15–£350	
§ Pupil Dispensers	£10 a month allowance	
HEALTH STAFF :		
Health Training Officer	£750 × £30–£960	
Sanitary Superintendents	£550 × £25–£700	
Senior Sanitary Inspector	£370 × £20–£450 × £25–£500	

* Officer should be required to hold a degree in pharmacy or equivalent qualification before proceeding beyond the £700 point.

† Second half of scale (*i.e.* £750–£960) applicable only to Officers who hold a degree in pharmacy and are members of the Pharmaceutical Society of Great Britain.

‡ Must have successfully completed three years course in pharmacy and materia medica with general science as a subsidiary subject.

§ Must hold Cambridge School Certificate.

<i>Post</i>	<i>Salary</i>
*Junior Sanitary Inspector	£170 × £10–£200 × £15–£350 or £120 × £8–£200 : £210 × £10–£300
†Pupil Sanitary Inspectors	£10 a month
Disinfecter Mechanic	For grading team
Vaccinator	Ditto
Senior Village Overseer	Ditto
LABORATORY STAFF :	
Senior Laboratory Superintendent	£750 × £30–£960
Laboratory Superintendent	£550 × £25–£700
Laboratory Assistants	For grading team
Microscopist	Ditto
LIMB FITTING :	
Superintendent, Limb Fitting Centre	£550 × £25–£700
Artificial Limb Fitter	Appropriate artisan grading
NURSING STAFF :	
Principal Matron	£1000
Matron	£850
Senior Sister Tutor	Ditto
Senior Health Nursing Sister	Ditto
Departmental Sister	} £550 × £25–£750 (plus £50 allowance for Health Sisters, Midwifery Teachers, Sister Tutors)
Health Sister	
Midwifery Teacher	
Sister Tutors	
Ward Sister (and Male equivalent)	£425 × £25–£500
Senior Staff Nurse	£320 × £20–£400
Senior Health Visitor	Ditto
Junior Staff Nurse	£160 × £10–£300
Junior Health Visitor	Ditto
Assistant Nurse	£120 × £6–£144; £152 × £8–£200
Assistant Health Visitor	Ditto
Trainees in Hospitals	£7 a month
X-RAY STAFF :	
Senior Radiographer	£750 × £30–£960
Radiographers	£550 × £25–£700
‡X-ray Assistants	£170 × £10–£200 × £15–£350
§Pupil X-ray Assistant	£10 a month
MISCELLANEOUS :	
Head Almoner	Contract rates
Resident Housekeeper	For grading team
Assistant Housekeeper	Ditto
Supervising Cooks	Ditto
MEDICAL FIELD UNITS :	
Field Superintendent	For grading team on technical and executive scales
Field Assistants	
LEPROSY SERVICE :	
Leprosy Control Officer	£550 × £25–£700
Leprosy Control Assistants	For grading team

* Lower scale for new appointments who do not hold the Royal Sanitary Institute (West African) qualification. Efficiency bar at £200 for this category.

† Must hold Cambridge School Certificate.

‡ See paragraph 648.

§ For Cambridge School Certificate holder.

<i>Post</i>	<i>Salary</i>
NURSES' TRAINING COLLEGE AND HOSTEL :	
English Mistresses	As for Education Department
Science Mistresses	Ditto
Teachers	Ditto
Hostel Warden	For grading team
Executive, Clerical and Sub-clerical posts	As required.
Other technical, sub-technical and industrial staff	On appropriate rates as required
Ancillary staff	Ditto

MINISTRY OF LOCAL GOVERNMENT

649. Apart from our remarks on the post of Adviser for Local (Municipal) Government, in paragraph 20, the grading of the staff employed at the Headquarters of this Ministry calls for no special comment.

<i>Post</i>	<i>Salary</i>
Permanent Secretary	£1800
Adviser for Local (Municipal) Government	£1600
Other Administrative Posts	As required
Executive Posts	Ditto
Clerical and Sub-clerical Posts	Ditto
Ancillary Staff	Ditto

LANDS DEPARTMENT

650. Our recommendations in regard to Assistant Commissioners of Lands are given in paragraphs 526-527. We trust that those recommendations will help to ease the recruiting position which for the reasons explained in paragraph 526, is extremely difficult.

651. The same difficulty arises as regards Valuers who can, we understand, command in the United Kingdom a salary of £800 at the age of 30, and have open to them a career approximately equivalent to that of their colleagues on the legal side. In order to meet this situation, we recommend that Assistant Valuers should be allowed to enter the Service on an initial basic salary of £700 per annum. The District Valuer should be the basic operative grade and the Senior District Valuer mainly a Regional post.

652. It will accordingly be necessary to adjust complements on the grades of Assistant Commissioners and Valuers, so as to avoid stagnation—see also paragraph 214.

<i>Post</i>	<i>Salary</i>
Commissioner	£1650
Deputy	£1450
Principal Assistant Commissioner	£1250 × £50—£1350
Senior Assistant Commissioner	£900 × £40—£1180
Assistant Commissioner	£550 × £30—£850
Valuer	£1450
Senior District Valuer	£1250 × £50—£1350
District Valuer	£900 × £40—£1180
Assistant Valuer	£550 × £30—£850
Record Draughtsman	£750 × £30—£960
Officer in Charge, Records	For grading team
Surveyor and Inspector of Lands	Ditto
Executive Officer	Ditto
Claims Examiner	Ditto
Rent Collector	Ditto
Photostat Operator and Sun Printer	Ditto
Valuation Assistant	Ditto
Executive Posts	As required
Clerical and Sub-clerical Posts	Ditto
Surveyors and Draughtsmen (see paragraph 469)	Ditto
Ancillary Staff	Ditto

SURVEY DEPARTMENT

653. We recommend the organisation of the Surveyors grade on the following basis :—

<i>Post</i>	<i>Qualification</i>
Assistant Surveyor Class II	Success in first examination of Royal Institute of Chartered Surveyors or equivalent.
Assistant Surveyor Class I	Success in Intermediate Examination Royal Institute of Chartered Surveyors or equivalent.
Surveyor <i>Africans</i>	Success in Intermediate Examination Royal Institute of Chartered Surveyors or equivalent qualification, plus extensive field experience.
<i>Expatriates</i>	Full Royal Institute of Chartered Surveyors or equivalent.
Senior Surveyor	Full Royal Institute of Chartered Surveyors or equivalent.

We understand that facilities are not available in the Gold Coast for training Survey staff so that they may qualify for success in the Intermediate or Final Royal Institute of Chartered Surveyors examination. We assume that scholarships in the United Kingdom will be made available to promising Africans in the Assistant Surveyor Class II or the Surveyor's grades so that they may be in a position to acquire the necessary qualifications.

654. As regards Draughtsmen, we invite attention to paragraph 469 in which we recommend that standard qualifications be prescribed for that grade.

<i>Post</i>	<i>Salary</i>
Director	£1600
Deputy	£1400
Assistant Director	£1250 × £50—£1350
Senior Surveyor	£900 × £40—£1180
Surveyor	£550 × £30—£850
Instructors—Survey School	Appropriate professional or technical grading according to qualifications
Assistant Surveyors Class I	£370 × £20—£450 × £25—£500
Assistant Surveyors Class II	£170 × £10—£200 × £15—£350
Chief Draughtsmen	£750 × £30—£960
Supervising Draughtsmen	£550 × £25—£700
Draughtsmen Class I	£450 × £25—£500
Draughtsmen Class II	£310 × £15—£370 × £20—£430
Assistant Draughtsmen	£120 × £8—£200 × £10—£300
Trainee (Surveyor or Draughtsman)	£7 a month, or £10 a month for School Certificate candidate
Inspector of Beacons	£120 × £8—£200
Map Moulder	} For grading team. To compare with Printing Department grades
Compositor	
Chief Lithographer	£750 × £30—£960
Lithographer	£550 × £25—£700
Photographer	For grading team
Sun Printer	Ditto
Executive Posts	As required
Clerical and Sub-clerical Posts	Ditto
Ancillary Staff	Ditto

MINISTRY OF TOWN AND COUNTRY PLANNING AND HOUSING

655. Our recommendation for the dissolution of the Town and Country Planning Board and the absorption of its staff in its parent Ministry will be found at paragraph 63. We understand that building research in the Gold Coast is carried on in a laboratory attached to the Town and Country Planning Board's offices and under the personal direction of Mr. Alcock, who has special qualifications for the work. This appears to be a convenient arrangement and to work well. We recommend its continuance and that a personal non-pensionable allowance of £100 per annum be paid to Mr. Alcock as long as the arrangement lasts.

656. We have given a professional grading to the existing post of Laboratory Assistant as full professional qualifications are required for the work. The post should be re-styled Research Assistant.

<i>Post</i>	<i>Salary</i>
Permanent Secretary	£1800
Adviser for Town and Country Planning	£1250 × £50–£1350
Town and Country Planning Officers ..	£900 × £40–£1180
Assistant Town and Country Planning Officers	£550 × £30–£850
Research Assistant	Ditto
Other Administrative Posts	As required
Executive Posts	Ditto
Clerical and Sub-clerical Posts	Ditto
Draughtsmen and Surveyors (see paragraph 469)	Ditto
Other Sub-technical Posts	Ditto
Ancillary Staff	Ditto

HOUSING DEPARTMENT

657. We deal with the status and functions of this Department in paragraph 55. The salary recommended for the Assistant to the Director assumes that this officer has qualifications and experience in management of Housing Estates.

<i>Post</i>	<i>Salary</i>
Director of Housing	£1600
Assistant to Director	£1000 × £40–£1080
Chief Executive Engineer	£1250 × £50–£1350
Executive Engineers	Appropriate professional scales
Inspectors and Foremen of Works	Appropriate technical scales
Accountant	Appropriate executive scale
Housing Managers	For grading team
Clerical and Sub-clerical Posts	As required
Industrial and Ancillary Staff	Appropriate rates, as required

MINISTRY OF DEVELOPMENT

658. We have dealt with the position of the Secretary to this Ministry in paragraph 22. Otherwise we have no comment to make.

<i>Post</i>	<i>Salary</i>
Secretary for Development	See paragraph 22
Other Administrative Posts	As required
Executive Posts	Ditto
Clerical and Sub-Clerical Posts	Ditto
Ancillary Staff	Ditto

GOLD COAST RAILWAY AND HARBOUR ADMINISTRATION

659. This Department struck us by the economy and efficiency of its management. Despite the substantial rise in the cost of raw materials and the large increase in wages during the last five years, the Railways showed in 1950 a surplus amounting to over £600,000 of revenue against expenditure. Nevertheless, the freight and passenger rates charged are low—the 3rd class passenger rate is $\frac{3}{4}d.$ a mile and the freight rate has not been changed during the past 25 years apart from a rise of approximately 10 per cent. in 1948 for certain classes of goods.

660. The Railway does not fall readily into the pattern of a normal Government Department, and, in the interests of sound organisation we have found ourselves obliged to make several departures from the normal structure recommended by us for other Government Departments. This we do in order to satisfy the demands of what is in essence a large commercial undertaking rather than a Department of Government, and it is no doubt for this reason that active consideration is being given to the proposal for the transformation of the Gold Coast Railways into a Statutory Corporation—a proposal with which, as we have said in paragraph 52, we are in hearty agreement. The points as to which we recommend what we recognise as departures from the normal Government pattern are the pay and status of the Traffic Manager, the Personnel Manager, the Chief Accountant, the Works Manager, the Locomotive Superintendents, the Workshop Inspectors and analogous grades in other divisions. We emphasise that these departures are made in order to meet the special needs of the Railway, that they should not be taken as a precedent for the acceptance of claims for similar treatment elsewhere in the Government Service, and even so, we have to admit that there are certain respects in which we have been unwilling to depart from the principles we have followed in regard to the Government Service as a whole (e.g. in regard to the pay and status of the Traffic grades which we have classed as technical and sub-technical rather than as professional), although if we had been dealing with the Railway as a separate and independent unit we might have come to a different decision. Again as regards the pay and conditions of Railway Employees in general we accept the point of view of the General Manager when he says that the difficulties of the Railway Administration in the past have been “ that any alterations in the rates of pay or the conditions of service of railway employees has, of necessity, been tied up with the rates of pay and conditions of service of all other Government Departments, although the training of railway employees, the particular trades which are peculiar to their calling, bear no relationship to those of other Government Departments ”*.

New Appointment of Deputy General Manager

661. We agree with the General Manager's view that the “ establishment of Senior Service officers in the Management branch is now totally inadequate for the additional work required in connection with capital undertakings. A great deal of the General Manager's time is occupied in connection with the preparation of schemes for proposed extensions between Awaso and Berekum, Kumasi and the Northern Territories, and the connection with the Central Province Line to the Accra / Kumasi line. These schemes are estimated to cost more than £10,000,000. In addition, much extra work is required in the handling of arrangements for the Takoradi Harbour Extensions, the rebuilding of the Ankobra Bridge and the provision of Housing Estates ”*. The total cost of development work in hand or projected is estimated to exceed £16,000,000. “ In the Management Section there is only one European as Assistant to the General Manager, and two African officers as Administrative Assistants. The only solution to these difficulties is the appointment of a Deputy General Manager, an officer who would be senior to all Heads of Technical branches, and one who could relieve the General Manager of all normal routine work ”*. We note that as compared with the Senior Management staff of the Nigerian Railway that of the Gold Coast Railway will still be modest although the latter carried a heavier traffic both in freight and passengers as against the greater mileage operated by the former. We recommend a salary of £1600 per annum for the Deputy General Manager.

Assistant to General Manager

662. We imagine that this post may become less important when the appointment of the new Deputy has taken some of the weight from the General Manager's shoulders, and that a lower grading

* Extract from General Manager's evidence.

in the Executive hierarchy may suffice. Nevertheless, in view of the heavy development programme ahead we prefer to recommend the salary which we think right for the present holder, on the understanding that it will be reviewed on a vacancy but not before the effect of the new Deputy' appointment can be judged.

**Salaries of
Heads of Departments**

663. All Heads of Departments now draw the same basic salary (£1200) except the Chief Accountant whose basic salary is £1150. The consolidated salaries that we recommend for the Chief Engineer and the Chief Mechanical Engineer (£1450) call for no comment. The Railway organisation puts the Traffic Manager on the same level, and although we regard his Department as Technical rather than Professional, we accept this view, especially as we have followed the same principle in regard to Directors of Technical and Executive Departments elsewhere. The recently created post of Personnel Manager is ranked on the same level because the General Manager considers it vital that the Personnel Manager should speak with authority equal to that of his fellow Heads of Departments. Bearing in mind the special conditions in the Railway we concur in this view, which is in line with our proposal that the Chief Establishments Officer should receive a salary equal to that of Secretaries to Ministries. Although the Chief Accountant is now paid £50 less than his colleagues we have put his salary on the same level, partly because of our recommendation that he shall be responsible for the Stores Organisation, the present Superintendent of Stores being placed under him as Deputy (Stores), and partly because of his special financial responsibility. We propose that the Stores Organisation shall be placed under the Chief Accountant so as to be in line with normal practice elsewhere in the Gold Coast, but also in order to reduce the number of units under the direct control of the General Manager. As regards the special financial responsibility of the Chief Accountant, the finances of the Railway and Harbour Administration have been separated since 1946 from those of the Central Government, as a first step towards the establishment of the Administration as a self-supporting commercial undertaking. Whilst the final control of the Administration's estimates and expenditure are still subject to the approval of Finance Committee and the Legislature, this arrangement has placed a heavier burden on the Management and Accountancy sections of the Railway with considerable relief to the work performed by the Financial Secretary and his staff. The total value of the Capital Assets for which the Chief Accountant is responsible—under the General Manager—is over £12,000,000, while the Revenue from the Railways in 1950 amounted to £2,934,764, as against an expenditure of £2,310,261.

**Resident Engineer and
Deputy Resident Engineer**

664. These officers are engaged for a specific job—the extension of Takoradi Harbour—on contract terms. They also have under them a body of professional and technical Engineers also engaged on contract terms. We note with approval these arrangements which seem to us very suitable for a temporary development job such as the extension of Takoradi Harbour.

**Works Manager;
Locomotive
Superintendent**

665. The peculiar conditions obtaining in the Railways seem to us to dictate a modification in the salary scales proposed for Engineers elsewhere. Obviously the needs of the work requires three grades below the Deputy Chief Mechanical Engineer :—

- (i) the Assistant (or Cadet) Engineer (on £550-£850) ;
 - (ii) the " basic " fully trained and fully experienced Engineer (on £900-£1180) ; and
 - (iii) the officer in charge of the branch, the Works Manager or the Locomotive Superintendent.
- To this third grade we allot perforce a fixed salary of £1250 which is the same as the minimum of the Deputy Chief Mechanical Engineer's scale.

Grading of Traffic Staff

666. It is claimed that the " normal qualification for the higher Traffic grade posts is corporate membership of the Institute of Transport which is now considered of equal standing to the Engineering Institute ". This claim which might also be made by certain officers of similar status in the Transport Department has, however, not yet been recognised by the Gold Coast Government, and not all serving officers have this qualification. We do not propose to enter into the controversy on this matter but, following the current policy on the point, we grade their division as technical and sub-technical, except in regard to the Traffic Manager whom for special reasons we grade on the same level as his

professional colleagues. Should the policy change it will be necessary to readjust the scale for the higher posts in the Traffic division and to apply the professional scale to officers holding the full corporate membership of the Institute.

667. The subordinate Traffic staff are at present graded on the various sections of the "G" or "F" scales according as to whether their work is of a technical or a clerical nature. For Traffic work proper we recommend a series of five grades below the Traffic Inspector Grade I level, which corresponds to the system in force in the British Railways, and will provide a stronger incentive to efficiency than the present slow progression through the long "G" scales. It is proposed that Traffic posts shall be allocated to the new grades according to the responsibility involved and the amount of experience required. Allocation will be done by the proposed grading team in consultation with the General Manager Railways. The new scales are so arranged that staff will receive a reasonable increase on promotion which is not always the case with the present scales.

668. The proposed grades of Traffic staff should absorb the existing grades of Station staff as well as posts such as Yard Foreman. We assume that the higher grades of Guards, Shunters and Signalmen can also be absorbed within these grades. It will, however, be necessary to make provision for the lower grades of the latter categories. These should be remunerated on daily rates of pay, but provision should be made for a natural progression as the employee acquires knowledge and experience enabling him to assume increased responsibilities. We leave it to the General Manager Railways to determine the details of this progression within the general framework we have prescribed.

669. The General Manager Railways has informed us that he considers that the post of Guard Grade III should be abolished with a corresponding increase in the establishment of Grade II Guards. We would be prepared to accept the advice of the General Manager Railways on this point, and there is no objection to the existing establishment of Guards Grade III being absorbed into the proposed new Traffic grades.

670. The General Manager Railways has also represented to us the need for an improved ticket inspection service on the Railways to reduce the loss of Railway revenue from travelling irregularities. We consider that the establishment of Traffic staff should be increased to provide posts for Ticket Examiners and Inspectors.

671. Work in the Traffic division which is now graded as clerical will, of course, need to be regraded as Executive Clerical or sub-clerical, in accordance with our recommendations in Chapter IV. This, of course, should be done by the grading team in consultation with the General Manager Railways.

Chief Workshop Inspectors and Workshop Inspectors

672. We found considerable dissatisfaction at the present rather haphazard grading of the lower technical posts, particularly in those cases where higher responsibilities carried with them no appreciable increase in pay, or where there was little outlet beyond the present

basic £600 point. The posts in question are all graded either C1—basic maximum £555 or £600, or C1A—basic £650, and are variously styled Foreman Grade I or Foreman Grade II. At present these posts are necessarily held by expatriates who are essential to the Railway in its present stage of development. There is always the risk that these officers may be tempted by the higher salaries obtaining in outside employment, unless they are afforded a reasonable outlet for their ambitions. They are men who lack professional qualifications, but they have served an apprenticeship and by virtue of subsequent experience with the British Railways have acquired a degree of practical experience and skill in Railway work that an African cannot attain without undergoing the same training. Their duties are of a supervisory and training nature, and it is from their training that in due course the trained African of the technical Railway type should emerge. We have accordingly recommended two grades for these officers:—

- (i) Workshop Inspector on the normal technical scale of £550 × £25—£700.
- (ii) Chief Workshop Inspector and analogous Railway grades at a salary of £725 × £30—£875—a salary confined to the Railways. The grading of Chief Workshop Inspector should only be used for a post that involves experience and responsibility beyond that of the Workshop

Inspector and should normally be applied to a post to which the Workshop Inspector will be promoted when he has attained that experience. The value of the post however does not warrant the full scale of £750 × £30—£960 which we have used for Chief Inspector of Works both in the Railways and the Public Works Department. (See paragraph 609 and Schedule 4 annexed.)

These posts at the outset will have to be filled by expatriates because Africans of the requisite quality are not emerging nor are they likely for some time to emerge from the Workshops. The Workshop staffs in general are at present of low educational standard. The scales that we suggest for Artisans, combined with the Apprenticeship system that we propose, should in due course induce boys with higher educational qualifications to enter this section of the Railway service. When this happens, Africans, after suitable training, should be able to qualify for these technical posts.

673. So far as possible in order to prevent confusion we have avoided the present title of Foreman—a title which connotes to us a man who works at his trade as well as supervises—and have used instead the terms Inspector of Workshops and Chief Inspector of Works or an equivalent title.

Fire Section

674. The Fire-fighting section is a small branch which obviously at present is in an embryo stage. We assume that the Fire Officer, who is a technically qualified officer, has been brought out to the Gold Coast to build up this section, and we grade him accordingly, although we hope that in future such expatriate officers will be engaged on contract terms as long as they are required. As we cannot tell how this section is intended to develop we are content to grade its staff on its present basis despite the gap in grading between the Fire Officer and the grade next below him.

Industrial Staff Gradings

675. We have dealt with the general question of industrial staffs in paragraphs 152 to 164, 202 to 204, 237 to 242, and 317, of our Report.

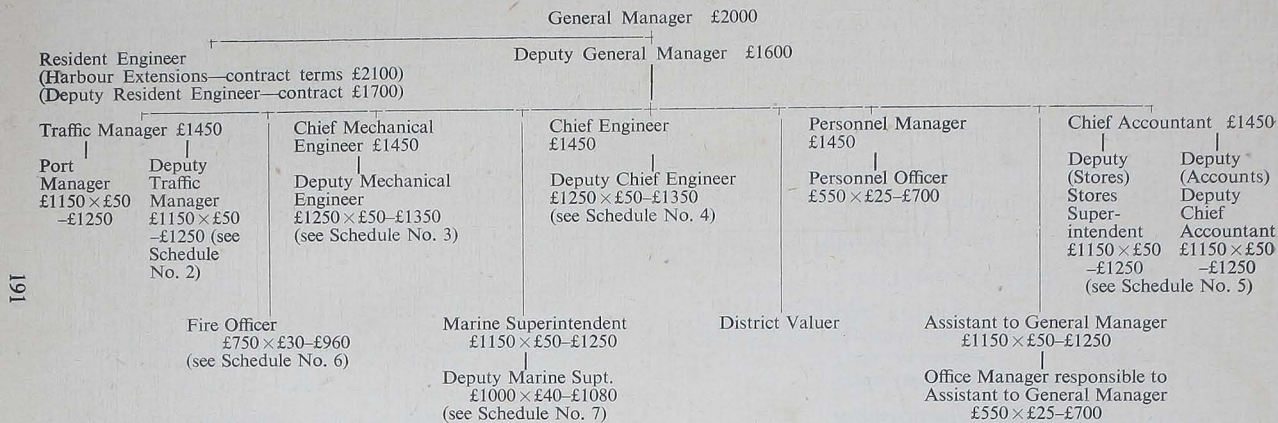
We have also explained our proposed organisation for industrial staff, with special reference to the Railways, in paragraphs 470–486. It would perhaps be convenient to summarise the position here.

676. The industrial staff of the Gold Coast Railways is now divided amongst a number of multi-arious incremental scales, mostly overlapping—24 scales in all, in addition to unskilled labour on daily rates. Some simplification of this jungle of scales, mostly inappropriate, seems to us necessary on the lines of the simplification which we understand to be taking place in the British Railways. With this end in view, we propose that the Railway industrial staff be divided into two groups :—

- (i) an artisan group based educationally on a reasonable standard of literacy—at least the present Standard VII Certificate—and a trade apprenticeship of five years. There should be ready progression through the various grades of artisan up to the Chargeman or Foreman grade, and it should be possible for the apprentice, who is willing to study in his spare time and to improve his education, both technically and otherwise, after the requisite experience and training to reach in due course the technical grades.
- (ii) a body of skilled, semi-skilled and unskilled labour with a lower educational standard and paid at daily rates, exception being made for existing staff rated as semi-skilled or skilled and paid either on “ K ” or “ L1, 2 ” scales, who should be allowed the option of retaining their existing scales if they so prefer. We have explained our reasons for this recommendation in paragraphs 152–164. We envisage semi-skilled and skilled labour being paid on a range of pay which to the proficient among them will be financially more advantageous to them than their present scales (paragraphs 202, 204, 242 and 317 refer). In this field too we envisage a series of incentives by means of suitable increases in pay which ensure that the skilled labourer who is willing to make the effort can earn additional pay in proportion to his increase in experience, in skill, and in productivity.

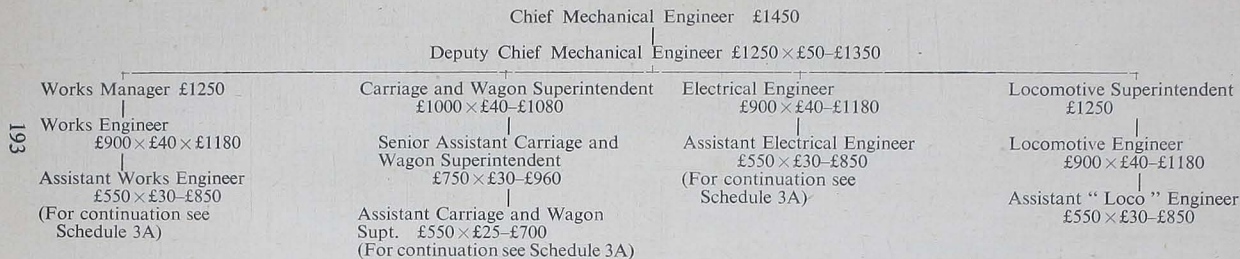
District Valuer, Draughtsmen and Surveyors

677. We make no specific recommendation for the grading of these posts in the Railway. They should follow the grading of parallel posts in the Lands and Survey Departments. We leave to the proposed grading team the task of allocating the precise appropriate grading in consultation with the General Manager Railways.



NOTES :

1. District Valuer to be interchangeable with Valuation Staff of Lands Department and to draw appropriate salary on professional scale.
2. Salary of Assistant to General Manager personal to present holder—to be reviewed on a vacancy and after appointment of Deputy General Manager—see paragraph 662.
3. Draughtsmen and Surveyors—see paragraph 677.
4. Telephonists will be paid appropriate rates according to grades as proposed for Post Office.
5. Messengers and other subordinate staff paid on “ K ” scales will be paid daily rates unless they opt to retain their existing scales—see paragraphs 161, 314–317 and 470–486.



193

NOTE.—Executive, Clerical and Sub-clerical and subordinate staff employed in this Division should be paid the rate appropriate to their class and grade. In such cases the grading team should settle the appropriate grading in consultation with the General Manager Railways.

GOLD COAST RAILWAYS & HARBOUR ADMINISTRATION

SCHEDULE No. 3A

WORKS MANAGER'S DEPARTMENT :
Technical and Subordinate Staff

CARRIAGE AND WAGON DEPARTMENT :
Technical and Subordinate Staff

ELECTRICAL ENGINEER'S DEPARTMENT :
Technical and Subordinate Staff

Progress Officer
|
Chief Workshop Inspector £725 × £30-£875
|
Workshop Inspector £550 × £25-£700

Chief Workshop Inspector £725 × £30-£875
|
Workshop Inspector £550 × £25-£700

Chief Electrical Inspector £725 × £30-£875
|
Mechanical Inspector £550 × £25-£700
Electrical Inspector Ditto

Boiler Inspector £725 × £30-£875

Chargemen Grade I	£370 × £20-£450 × £25-£500
Outdoor Carriage and Wagon Foremen		Ditto
Chargemen Grade II	£300 × £10-£320 × £15-£350
Leading Artisans	£260 × £10-£290
Artisans Grade I	£210 × £10-£250

Artisans Grade II	£120 × £8-£200	Head Carriage and Wagon Fitters..	£160 × £8-£200
		Head Painters Ditto

NOTES :

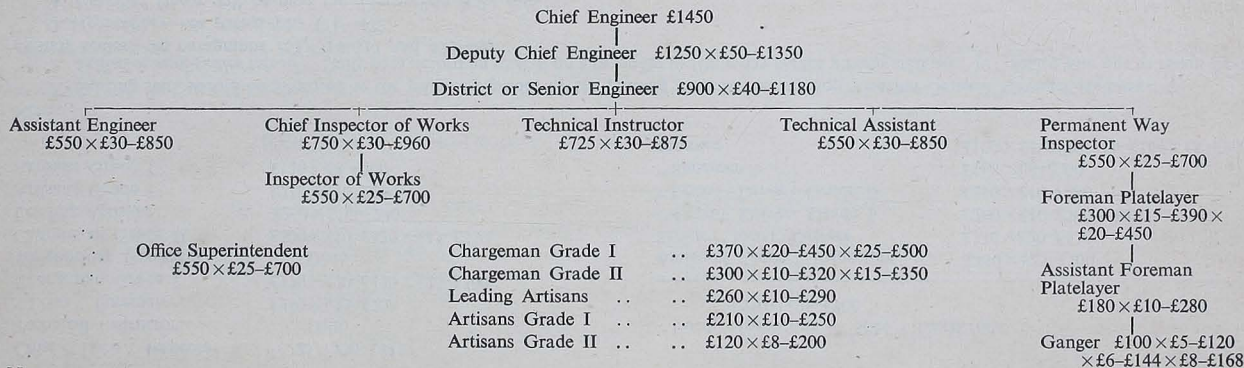
- Existing staff should be allocated to the proposed grades by the grading team in consultation with the General Manager Railways.
- Skilled or semi-skilled labour*—daily paid on a range up to 10s. a day except present staff on “ K ” scales who opt to retain their existing scales—see paragraphs 161, 314-317 and 470-486.
- Apprentices*—see paragraphs 471-472.
- Unskilled labour* will be paid the appropriate daily rate.

TECHNICAL—SUBORDINATE STAFF

Chief "Loco" Inspector ..	£725 × £30—£875		
Technical Instructor..	Ditto	"Loco" Inspectors—"Shed" Inspectors	
"Loco" Foreman ..	£550 × £25—£700		£550 × £25—£700
Chargeman Grade I ..	£370 × £20—£450 × £25—£500		
Weighbridge Inspectors ..	Ditto	Assistant "loco" Inspectors ..	£450 × £25—£500
Chargeman Grade II ..	£300 × £10—£320 × £15—£350	Senior "loco" Drivers ..	£330 × £20—£430
Leading Artisans ..	£260 × £10—£290	"Loco" Drivers Grade I ..	£260 × £10—£300 : £315
Artisans Grade I ..	£210 × £10—£250	"Loco" Drivers Grade II ..	£210 × £10—£250
Artisans Grade II ..	£120 × £8—£200	"Shedmen" ..	£168 × £8—£200
		Firemen ..	£100 × £5—£120 × £6—£144 × £8—£168

NOTES :

- Existing staff should be allocated to the proposed grades by the grading team in consultation with the General Manager Railways.
- Skilled or semi-skilled labour.* Daily paid according to skill on a range up to 10s. a day except present staff on "K" scales who opt to retain their existing scales—see paragraphs 161, 314–317 and 470–486.
- Apprentices*—see paragraphs 471–472.
- Unskilled labour* will be paid the appropriate daily rate.

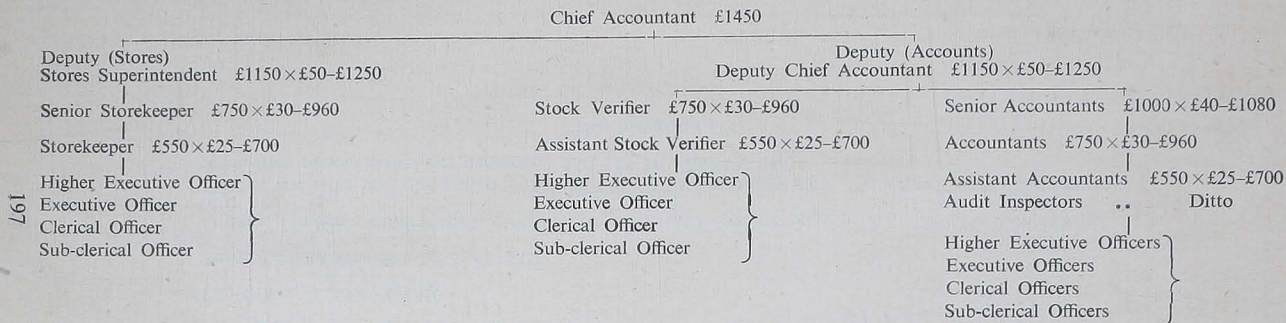


NOTES :

1. Executive, Clerical and Sub-clerical and subordinate staff employed in this Division should be paid the rate appropriate to their class and grade. In such cases the grading team should settle the appropriate grading in consultation with the General Manager Railways.
2. Existing staff should be allocated to the proposed new grades by the grading team in consultation with the General Manager Railways.
3. *Skilled or semi-skilled labour*—Daily paid according to skill on a range up to 10s. a day except present staff on “K” scales who opt to retain their existing scales—see paragraphs 161, 314–317 and 470–486.
4. *Unskilled labour* will be paid the appropriate daily rate.
5. *Apprentices*—see paragraphs 471–472.

GOLD COAST RAILWAYS & HARBOUR ADMINISTRATION—CHIEF ACCOUNTANT'S DIVISION

SCHEDULE No. 5



197

NOTES :

1. Existing staff in the Stores Division paid on " K " scales will be paid " daily rates " unless they opt to retain their existing scales—see paragraphs 161, 314–317, 470–486.
2. Higher Executive, Executive, Clerical and Sub-clerical staff will be allocated to this Division as required, grading of particular posts to be settled by grading team in consultation with the General Manager Railways.

GOLD COAST RAILWAYS & HARBOUR ADMINISTRATION—FIRE SECTION

SCHEDULE No. 6

*Fire Officer £750×£30-£960

Senior Leading Fireman £152×£8-£200

Leading Firemen £100×£5-£120×£6-£144 or daily rates—see paragraphs 161, 314-317, and 470-486.

Firemen and other staff now paid on “K” or “L 1, 2” scales will be paid “daily rates” unless they opt to retain their present scales—see paragraphs 161, 314-317, and 470-486.

* See paragraph 674.

GOLD COAST RAILWAYS & HARBOUR ADMINISTRATION—MARINE SECTION

SCHEDULE No. 7

Marine Superintendent £1150 × £50—£1250
 Deputy Marine Superintendent £1000 × £40—£1080

Superintendent Marine Engineer	£750 × £30—£960	Senior Pilot	£750 × £30—£960
Mechanical Foreman	£550 × £25—£700	Pilot	£725 × £30—£875
Chargeman Grade I (when required)	£370 × £20—£450 × £25—£500	*Tugmaster	Ditto
Chargeman Grade II	£300 × £10—£320 × £15—£350	Senior Signalman	£210 × £10—£300
Leading Artisans	£260 × £10—£290	†Junior Signalman	£120 × £8—£200
Artisans Grade I	£210 × £10—£250		
Artisans Grade II	£120 × £8—£200		
Head Riggers	£160 × £8—£200		

* The salary recommended for Tugmasters is put forward on the assumption that the command pay now paid to them will be absorbed in their new salary. We see no reason for the continuance of this allowance.

† Cambridge School Certificate an essential qualification.

NOTES :

1. Executive, Clerical and Sub-clerical and subordinate staff employed in this Division should be paid the rate appropriate to their class and grade. In such cases the grading team should settle the appropriate grading in consultation with the General Manager Railways.
2. Existing staff should be allocated to the proposed new grades by the grading team in consultation with the General Manager Railway.
3. *Skilled or semi-skilled labour*—daily paid according to skill on a range up to 10s. a day except present staff on "K" scales who opt to retain their existing scales—see paragraphs 161, 314-317 and 470-486.
4. *Unskilled labour* will be paid the appropriate daily rate.
5. *Apprentices*—see paragraphs 471-472.

CONCLUSION

678. The keynote of our terms of reference is efficiency and economy in administration. We have made such recommendations as seem to us necessary in order to secure efficiency of administration in the Gold Coast. Economy may be said to march along with efficiency. A Service may fairly be said to have achieved economy as well as efficiency in administration if it is a Service which is built up into a properly regulated and co-ordinated structure adequately designed for the work which it has to do—a Service which is happy in its work and contented with its conditions of employment—a Service which is so composed and so integrated that differences of race and colour disappear in the pursuit of a common objective, the well-being of the State. We have tried to suggest ways in which such a Service may emerge in the Gold Coast.

679. Apart from these general considerations, we are not in a position to point to much in the way of specific economies. Indeed, there is no doubt that our recommendations will result at the outset in an immediate increase in expenditure, but this increase will of course be due to the recent rise in the cost of living and the consequential increases in salaries and wages which we recommend, notably the consolidation of the temporary cost of living allowance in the salary and wage structure. As however the Gold Coast is in the fortunate position, as a primary producer, of being able to benefit by rising world prices, we trust that this increase in expenditure will not prove burdensome to the economy of the Colony, notwithstanding its need of capital for its development. Indeed, we consider that its development will be facilitated by our recommendations for greater efficiency in administration. We are satisfied that the Organisation and Methods Mission which we recommend will find ample scope for its special techniques and that the resultant economies should be substantial.

680. Our training proposals should also make for economy in the sense that a well-trained staff can dispose efficiently and competently of a greater volume of work than a much larger untrained or poorly trained staff.

681. We believe that in the long run substantial economies should accrue from our proposals for the reorganisation of the structure of the Service and a proper grading of its work. It will obviously not be possible to estimate the financial effect of these proposals for the Service as a whole until the proposed grading team has done its work, but we do know that in the Post Office where we have been able to make a detailed study of the results of our re-grading proposals in regard to Clerical staff, the effect, after costing the present and proposed re-gradings at the mean of the scales, is a reduction in cost of the order of five per cent. In addition our proposals make for a more selective and therefore a more efficient use to be made of the attainments of the young men and women of the Gold Coast who, on leaving school or University, choose the Public Service for their life's careers.

682. In the industrial field too, the increased incentives that we suggest for all classes of labour and the ladders that we recommend by which the intelligent Artisan who is anxious to improve himself may climb to the higher posts, should have the effect of increased productivity, and thus of increased efficiency and economy.

D. A. ANDERSON,
Secretary.

D. J. LIDBURY,
Chairman.

30th August, 1951.

A. R. MACDONALD,
Member.

SUMMARY OF RECOMMENDATIONS

Chapter I—Introductory

Paragraphs

7

A small grading team should be sent out from the United Kingdom to investigate and advise on gradings.

Chapter II—Machinery of Government

18

The work of adapting and reorientating the Civil Service machine to meet the new demands made upon it by the new Constitution of the Gold Coast is being tackled with the highest administrative ability and along lines with which we are in general agreement.

19 The changed position of Heads of Departments.

20 We do not at present recommend extension of the use of Technical and Professional advisers in Ministries.

21–22 Recommendations in regard to the Ministry of Defence and External Affairs and to the Secretary for Development.

23–29 Post of Chief Establishments Officer to be created.

30–33 One officer of suitable status to be responsible for establishments work in each Ministry.

34–38 Steps to be taken to ensure decentralisation from Headquarters to Departments.

39–42 Steps to be taken to ensure decentralisation from Headquarters to Regions.

43 Recommendations as to the use of devolved powers.

46 Recommendations as to appeals on disciplinary matters.

47 Recommendations as to appeals regarding application and interpretation of rules and regulations.

48 Recommendations as to appeals for special exceptions to be made to rules and regulations.

50 The following restrictions on appeals are recommended :—

(i) That no appeal should normally be entertained in respect of any matter which occurred more than three months before the date of the appeal, and

(ii) That in the event of an appeal to the Governor being adjudged to be frivolous or without adequate grounds the officer may be so informed officially and the fact recorded in his Service record as a reprimand.

51 Appeals to the Secretary of State to be confined to officers appointed by the Secretary of State.

Chapter III—Public Boards and Corporations

53 Railways and Harbour Administration and Electricity Department to be transformed into Public Authorities.

54–62 A similar change is *not* recommended at the present time in regard to :—

Housing Department

Fisheries

Education Department

Co-operation Department

Hospitals*

Film Unit

Water Department

Bulk Purchase Scheme

63 Town and Country Planning Board should cease to be a Public Utility Board and its staff should be absorbed in its parent Ministry.

* See also Paragraph 57—Hospitals Administration enquiry.

Chapter IV—Structure of the Civil Service

Paragraphs

- 77 (i) Present division of the Service into Senior Service and Junior Service should cease.
- (ii) A new class styled the Executive class should be created to take less responsible duties from the Administrative class and the more responsible duties from the Clerical class.
- (iii) A series of limited competitions be set up offering access from one class to the next highest.
- 79 A special class should be created to take over from the Clerical class* typing, stenography, and other sub-clerical work.
- 87 The title "Political" Administration is no longer appropriate and should be replaced by the generic title Administrative Officer.
- 89-91 Recruitment of Administrative officers by direct entry.
- 92 Recruitment of Administrative officers by limited competition from the Executive and parallel classes in technical or professional Departments.
- 93 Direct promotion to the Administrative class should be confined to officers of comparatively senior executive grades at a late stage in their career.
- 94 Duties of Assistant Administrative officer which should largely be a cadet grade.
- 95 Duties of the Administrative officer which is the real basic grade of the Administrative class.
- 96 Duties of Senior Administrative officers.
- 97 Apart from superscale posts, the pay of the Administrative class provides for three grades, the lowest beginning at £550 per annum and the highest ending at £1350 per annum. This involves the breaking up of the Administrative Scale into three segments. Promotion from one Administrative grade to the next should be dealt with by the Public Service Commission on basis of merit alone and without regard for race.
- 98 *Definition of Executive Work* : We grade as Executive Departments, Audit, Income Tax, Customs, Labour, Social Welfare, Co-operation, Police and the Post Office (Postal side), but the Heads of those Departments will draw the same salary as the Heads of comparable Administrative and Professional Departments.
- 101 Segregation of Executive work to be done after an early survey of work in all Ministries by the grading teams.
- 105-107 Recruitment to the Executive class by direct entry.
- 108 Recruitment to the Executive class by limited competition open to Clerical and to analogous classes.
- 109-114 Special arrangements should be made for recruiting the Executive class during the transitional period and in the immediate future.
- 115 Suitably qualified Africans should be trained to fill the higher Executive posts but in default recourse must be had to recruitment of expatriates, subject to the conditions laid down in paragraph 24 of the Africanization Committee's Report.
- 116 Apart from superscale posts, salary scale for Executive class provides for six grades and rises from £200 to £1250 per annum.
- 117-119 Position and duties of Professional class.
- 120 Salaries for Professional officers should be broadly the same as those of Administrative officers.
- 121-122 Professional officers should be relieved of technical and semi-professional work by suitably qualified technical officers. Technical officers in a professional Department occupy an equivalent position to that of Executive grades in Administrative Departments.

Paragraphs

- 123 Methods of entry to Technical classes.
- 124 Duties of Clerical Assistants.
- 125 Duties of Clerical Officers.
- 126 Duties of Higher Clerical Officers.
- 127 Recruitment of Clerical Assistants—Pay to be £90×£5–£120×£6–£144.
- 128 Limited competition to Clerical Class for Clerical Assistants.
- 129 Men as well as women to be eligible for appointment to Clerical Assistant's class for the present.
- 130–131 Recruitment to Clerical class.
- 132 Pay of Clerical class to be £120×£10–£270.
- 133 Promotion outlets for Clerical class.
- 135 Pay of Higher Clerical Officer to be £290×£15–£350.
- 136–138 Separate class to be recruited and trained to take over typing work from Clerical class—Typists to work in typing pools.
- 139–140 Pay of typist to be £95×£5–£120×£6–£144 on reaching standard of proficiency. This class to be open for the present to men as well as women.
- 141 Shorthand-typists like typists to work in typing pools and to take over work from Clerical class.
- 142 Pay of Stenographers to be £120×£6–£144×£8–£200—prescribed standards of proficiency.
- 143 Arrangements for supervision of typing pools—Pay of Typing Supervisor to be £210×£10–£270.
- 144–145 A grade of Stenographer Secretary should be established to serve Senior officers.
- 146–147 Method of recruitment for Stenographer Secretary grade.
- 148–150 Pay of Reporters to Legislative Assembly to be on scale £350–£500—arrangements for supervision of their work and standards of proficiency.
- 151 Pay and duties of staff employed on accounting machines such as Powers Samas or Hollerith.
- 160–161 Industrial staff now on 'K' or 'L' scales, with the exception of skilled artisans and their supervisors, should be paid "daily rates" and should not be remunerated on incremental salary scales as recommended by the "Korsah Commission". They should also cease to be established. Serving employees on those scales to have the option to remain on their existing terms of service.
- 162 The recommendation as regards payment of "daily rates" does not apply to supervisory posts nor to posts where the special responsibility of the holders makes inclusion inside the Civil Service structure desirable.
- 163 *Summary of other recommendations in regard to "skilled" and "semi-skilled" labour:*
- (i) Daily paid staff to earn bonus payments (see para. 242).
 - (ii) New daily rates of pay to be introduced in advance of introduction of revised salary scales (see para. 317).
 - (iii) Employees already established to have the option to remain on existing conditions of service.
 - (iv) Daily paid employees will be eligible for retiring allowances on the same basis as established non-pensionable staff.
 - (v) Conditions of service such as leave, sick leave, discipline of daily paid employees will be similar to those of established non-pensionable staff.
- 164 For the present Artisans should continue to be remunerated on salary scales.

Paragraphs

- 167 Preference should be given to women candidates for typing, stenography, and sub-clerical work.
- 168 Government should give every encouragement to African women with the requisite qualifications to enter the Public Service.
- 169-172 The time has not yet arrived when the Gold Coast Government can afford to dissociate itself from the Colonial Service Unification Scheme.
- 173 Officers recruited in the Gold Coast itself should no longer be held to belong to the Unified Colonial Service. Early establishment of Local Service.

Chapter V—Public Service Commission

- 174-178 Views on the status, functions and duties of the Public Service Commission.
- 179 "Essential reference" to Public Service Commission might be confined to matters affecting Higher Clerical Executive and higher grades.
- 181 Relationship of Commission to Chief Establishments Officer.

Chapter VI—Cost of Living

- 192 We recommend the consolidation of salaries or wages with cost of living allowances at a level which we consider adequate as at 1st April, 1951.
- 193 The wage rate for the unskilled labourer should enable him to maintain at least as high a standard of living as that which the Legislature considered adequate in March and September 1950.
- 204 Summary of conclusions on the cost of living question :—
- (i) Government wages and salaries cannot be adjusted automatically to changes in the cost of living since, apart from other objections in principle, there is no accurate method of assessing changes in the cost of living of the various classes in the Service.
 - (ii) The rates of pay we recommend for daily paid staff should be introduced without waiting for consideration of the main body of the recommendations.
 - (iii) Special provision should be made for checking the effect on daily rated employees of changes in price levels and if necessary adjustments should be made in rates of remuneration independently of consideration of the position of established civil servants.
 - (iv) The rates of remuneration of *established* civil servants should not be introduced until effect can be given to our proposals for the reorganisation of the Service.
 - (v) The salary scales of *established* civil servants should not in future be altered until substantial and permanent changes in the ruling income levels and the general economic position of the country have become apparent.
 - (vi) Cost of living allowances to *established* civil servants should only be considered if rises in general price levels occur of such magnitude as clearly to cause undue hardship to serving civil servants or seriously to interfere with the smooth flow of recruits to the Service.
 - (vii) A Standing Cost of Living Committee under the Chairmanship of the Secretary to the Ministry of Finance should be established as a permanent feature of the Government machine to advise on changes in the cost of living and the steps which should be taken to meet these changes.

Chapter VII—Salary Structure

We have followed the general principles laid down by the Colonial Office for guidance in framing salary scales.

“(i) The salaries of all posts in the Public Service of a Colony should be determined according to the nature of the work and the relative responsibilities irrespective of the race or domicile of the individuals occupying the posts.

“(ii) The salaries should be fixed at rates applicable to locally recruited staff, even though there may for the time being be grades in which few or no locally recruited officers are in fact serving.

“(iii) In fixing these basic salaries regard should be paid to the relevant local circumstances, such as the ruling income levels in those classes of the community from which the Public Service is or will be recruited.

“(iv) Where the salaries so fixed are insufficient to attract and retain officers from overseas, expatriation pay should be provided for such officers. In determining the rates of expatriation pay it will be relevant to consider such factors as the additional expenses to which an officer may be put by reason of the fact that he is serving away from his own home, especially when his service is in a non-temperate climate; the remuneration and amenities available in alternative careers in the officer's home country; and the general standard of remuneration and conditions in the Colonial Service.

“(v) The practice of providing free quarters for certain classes of officers should be discontinued where it exists. It is reasonable that where suitable houses are not readily procurable the Government should relieve its officers of the anxiety of finding accommodation for themselves and should provide quarters; but officers may properly be expected to pay rent for such quarters, and their salaries should be fixed on this assumption”.

208 Our recommendations are made without regard to salaries elsewhere in West Africa except in so far as they are liable to affect recruitment to the Gold Coast.

209 The basic salaries which we recommend are those which we think should offer to an African living in his own country an adequate reward for his work and a reasonable livelihood.

210 The salaries we recommend are consolidated to include the existing cost of living allowance and are also adjusted as far as possible to present price levels.

211 We recommend a series of salary ladders so that every promotion may be accompanied by an increase in pay.

212–213 Promotion bars should be replaced by a series of reasonably short scales and passage from one scale to another should be on a promotion basis in accordance with Colonial Regulations 32.

214 The basic “Administrative officer” grade in the Administrative class and analogous basic grades in Executive and Professional classes should carry sufficient leave reserves, and establishments should be so adjusted that no officer of reasonable ability should be held up in any grade merely for lack of a vacancy in the next.

215 We do not recommend any major changes as regards the existing rules for “initial entry points” to salary scales but we suggest in Appendix VII entry points for Professional classes in the new salary scales. We assume that existing rules will continued to be applied as regards incremental credits for approved professional experience.

216 Exceptions to the system of short scales and separate establishments for each grade must be made in the case of certain professional classes (*e.g.* Doctors) where the initial entry point is so close to the top of the lower grade that an officer might cease to earn increments while waiting for a vacancy in a higher grade. These cases are dealt with departmentally in Chapter XIV.

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- 217 Increments should be paid during probation.
- 218 The same salary scale should continued to be paid to male and female officers doing the same work.
- 219 The actual salaries recommended for the various grades and posts are set out Chapter XIV and Appendix XVI.
- 220-223 The retention is recommended of the principle of "overseas pay" on basic salary to officers recruited from overseas with no domiciliary connections in West Africa. The rates recommended are given in Appendix VIII.
- 224 It is proper in the present circumstances in the Gold Coast to recruit expatriates on contract terms, but every grade and class must contain a hard core of pensionable officers who are making their career in the Gold Coast.
- 227 We suggest the following general rules for Contract appointments :—
- (i) That before advertising a post abroad it should be decided whether the post is to be filled on contract or on pensionable terms. The procedure of advertising overseas appointments on a contract basis in the first instance and later on pensionable terms delays and hinders recruitment.
 - (ii) The Chief Establishments Officer should be authorised, according to the state of the market, to offer rates of remuneration up to 25 per cent. higher than the gross salary which would be offered for a pensionable appointment. The employment of staff on contract at rates of pay substantially higher than those applicable to the permanent staff should not provide the latter with any reasonable grounds for dissatisfaction.
 - (iii) Contracts should be offered for a definite period of up to 10 or 15 years, if necessary, with adequate provision for earlier release by both sides.
 - (iv) Provision should be made for contributory superannuation schemes to be attached to long-term contracts at the discretion of the officer, and with the alternative of lump sum gratuities.
 - (v) Rates of remuneration should be advertised showing consolidated rates inclusive of overseas pay as well as the 'break up' of those rates.
- 228 The salaries of superscale posts range from £3000 down to £1400 for Administrative and Professional posts, and down to £1350 in the Executive field.
- 229 So far as possible we have adopted a broad band of salary for superscale posts, disregarding minor divergencies.
- 230-231 In exceptional circumstances it will be necessary for a time to recruit for specialised executive work in certain Departments expatriates on the £750-£960 scale although the post is graded on the £550-£700 scale. Preferably these appointments should be on contract terms.
- 232 Similar steps may be necessary as regards technical posts such as Inspectors of Works.
- 233 In very special cases it may also be necessary to allow a serving expatriate officer graded on the £550-£700 scale to convert to the next higher scale £750-£960.
- 234 An improvement is recommended in the scales for Teachers—see Chapter XIV.
- 235 The scales recommended for Junior Technical classes should not be inferior to those for clerks and other non-technical staff.
- 236 The scale for clerks is £120 to £270 with increments during probation.
- 237 The daily paid labourer is the basis of our salary pyramid.
- 240 The rates recommended for unskilled labourers are :—
- (i) Accra, Kumasi, Sekondi/Takoradi :—
3s. 9d. per diem rising to 4s. after one year's continuous service.

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- (ii) Rest of Colony, Ashanti and Tamale :—
 3s. 3d. per diem rising to 3s. 6d. after one year's continuous service.
- (iii) Northern Territories other than Tamale :—
 2s. 6d. per diem rising to 2s. 9d. after one year's continuous service.

241 The pay of semi-skilled and skilled labourers should also be on fixed daily (or weekly or monthly) rates on a range varying between 4s. 6d. and 10s. a day.

242 A system of "merit bonus" should be brought into being for semi-skilled and skilled labour.

Chapter VIII—Miscellaneous Conditions of Service

244 An obligation to provide accommodation for expatriate staff should be specifically accepted. This obligation should not apply to African officers but in practice Government should provide accommodation for Africans posted to stations outside the main centres if no other suitable accommodation is available. The same should apply to judicial officers, doctors and Heads of Departments who must be readily available outside office hours.

245–249 Rent should continue to be charged but on a modified basis. Houses normally provided for expatriates should be divided into three classes :—

Class III for officers on basic salary up to £960

—Rent £60 or £75 according to salary—see Appendix X.

Class II for officers on central salary platform £961–£1350

—Rent £90.

Class I for officers on higher platform

—Rent £120 or £150 according to salary—see Appendix X.

Houses classified A, B, C in General Orders should be rented on the basis of a percentage of salary :—

	<i>Unfurnished</i>	<i>Partly Furnished</i>
A.	6%	7%
B.	5%	6%
C.	4%	5%

Wherever practicable this class of house should be furnished with basic heavy furniture.

250 In all larger stations housing allocation committees should be set up.

251–252 Detailed recommendations as to Police housing.

253 Transit quarters for Junior staff should be expedited.

254 Transit quarters on the lines of that at Takoradi should be provided at Kumasi and Tamale.

256–259 Some reduction in leave for Africans is recommended and leave for overseas officers should be reduced from seven to six days for each month of residential service in the Gold Coast.

260 Revised conditions in regard to transport for officers going on leave.

262 The length of tour should normally be one year especially for senior officers.

263 "Local" leave should be abolished.

264 Extension of existing privileges in regard to casual leave is recommended.

265 Sick leave privileges for non-pensionable staff, including "daily paid" employees should be increased.

266–270 An overseas officer should receive in each tour of residential service assistance towards the passage of his children to the Gold Coast up to £75 per child in respect of not more than three children. As an alternative if he leaves his children in his home country he should be paid during a tour of residential service in the Gold Coast an

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allowance at the rate of £75 a year per child in respect of up to three children for the actual period of separation.

271-274 Detailed recommendations for maternity leave and other maternity provisions.

276 (i) We make no recommendations as regards Pension Constant either for African or European officers.

(ii) Government should ascertain the views of the Service as regards an extension of the maximum retiring age.

280 The substitution of £160 per annum for £130 per annum is recommended as the salary point determining pensionability.

281 The introduction of a Widows and Orphans Scheme for Africans on the lines of the existing scheme for Europeans should be expedited.

284 In regard to payment of allowances we recommend adoption of the principle that allowances to individuals should not be contemplated :

(a) for a junior officer doing work usually done by senior officers in the same grade ;

(b) for an officer who is doing his work with exceptional zeal or efficiency ;

(c) as compensation for misfortune, including the misfortune of deserving promotion but being unable to secure it ;

(d) for an officer who deputises from time to time for an officer in a grade above or takes some other responsibility, possibly new to him but not beyond what can reasonably be expected from his grade or scale of pay ;

(e) for additional responsibilities which take the form of enhanced effort due to postwar conditions.

In short, allowances should only be given where an officer is regularly required to carry responsibilities conspicuously superior to those of the most senior officers of his grade. The clearest case arises where an officer is required regularly to supervise other officers of the same grade.

285 Acting allowances should not be paid unless the substitute takes over full duties of substantive post for not less than six weeks.

286 Reimbursement allowances should be reviewed on basis that such allowances should be paid only to cover abnormal expenses not common to all officers of the class or grade concerned.

287 Revised rates for Transport allowances should be worked out in consultation with the Associations of Civil Servants.

289 We recommend :-

(i) That the present system of Transport allowances should be reviewed with particular reference to the position of officers in outstations, and the payment of additional mileage rates to officers who are required to travel regularly over sub-standard roads.

(ii) That Transport allowances should be payable during leave, sick leave, or absence from duty for any other approved reason, up to a maximum period of three months.

(iii) That the cost of major repairs necessitated through travelling on abnormally bad roads on duty should be refunded by Government. The cost of such repairs should include the cost of sending the car to the nearest garage and the cost of labour as well as the cost of the necessary spare parts.

(iv) That the Transport Department should provide an inspection and maintenance service for officers in remote stations, where no alternative facilities exist. This service could be provided by means of a fitter with the necessary tools and equipment who could visit outstations once a month on the regular Transport Department lorry. A charge should be made to cover the cost of materials such as oil and grease used.

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- 290 Officers drawing transport allowances for their own car should not use Government transport for trekking without prior approval of the Ministry of Finance.
- 291 Drivers' allowances should be confined to *ex officio* Ministers, the Chief Justice and Chief Commissioners.
- 292 Revised rates are recommended for Travelling allowances.
- 293 Commuted Field allowances should be revised correspondingly.
- 295-296 Travelling allowances should be paid subject to certain conditions to officers on transfer or temporary transfer.
- 297 Recommendations in regard to Table or Entertainment allowances.
- 298 Outfit allowances should be confined to officers recruited from overseas.
- 299 No change recommended as regards ceremonial outfit allowances or outfit allowances to members of the Nursing Services.
- 300 Tools allowances left for negotiation between the Trades Union concerned and the Government as employer.
- 301-306 We do not recommend the granting of an allowance for service in the Northern Territories.
- 307 In addition to the principles prescribed in paragraph 289 we recommend adoption of the following principles in regard to Miscellaneous allowances :—
- (i) That the wages or salary of a Civil Service post should normally constitute the full remuneration payable to a civil servant from any source in return for the performance of the duties attached to the post. If the normal duties of a post involve the provision of services for which payment is made by members of the public, such payment should, as a general rule, be made to the Treasury.
 - (ii) That no remuneration additional to wages or salary should normally be paid for work involving discomfort or unpopularity. These factors should be taken into account in the basic wage or salary.
 - (iii) That the salary or salary scale of pensionable civil servants is based on the understanding that the full time of civil servants is at the disposal of Government. If pensionable civil servants are required to work overtime in the performance of their normal duties they should not, as a general rule, be eligible to receive overtime payment, though wherever possible "time off" should be given to compensate for overtime worked. Where overtime is worked in the performance of services for which individual members of the public are required to pay (*e.g.* Customs work) it is reasonable to charge the public additional rates and to pay the civil servants concerned some part at least of the additional charges.
 - (iv) That where civil servants are permitted to perform work either for Government or for an outside agency, which is not within their normal duties and which is performed outside normal working hours, they should be allowed to accept remuneration for the work. We have in mind, for instance, instructional work by civil servants taking classes out of official hours at technical schools or institutions.
 - (v) That rates of allowances such as overtime and night duty should be determined in consultation with the Trades Unions concerned.
- 309 Adequate restrooms and canteens should be provided where needed for Government staff. The question should be pursued by a sub-committee of the National Whitley Council.
- 310 Storage accommodation should be provided for junior officers on leave.
- 311 Principles prescribed as regards the provision of uniforms—application left to departmental Whitley Councils.

Chapter IX—Conversion to Revised Conditions

Paragraphs

- 312 The appointment of a small Committee is recommended to undertake the adjustment of salaries arising from our Report.
- 313 The adoption of the following principles in regard to conversion is recommended :
- (a) Where as a result of our recommendations an officer receives promotion to a higher class or grade, the provisions of Colonial Regulation 44 should apply, "existing salary" being interpreted to include temporary allowance if he has not already converted to the new scale of his present grade.
 - (b) Where an officer remains in the same class or grade for which a revised scale has been accepted, he may either continue on his present scale with existing overseas and/or temporary allowance, or he may convert to the new scale by the method known as "notching". By this is meant that the officer is placed on that step in the new scale which is the same number of steps above the minimum of the new scale as the step in the old scale, on which he is at present, is above the starting point of the old scale. If, as we recommend, stagnation on initial salary during probation is abolished, the officer will of course gain an increment in the new scale for each year he stagnated while on probation on the old scale. Stagnation imposed in the old scale as a disciplinary measure should not earn increments in the new scale. Incremental dates will normally remain unchanged.
 - (c) In some cases an officer on a fixed salary under the old terms, will convert to a scale under the new terms. Provided there is no element of upgrading in the new salary, he should enter the scale at the point he would have reached if he had been placed on the scale on the date of his appointment to the post, which should be his future incremental date.
 - (d) Where the operation of the previous principles results in an officer receiving less gross remuneration, after overseas and/or temporary allowance is taken into consideration, he should be paid a non-pensionable allowance equal to the difference between his gross emoluments on the old terms and on the new terms. This allowance should continue to be paid until it is absorbed by increments earned in the new scale, or by increased emoluments on promotion.
 - (e) An officer should not be permitted to draw salary at a higher rate than the maximum assigned to his post purely through the accident of conversion.
 - (f) Election to convert or not to convert should be final. An officer should not be allowed to convert to a new scale to gain a temporary advantage, and later revert to an old scale with allowances ; nor should he be permitted to remain on his old scale till a certain step is reached and then convert. On the other hand, promotion to a higher grade or class should invariably be to the new scale assigned to that grade or class.
- 314 Officers should not be permitted to choose a part or parts of the new conditions but should either accept such conditions in full or retain the existing terms. The recommendations contained paragraphs 281 to 311 should be applied without option.
- 315 Our recommendations should not be applied retrospectively.
- 316 The target date for the introduction of the new organisation and the salaries based upon it should be 1st April 1952.
- 317 The new rates for "daily paid" employees should be introduced as soon as possible and in advance of our full reorganisation proposals.

Chapter X—Recruitment and Training

Paragraphs

- 323–326 Steps which might be taken to facilitate recruitment from overseas.
- 328 Support of the recommendations of the Africanization Committee that Africanisation should not be allowed to result in a lowering of standards.
- 329–333 Before Africanisation can proceed much further in the scientific and technical field an intensive and concerted effort is needed in the corresponding educational field.
- 335 Further steps should be taken to bring under general notice the openings available in the Civil Service to Gold Coast students.
- 336–340 The post of Commissioner for Africanisation should be abolished and its duties absorbed in a new post of Director of Recruitment and Training in the Chief Establishments Officer's division, whose main function will be the recruitment of Africans for the Civil Service and their training when recruited.
- 342–345 Recommendations in regard to Initial Training—clerical, sub-clerical and typists, African graduates and expatriate recruits.
- 346–347 All Technical Departments which have not done so should establish Initial Training schools—particularly the Public Works Department.
- 348 The organisation of apprenticeship and trade-testing systems recommended by the Africanization Committee in November 1949 should be expedited.
- 349–351 Recommendations as regards pay during Training.
- 352 Officers found unsuitable during training should, in their own as well as the national interest, leave the Service at the earliest stage consistent with a fair trial.
- 353 Recommendations as regards Post-entry Training.
- 354 Recommendations in regard to increased facilities for External Training.
- 355 Post-entry training should not be regarded as conveying a prescriptive right to promotion.
- 356–358 Improved methods will be necessary to provide for increased training in the immediate future.

Chapter XI—Efficiency

- 359–362 Recommendations as to co-ordination of planning particularly in regard to accommodation and printing, and the need for avoiding unnecessary deviations from programmes.
- 363 It would be unwise to sanction any extensive departure from the existing system of placing indents for Government stores and materials with the Crown Agents for the Colonies.
- 364 Forward planning and indenting should be followed as much as possible and sanction should be sought from the Legislature, to make this possible.
- 365 Local purchase might be extended but this is an expensive method and should be used sparingly.
- 366–373 Recommendations in regard to Organisation and Methods—arrangements should be made for :—
- (a) Organisation and Methods expert or experts from the United Kingdom to visit the Gold Coast and advise on the setting up of an Organisation and Methods section and the lines along which it should operate.
- (b) Suitable Gold Coast officers should be sent to the United Kingdom to study Organisation and Methods work.
- 376–378 Recommendations for eliminating from existing disciplinary procedure steps not essential to the basic principle of natural justice and to cut out delays. *✶*

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- 379 The disciplinary procedure set out in Colonial Regulation 68 should be used only for officers whose appointment is subject to the approval of the Secretary of State. Officers recruited in the Colony should be dealt with on the principle that the officer empowered to make an appointment should have the authority to terminate it.
- 380 Advice from Crown Law Officers should be restricted to cases due to go to the Secretary of State or to cases of special difficulty.
- 381-382 In disciplinary matters established and unestablished officers should be dealt with on the same basis, but a distinction should be maintained between pensionable and non-pensionable staff. Decisions as to dismissal of the latter staff should not go higher than the Head of the Department, while in the case of the former it should go *at least* to the Permanent Secretary level.
- 383 Full and regular reports should be maintained for pensionable staff, and officers not up to standard should be notified tactfully and in good time.
- 384 Probation periods should be used to get rid of "unsuitables" at the earliest stage consistent with a fair trial.
- 385 In order that reporting officers may understand just what procedure is required in each disciplinary case, a short pamphlet should be drawn up and published widely to explain simply the various procedures likely to be required.
- 386 Recommendation in regard to the position of the Public Service Commission on disciplinary matters, with special reference to cases requiring the order of the Governor or the Secretary of State or appeals addressed to the Governor.
- 388 Increased supervision is needed in the Gold Coast, particularly in the clerical and typing services and in the industrial field.
- 389 Regular and frequent visits of inspection of outstations should be made from Regional headquarters.
- 390-395 Confidential Reports should be made annually on all pensionable officers either on the form prescribed by the Secretary of State for officers appointed by him or on the form shown in Appendix XIII for other pensionable officers.
- 396-398 Recommendations to ensure a sound promotion policy and to secure that undue weight is not given to seniority in making promotions.
- 401 An officer appointed to an Executive class post should have no inherent right of transfer outside his own Department.
- 402-403 The Clerical class should continue to be transferable within defined groups. Technical officers should have no right of transfer to non-technical posts but should be eligible for transfer to technical posts in other Departments.
Sub-clerical staff who pass the limited competition would normally be posted to their own Departments.
- 405 Canteens or mess-rooms should be provided in or near Government offices to permit of staggered lunch hours and so to admit of a more economical system of office hours than that at present in force.
- 406 Hours of work in Government offices should be increased to seven hours on weekdays and $4\frac{1}{2}$ hours on Saturday—an increase of three hours weekly.
- 407 The hours at which Government offices should be open can best be fixed by Government in consultation with Staff Associations but special weight should be given to the convenience of the public as well as to that of the staff.
- 409 Overtime payment to pensionable staff should be abnormal practice and confined to the lower salaried grades. It should only be made on the authority of the Chief Establishments Officer for work over and above his normal duties. The payment of a cash bonus after the event would in certain cases be more suitable than payment of overtime at hourly rates.

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- 412-413 The appointment of Stock Verifiers in larger Departments would in the long run be more effective and economical than reliance solely upon burdensome high-powered Survey Boards.
- 414-415 Financial Orders and Stores Regulations as well as General Orders should be codified and issued in loose-leaf form. The process of keeping them up to date should be made as simple as possible.
- 416 Departments should be encouraged to issue to their staff suitable manuals of departmental methods and procedure.
- 417 Saving telegrams should be used not only for correspondence with the Secretary of State but also in Ministries and in Departments.
- 418 More business should be done where practicable and suitable either by visits or by telephone. Personal or "demi official" notes can be another effective time-saver.

Chapter XII—Machinery for Staff Consultations

- 419-438 Our recommendations for the improvement of staff consultation may be summarised as follows:—

(i) *Civil Service Staff Unions* :

Staff Associations or Unions composed of and representing the interests of civil servants in a particular class or group of allied classes irrespective of the department in which the members are employed. These Associations or Unions may seek "recognition" from the Chief Secretary as the competent body to represent the interests of the particular class or classes of civil servant concerned. As a condition of "recognition" they should be required to produce proof that they represent the majority of civil servants in that class or those classes.

Staff Associations should not be required to register as Trades Unions though, provided they satisfy the requirements of the Trades Unions Ordinance, there should be no obstacles to their doing so.

(ii) "*Whitley Machinery*" :

Departmental Councils or Committees at departmental headquarters and Regions (and districts wherever practicable) composed of representatives of all classes of civil servant in the department and meeting regularly under the Chairmanship of the Head of Department, or the departmental officer in charge of the Region or District as the case may be. These bodies should be competent to discuss purely departmental matters. They will not normally discuss individual questions, e.g., of discipline or promotions, although they may discuss general principles underlying such issues. They will normally discuss matters of general concern and not those peculiar to one class or Association, such questions should be left for the Association concerned to pursue through other channels. In the case of Regional and District Councils or Committees departmental discussion should be confined to purely departmental matters peculiar to the Region or District.

Regional General Councils composed of representatives of each class of civil servant in the Region nominated by the appropriate Staff Associations and meeting regularly under the Chairmanship of the Chief Commissioner. These bodies should be competent to discuss all general issues affecting the Region concerned. Agreements reached on matters within the competence of the Chief Commissioner should become operative.

The Central Civil Service Council for the Gold Coast composed of representatives of all classes and from all Regions meeting at least once a year under the Chairmanship of the Chief Secretary. This body should be competent to discuss and negotiate on all matters affecting the Civil Service in general and agreements reached on matters within the competence of the Gold Coast Government should become operative.

We do not consider that a compulsory arbitration tribunal is either an essential or desirable development in the present stage of Whitleyism in the Gold Coast.

Chapter XIII—Private Practice

Paragraphs

456

The time is not entirely suitable for the abolition of private practice but so far as the Gold Coast is concerned it is not ripe for a complete and drastic changeover even to the extent to which it has been carried in Nigeria. A start should be made in giving effect to the accepted principle, and a partial abolition of private practice should be undertaken on the lines indicated below.

457

(i) Subject to certain provisos and exceptions which follow below, private practice should be abolished in all public institutions.

(ii) Surgical Specialists should be allowed to retain half the fees charged for all surgical operations they perform inside Government institutions, the other half being paid to Government.

(iii) Government Medical Officers should be allowed to retain in full fees for consultations referred to them by private practitioners.

(iv) Government Medical Officers should continue to be allowed to charge fees for domiciliary visits.

(v) Government Medical Officers appointed before 1 January 1934 should be given the choice to retain their existing conditions of service in regard to private practice, or to surrender them and accept the new rates of pay and conditions, including the non-pensionable compensatory allowance recommended as (vi) below.

(vi) A compensatory non-pensionable allowance of £300 per annum should be paid to all Government Medical Officers holding clinical but not staff posts and who were appointed to the Service prior to the date when the Legislature takes a decision on our Commission's proposals, provided, in the case of officers appointed before the 1st January 1934, they have not elected to retain their existing conditions of service.

(vii) Staff Pay to Medical Officers of Health appointed to the Service prior to the date on which the Legislature takes a decision on our Commission's proposals, should be increased from the present £150 to £300 per annum. Officers appointed to Health Service and analogous posts after that date and who are unable to enjoy any of the concessions we recommend, should, during such employment, be paid Staff Pay at the rate of £150 per annum for such time as these concessions continue to be in force.

(viii) Such limited private practice as is still allowed should be regarded as a concession and not a right. It should be clearly understood that it is eventually intended to abolish all private practice for Government Medical Officers when the medical services in the country, both private and public, have so developed in extent and availability as to make this practicable.

459

The scheme should be worked out in detail by a Senior officer of the Medical Service and an officer of the Chief Establishments Officer's division. A representative of the doctors affected should be associated.

460

Steps should be taken well in advance of the abolition of private practice to ensure that Government hospitals are adequately stocked with drugs and equipment and that supplies can be maintained through official channels.

Chapter XIV—Miscellaneous Departments

462

Proposed rates of pay for posts (Administrative, Executive, Clerical and Sub-clerical) common to a number of Departments.

463–468

Recommendations in regard to qualifications of professional Engineers.

469

Standard qualifications should be prescribed for Draughtsmen and Surveyors.

470–471

Normal period of apprenticeship to qualify as trained artisan should be five years at rates of pay progressing from 4*s.* 6*d.* a day in the 1st year to 7*s.* a day in the 5th year. Rates proposed for fully qualified Artisans are as follows :—

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Artisan Grade II	£120 × £8–£200
Artisan Grade I	£210 × £10–£250
Leading Artisan	£260 × £10–£290
Chargeman Grade II	£300 × £15–£350
Chargeman Grade I	£370 × £20–£450 × £25–£500
Inspector of Works and above	£550 × £25–£700, etc.

472–478 Detailed recommendations in regard to Artisans and superior industrial grades.

479–486 Detailed recommendations, with special reference to the Railway Administration, in regard to skilled and semi-skilled labour, who should be placed on daily rates, subject to the right of serving staff to opt to retain their existing terms.

The range of daily rates proposed for this class of labour varies from 4s. 6d. to 10s. a day.

Recommendations in regard to :

487	The Staff of the Executive Council.
488–489	The Staff of the Speaker's Office.
490–496	The Audit Department.
497	The Public Service Commission.
498–500	The Supreme Court (other than the Judiciary).
501	The Ministry of Defence and External Affairs.
502	The Regional (now Political) Administration.
503–508	The Police Department.
509–513	The Printing Department.
514–519	The Public Relations Department.
521–523	The Crown Counsel.
524–525	The Magistrates.
526–527	The Assistant Commissioners of Lands.
528	The Solicitor Income Tax Department.
529–530	The Registrar General and Chief Registrar.
531	The Ministry of Finance (including Organisation and Methods Branch, Statistical Branch and Bulk Purchase Branch).
532	The Accountant General's Department.
533	The Customs and Excise Department.
534	The Income Tax Department.
535	The Ministry of Agriculture and Natural Resources.
536–544	The Agriculture Department.
545–549	The Animal Health Department.
550	The Cocoa Rehabilitation Department.
551–552	The Fisheries Department.
553–556	The Forestry Department.
557	The Game Department.
558	The Rural Water Development.
559	The Tsetse Control Department.
560	The Ministry of Commerce, Industries and Mines.
561–567	The Commerce and Industry Department.
568–569	The Geological Survey Department.
570–572	The Mines Department.
573	The Ministry of Communications and Works.

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Recommendations in regard to :

574-578	The Civil Aviation Department.
579-582	The Electricity Department.
583-584	The Meteorological Department.
585-607	The Posts and Telegraphs Department.
608-615	The Public Works Department.
616	The Transport Department.
617	The Ministry of Education and Social Welfare.
618	The Co-operation Department.
619-623	The Education Department.
624-627	The Prisons Department.
628	The Social Welfare Department.
629	The Ministry of Health and Labour.
630-632	The Labour Department.
633-648	The Medical Department.
649	The Ministry of Local Government.
650-652	The Lands Department.
653-654	The Survey Department.
655-656	The Ministry of Town and Country Planning and Housing.
657	The Housing Department.
658	The Ministry of Development.
659-677	The Gold Coast Railways and Harbour Administration.

Chapter XV—Conclusion

678-682	General,
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REPORT OF THE COMMISSION
ON THE
CIVIL SERVICE OF THE GOLD COAST
1950 - 51

APPENDICES

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APPENDICES

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- II. List of witnesses who gave oral evidence.
- III. Statement of written representations received by the Commission.
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- V. Extract from a 'Working Party' Report, dated 7th July, 1949.
- VI. Standards for Machine Operators.
- VII. 'Special entry points.'
- VIII. Rates of Overseas Pay.
- IX. Notes for assistance in assessing the value of industrial posts.
- X. Rental proposals.
- XI. Extracts from the evidence of the Director of Public Works and the Director of Agriculture.
- XII. Paper on 'Improving Public Management' by Mr. J. R. Simpson, C.B., Director Organisation and Methods Division, H.M. Treasury.
- XIII. Copy of Confidential Annual Report, as used in the Colonial Office.
- XIV. Note on Constitutional Position of Whitley Councils.
- XV. Extract from the Report of the Commission on the Private Practice of Medicine and Surgery by Officers of the Department of Medical Services, Nigeria, by Sir Sydney Phillipson, C.M.G.
- XVI. Holmes Report—Extract on Chief Establishment Officers.
- XVII. Salary proposals in detail.

APPENDIX I

ITINERARY OF THE COMMISSION'S TOUR OF THE COLONY, ASHANTI, AND THE NORTHERN TERRITORIES

14.11.50 to 13.12.50	Accra. (Interviewing and visiting departmental workshops and offices.)
14.12.50	Proceeded to Kumasi by air.
15.12.50	Kumasi. (Interviews.)
16.12.50	Kumasi. Visit to Bobori Forest Reserve and Asawasi Housing Estate.
17.12.50	Proceeded to Sunyani by road.
18.12.50	Sunyani. (Interviews and visiting hospitals, Post Office, etc.)
19.12.50	Proceeded to Obuasi by road. Visit to Bekwai en route.
20.12.50	Obuasi. Visit to Ashanti Goldfields.
21.12.50	Proceeded to Cape Coast by road.
22.12.50	Cape Coast. Visited Saltpond (Geological Survey department).
23.12.50	Cape Coast. (Interviews and visiting hospital.)
24.12.50	Proceeded to Accra by road.
27.12.50 to 3.1.51	Accra. (Interviews and visiting departments.)
4.1.51	Proceeded to Tamale by air.
5.1.51 to 7.1.51	Tamale. (Interviews and visiting housing estate, etc.)
8.1.51	Proceeded to Bawku by road. Visit to Pong Tamale (Animal Health department and Forestry Office) en route. Also Bolgatanga.
9.1.51	Bawku. Interviews and visit to Mogonori.
10.1.51	Zuarangu. Visit to Bolgatanga market and hospital.
11.1.51	Proceeded by road to Lawra. Visited Tumu en route.
12.1.51 and 13.1.51	Lawra. Visit to Kamba Valley. (Tsetse clearing scheme.)
14.1.51	Proceeded by road to Wa. Visit to Babile. (Market and Agricultural Station.)
15.1.51	Wa. (Interviews.)
16.1.51	Proceeded by road to Tamale. Visit to Damongo en route (Gonja Development Company).
17.1.51	Tamale.
18.1.51	Proceeded by air to Accra.
19.1.51 to 26.1.51	Accra. (Interviews and visiting departments.)
27.1.51	Proceeded by road to Koforidua.
28.1.51 and 29.1.51	Koforidua. Visit to Tafo (W.A.C.R.I.) and Bunsu. (Agricultural Training School.)
30.1.51 and 31.1.51	Ho. Visited Akuse and Kpong. (Waterworks.)
1.2.51 to 5.2.51	Accra.
6.2.51	Proceeded by air to Takoradi.
7.2.51 to 11.2.51	Takoradi. (Railway and Harbour Administration.)
12.2.51	Proceeded to Tarkwa by rail. Visited Nsuta en route. Visited Chamber of Mines at Tarkwa ; A.B.A. Mine ; Railway Housing Estate.
13.2.51 and 14.2.51	Takoradi. (P.W.D. Stores and Post Office Workshops and Stores.)
15.2.51	Proceeded by road to Cape Coast.
16.2.51	Proceeded by road to Accra.
17.2.51	Dodowah. (Joint Provincial Council of Chiefs.)
18.2.51 to 15.4.51	Accra. Interviews and visiting departments, etc. Visits to Winneba, University College Achimota, Weija Waterworks.
16.4.51	Proceeded by air to Takoradi.
17.4.51	Takoradi (Railway and Takoradi Harbour Administration).
18.4.51	Embarked M.V. <i>Accra</i> for Liverpool.

APPENDIX II

LIST OF WITNESSES WHO GAVE ORAL EVIDENCE

- 18.11.50 His Excellency, the Governor.
- 20.11.50 1. Senior officers of Establishments Branch, C.S.O.
2. Mr. R. L. Cheverton, Director of Medical Services.
- 21.11.50 Mr. A. B. Reisz, Government Statistician.
- 22.11.50 to 24.11.50 Mr. R. A. G. Wilkins, Postmaster-General, and Post Office officials.
- 25.11.50 Mr. G. Worthington, Government Printer, and staff.
- 27.11.50 Mr. R. L. Brooks, Permanent Secretary, Ministry of Agriculture and Natural Resources.
Mr. R. W. Ross, Director of Agriculture.
Mr. J. D. Broatch, Deputy Director (Cocoa Industry).
- 29.11.50 1. Mr. R. L. Brooks ; Mr. D. Stevenson, Chief Conservator of Forests.
2. Mr. R. L. Brooks ; Mr. S. Simpson, Director of Veterinary Services.
- 30.11.50 Mr. R. L. Brooks.
Mr. D. S. D. McWilliam, Acting Commissioner for Cocoa Rehabilitation.
- 1.12.50 Mr. M. G. Hewson, Registrar of Co-operative Societies.
- 4.12.50 1. Mr. A. L. Adu, Commissioner for Africanisation.
2. Mr. R. E. G. Wilkins, Postmaster-General.
- 5.12.50 Mr. T. Barton, O.B.E., Permanent Secretary, Ministry of Education and Social Welfare.
Mr. S. J. Hogben, Director of Education.
Mr. M. F. G. Wentworth, Acting Deputy Director.
- 6.12.50 Mr. J. B. White, Director of Public Works.
Mr. D. McCulloch, Deputy Director.
Mr. D. Howie, Chief Accountant.
- 7.12.50 Mr. I. G. Jones, Commissioner of Labour.
- 8.12.50 1. Mr. A. T. Flutter, Acting Director of Housing ; Mr. W. S. Crane, Assistant to Director of Housing.
2. Mr. E. J. Prah, Acting Chief Transport Officer.
- 11.12.50 Mr. I. D. MacLennan, O.B.E., Chief Electrical Engineer.
- 12.12.50 Mr. M. K. N. Collins, Commissioner of Police.
- 14.12.50 1. Mr. W. H. Beeton, Chief Commissioner of Ashanti.
2. Local Heads of Departments, Kumasi.
- 15.12.50 1. Representatives of Survey Department Union, Kumasi.
2. Representatives of Broadcasting Employees Union, Kumasi.
3. Representatives of Air Services Workers Union, Kumasi.
4. Representatives of Association of Junior Civil Servants, Kumasi.
- 16.12.50 Mr. F. G. Harper, Senior Assistant Conservator of Forests.
- 18.12.50 1. Mr. P. L. Lindsell, District Commissioner, Sunyani.
2. Mr. D. J. Buahin, Education Officer, Sunyani.
3. Mr. R. Wood, Inspector of Works, Sunyani.
4. Mr. L. Q. Reimmer, Inspector of Produce, Sunyani.
5. Mr. J. Gordon, Assistant Conservator of Forests, Sunyani.
6. Dr. I. J. Amorin, Medical Officer, Sunyani.
7. Postmaster, Sunyani.
- 19.12.50 1. Mr. D. P. Hardy, Senior District Commissioner, Bekwai.
2. Dr. G. McHugh, Medical Officer, Bekwai.
- 20.12.50 Mr. George, Manager, Ashanti Goldfields, Obuasi.

- 21.12.50 1. Mr. W. B. Van Lane, Acting Puisne Judge, Cape Coast.
2. Mr. N. C. Lawrence, Assistant Director of Education, Cape Coast.
3. Dr. G. Watt, Assistant Director of Medical Services, Cape Coast.
- 22.12.50 1. Mr. W. T. S. Brown, Deputy Chief Conservator of Forests, Cape Coast.
2. Mr. A. Jones, Assistant Director of Agriculture, Cape Coast.
3. Mr. T. Hirst, Director of Geological Survey ; Mr. D. A. Bates, Deputy Director.
- 23.12.50 1. Mr. G. Paltridge, Assistant Director of Public Works, Cape Coast.
2. Dr. C. Odamtten-Easman, Medical Officer, Cape Coast.
3. Mr. A. J. Loveridge, O.B.E., Chief Commissioner of the Colony.
- 28.12.50 Mr. V. J. A. Lillie-Costello, M.C., Public Relations Officer ; Mr. R. J. Moxon, Deputy Public Relations Officer ; and other members of the staff of the department.
- 3.1.51 Mr. C. F. Williams, Commissioner of Lands.
- 4.1.51 1. Mr. G. N. Burden, M.B.E., Chief Commissioner of the Northern Territories.
2. Representatives of Senior Civil Servants Association, Tamale.
- 5.1.51 1. Mr. R. M. Bryant, Education Officer, Tamale ; and members of the department.
2. Mr. J. McCabe, Assistant Superintendent of Police, Tamale.
3. Mr. M. W. Bryce, Assistant Director, Rural Water Development.
4. Mr. M. F. T. Ward, Executive Engineer, P.W.D.
5. Mr. R. S. Russell, Station Engineer, Electricity department.
6. Mr. Sackey, Assistant Transport Officer, Tamale.
7. Representatives, Junior Civil Servants Association, Tamale.
- 6.1.51 1. Mr. A. J. Townsend, M.C., Assistant District Commissioner, Tamale.
2. Mr. I. W. Bennett, M.B.E., Regional Public Relations Officer, Tamale.
3. Col. H. E. Colbeck, Exchange Manager, Labour department.
4. Mr. Buckman, and staff of Tamale Post Office.
5. Mr. C. B. Moses, Prison Superintendent, Tamale.
6. Staff of Printing department, Tamale.
7. Staff of Treasury, Tamale.
8. Mr. R. Smith, Assistant Director of Agriculture, Tamale.
- 8.1.51 1. Mr. I. W. G. Cameron, Senior Assistant Conservator of Forests.
2. Mr. Hinds, Department of Animal Health, Pong Tamale.
3. Mr. E. H. Salmon, Assistant District Commissioner, Zuarungu.
- 9.1.51 1. Mr. J. B. H. Goble, Assistant District Commissioner, Bawku.
2. Representatives of Junior Civil Servants Association, Bawku.
3. Mr. D. Sim and M. G. Yearsley, Assistant Conservator of Forests, Bawku.
4. Dr. D. B. Scott, Medical Officer, Bawku.
- 10.1.51 1. Mr. T. A. Mead, Senior District Commissioner, Mamprussi.
2. Treasury Clerk, Zuarungu.
3. Mr. A. Lesslie, Agricultural Officer, Zuarungu.
4. Mr. C. T. H. Buckley, Station Engineer, Bolgatanga.
5. Mr. G. S. Usmar, Inspector of Works, Bolgatanga.
- 11.1.51 1. Mr. G. M. Darling, Assistant District Commissioner, Tumu.
- 12.1.51 1. Mr. D. M. Dyer-Ball, Assistant District Commissioner, Lawra.
2. Dr. K. R. S. Morris, Director, Tsetse Control, Lawra.
3. Mr. A. J. Cox, Game Warden.

- 14.1.51 1. Representatives ,Junior Civil Servants' Association, Lawra.
2. Lawra Na and others.
3. Mr. L. F. Derraugh, Agricultural Officer, Babile.
- 15.1.51 1. Mr. G. N. E. Charles, D.S.O., District Commissioner, Wa.
2. Dr. J. D. Grene, Medical Officer, Wa.
3. Wa Na and others.
- 16.1.51 1. Mr. J. H. F. MacGiffin, District Commissioner, Damongo.
2. Mr. Panton, Manager, Gonja Development Company.
- 17.1.51 1. Dr. R. Ramsay, A.D.M.S., Tamale.
2. Dr. M. P. Browne, M.O., Tamale.
3. Mr. G. M. Burden, M.B.E., Chief Commissioner of the Northern Territories.
- 19.1.51 1. Sir Sydney Phillipson, C.M.G.
- 22.1.51 1. Mr. H. C. Wheatley, O.B.E., E.D., Director of Prisons.
2. Mr. A. B. Reisz, Government Statistician.
- 23.1.51 1. Mr. A. G. Butcher, Chief Meteorologist.
2. Mr. N. E. M. Giles, Airport Manager.
- 24.1.51 1. Mr. C. M. Bayfield, Acting Comptroller of Customs.
- 25.1.51 1. Mr. A. B. Reisz, Government Statistician.
2. Mr. I. G. Jones, Commissioner of Labour.
- 26.1.51 1. Mr. R. E. G. Wilkins, Postmaster-General.
- 28.1.51 1. Mr. L. A. Britton, District Commissioner, Koforidua.
2. Mr. F. Slippe, Inspector of Produce, Koforidua.
3. Mr. C. B. Amonoo, Agricultural Survey Officer, Koforidua.
4. Mr. J. Thompson, Inspector of Works, Koforidua.
5. Representatives, Junior Civil Servants' Association, Koforidua.
6. Representatives, Health Workers' Union, Koforidua.
7. Representatives, Post Office Employees' Union, Koforidua.
8. Representatives, P.W.D. Employees' Union, Koforidua.
9. Representatives, Field Assistants, New Juaben.
- 29.1.51 1. Mr. West, Director, W.A.C.R.I. Tafo, and members of staff.
2. Mr. P. S. Hammond, Assistant Director of Agriculture (Cocoa), and members of staff at Bunsu.
- 30.1.51 1. Mr. J. Dixon, Senior District Commissioner, Ho.
2. Mr. H. T. Rooke, Assistant District Commissioner.
3. Mr. J. M. Bannochie, Education Officer, Ho.
- 31.1.51 1. Mr. D. Marsh, Assistant Conservator of Forests, Ho.
2. Mr. G. A. Owen, Medical Officer, Ho.
3. Mr. A. G. West Pierce, Assistant Superintendent of Police, Ho.
4. Mr. R. S. Pardey, Inspector of Works, Rural Water Development.
5. Mr. W. H. Self, Inspector of Works, P.W.D.
- 1.2.51 1. Mr. E. C. Maguire, Executive Engineer, P.W.D.
2. Mr. J. Casley, Chief Inspector of Works, P.W.D.
3. Mr. L. G. Watkins, Station Engineer, P.W.D.
- 3.2.51 1. Mr. A. H. Smith, Commissioner of Income Tax.
- 5.2.51 1. Mr. R. L. Brooks, Permanent Secretary, Ministry of Agriculture and Natural Resources.
2. Mr. W. Harrison, Acting Director of Surveys.

- 6.2.51 to 11.2.51 1. Mr. W. H. Salkield, General Manager of the Railways and Harbour Authority. During this period the Commission met all Railway Heads of Branches and a number of other members of the Railway and Harbour staff. They also interviewed representatives of Railway Workshop Foremen, Marine Workers' Association, Enginemen's Association and the Railway Employees' Union.
- 12.2.51 1. General Manager, Manganese Mine, Nsuta.
2. Lt. Col. L. H. Bean, General Manager, Gold Coast Chamber of Mines, Tarkwa.
- 13.2.51 3. Mr. D. M. McNair, Chief Inspector of Mines, Tarkwa.
1. Dr. H. M. Carson, M.O.H., Takoradi.
2. Mr. J. S. McGregor, Surgical Specialist, Sekondi.
3. Dr. J. R. S. Innes, M.O., Takoradi.
4. Association of Junior Civil Servants, Takoradi.
5. Association of Senior Civil Servants, Takoradi.
6. Mr. N. Pearson, Station Engineer, Takoradi.
7. Representatives of Anti-Malaria Control Workers' Union, Takoradi.
- 14.2.51 1. Representatives of the Public Works Department Union, Takoradi.
2. Transport Employees' Union, Sekondi.
3. Representatives of the Post Office Employees' Union, Takoradi.
4. Waterworks Employees' Union, Takoradi.
- 15.2.51 1. Chief Commissioner of the Colony, Cape Coast.
- 17.2.51 1. Meeting with the Standing Committee of the Joint Provincial Council of Chiefs, Dodowah.
- 20.2.51 1. Mr. M. Dorman, Director of Social Welfare.
- 21.2.51 1. Mr. McKissack, Solicitor General.
2. Mr. Murphy, Chief Registrar ; Mr. H. B. Benson, District Magistrate.
- 22.2.51 1. Mr. J. Lilly, Director of Rural Water Development.
- 23.2.51 1. Mr. F. R. Johnson, M.B.E., Senior Fisheries Officer.
2. Mr. A. E. S. Alcock, Secretary and Executive Officer, Town and Country Planning Board.
- 24.2.51 1. Mr. A. B. Reisz, Government Statistician, and staff.
- 26.2.51 1. Mr. A. B. Reisz, Government Statistician.
2. Mr. R. E. G. Wilkins, Postmaster-General.
- 27.2.51 1. Mr. R. F. Pinder, O.B.E., Director of Audit.
2. Representatives, Divisional Court Registrars.
- 28.2.51 1. Mr. Balme, Principal, University College.
- 1.3.51 1. Representatives of Association of Senior Civil Servants.
- 2.3.51 1. Representatives of Association of Junior Civil Servants.
- 3.3.51 1. Delegation of African Senior Civil Servants.
2. Mr. L. G. Lingley, representing District Magistrates.
- 5.3.51 Mr. W. A. S. Cole, Acting Permanent Secretary, Ministry of Commerce, Industries and Mines ; Mr. Ferguson, Director of Commerce and Industry ; Mr. R. E. Vidal, Assistant Director (Commerce) ; Mr. Shoolman, Assistant Director (Marketing).
- 6.3.51 1. Mr. T. H. W. Gould, Accountant General ; Mr. R. F. Pinder, Director of Audit.
2. Mr. K. Tours, Permanent Secretary, Ministry of Finance ; Mr. C. D. A. Pullen, Principal Assistant Secretary, Chief Secretary's Office.

- 7.3.51 1. Mr. E. N. Jones, O.B.E., Secretary for Development.
2. Mr. K. C. Tours, Permanent Secretary to Ministry of Finance.
- 8.3.51 1. Mr. R. E. Walker, Commissioner for Cocoa Rehabilitation.
2. Mr. C. M. Bayfield, Acting Comptroller of Customs and Excise.
- 9.3.51 1. Dr. J. B. Danquah.
- 10.3.51 1. Mr. A. H. Smith, Commissioner of Income Tax.
- 13.3.51 1. Mr. A. B. Reisz, Government Statistician.
2. Mr. J. B. White, Director of Public Works.
- 14.3.51 1. Representatives, Health Workers' Union.
2. Representatives, Electrical Workers' Union.
3. Representatives, Air Service Workers' Union.
4. Representatives, Customs and Excise Employees' Union.
5. Representatives, Waterworks Employees.
6. Representatives, Transport Department Employees' Union.
- 15.3.51 1. Mr. S. MacDonald-Smith, Permanent Secretary to Ministry of
Commerce and Works.
2. Representatives, Meteorological Workers' Union.
- 16.3.51 1. Mr. W. J. Davies, Personnel Manager, Railways.
- 17.3.51 1. Mr. I. G. Jones, Commissioner of Labour.
- 19.3.51 1. Mr. S. J. Hodgson, Director of Education ; and Messrs. Wentworth
and Bickerstaff.
- 20.3.51 1. Mr. E. M. Hyde-Clarke, Permanent Secretary to Ministry of Local
Government.
- 21.3.51 1. Mr. R. P. Armitage, C.M.G., M.B.E., Financial Secretary.
- 22.3.51 1. Mr. R. L. Cheverton, Director of Medical Services.
2. Mr. S. W. Cooper, Surgical Specialist, representing Medical Officers.
- 24.3.51 1. Mr. J. Duncan, District Commissioner, Accra.
- 27.3.51 1. Mr. R. L. Cheverton, D.M.S.; Miss V. M. V. Luscombe, Principal
Matron ; Dr. H. C. Armstrong, Assistant D.M.S.
2. Mr. D. A. Sutherland, Permanent Secretary to Ministry of Commerce,
Industry and Mines.
- 29.3.51 1. Messrs. Wraith and Greenwood, Advisors on Local Government.
- 30.3.51 1. Mr. J. O. Frappell, Deputy Chief Accountant, Railways.
- 1.4.51 1. Senior Staff, Weija Waterworks.
- 2.4.51 1. Establishments and Personnel Branch, Chief Secretary's Office.
2. Mr. J. B. White, Director of Public Works ; Mr. W. Dempster,
Deputy Director.
- 4.4.51 His Excellency, the Governor ; Mr. R. H. Saloway, C.I.E., O.B.E., Chief
Secretary ; Mr. R. P. Armitage, C.M.G., M.B.E., Financial
Secretary.
- 5.4.51 1. Sir Mark Wilson, Chief Justice.
2. Mr. D. A. Sutherland, Permanent Secretary, Ministry of Commerce,
Industry and Mines.
- 6.4.51 1. Mr. R. W. Ross, Director of Agriculture.
2. Mr. I. D. MacLennan, Chief Electrical Engineer.
- 7.4.51 1. Mr. A. L. Adu, Commissioner for Africanisation.
- 9.4.51 1. Meeting with The Governor in Executive Council.
- 10.4.51 1. Mr. J. B. White, Director of Public Works.
2. Mr. R. E. G. Wilkins, P.M.G.

- 11.4.51 1. Mr. Evans, Permanent Secretary, Ministry of Defence and External Affairs ; Mr. K. Tours, Permanent Secretary, Ministry of Finance ; Mr. A. L. Adu, Commissioner for Africanisation ; Mr. H. M. Roemmele, Senior Assistant Secretary, Chief Secretary's Office.
- 12.4.51 2. Mr. G. Hadow, O.B.E., Secretary to the Governor.
- 13.4.51 1. Mr. R. E. G. Wilkins, Postmaster-General.
- 17.4.51 1. Mr. R. L. Brooks, Permanent Secretary, Ministry of Agriculture and Natural Resources ; Mr. D. Stevenson, Chief Conservator of Forests.
- 8.5.51 1. Mr. W. H. Salkield, General Manager of Railways, and Harbour Authority.
1. Mr. J. Mulhall, Chairman, Public Service Commission.

APPENDIX III

LIST OF WRITTEN REPRESENTATIONS RECEIVED

Association of Senior Civil Servants of the Gold Coast, Accra.
Association of Senior Civil Servants, Sekondi/Takoradi division.
Association of Senior Civil Servants, Tamale Division.
Association African Senior Civil Servants of the Gold Coast.
Association of Junior Civil Servants, Ashanti Division.
Association of African Junior Civil Servants of the Gold Coast, Accra.
Technical Staff of ' G ' Scale, Kumasi.
Government Shorthand Writers.
Unestablished Officers of the Government Statistician's Office.
Various Junior Staff branches of the Medical Department.
Association of Junior Civil Servants, Bekwai.
Junior Staff of the Department of Agriculture, Cape Coast.
Association of Junior Civil Servants, N.T.s Branch, Tamale.
Representation from Messengers of Government Departments, Tamale.
Representatives of Junior Staff, Department of Agriculture, Northern Territories.
Association of Junior Civil Servants, Lawra.
Association of Junior Civil Servants, Koforidua.
Messengers' Union, Koforidua.
Association of Junior Civil Servants, Sekondi/Takoradi.
Anti-Malaria Control Workers' Union, Sekondi/Takoradi.
Air Service Workers' Union, Accra.
Air Service Workers' Union, Kumasi.
New Juaben Field Assistants, Department of Agriculture.
New Juaben Temporary Clerical Assistants.
Broadcasting Department Employees' Union, Kumasi.
Commercial Officers, Department of Commerce and Industry.
Customs and Excise Employees' Union, Accra.
District Magistrates of the Supreme Court.
H. J. Cridland, District Magistrate, Ho.
Station Engineers of the Electricity Department.
Government Electrical Workers' Union, Accra.
Welfare Committee of Ex-Servicemen in the Gold Coast Civil Service.
Fisheries Staff of the Fisheries Department.
Fisheries Staff of the Fisheries Department, Keta.
Forestry Department Employees' Union, Dunkwa.
Field Assistants of the Geological Survey Department.
Health Workers' Union, Accra.
Health Workers' Union, Koforidua Branch.
Health Workers' Union, Korle Bu Branch.
Assistant Exchange Managers, Labour Department, Accra.
Valuation Staff of the Lands Department.
Record Draughtsmen, Lands Department.
African Clerical Staff, Medical Department.

Labourers of the Medical Department, Koforidua.
 Laboratory Superintendents of the Medical Department.
 Representation from M.O.s of the Medical Department.
 Representation from M.O.s stationed in the Northern Territories.
 Meteorological Staff Union, Accra.
 Assistant Meteorologists of the Gold Coast.
 Meter Readers and Meter Inspectors, Electricity Department.
 Meter Readers, Kumasi.
 Established and Unestablished Non-Pensionable Employees.
 Messengers' Union, Accra.
 Water Rate Collectors.
 Mosquito Headmen, Medical Department, Tamale.
 Watchmen and Store Boys, Medical Department, Tamale.
 Headmen, Medical Department, Tamale.
 Gold Coast African Nursing Service, Korle Bu.
 Senior Nursing Service, Accra.
 Junior Nursing Service, Accra.
 Female Mental Nurses, Accra.
 State Registered Nurses and Student Nurses of the Gold Coast.
 Post Office Employees' Union, Kumasi.
 Male Telephonists of the Posts and Telegraphs Department.
 Post Office Employees' Union, Koforidua.
 Post Office Employees' Union, Takoradi.
 Staff of Government Press, Tamale.
 Warders Welfare Board, Prisons Department.
 Public Works Department Employees' Union, Takoradi.
 Public Works Department Employees' Union, Cape Coast.
 Public Works Department Employees' Union, Koforidua.
 Radiographers of the Medical Department.
 Station Staff of the Traffic Branch of the Gold Coast Railway, Kumasi.
 Gold Coast Railway Employees' Union, Sekondi.
 Gold Coast Railway Enginemen's Association, Sekondi.
 Gold Coast Railway Marine Workers' Association.
 Deck Crews of Takoradi Harbour.
 Workshop Foremen of the Gold Coast Railway.
 Staff of the Registrar General's Department.
 Sanitary Superintendents of the Medical Department, Cape Coast.
 Assistant Welfare Officers of the Department of Social Welfare.
 Bailiffs of the Western Province of the Gold Coast, Sekondi Branch.
 Bailiffs of the Western Province, Cape Coast Branch.
 Bailiffs of the Registrar-General's Department, Accra.
 Staff of the Supreme Court, Accra.
 Court Interpreters, Accra.
 Junior Clerical Staff of the Supreme Court, Accra.
 Surveyors' Association, Survey Department, Accra.
 Survey Department Employees' Union, Kumasi.

Survey Department Employees' Union, Accra.
Survey Department Surveyors' Assistants.
Gold Coast Teachers' Union.
External Teachers of the Gold Coast Teachers' Union.
Technical Staff of the Education Department, Mampong, Ashanti.
Government Transport Department Employees' Union.
Vital Statistics Branch of the Medical Department.
Waterworks Employees' Union, Accra.

NOTE.—In addition to the above formal representations, the Commission received a large body of written evidence from official sources which has not been listed, as well as numerous letters from private individuals on matters within the Commission's terms of reference.

APPENDIX IV

HOUSING PROGRESS REPORT AND PROGRAMME FOR 1951-52

Housing completed to date or under construction :

Accra : 1548 single rooms in Compounds
 700 three and four-roomed houses for sale
 500 temporary structures still to be converted to permanent houses

Kumasi : 158 three-roomed houses
 190 two-roomed houses
 1236 single quarters
 40 combined stores and dwellings

Sekondi/Takoradi : 53 three-roomed houses
 160 two-roomed houses
 1450 single quarters

In addition there are 2000 rooms (1000 completed) in the Railway Estate at Takoradi (North Effiakuma).

Cape Coast : 4 three-roomed houses
 36 two-roomed houses
 180 single quarters

Obuasi : 10 three-roomed houses
 30 two-roomed houses
 190 single quarters
 30 combined stores and dwellings

Housing projected for 1951-52 :

Accra : 350 houses of four rooms
 240 single quarters

Sekondi/Takoradi : 190 two-roomed houses
 50 single quarters
 30 combined stores and dwellings

Tarkwa : 400 room units
 10 combined stores and dwellings

Obuasi : 100 two-roomed houses
 350 single quarters

Kumasi : 40 three-roomed houses
 144 two-roomed houses
 12 combined stores and dwellings

Bibiani : 1000 single quarters
 6 combined stores and dwellings

Cape Coast : 40 two-roomed houses
 100 single quarters
 6 combined stores and dwellings

2. The provisional 10-year programme allows for an expenditure of £2,500,000 to 1960, which at present-day prices is equivalent to 18,000 room units and in addition the sums of £300,000 and £500,000 respectively are allowed for Village Improvement and Rural Housing and Rehousing in connection with slum clearance.

3. £2,000,000 is provided for a scheme to assist persons financially to build their own houses.

EXTRACT FROM A REPORT OF A WORKING PARTY DATED 7th JULY 1949

The position as it was presented to us is most disturbing. On the 1st June 1949, there were 451 vacancies in the Senior Service (including 72 Temporary Agricultural Survey Officers) and difficulties were being experienced in filling even a small proportion of these posts. During the last year 58 officers had declined offers of appointment, for the most part because they were unwilling to come to the Gold Coast under present conditions of service, or because they had in the meantime received more lucrative offers elsewhere.

In addition to the difficulty of recruiting new officers to fill existing vacancies, the Government is losing trained officers in disquieting numbers before they reach the normal retiring age. Excluding nursing sisters, the Government is losing 41 trained officers a year because they are unwilling to continue serving in the Gold Coast, and are attracted by more lucrative and congenial appointments elsewhere.

A yearly loss of 41 experienced officers (and this number shows signs of increasing) in addition to the normal wastage from retirements, transfers on promotion, invalidings, etc., while existing vacancies cannot be filled, is placing an intolerable strain on serving officers. Unless this situation can be rectified and rectified immediately we are unanimously agreed that there is a grave danger of a breakdown of the Government machine.

Emoluments and conditions of service should take into account the career opportunities in the United Kingdom and in other parts of the Empire, and in particular the lively competitive market which at present exists for the services of administrators and technicians. We appreciate that Civil Service salaries in the Gold Coast should not be related to the highest individual salaries of highly competitive professional and commercial posts, but we feel it is essential that the status and remuneration of expatriate civil servants should not be markedly lower than those of similar posts in the United Kingdom, particularly in view of the steadily increasing responsibilities and volume of work placed upon them.

Service in West Africa has always had certain disadvantages. Frequent periods of leave in a temperate climate cause additional expenditure; officers' children cannot receive even elementary education in the Gold Coast; and officers are forced at some stage in their careers to keep up two establishments. In addition it must be admitted that recent developments have rendered service in the Gold Coast less attractive than formerly and additional inducement has to be offered in order to attract and retain officers with the requisite qualifications.

We realise that problems of recruitment cannot all be solved by additional remuneration. The aftermath of the war caused a decrease in the supply of the type of officer required just at a time when the United Kingdom Government policy created a lively demand, and increased emoluments and improved conditions of service will not bring forward candidates to fill all the vacancies. There is no doubt however that under present conditions the Government is not getting its share of the candidates who are available. Unless therefore salaries are offered in the Gold Coast which compare favourably with those offered for similar work in other countries the Government will not get candidates to fill vacancies except those who are unable to secure employment elsewhere, while serving officers in increasing numbers will leave the Gold Coast for more remunerative and congenial appointments.

In our view it would be shortsighted if the Gold Coast Civil Service did not offer conditions attractive enough to secure the best available talent. Officers of the highest calibre are required for the planning of the economic and social development of the country, and for the training of increasing numbers of Africans to fill responsible positions.

Where salaries have been fixed at rates applicable to locally recruited staff the principle has been adopted that if the salaries are insufficient to attract and retain officers from overseas, expatriation pay should be provided for such officers. This principle was followed in the Harragin revision of salaries and the position has now been reached where the existing rates of pay, basic plus expatriation, are not sufficient. A study of the existing rates of pay, including expatriation pay, in the four main groups of colonies, shows that West Africa in all cases lags behind, whereas local conditions demand that West African terms should be comparatively more attractive.

APPENDIX VI

STANDARDS FOR MACHINE ASSISTANTS AND MACHINE OPERATORS

Machine assistants should perform the simplest work, machine operators the more complex, and senior machine operators the best, including supervision and training. The following standards are laid down, but Departments may interpret them according to their needs, provided that they do not depart from them very far :—

(b) MACHINE ASSISTANTS :—

Calculators

Must operate a machine for all types of adding, and perform other calculations of a simple and repetitive nature as incidental work. For example, add individual amounts on unit documents or on lists to obtain totals; extend rates by quantities when the factors used in the calculation are clearly expressed.

Accounting Machines

Must operate a machine on simple repetitive work involving the recording of information from clearly expressed documents and print the amount accumulated by the machine, but not effect the reconciliation. For example, prepare payable orders and Paymaster General schedules, cheques and cash sheet summaries or receipts and ancillary documents.

Punched Cards

Must punch alphabetical and/or numerical information from clearly expressed documents involving no coding by the operator ; verifying alphabetical and/or numerical punching and punch correction cards ; do reproducing, gang punching, interpreting and transcribing on repetitive work with fixed plug boards or panels plugged under supervision.

(c) MACHINE OPERATORS :—

Calculators

Must operate a machine for the full range of arithmetical processes normally undertaken in Government offices, when the factors used in the calculations are intelligible to the operator. Must print the balances and the amounts accumulated by the machine, but not effect the reconciliation. For example, post stock records, ledger accounts, prepare pay lists and ancillary documents.

Punched Cards

Must punch and/or verify alphabetical and/or numerical information taken from a variety of documents and be involved in the coding of information to be punched ; operate a plain sorter, counting sorter, printing counting sorter, collator or interpolator, multiplying punch, cross adding punch, selective reproducer, Hollerith E.6, E.6/6 or E.11, tabulator or any one of Powers tabulators. Or operate two or more of the following : reproducer or gang punch, interpreter or transcriber, automatic verifier. Or set up machines from charts.

(d) SENIOR MACHINE OPERATORS :—

Calculators

Must operate a machine for the full range of arithmetical processes on a variety of work not necessarily repetitive, and be able to interpret the documents on which the calculations are based. Alternatively, must supervise machine assistants or machine operators and assist in training.

Accounting Machines

Must operate a machine to record book-keeping entries when analyses and/or balances are obtained and be responsible for the post audit of the work completed by machines. Must be able to interpret the information to be recorded from the posting media. The work includes posting of controls, balancing and reconciliation. Alternatively, must supervise machine assistants or machine operators and assist in training.

Punched Cards

Must operate a Hollerith rolling total tabulator and be responsible for the set up of the machine. Alternatively, must supervise machine assistants or machine operators and assist in training, and be able to set up machines for the more complex tasks.

APPENDIX VII

SPECIAL ENTRY POINTS (see also paragraph 215)

<i>Profession</i>	<i>Additional increments proposed for Professional training</i>	<i>Modification of present position</i>	<i>Proposed entry point in salary scale</i>
Architect	2	None	£610
Engineers (with 2 years practical experience after qualifying)	2	None	£610
Geologists	0	Two increments at present allowed withdrawn	£550
Valuers	5	One additional increment proposed	£700
Legal Officers	2*	Allows entry immediately on qualifying instead of after 3 years professional experience	£610 (minimum)
Veterinary Officers	5	No change	£700
Doctors	6	No change	£730
Survey	0	No change	£550
Agriculture (including Specialists), Chemists	1	One increment proposed	£580
Administrative	0	No change	£550
Education	0	No change	£550
Forestry	0	No change	£550
Mining	2	Two increments proposed	£610

* *Legal Officers* : Two years incremental credit on qualifying as Legal Officer plus one increment for each year of approved professional experience up to eight. (See paragraph 521.)

NOTE 1.—Where no provision made for special entry point, entry will be at minimum of scale.

NOTE 2.—The above proposals in regard to additional increments for approved professional training assume that existing regulations as to additional increments for approved professional experience will continue to apply.

APPENDIX VIII

RATES OF OVERSEAS PAY

<i>Present Rates :</i>	<i>Proposed Rates :</i>
Less than £450 — £125	
£450- £599 — £150	
£600- £700 — £200	£550- £699 — £250
£701- £829 — £250	£700- £960 — £300
£830-£1050 — £300	£961-£1080 — £350
£1051-£1175 — £350	£1081-£1350 — £400
£1176-£1350 — £400	
£1351-£1600 — £450	£1351-£1600 — £450
£1601-£1850 — £500	£1601-£1850 — £500
Over £1850 — £600	Over £1850 — £600

APPENDIX IX

NOTES FOR ASSISTANCE IN ASSESSING THE VALUE OF "INDUSTRIAL" POSTS

The Commission found on its arrival in the Gold Coast an established relationship between the large number of industrial workers in Government service which was based largely on the recommendations of the "Korsah" and "Harragin" Commissions. In paragraphs 152-161 we have already explained that the attempt to incorporate industrial workers inside a salary structure designed for the Civil Service is bound to result in a number of anomalies and inequities. The Commission was not aware of the methods adopted by the two previous Commissions to determine the correct relativities as between different work, and had not itself sufficient time to undertake an independent investigation. It was therefore obliged to accept the "Korsah" relationships for the preliminary "ranging" given by way of example in paragraph 480. No doubt on closer examination on the lines now proposed, some of the existing relationships will be shown to be wrong, and the examples given in paragraph 480 should therefore be regarded as a rough guide to enable the grading work to be started.

2. In the U.S.A., Holland, French West Africa, and to some extent the United Kingdom, progress has been made with the solution of the problem of fixing wage differentials within industries on a more scientific basis than "collective bargaining", which in present inflationary conditions has the inherent defect of being a competitive struggle between groups of workers for the limited purchasing power available at a time when national production is lagging behind consumption. Moreover the adoption of the "Parodi" system in French West Africa is doubtless based on the fact that "collective bargaining" alone is not very suitable for a country where Trades Unionism is at an early stage of development. In these countries a system of "point rating" is being evolved which aims at fixing a true and equitable differential between the various jobs in an industry, after taking into consideration a number of relevant factors. A number of marks is awarded for each different factor, and the total number of marks awarded determines the place of each job in the final scale which will be drawn up when all the various

jobs have been rated". Though this system is commended for study by the Labour Department and the Gold Coast Trades Unions, it is not suggested that it should be made use of in its entirety for the conversion of industrial staff to the new rates, largely because of the inevitable delay which would result from the introduction of such a novel system. Its importance from the Gold Coast point of view is that the system necessitates what is called a "job specification" for each job. "This means a comprehensive and accurate list of all the duties to be performed by the operative for each occupation, even to the extent of walking from one point of the workshop to another. When drawing up the specification, care is taken to ensure the inclusion of additional duties, outside those listed, which can properly be asked of the operative. When the job specification has been completed it will be found—or at least this has been common experience—that for the first time there is a complete schedule of duties for both staff and operatives, a copy of which may be presented to new entrants as an indication of what is required of them". It is important to appreciate that the "specification" should apply to the job to be done and *not* to the individual who does it, nor necessarily to the manner in which he actually performs the job.

3. The first step in the Gold Coast therefore is for Departments to prepare job specifications for each post to be graded. In addition to the actual work to be done these specifications should show for each post the following details :—

- (i) Source of recruitment, *i.e.*, direct from school, by promotion from a lower post such as unskilled labour, etc.
- (ii) Technical qualifications required, where they are normally acquired by candidates, and the length of time taken to acquire them.
- (iii) Whether literacy is essential, desirable or unessential ; if essential, the minimum educational qualifications required.
- (iv) Normal prospects of advancement (if any) and how that advancement can be achieved —*i.e.*, what additional skill, etc., is required for advancement. Normal prospects of advancement should show the various posts in the hierarchy to which the candidate can aspire.

4. When the job specification has been satisfactorily completed the work of grading within the recommended range can begin. The basis of comparison for each post should be the unskilled labourer working in one of the large towns. When grading each post in relation to the unskilled labourer the following factors should be assessed and given their proper weight :—

- (i) *Skill, training and experience.* This should be regarded as the most important factor and weighted accordingly. Particular attention should be paid to length of training needed and experience on the job before becoming really skilled. Literacy and the extent to which it is required is an important element under this heading.
- (ii) *Responsibility and mental requirements.* Under this heading consideration should be given to the degree of responsibility for expensive material and equipment and the risk of loss through lack of care ; to the effect of lack of care on subsequent operations ; to the degree of precision required ; to the risk of injury to other workers or members of the Public.
- (iii) *Physical requirements.* Under this heading consideration should be given to whether the work is abnormally heavy to an extent that it is unattractive, or whether it is disagreeable owing to dirt, fumes, dust, heat, constant travelling, etc.
- (iv) *Risk.* Under this heading consideration should be given to the liability to industrial disease or the possibility of severe injury.

The grading envisaged is to be used primarily to fix the differentials between jobs. This done, the next step is to fix for each job the appropriate daily rate within the various ranges between 4s. 6d. and 10s. suggested in paragraph 480. Finally, while grading fixes the rate for the job, the Merit Rating proposed in paragraph 242 fixes the rate for the individual worker according as he is good, fair, or indifferent. (See also paragraphs 481 and 482.)

5. These notes are intended to be a guide to Departments and Staff Associations in the task of determining the correct relationships between various types of skilled and semi-skilled labour. It is necessary at this stage to stress again :

- (i) The need for a careful job specification before the grading work can begin. In this task the Heads of Departments might be well advised to seek the assistance of the Trades Unions concerned.
- (ii) The main factor in job evaluation among the categories concerned is skill, training and experience. It is not necessary to go into the refinements of weighting each separate factor as is done in more advanced industrial countries. It is, however, essential that the system adopted is simple and clearly understood by all concerned.
- (iii) The final gradings should be agreed in consultation with the Heads of Departments and the Staff Unions.

Note.—We gratefully acknowledge the help given to us by Mr. C. A. Lidbury both by discussion and advice, and in allowing us to quote from his book “ A National Wages Policy ”.

APPENDIX X

RENT PROPOSALS (See paragraphs 246–250)

<i>Class of House</i>	<i>Rental Platform (basic salary)</i>	<i>Rent</i>	
		<i>Partly Furnished</i>	<i>Unfurnished</i>
C	Under £550	5% of salary	4% of salary
B	Ditto	6% of salary	5% of salary
A	Ditto	7% of salary	6% of salary
III	{ Under £700	£60	—
	{ £701–£960	£75	—
II	£961–£1350	£90	—
I	{ £1351–£1550	£120	—
	{ Over £1550	£150	—

APPENDIX XI

EXTRACT FROM THE EVIDENCE OF THE DIRECTOR OF PUBLIC WORKS

Coming now to the causes of waste and inefficiency in so far as the Public Works Department is affected, the fundamental reason lies in the unco-ordinated implementation of the Development Plan. Although a Ten Year Plan of Development has been drawn up, the planning of its execution and the phasing of the various projects appears to have been completely ignored. The result of this has been that the Department has been making strenuous efforts to carry out a vast amount of work with a staff which is completely inadequate for the task, with the inevitable consequence that general inefficiency in the completed project is evident. An example of general inefficiency is the high cost of building which is at present causing Government considerable concern. This inefficiency does not lie in the organisation of, or the methods employed by, the Public Works Department. The trouble is that too much is being done by too few. This is wasteful of health, energy and money and efficient progress is impossible. In addition, in spite of the fact that work in hand is more than can be undertaken, the Department is continually being harassed by demands to undertake more work, usually being given a target date for completion which bears no relation to facts. Any protest to this effect may be regarded as an admission of inefficiency which reflects on the whole Department, causes the Directorate in turn to harass Executive Officers, although it is well known to the Directorate that the officers in question are already doing more than should reasonably be expected of them, resulting in complete frustration, nerve strain and discontent all round. It is a curious fact that at the very time when Government are advertising for a particular technical officer at a high salary, the senior officer of the Department under which the new recruit will be expected to work, should he materialise, has applied for an immediate transfer to any Colony, so long as the Gold Coast can be left behind. This Senior Officer, who is a first class Engineer, has been undertaking the design and construction of works which Government now propose shall be handed over to Consulting Engineers at a cost of many thousands of pounds. This officer's determination to leave the Gold Coast is the direct result of the lack of understanding displayed by Government in its approach to the facts of life as they affect the construction of Civil Engineering projects.

Surely the execution of such an important programme as the Ten Year Development Plan, requiring such a large number of capital works, should also be planned and phased in such a way that it would progress in a satisfactory and efficient manner. This planning should be done with a realistic eye on the human and material resources of the country, and all attempts to carry out the agreed programme in a third of the decennium firmly resisted. In so far as the part to be played by the Public Works Department in bringing this plan to fruition is concerned, once an agreed progression of projects has been laid down, Government should have sufficient confidence and faith in its Public Works Department to allow the Department to undertake the works without hindrance or unnecessary distraction.

The order of priorities given to projects, already arrived at after due consideration of the capacity of the country to carry out work, using all agencies, should be strictly adhered to. Deviation from such a programme by the introduction of new schemes can only have the effect of completely disorganising the machinery, leading to chaos and the result that nothing gets done properly and the cost of works ceases to be a relevant factor.

EXTRACT FROM THE EVIDENCE OF THE DIRECTOR OF AGRICULTURE

I propose to draw attention to only one other aspect of the Department of Agriculture's relations with Central Government. In the immediate post war period there was a universal and very natural urge towards economic and agricultural development, and this was stimulated locally by the advent of numerous Missions to West Africa which made many recommendations which carried the authority of experienced experts. Demands for statistical data from United

Nations Organisation and the Colonial Office increased enormously. Concurrently, the machinery for co-ordinating planning was greatly strengthened at Secretariat level by the formation of a Rural Development branch, and together this made emergency demands upon the unstrengthened and overworked administrative machinery of this department. There are indications that under the strain of these pressures coupled with the stress of the swollen shoots' emergency there was and remains considerable danger of a breakdown of the departmental organisation.

In consequence investigations have been undertaken which could not be accorded adequate supervision, demonstrations have been given from motives of political expediency, the growth of crops were encouraged which could not be profitably produced. No sound and lasting benefit can result from such precipitate action, and it must be made abundantly clear that the atmosphere of crisis must be relieved if the department is to attain the technical efficiency which the needs of the country demand.

General Agriculture and Research Organisation (Technical)

Postwar planning of agricultural development has far outrun departmental capacity to implement the plans, and the consequent imposition of *ad hoc* priorities for specific items has rendered impossible the continuity of any long term policy following the only technically sound and logical sequence of Agricultural Survey, Field Experimentation, and the application of results to indigenous agricultural practice. Not only is the staff totally inadequate to fulfil the main functions of a department of agriculture, but there is in the country no facilities for departmental research and experimentation worthy of the name, or comparable with other West African Territories, and the pressing need for basic data covering a comprehensive range of fundamental problems remains unsatisfied.

The significance of these unmistakable facts may not have been sufficiently stressed in the Ten Year Plan which unobtrusively proposes to make good these elementary deficiencies—namely specialist laboratory facilities and Central Research Stations within the main ecological regions. The Plan in effect aims at the creation and equipment of a basic agricultural organisation which, except in token form, did not previously exist, and it is not therefore a mere extension of existing services.

APPENDIX XII

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IMPROVING PUBLIC MANAGEMENT

By J. R. SIMPSON, *Director, Organisation and Methods Division, H.M. Treasury*

This paper is concerned primarily with the improvement of public management in the field of organisation and methods. The best way I can deal with this subject is to recount the progress and development of organisation and methods work in the British civil service, rather than to attempt to give anything in the nature of a lecture on principles or fundamentals. The reader must judge whether British experience has any significance or application in other administrations whose constitution and traditions may differ greatly from those of Great Britain.

Although it is possible to sort out the elements of management, management is nevertheless a single entity and all its parts are interdependent. Although at times and in particular circumstances some elements may seem of greater importance and be given greater attention, good management requires that all its elements should be integrated and harmonised.

A question that is frequently posed is which of the two broad fields into which management can be divided is the more important—(1) personnel management including recruitment, training, promotion, and selection of staff, welfare, and staff relations, or (2) organisation and methods covering the physical things including accommodation, equipment, and working conditions as well as relationships and procedures. This is a particularly fatuous question because there is in fact no choice. A good happy staff well selected and trained with good leadership would not remain so for long in an inefficient organisation having archaic methods and appalling working conditions. On the other hand, a perfect organisation and the most modern methods could never be effective without good personnel. Organisation and methods and personnel cannot be treated as separate independent elements in management; good personnel management and sound organisation and methods must develop side by side.

The Establishment and Organisation Officer

It is recognition of this affinity between these two broad fields which has led to the appointment in every department in the British civil service of an establishment and organisation officer as the principal staff aid on management. It is a highly placed post and in the large departments it is one of the four appointments in the hierarchy which need the sanction of the Prime Minister; the selection of an officer to fill it is not left solely to the discretion of the Minister or the permanent secretary of the department.

Good management in all its phases must be practiced all down the line, but its maintenance and development can be guided and stimulated from the top. This is the main function of the establishment and organisation officer. He does not, at any point, interfere in the line of authority, but he does possess considerable influence and power, particularly since his agreement is required for the provision of staff, accommodation and equipment. His functions and his sphere of influence extend to the recruitment of temporary staff (the recruitment of permanent staff is wholly in the hands of the Civil Service Commission), allocation of recruits to the various divisions, training, promotion, welfare, the provision of an organisation and methods of service, accommodation and equipment.

Establishment and organisation officers were first created after World War I in 1919, since when they have steadily developed and have become important key posts throughout the service. Not all of the functions of these posts have developed at the same pace and in 1942 a Select Committee of the House of Commons, in a report entitled *Organisation and Control of the Civil Service* (Sixteenth Report from the Select Committee on National Expenditure, Session 1941-1942), picked on two elements which they considered had not been given due emphasis. One was training of the staff and the other was organisation and methods. As a result of the recommendations of the committee, work in these two fields has developed at a great rate in the last five or six years.

NOTE.—This paper is based upon an address given at the annual meeting of the Civil Service Assembly of the United States and Canada, held in Ottawa, Canada, October 4-7, 1948.

Training of Staff

In the field of training tremendous progress has been made. Every department now has a designated training development officer and the Treasury has appointed a director of training and education to guide and stimulate training over the whole service. Formal induction and post-entry training in departments has been introduced at all levels ; training on the job has been improved and systematised. In addition, central courses at the Treasury are run for those grades and on those subjects where departmental training cannot be readily devised. Modern training methods and devices such as films are now being extensively employed. Periods of sabbatical leave are to be granted to enable civil servants to study particular industries with which their departments are concerned, or to study administration in other countries. In these and many other ways training is now being given its rightful place in the field of public management.

There is one training activity which has attracted a good deal of public interest. Civil servants are traditionally regarded as lacking in clarity of expression and simplicity of literary style. The Treasury training division has recently produced a book on the use of official English appropriately titled *Plain Words*. It has proved a best seller, not only among civil servants, but among the public generally. The business world suddenly discovered that it, too, had its jargon and could learn a lot from this book produced primarily for the instruction of civil servants. The book is amusing as well as instructive. One of the many humorous touches is an extract from an essay of a child of ten who, describing a cow, said : " The head is for the purpose of growing horns and so that the mouth can be somewhere ". This is a plain statement of fact and the author asks why do we write when we are ten years of age " so that the mouth can be somewhere " and perhaps when we are thirty " in order to ensure that the mouth may be appropriately positioned environmentally ".

Organisation and Methods

The second criticism by the House of Commons Committee in 1942 related to organisation and methods. Speaking of the Treasury, which as the central department is expected to give a lead in these matters, the committee said : " . . . the period from 1919 to 1939 was marked by an almost complete failure to foster the systematic study of organisation as applied to Government Departments ". This was rather severe criticism and it has been largely responsible for subsequent developments. But there have been other factors at work.

The British civil service has always prided itself on being well organised. Over the years a great deal of time, thought, and effort have been given to improving the organisation of departments and the methods they employ. This has been particularly true of departments which have always been concerned with direct management problems, departments such as the Post Office and the Inland Revenue Department. But the functions of many departments have changed since the beginning of the war; they are no longer purely regulative but have become more and more those of management. This change has made it necessary for all departments to give more attention to management and, in particular, to organisation and methods.

This has led to a perhaps reluctant conclusion that these matters now need more specialist treatment. In the past it had been assumed that with long experience in the service one acquired all one needed to know about organisation and methods and that an officer appointed to take charge of an office, a division, or a department could safely be left without any specialist advice to organise and run his own show. The establishment and organisation officer exercised an influence over organisation and methods in the department as a whole and played an important part in the solution of all major organisation problems, but he had not, up to that time, developed O and M work as it is now known to the same extent as he had done his personnel management responsibilities.

I said there was reluctant recognition of the need for some specialisation and I confess myself to some qualms about the proliferation of specialists and experts in almost every field. Sometimes I think it is a too facile assumption that the solution to every problem is in these days to appoint a specialist—the man who knows more and more about less and less.

At the beginning of the war specialisation in organisation and methods was limited to office machines. There had been in existence for many years a small section of the Treasury charged with the responsibility of developing the use of modern office machines in government depart-

ments. In the early days of the war this section was expanded to cover a wider field of methods and it played some part in the organisation of new departments. This development toward greater specialisation was accelerated by the parliamentary committee report. A further spur was given when in 1947 the Estimates Committee of the House of Commons, after examining the progress made between 1942 and 1947, urged still wider developments and astonished the civil service by doing what no Estimates Committee had ever done before. It recommended more staff, better status, and more pay for O and M officers.

Each large department now has an O and M branch. This branch is an integral part of the departmental organisation and is not in any sense an outpost of the Treasury. The O and M branch is part of the staff responsible to the establishment and organisation officer and is parallel to the branch concerned with personnel management. The Treasury O and M division, in addition to other functions, which will be mentioned later, provides O and M service to all those departments too small to maintain an O and M branch of their own of adequate size and status. In this way every department of this service is provided with specialist assistance with organisation and methods problems.

The purpose of O and M is to assist in securing maximum efficiency in the operation of government executive machinery and by the expert application of scientific methods to organisation to achieve economy in cost and labour. O and M has two main functions: first, a systematic review of the organisation and methods of the department as a whole and of the various divisions and branches of which it is composed, and, second, advice and assistance on day-to-day problems and in the planning of new work or extended activities.

Although assistance on day-to-day problems, described by someone as "plumbing and maintenance", is regarded as an important function, the emphasis has been placed on the systematic review of the whole department. But preoccupation with the many problems created for government departments during the transition from war to peace tended to push this more important function of review into the background. Nevertheless, most departments have now made a start and it is hoped to complete the overhaul of all departments in a period of about three years.

The O and M staff both at the Treasury and in departmental branches operate on an advisory basis; they have no authority to impose their ideas on the officer responsible for the running of a department or a division or even a small office. It is advisory because from the very beginning it was decided that it would be wrong in principle and unsound as a piece of organisation to undermine the authority of the man at the head of an office by giving, to an outside specialist, authority to impose a form of organisation or methods of work. In practice we have found that the influence of sound and helpful advice is in any case more effective in these matters than authority. A revised organisation or a new method will produce the results claimed for it only if it is accepted as sound and workable by those whose job it is to put it into operation.

O and M is now accepted throughout the service as an invaluable staff aid to management. In the early days there was a reluctance to call in O and M assistance due to a belief that only those who had had years of experience on the work and were familiar with its technicalities and complexities were competent to deal with its organisation and methods. The advantage of specialist assistance had to be demonstrated and confidence in the ability of the outsider to give useful advice had to be built up. Gradually O and M came to be accepted as a service and in no sense an unwarranted interference with authority. Nowadays it is in most departments almost a routine to seek O and M help when things get in a jam or new programmes have to be planned and the problem in many departments is how to cope with the numerous and varied calls for O and M assistance.

Factors in Success

How has this acceptance of O and M been secured and what are the factors that have contributed to making O and M a success in the British civil service? If I try to give the answers to these questions I do so recognising that they may derive from peculiarities in the British civil service which are not paralleled elsewhere.

The most important factor probably has been the interest in O and M shown by the committees of the House of Commons and the readiness of the Government to accept recommenda-

tions the committees have made. In passing, it may be said that the Estimates Committee in some ways resembles the Appropriations Committees of the United States Congress but is very different in one respect. The Estimates Committee cannot add or subtract a penny piece from the budgets of expenditure of the various departments ; it can do no more than make recommendations to the Government. In 1942 and 1947 the committee gave a good deal of time to examining the operation and development of O and M work. It constantly supported what had been done, but directed its criticisms to the need for wider scope and more staff. On each occasion the Government has accepted the substantial recommendations. This has made it binding on all departments to stimulate and develop their O and M service. We have, therefore, a well defined policy, universally accepted, and a clear mandate for future development.

Without attempting to put them in order of importance other factors are these. Although O and M is a specialist function, care has been taken to avoid giving it any mystic or esoteric quality. O and M has never claimed a monopoly of wisdom on organisation and methods. O and M officers are not regarded as an exclusive professional sect ; they do not claim to invent brand new ways of doing things although they may do so occasionally. They attribute their skill to the technique of discovering and adapting the better forms of organisation and the more effective methods to the particular needs of a department, rather than inventing new ideas. There is in the civil service a great wealth of experience on which to draw in the search for improvements and close touch is maintained with the developments in industry and in other countries. In the civil service there are no trade secrets ; comparisons of performance and costs can be made freely between departments, and a successful idea in one office can readily be made available to any other office doing similar work.

Not all assignments produce substantial results and O and M does not subscribe to the idea that to change is necessarily to improve. A recommendation to make an organisation change or to introduce new methods must be supported by conclusive evidence which demonstrates beyond reasonable doubt that change is desirable—that there are defects in the existing set-up which can be remedied. Moreover, the demonstrable gains from the change must outweigh the advantages of leaving things as they are.

If changes are desirable then the facts are allowed to speak for themselves ; changes are not advocated as a matter of opinion based on theories and principles. O and M work is no more than applied common sense and it is a rule that it should be practiced on the ground and not in the clouds.

An O and M officer is under no obligation to produce substantial recommendations on every assignment he undertakes. There is no hesitation about giving a department or a bureau a clean bill of health if there is really little or nothing wrong with its organisation and methods. Any proposals O and M has to make are discussed with the head of the department or bureau before they are committed to writing and the O and M officer is happiest when he can say in his report that the recommendations he is making have been discussed and agreed with the chief executives concerned.

Much of this is, of course, a fairly well known selling technique and we are by no means the first to accept the need to sell advice on organisation and methods to the responsible executives. It is a common characteristic of a chief executive that he is rather touchy about organisation and methods. He will not mind confessing he is not very good at figures and he won't get angry if you point out mistakes in spelling and grammar, but he is bound to get extremely annoyed if it is suggested that he is not a good organiser. That is almost as bad as telling a man that he has no sense of humour. In our training course for O and M officers we always tell a newcomer that the best job he will ever do is one in which the boss he is helping is led to believe that all the ideas originated with him.

The next factor I would mention is the importance of securing the co-operation of staff at all levels. An important technique in O and M work is the manner in which an assignment is conducted. It must not appear to be an inspection, the purpose of which is to find fault, nor must it appear to put the staff on trial. Any proposals for changes should not be presented as criticism, but as the product of the co-operative effort by the O and M officer who contributes his time, his detached point of view, and his knowledge of similar operations in other departments and the operators who contribute their detailed knowledge and experience of the work under

examination and frequently ideas of their own for improvements and economies. The co-operation of the staff is therefore vital and can only be secured if the investigation is brought down to their level and if they are given an opportunity to see what is being done and as far as possible how it is being done.

O and M advice, developed in this way, is seldom rejected and we believe we are getting good results and substantial dividends. To recount in detail some of the successful assignments that have been undertaken would be tedious. But I would like to mention one assignment which provides a useful example of the type of work O and M is doing.

In 1946 when foreign travel again became possible, the spate of applications for passports overwhelmed the Foreign Office and resulted in long delays, so that at peak periods it took as long as three to four weeks to issue a passport. O and M was asked to advise on what could be done to improve matters in 1947 when an even greater rush for passports was expected. This request led to a thorough investigation starting with the regulations governing the issue of passports and the general policy determining the checks and safeguards employed. It is not surprising that since the regulations were drawn up about fifty years ago, many of them were found to be out of date and inappropriate to present conditions. New regulations were drawn up and a number of out-dated requirements eliminated. The forms of application were revised and simplified.

Arrangements were made for applications to be lodged at 1,800 Ministry of Labour offices scattered over the country instead of at central passport offices in London and two provincial cities. The organisation of the Passport Office was overhauled and the procedures streamlined. The layout of the offices was modernised. Advice was given on the selection and training of staff and on such things as rotation of duties, work loading, supervision, and so on. The result of all this was that when in 1947 nearly twice as many applications for passports were made, all passports, except in a small percentage of cases with unusual features, were issued within forty-eight hours of application with a reduction of nearly 40 per cent. of the staff used in 1946.

I confess to having chosen what is perhaps one of the more spectacular O and M assignments, although I would not rank it as the best of O and M achievements by any means. But it does serve as an example of how an O and M assignment can improve performance, give a better service to the public, and at the same time secure economies in manpower and money.

Our experience has proved once again the value of the outsider's point of view. There is nothing new in this. Indeed as long ago as 1870 Walter Bagehot, writing in *The English Constitution* of the advantages of appointing ministers who are not expert and long experienced in the work of their departments, said this :

... the intrusion from without upon an office of an exterior head of the office, is not an evil, but . . . on the contrary, it is essential to the perfection of that office. If it is left to itself, the office will become technical, self-absorbed, self-multiplying. It will be likely to overlook the end in the means; it will fail from narrowness of mind ; it will be eager in seeming to do ; it will be idle in real doing. An extrinsic chief is the fit corrector of such errors. He can say to the permanent chief, skilled in the forms and pompous with the memories of his office, " Will you, Sir, explain to me how this regulation conduces to the end in view? According to the natural view of things, the applicant should state the whole of his wishes to one clerk on one paper ; you make him say it to five clerks on five papers." . . . If a junior clerk asked these questions, he would be " pooh-poohed! ". It is only the head of an office that can get them answered. It is he, and he only, that brings the rubbish of office to the burning-glass of sense.

Many things, including the time ministers can give to the detailed operations of their departments, have changed in the eighty years since that was written but the advantages of what Bagehot called " extrinsic intrusion " into their operations still remain and constitute one of O and M's most useful assets. In particular, it facilitates the use of the acid test which should be applied to all activities and to every form, record, and procedure—is it essential to the purposes of the department? The starting point of every assignment is the purpose of the department or bureau or the service it is required to give ; the test to be applied to it as a whole is whether it is completely and satisfactorily fulfilling its purpose, and the test of every operation is whether it is necessary to the achievement of that purpose.

It is a curious phenomenon about offices, and not only government offices, that they tend to continue procedures, records, and statistics long after they have served any useful purpose. Worse still, there is a tendency to resist any attempt to disturb the routine.

Treasury O and M

In addition to its share of work on individual assignments, the Treasury secures correlation of O and M work over the whole service by regular meetings of the heads of departmental O and M branches, by frequent personal consultations, and by the publication of a bi-monthly magazine. The Treasury is also the natural focus for the accumulation of information about O and M activities throughout the service and about parallel activities outside government departments.

Close contact with industry and commerce is of special importance to civil service O and M work, particularly because most civil servants, including most of those on O and M work, have had no experience of working outside the service. An advisory panel of businessmen meets every month to review and discuss the developments and progress of the work in departments generally and the Treasury division in particular. Much help is obtained from individual business concerns and in the normal course of their duties O and M branches frequently go to industry for information bearing on particular assignment. In addition, commercial firms co-operate in the training courses for officers selected for O and M work ; they give talks about their own problems and provide opportunities for study of their organisations on the spot. The division keeps in touch with professional bodies and associations and with local government authorities.

Extensive contacts have also been made with civil services in other countries and considerable benefits have been secured from the exchange of ideas and experience with those interested in similar activities in those countries.

The Treasury undertakes, with the co-operation of the departments, study or research into matters of common concern. It also produces papers on the development of O and M technique. With the co-operation of departments a number of what can best be termed customer researches have been made—inquiries into the forms and procedures inflicted on various sections of the community, e.g. builders, exporters, and farmers. These inquiries are designed to discover, and wherever possible to remedy, difficulties or complexities in the completion of forms or returns and to eliminate any overlap in the requirements of various departments. The Treasury maintains an expert staff on office machines which is available to help all departments with their mechanisation problems. It also undertakes the training of all new staff selected for O and M work.

In these various ways the Treasury O and M division is able to integrate and stimulate O and M work throughout the service. It provides a meeting ground for O and M staff employed in the various departments and generally serves as a focus for O and M activities.

O and M Staff

The majority of officers employed on O and M work are drawn from the ranks of the permanent staff of departments. It has been possible by careful selection to obtain recruits who can be trained for the work. A number of experienced people from industry also are employed on temporary contracts. Thus people with wide knowledge of the civil service and of administrative work in industry are employed side by side and they combine to form a most resourceful team.

Civil servants will not normally be retained on O and M work indefinitely. It is the intention that, after a period of something like five years, they should be ploughed back into departmental work. This will secure a constant stream of new staff into O and M branches and will help to ensure that O and M does not get its feet too far off the ground. It will also make it possible to give training and experience in O and M work to a growing number of civil servants who are responsible for the management of operations.

Machinery of Government Work

Starting from specialisation on office machines, the scope of O and M work has been gradually extended to cover first the whole field of methods and then organisation and reviews

of the whole set-up of departments. In the last year it has been finally extended to the field of what is called the machinery of government—the allocation of functions to departments, their interrelationship, and the integration of departments in the organism of government as a whole.

This last extension has come about, again, mainly as a result of the examination into the development of O and M work undertaken in 1947 by the Parliamentary Estimates Committee. The committee recorded the view that the point had been reached when the O and M technique should be applied to the top organisation of the machinery of government. This recommendation was accepted. A Government Organisation Committee, the members of which are permanent secretaries of departments with the permanent secretary of the Treasury in the chair, has been set up. Its function is to direct investigations, using Treasury O and M as its task force, into various fields of government organisation.

There is no intention of attempting a review of the government machine in one huge investigation. The programme is to take individual governmental activities which concern a number of departments and to examine them in turn and to correct any faults or misallocation of functions which the examination reveals. It is expected that this task will take some years to complete. It will be co-ordinated with the reviews of the organisation of individual departments which are expected to raise questions concerning the allocation of functions to departments. Concurrently with this review a number of *ad hoc* assignments into day-to-day interdepartmental problems are being conducted.

O and M has thus become a service-wide institution and is now able to make its contribution to improving public management in every department and at all levels. Its primary task of reviewing or overhauling existing organisations and methods will occupy several years. But its work, like that of other aspects of public management, is never ending. Before the days of mechanical warfare, in the old rules for the cavalry it was said that, of all the faults of which a cavalry commanding officer can be guilty, one is inexcusable—immobility in action. That rule might well be adopted for management and particularly public management. I say particularly public management because it is essential to the preservation of democracy that the executive arm of government should attain a high standard of efficiency and effectiveness. That will require public management of a high order, dynamic in character and ever striving for improvement.

APPENDIX XIII

COLONIAL OFFICE

CONFIDENTIAL

ANNUAL REPORT ON MEMBERS OF THE STAFF FOR YEAR ENDING
 (TO BE RETURNED NOT LATER THAN THE)

SECTION I

(To be completed by the Officer)

Annual Report on(Name)
(Rank)
 Branch in which serving
 Date of birth
 Date of entry into :
 (a) Public Service
 (b) Department (if different from (a))
 (c) Present Grade
 Nature of work, or Branch, preferred.

SECTION II

(a) Seniority position in present grade
 No. of officers in present grade
 Next higher grade
 (b) Brief description of duties in period covered by Report.
 (To be completed by the Reporting Officer)

SECTION III

ASSESSMENT OF CAPACITY IN PRESENT GRADE
 (Inset X in the appropriate column)

	(a) FOR ALL GRADES						REMARKS A note must be made if the X is in A or E
	Out- standing	Very Good	Satis- factory	Indiffer- ent	Poor	No oppor- tunity for assessment	
	A	B	C	D	E	F	
1. Knowledge of work of Branch							
2. Knowledge of general work of Office							
3. Power of expression, written							
4. Power of expression, oral							

	(a) FOR ALL GRADES						REMARKS A note must be made if the X is in A or E
	Out-standing	Very Good	Satisfactory	Indifferent	Poor	No opportunity for assessment	
	A	B	C	D	E	F	
5. Reliability	To be assessed without regard to output ; connotes general reliability as well as accuracy of work.						
6. Output	To be assessed objectively ; <i>no</i> allowance should be made for age, disability, or temperament, but a marginal note inserted when these are relevant facts.						
7. Judgment	Does he draw sound conclusions from given facts? Does he foresee possible developments or repercussions? Does he show a good sense of perspective?						
8. Initiative	Does he think things out for himself? Does he suggest fresh ideas? Does he readily tackle a new job?						
9. Official conduct	Includes a reasonable attitude to colleagues of all grades. It is inappropriate to mark this higher than "C".						
10. Alertness of mind	Does he respond quickly to a given situation?						
11. Vigour of mind	Is he capable of sustained mental effort under pressure?						
12. Zeal	Is he ready, when the occasion requires, to put himself out in the interest of the public service?						
(b) FOR EXECUTIVE GRADES							
13. Power of taking responsibility	Does he take responsibility readily in all circumstances and with full appreciation of the issues at stake?						
14. Power of supervising staff	Has he the capacity for exercising smooth and effective control and for organisation? Does he promote team spirit and an interest in the work? Does he foster loyalty to the Department? Can he undertake the training of new entrants?						
15. Ability to organise							
16. Address and tact	Appearance ; manner of approach ; gift of saying the right thing at the right time.						

Further remarks, with a note of any special qualifications not included above :

SECTION IV

RECOMMENDATION FOR PROMOTION

(Insert X in appropriate " box ")

(1) Fitted for exceptional promotion to Administrative Class	
(2) Well qualified for promotion to next grade out of normal turn	
(3) Qualified for promotion in normal turn	

REMARKS :

NOTES

- (1) **Fitted for promotion to Administrative Class.** Such promotion would mean promotion outside the normal channel. The recommendation would apply only to an officer who gives clear indications of capacity to handle matters appropriate to the Administrative Class, such as the formulation of policy, the co-ordination and improvement of Government machinery, and the general administration of departments.
- (2) **Well qualified for promotion to next grade out of normal turn.** To earn this recommendation an officer must show exceptional potentialities (as compared with other members of his present grade of comparable seniority and experience) for discharging the duties of a higher grade.
- (3) **Qualified for promotion in normal turn.** This marking should be given to an officer who is satisfactorily performing the duties of his present grade and shows a definite indication of being capable of performing the duties of the next higher grade. Juniority or inexperience alone should not disqualify for this marking.

If an officer does not qualify for a marking under (1), (2) or (3) above the following section should be completed :—

Is considered not fitted for promotion because of

(a) the assessment under Heads No.....

and/or

(b) other reasons, namely :—

(If an officer is reported under this head as inefficient, the matter should be reported separately and specially to Establishment Department.)

These difficulties are :—

(a) considered beyond the officer's power to

correct or

(b) considered to be capable of correction.

NOTE

Where the defects are considered to be beyond the officer's power of correction there is no necessity for the Reporting Officer to inform him of the marking, but if the officer concerned enquires as to the marking he must be told of it fully and frankly. Where the officer's defects are marked as being capable of correction it is the duty of the Reporting Officer to inform him of the report on each occasion he receives a marking under this heading.

In either case any officer so informed should be told that he has the right to appeal to the Establishment Officer and that a member of the Staff Side may be present at the hearing of his appeal if he so desires.

If the officer wishes to submit observations in writing he may do so within seven days, and they should be attached to the report and considered.

REMARKS :

SECTION V

I hereby certify that in my opinion the standard of efficiency of the officer and his fitness for promotion are as indicated above.

Signature

Rank

Date

SECTION VI

Remarks by Countersigning Officer, who, if he does not agree with the markings in Parts III and IV, should alter them in red ink, initialling the alteration.

Signature

Rank

Date

APPENDIX XIV

NOTE ON CONSTITUTIONAL POSITION OF WHITLEY COUNCILS IN THE BRITISH CIVIL SERVICE

Whitley Councils are not merely advisory ; their decisions “ become operative ”. But the Official Sides of Whitley Councils are responsible to Ministers, and, unless Ministers have authorised Official Sides to agree no agreements can be reached on the Councils.

The following statement was agreed by the two sides of the National Whitley Council in 1921 :—

“ The establishment of Whitley Councils cannot relieve the Government of any part of its responsibility to Parliament, and Ministers and heads of departments acting under the general or specific authority of Ministers must take such action as may be required in any case in the public interest. This condition is inherent in the constitutional doctrines of parliamentary government and ministerial responsibility, and Ministers can neither waive nor escape it.

It follows from this constitutional principle that, while the acceptance by the Government of the Whitley system as regards the Civil Service implies an intention to make the fullest possible use of Whitley procedure, the Government has not surrendered, and cannot surrender, its liberty of action in the exercise of its authority and the discharge of its responsibilities in the public interest.”

That is to say, Official Sides have no authority except that of the Government, and the Government cannot be compelled to exercise its authority by way of Whitley procedure. But naturally, Official Sides should not disregard the advantages of acting in Civil Service matters by consultation and agreement with staff representatives wherever possible.

EXTRACT FROM THE REPORT OF THE COMMISSION ON THE PRIVATE PRACTICE OF MEDICINE AND SURGERY BY OFFICERS OF THE DEPARTMENT OF MEDICAL SERVICES, NIGERIA

By Sir SYDNEY PHILLIPSON, C.M.G.

RECOMMENDATIONS

Method of treatment.—In this Part I propose to set out my recommendations with such precision as is possible at this stage. These recommendations have not been worked out to their last detail because it is clearly desirable that decisions should be taken on issues of principle before time and energy are spent in working out their detailed application. Thus, though I propose that medical officers performing certain non-routine operations in Government hospitals should receive a proportion of the fees prescribed for such operations, I have not yet asked the Department of Medical Services to prepare a list of such operations. Similarly, I have not attempted to work out at this stage an approved scale of professional charges, in itself a task of some magnitude requiring consultation with the unofficial medical profession. There are other examples of the same kind, but in all such cases I indicate what in my opinion the next step should be if the scheme is accepted in principle.

The preceding Parts of this Report are the proper commentary on and apologia for my recommendations which I therefore propose to state as barely as possible, but for the sake of clarity and to serve as a guide to the Report, I append to each main recommendation references to the relevant paragraphs in the Report and, where necessary, explanatory notes are also added.

It is convenient to group the recommendations under the following heads :—

- (a) Recommendations affecting Government medical officers ;
- (b) Recommendations relating to injection practice ;
- (c) Recommendations affecting unofficial private medical practitioners not serving voluntary agencies ;
- (d) Provisional recommendations affecting Dental Officers.

The Part concludes with a paragraph in which the subject of procedure and implementation is discussed.

RECOMMENDATIONS

RECOMMENDATIONS AFFECTING GOVERNMENT MEDICAL OFFICERS

I. Subject to an option being allowed to medical officers appointed before the 1st January, 1934, or appointed on the same terms, in the matter of private practice as such officers, to remain on their present conditions of service in respect of private practice, no personal or private professional charge shall be made by Government medical officers for services rendered within any Government (including Native Administration) hospital, dispensary or other medical institution provided at public expense. This recommendation applies alike to in-patients and out-patients.

References.—Paragraphs 43 (c) and 47 (7) of the Report in particular but the whole Report relates.

Explanatory notes.—The term “ medical officer ” means any officer of the Medical Department engaged in the actual practice of medicine whatever his grade.

In this and other recommendations unless the context otherwise requires the phrase “ Government hospital, dispensary or other medical institution ” covers also institutions of this kind belonging to Native Administrations. The essence of the principle is the abolition of private practice in public institutions.

II. Fees for professional services (including operations) rendered in public institutions shall be in accordance with an officially prescribed scale which shall contain provision for the adjustment of fees according to the means of the patient : this scale along with a new scale of hospital fees to be worked out in due consultation with representatives of the unofficial private practitioners,

References.—Paragraphs 43 (c) and 47 (8) of the Report in particular.

Explanatory note.—Operations are expressly mentioned in this recommendation because at present the recognised scale of maximum private professional fees in Government hospitals and dispensaries prescribes no fee for operations.

III. The fees for professional services as prescribed under recommendation II above shall be recovered by the same process as are ordinary hospital and dispensary receipts, but they shall be credited to an official Medical Fund, expenditure from which, while reserved solely for medical purposes, will nevertheless be subject to the normal sanctions and control of public expenditure.

References.—Paragraphs 46 (10) and 47 (10) of the Report.

Explanatory note.—Even though fees for professional services will be under this recommendation set aside for definite purposes, it is proper that expenditure should be subject to normal sanctions and control. The precise method of achieving this is a matter for the Government financial authorities but what I have in mind is some such procedure as controls expenditure from such specific funds as departmental renewals funds: control outside the main budget. This point is, however, quite secondary.

IV. (1) Fifty per centum of the fees prescribed for certain non-routine operations performed within Government institutions shall be paid to the medical officers who perform them.

(2) A Government medical officer shall be allowed the fees prescribed for consultations in respect of cases referred to him by an unofficial private practitioner.

(3) These payments shall be made from the Medical Fund referred to in recommendation III above.

References.—Paragraphs 46 (4) and 47 (4) of the Report.

V. (1) A medical officer appointed before the 1st day of January, 1934, or appointed on the same terms, in the matter of private practice, as such an officer, if he elects for the revised conditions, shall receive a non-pensionable compensatory allowance of £120 a year during the remainder of his clinical service: this allowance to be payable at the officer's choice either annually or as a lump sum at the conclusion, whether this is caused by promotion or retirement, of his clinical service.

(2) All medical officers appointed on or after the 1st January, 1934, unless they are appointed on the conditions in the matter of private practice, applicable to officers appointed before that date, shall be required to accept the revised conditions.

(3) Staff Pay shall be raised from its present rate of £150 a year to £180 a year for all medical officers entitled to draw Staff Pay and appointed before the 17th January, 1946.

(4) Medical officers appointed on or after the 1st January, 1934, and before the 17th January, 1946, and not employed on work or in posts which entitle them to draw Staff Pay shall receive a non-pensionable compensatory allowance of £90 a year during the remainder of their clinical service: this allowance to be payable at the officer's choice either annually or as a lump sum at the conclusion, whether this is caused by promotion or retirement, of his clinical service.

(5) Staff Pay for medical officers appointed on or after the 17th of January, 1946, who are employed on work or in posts from which private practice is totally debarred should draw Staff Pay at the rate of £90 a year during such employment.

References.—Paragraphs 46 (5), 47 (5) and 48 of the Report.

Explanatory note.—Staff Pay and the compensatory allowance are mutually exclusive and must not be drawn together.

The reference to medical officers in sub-paragraph (5) of this recommendation is, of course, to medical officers on the long-time scale.

VI. Special arrangements should be made to ensure that the claim of any medical officer to have been appointed on terms, in the matter of private practice, different from those which the date of his appointment would suggest is impartially examined with reference to the documents of his

appointment so that this classification under recommendations (V) may be equitably and authoritatively determined.

References.—Paragraphs 29, 46 (5) and 47 (5) of the Report.

Explanatory note.—The Director of Medical Services and myself, as Commissioner on Special Duties (if I am available), might be appointed as a board to do this work which, though requiring meticulous care, will not be onerous.

VII. (1) Medical officers (including the officers now known as Assistant Medical Officers) not employed on work or in posts from which private practice is debarred shall be allowed to practise privately outside public institutions, such extra-mural private practice being regarded not as a right or a privilege to be enjoyed but as a means of helping to meet a public need and, where private practitioners are established, of supplementing their service to the public.

(2) Extra-mural private practice as above shall be subject to the following conditions :—

- (a) It is undertaken by medical officers as a service to the public incidental to their primary and full-time official duties.
- (b) It can be undertaken without detriment to the faithful and efficient performance of official duties.
- (c) In no case shall a Government medical officer be allowed to open a private consulting room or a private hospital or to set up openly in private practice by any similar expedient.
- (d) In undertaking extra-mural private work a medical officer shall be under an obligation to co-operate with any available unofficial private practitioner and to refer applicants for his services to such private practitioners, only accepting them if he is satisfied that it is the special wish of such patients to be attended to by him.

References.—Paragraphs 36, 42, 43 (g), 46 (1) and 47 (1) in particular of the Report.

VIII. In all stations where there are Government medical officers and unofficial private practitioners the senior Government medical officer engaged in clinical work shall arrange for regular consultations between the Government medical officers and the private practitioners as to the most efficacious manner of serving the public through the equitable distribution of available work.

Reference.—Paragraphs 46 (8) and 47 (8) of the Report.

* * * *

PROVISIONAL RECOMMENDATIONS AFFECTING DENTAL OFFICERS

XI. (1) Dental Officers appointed before the 1st January, 1934, or on the same terms, in the matter of private practice, as such officers, shall remain on the same terms as at present.

(2) All professional fees charged by other Dental Officers for their “ non-official ” services shall be in accordance with an officially prescribed scale and shall be paid into the Medical Fund referred to in recommendation III, official receipts being given for all payments made. Until the question has been further reviewed in the light of the information which this system will provide, these Dental Officers should receive from the Fund one-half of the sums so recovered for non-official work.

References.—Paragraphs 7 (6) and 31 of the Report.

Explanatory note.—In my view only a provisional arrangement is possible at present in the case of these officers whose position is in many respects different from that of a medical officer. My tentative impression is that it would perhaps be better if in future the Government encouraged dentists to establish themselves in private practice in Nigeria by paying them substantial retainers for particular work undertaken for Government. The present arrangement by which established and pensionable officers in receipt of substantial salaries must necessarily and through no contrivance on their part be engaged for a good part of their time on purely private and non-official work is certainly anomalous but no useful attempt can be made to rectify such anomaly as there is without first having some indication of the amount of official work in relation to private work and of the amount of official emoluments in relation to earnings from private work.

Procedure in regard to this Report : implementation and effective date

Earlier in this Report (paragraph 41) I devoted a brief paragraph to the peculiar difficulty of the problem under review. The various and to some extent conflicting interests involved the almost uniquely individual quality attaching to clinical work, the wide issues of policy implicit in the subject were, I suggested, among the causes contributing to the difficulty of the problem. Apart from these inherent difficulties, there are others of a more extraneous kind which are apt to stand in the way of expeditious and effective action. There is the difficulty that so many authorities, official and unofficial, are concerned. There is also the difficulty that any recommendations on this subject, however carefully thought out and well balanced, are bound to lend themselves to criticism. The plain fact is that a perfect solution, which would command the assent of all concerned, is not to be found. In other words, "holes" can be "picked" in any scheme put forward. Any proposals relating to this subject are bound to elicit critical representations of the most varying and contradictory kinds.

The point of the foregoing observations is that without a resolute determination on the part of the Government that an important departure should be made from the present position drift and uncertainty will continue indefinitely leaving in their wake exasperation, perplexity and ill-feeling. My view, therefore, is that, while ample time should be given to all concerned to make such representations as they see fit on my recommendations, there should be a firm intention to introduce a change in the present arrangements with effect from a date not later than the 1st April, 1950. I advise that this date be adopted as the "target" date.

While I do not suggest that my recommendations are not capable of improvement, I submit that they constitute the most suitable scheme for adoption in present Nigerian circumstances, being based on full consultation with all the interests concerned and a comprehensive review of all the relevant facts and considerations.

* * * *

CONCLUSION

General.—My general impression from such discussions as I have had with Government medical officers is that there is a recognition on their part of the need for a material change in present arrangements, though naturally their views on what that change should be differed widely. I am impressed by the consideration that without the goodwill and co-operation of the medical profession in Nigeria in both its branches, official and unofficial, no scheme, whatever its inherent merits, can be truly successful. It is important, in my opinion, that Government medical officers should recognise that in attempting to put private practice by them on a more satisfactory basis the Government (including their own departmental Headquarters) has no other concern than the public interest, which embraces, I suggest, their own true professional interest. I make this very obvious point because I have found on occasion that individual medical officers view the actions of Government in this respect with grave suspicion as an unnecessary interference with their interests and with arrangements which seem to them satisfactory enough. I have even come across an instance in which the argument, to me totally unconvincing, was advanced that the senior administrative medical officers of the Department are not in a position to speak for the interests of the clinical officers of the Department. Perhaps in the light of this Report the officers in question will realise that the purpose of the Government in this matter is not that of an impersonal and remote "busybody" pursuing some ideological will of the wisp but that the purpose is to achieve a settlement which, while being fair to all interests concerned, will effect reforms which are required by the public interest.

EXTRACT FROM THE "HOLMES" REPORT ON CHIEF ESTABLISHMENT OFFICERS

300. If the administration of any Colony is to be conducted on sound and economical lines, and if the civil servants in its employ are to be a contented body of men and women, it is essential that there should be an officer of high standing responsible direct to the Chief Secretary, as Head of the Civil Service, for all Establishment matters. Various titles have been given to such officers : in the paragraphs which follow we give them the designation of Chief Establishment Officer.

301. The functions of a Chief Establishment Officer fall into two broad categories. In the first place he should be responsible to Government for all matters relating to the organisation and staffing of every department of the Civil Service. It is for him to determine, in consultation with its Head, whether any department is over-staffed or under-staffed and to take the necessary steps to rectify the position. He should keep under review the proportion of higher to lower posts in order to secure, as far as possible, an even flow of promotion in the several departments. He should be on the watch to prevent waste of manpower and, in this connection, should consider how far the substitution of mechanical aids for personnel would conduce to more efficient and economical working.

302. In the second place, the Chief Establishment Officer's duties cover everything that touches the civil servant as an individual, his salary and all other conditions of service, his conduct, his promotion and his retirement. In virtue of these duties, he is the officer to whom staff associations and individuals (through their Head of Department) should bring their complaints, their grievances and other troubles. Some of these he will be able to settle himself : others will need to be brought before the appropriate Whitley Council, the composition and functions of which are referred to in paragraph 296 to 299. Disciplinary matters should be referred to him by Heads of departments, and by him, where necessary, to the Chief Secretary. In the matter of promotion, the presence of himself or of a member of his staff on all Promotion Boards—a subject which we discuss in paragraphs 282 and 291 should ensure parity of standards of promotion as between one department and another. All cases where it is proposed to call upon an officer to retire at the age of 45, in accordance with the recommendations which we make in paragraph 260 should be referred to him by the Head of department. In this matter, also, community of standards for the compulsory retirement of officers before the normal retiring age will be attained.

303. The functions of a Chief Establishment Officer which we have summarised briefly in the preceding paragraphs are as important as they are multifarious, and it is therefore not surprising to find that in the departments of the Home Civil Service the appointment (or removal) of the Chief Establishment Officer requires the Prime Minister's approval, and that, in the major departments, he is graded as an Assistant Under Secretary of State.

304. The Governments of the East African territories have been slower than the Government in the United Kingdom to recognise the importance of such an appointment. In Kenya and Tanganyika, Chief Establishment Officers, under other titles, have been appointed within the last year or so. In Uganda we understand that the creation of such a post has been sanctioned but that it has not yet been filled. In Zanzibar the size of the Civil Service would not warrant the appointment of a whole-time officer, but some other officer, not being, for reasons given below, the Financial Secretary, should be charged with the duties of Chief Establishment Officer, and his salary appropriately increased.

305. The absence until recent times of Chief Establishment Officers in any of the territories with which we are concerned has led to unfortunate results. When any major problem affecting salaries or other conditions of service has arisen, the usual practice has been to invite an individual or to set up an *ad hoc* committee to consider and report upon it. Short as it is, the history of the Civil Services, particularly that of Kenya, is studded with the reports of committees and individuals on particular Establishment issues, nearly all of which would more appropriately have fallen to

be considered and reported upon by the Chief Establishment Officer, had he existed. It is no reflection on the authors of these reports, for they were limited by their terms of reference and could not therefore consider the repercussions of their proposals on the Civil Services at large, to say that in many cases they created more problems than they solved.

306. Even in the two territories in which Chief Establishment Officers have been appointed, their proper status and functions have, in our view, been imperfectly appreciated. While it is obviously right and proper that proposals involving additional expenditure should be discussed by the Chief Establishment Officer with the Financial Secretary, it is neither right nor proper that the latter should be the chief adviser of Government on the merits of such proposals as distinct from their financial implications. There is high authority for saying that no man can serve two masters and it is not right to require any officer to do so by entrusting him with the duties of custodian of the public purse and those of guardian of the interests of public servants.

307. The position which has arisen whereby the Financial Secretary and not the Chief Establishment Officer is, at the official level, the ultimate authority on Establishment matters which have any financial bearings is due, in large measure, to the arrangement under which all but the most trifling expenditure not specifically covered by the Estimates has to be referred to the Standing Finance Committee of the Legislative Council. It is, of course, proper and indeed necessary that the Legislature should maintain a strict control over public expenditure, as is done in the United Kingdom through the media of the Select Committee on Estimates and the Public Accounts Committee, but we do suggest that in matters of Establishment detail it is bad business for Government to pay high salaries to responsible officers and reject their considered views.

308. We have written at some length on the subject of Chief Establishment Officers because we are convinced that a proper appreciation of their functions is essential to the efficient and economical organisation of the Civil Services, to the avoidance of anomalies as between one department and another, and to the maintenance of a contented service. Such an officer, if he is to discharge his duties effectively, must enjoy a high status, and we accordingly recommend that he should receive the same salary as that which we propose for the Heads of major departments. The staffing of his department will need careful consideration, and in that connection the racial composition of the Services should not be overlooked.

309. We have only one further observation to make on this matter. Discontent, and legitimate discontent, is bound to arise if, as a result of the Government of each territory considering its Establishment problems on a purely territorial basis, officers in one territory enjoy worse conditions of service than officers engaged on the same duties in another. In our recommendations we have endeavoured to remove such discrepancies where they exist, but it is certain that they will crop up again unless the Chief Establishment Officers are in a position to advise their respective Governments with a single voice. We regard it, therefore, as essential that the Chief Establishment Officers should meet periodically with a view to formulating, as far as may be, a common policy on matters of common interest, and submit their conclusions to their Governments. Such a procedure would be in line with that adopted by other Heads of departments.

APPENDIX XVII

SALARY PROPOSALS

POSTS COMMON TO A NUMBER OF DEPARTMENTS

<i>Post</i>	<i>Salary</i>
<i>Administrative Class :</i>	
Principal Assistant Secretary	£1600
Assistant Chief Commissioner	Ditto
Senior Assistant Secretary	£1250 × £50–£1350
Senior Administrative Officer	Ditto
Administrative Officer	£900 × £40–£1180
Assistant Secretary	Ditto
Assistant Administrative Officer	£550 × £30–£850
<i>Executive Class :</i>	
Higher Executive Officer	£370 × £20–£450 × £25–£500
Executive Officer	£200 × £15–£350
<i>Clerical Class :</i>	
Higher Clerical Officer	£290 × £15–£350
Clerical Officer	£120 × £10–£270
<i>Sub-Clerical Class, Typists, etc. :</i>	
Clerical Assistant	£90 × £5–£120 × £6–£144
*Typist	£95 × £5–£120 ; £126 × £6–£144
*Shorthand Typist	£120 × £6–£144 ; £152 × £8–£200
Supervisor of Shorthand Typists	£210 × £10–£270
†Stenographer/Secretary	£200 × £15–£350
Machine Assistant	£90 × £5–£120 × £6–£144
Machine Operator	£120 × £6–£144 × £8–£200
Senior Machine Operator	£210 × £10–£270

PERMANENT STAFF OF THE EXECUTIVE COUNCIL

<i>Post</i>	<i>Salary</i>
Secretary to the Executive Council	£2000
Administrative Posts	As required
Executive Posts	Ditto
Clerical and Sub-clerical posts	Ditto
Ancillary staff	Ditto

SPEAKER'S OFFICE

<i>Post</i>	<i>Salary</i>
Clerk to the Assembly	£1250 × £50–£1350
Deputy Clerk	£550 × £25–£700
Recorder	£550 × £25–£700
Assistant Clerk	£370 × £20–£500
Reporter	£370 × £20–£500
Clerical posts	As required
Sub-clerical posts	Ditto
Ancillary staff	Ditto

* Allowance of £1 a month payable when undertaking supervisory duties.

† Plus allowance of £4 a month.

AUDIT DEPARTMENT

<i>Post</i>	<i>Salary</i>
Director of Audit	£1600
Deputy	£1350
Principal Auditor	£1150 × £50–£1250
Senior Auditor	£1000 × £40–£1080
Auditor	£750 × £30–£960
Assistant Auditor	£550 × £25–£700
Senior Examiner of Accounts	Ditto
Other Executive posts	As required
Clerical posts	Ditto
Sub-clerical posts	Ditto
Ancillary staff	Ditto

PUBLIC SERVICE COMMISSION

<i>Post</i>	<i>Salary</i>
Chairman	£2000
Secretary	£1250 × £50–£1350
Executive posts	As required
Clerical and Sub-clerical posts	Ditto
Ancillary staff	Ditto

SUPREME COURT

<i>Post</i>	<i>Salary</i>
Chief Registrar	£1400
Magistrate	£900 × £40–£1180 ; £1250 × £50–£1350
*Assistant to Chief Registrar	£550 × £25–£700
Court Registrar Grade I	Ditto
Court Registrar Grade II	£370 × £20–£500
Assistant Court Registrar	£200 × £15–£350
Clerical posts	As required
Sub-clerical posts	Ditto
Ancillary staff	Ditto

MINISTRY OF DEFENCE AND EXTERNAL AFFAIRS

<i>Post</i>	<i>Salary</i>
Chief Secretary	£3000 (consolidated)
Secretary to Ministry of Defence and External Affairs	£1800
Special Commissioner (Industries)	£2000 or equivalent contract appointment
Chief Establishments Officer	£1800
Director of Recruitment and Training	£1600
Other Administrative posts	As required
Executive posts	Ditto
Clerical and Sub-clerical posts	Ditto
Ancillary staff	Ditto

* Plus allowance of £100 per annum, see paragraph 500.

POLITICAL ADMINISTRATION

<i>Post</i>	<i>Salary</i>
Chief Commissioner	£1900
Assistant Chief Commissioner	£1600
Senior District Commissioner	£1250 × £50–£1350
District Commissioner	£900 × £40–£1180
Assistant District Commissioner	£550 × £30–£850
Executive posts	As required
Clerical and Sub-clerical posts	Ditto
Technical posts and Sub-technical posts	Ditto
Ancillary staff	Ditto

POLICE DEPARTMENT

<i>Post</i>	<i>Salary</i>
Commissioner of Police	£1650
Deputy Commissioner	£1400
Assistant Commissioner	£1150 × £50–£1250
Senior Superintendent	£1000 × £40–£1080
Superintendent	£750 × £30–£960
Assistant Superintendent	£550 × £25–£700
Bandmaster	£550 × £25–£700
Paymaster	£550 × £25–£700
Quartermaster	£550 × £25–£700
Chief Inspector	£525 × £25–£600
Inspector Grade I	£425 × £25–£500
Inspector Grade II	£310 × £15–£370 × £20–£410
Sub-Inspector	£270 × £10–£300
Sergeant-Major	£280
Sergeant	£225 × £10–£265
Corporal	£185 × £10–£215
Constable Class I	£160 × £8–£176
Constable Class II	£136 × £6–£154
Constable Class III	£110 × £5–£130
Constable IV	£90 × £4–£106
Recruits	£80
Telephonists	Scales as fixed for General Post Office

PRINTING DEPARTMENT

<i>Post</i>	<i>Salary</i>
Government Printer	£1400
Deputy	£1150 × £50–£1250
Superintendent	£1000 × £40–£1080
Senior Assistant Superintendent	£750 × £30–£960
Assistant Superintendent	£550 × £25–£700
Printers' Engineer	} For grading team—see gradings in Railways and note on Industrial classes and Apprentices—paragraphs 470–486.
Process Engraver	
Supervisors	
Proof Reader	
Assistant Proof Reader	
Junior Technical Officers	} As required
Women Assistants	
Executive posts	Ditto
Clerical posts	Ditto
Sub-clerical posts	Ditto
Ancillary staff	Ditto

PUBLIC RELATIONS DEPARTMENT

<i>Post</i>	<i>Salary</i>
Director of Public Relations ..	£1600
Public Relations Officer	£1150 × £50–£1250
Regional Public Relations Officer	£1000 × £40–£1080
Senior Publications Officer	£1000 × £40–£1080
Publications Officer	For grading team
Assistant Publications Officer ..	Ditto
Script Writer	Ditto
Unit Organiser	Ditto
Production Assistants	Ditto
Cinema Officer	£750 × £30–£960
Cinema Technician	£550 × £25–£700
Assistant Cinema Officer	For grading team
Cinema Commentator	Ditto
Superintendent Photographic Section	£550 × £25–£700 or preferably on contract terms
Staff Photographers	For grading team
Senior Programme Officer	£1000 × £40–£1080
Studio Manager	£750 × £30–£960
Programme Officer	£550 × £25–£700
Assistant Programme Officer	Proposed executive grading
Chief Broadcast Engineer	£1250 × £50–£1350
Senior Broadcast Engineer	£900 × £40–£1180
Broadcast Engineer	£550 × £30–£850
Stores Superintendent	£550 × £25–£700
Technical Officers	} For grading team to compare with Post Office technical officers
Station Assistants	
Other Executive, Clerical, Sub- clerical, Sub-technical posts and Ancillary staff	As required

MINISTRY OF JUSTICE

<i>Post</i>	<i>Salary</i>
Attorney General and Minister for Justice	£2750 (consolidated)
Solicitor General and Permanent Secretary	£1800
Legal Draftsman	£1250 × £50–£1350
Director of Public Prosecutions	Ditto
Crown Counsel	£900 × £40–£1180 ; £1250 × £50–£1350
Assistant Crown Counsel	£550 × £30–£850
Clerical posts	As required
Sub-clerical posts	Ditto
Ancillary staff	Ditto

REGISTRAR-GENERAL'S DEPARTMENT

<i>Post</i>	<i>Salary</i>
Registrar-General	£1400
Bailiffs	For grading team
Clerical and Sub-clerical posts ..	As required
Ancillary staff	Ditto

MINISTRY OF FINANCE

<i>Post</i>	<i>Salary</i>
Financial Secretary and Minister for Finance	£2750 (consolidated)
Permanent Secretary	£1800
Assistant Financial Secretary	£1250 × £50–£1350
Other Administrative Posts	As required
Executive posts	Ditto
Clerical and Sub-clerical posts	Ditto
Ancillary staff	Ditto

ORGANISATION AND METHODS BRANCH

Director of Organisation and Methods	£1600
Assistant Director of Organisation and Methods	£1150 × £50–£1250
Senior Organisation Officer	£1000 × £40–£1080
Organisation Officer	£750 × £30–£960
Assistant Organisation Officer	£550 × £75–£700
Other Executive posts	As required
Clerical and Sub-clerical posts	Ditto
Ancillary posts	Ditto

STATISTICAL BRANCH

Government Statistician	£1600
Statistical Officers	Appropriate administrative grading
Punched Card Systems Officer	Appropriate executive grading
Punched Card Supervisor	Ditto
Supervisor of Calculating Pool	Ditto
Statistical Assistants	Ditto
Other Executive posts	As required
Clerical and Sub-clerical posts	Ditto
Ancillary staff	Ditto

BULK PURCHASE BRANCH

Controller Bulk Purchase Supply	Contract rates equivalent to £1350 (fixed)
Bulk Purchase Officers	Contract rates equivalent to the £750 × £30–£960 scale
Other Executive posts	As required
Clerical and Sub-clerical posts	Ditto

ACCOUNTANT-GENERAL'S DEPARTMENT

<i>Post</i>	<i>Salary</i>
Accountant-General	£1600
Deputy	£1350
Principal Accountant	£1150 × £50–£1250
Senior Accountant	£1000 × £40–£1080
Accountant	£750 × £30–£960
Assistant Accountant	£550 × £25–£700
Other Executive posts	As required
Clerical and Sub-clerical posts	Ditto
Ancillary staff	Ditto

CUSTOMS AND EXCISE DEPARTMENT

<i>Post</i>	<i>Salary</i>
Comptroller	£1600
Deputy Comptroller	£1350
Assistant Comptroller	£1150 × £50–£1250
Chief Inspector	Ditto
Principal Collector	£1000 × £40–£1080
Senior Collector	£750 × £30–£960
Collector	£550 × £25–£700
Senior Customs Officer	£370 × £20–£450 × £25–£500
Customs Officer	£200 × £15–£350
First Class Superintendent	£360 × £20–£460
Second Class Superintendent	£270 × £10–£300 × £15–£345
Third Class Superintendent	£200 × £10–£260
Drill Instructors	Ditto
Chief Preventive Officers	£166 × £8–£190
Preventive Officers	£136 × £6–£160
First Class Assistant Preventive Officer	£115 × £5–£130
Second Class Assistant Preventive Officer	£90 × £4–£110
Clerical and Sub-clerical posts	As required
Ancillary Staff	Ditto

INCOME TAX DEPARTMENT

<i>Post</i>	<i>Salary</i>
Commissioner of Income Tax	£1600
Deputy	£1350
Solicitor	£1250 × £100–£1450
Investigating Accountant	£1150 × £50–£1250
Assistant Commissioner	Ditto
Senior Assessment Officer	£1000 × £40–£1080
Assessment Officer	£750 × £30–£960
Assistant Assessment Officer	£550 × £25–£700
Tax Officer	Ditto
Other Executive posts	As required
Clerical and Sub-clerical posts	Ditto
Ancillary Staff	Ditto

MINISTRY OF AGRICULTURE AND NATURAL RESOURCES

<i>Post</i>	<i>Salary</i>
Permanent Secretary	£1800
Other Administrative posts	As required
Executive posts	Ditto
Clerical and Sub-clerical posts	Ditto
Ancillary Staff	Ditto

ANIMAL HEALTH DEPARTMENT

<i>Post</i>	<i>Salary</i>
Director of Veterinary Services	£1600
Deputy	£1400
Senior Veterinary Officers	£1250 × £50–£1350
Veterinary Officers	£700 × £30–£850; £900 × £40–£1180
Veterinary Research Officer	Appropriate professional grading
Laboratory Assistant	£550 × £25–£700
Livestock Officers	£550 × £25–£700
Senior Veterinary Assistant	£370 × £20–£450 × £25–£500
Veterinary Assistants	£170 × £10–£200 × £15–£350*
Pupils	£10 a month
Clerical and Sub-clerical posts	As required
Ancillary Staff	Ditto

COCOA REHABILITATION DEPARTMENT

<i>Post</i>	<i>Salary</i>
Commissioner for Cocoa Rehabilitation	£1600
Deputy Commissioner	£1350
Chief Accountant	£1150 × £50–£1250

FISHERIES DEPARTMENT

<i>Post</i>	<i>Salary</i>
Senior Fisheries Officer	£1400
Fisheries Officer	£900 × £40–£1180
Assistant Fisheries Officer	£550 × £30–£850
Station Assistants	Sub-technical—for grading team
Master Fisherman	Contract rates
Senior Fisheries Assistant	£120 × £6–£144 × £8–£168
Coxswain	Ditto
Fisheries Assistants	Appropriate range of “daily” rates
Launch Drivers	Ditto
Clerical and Sub-clerical posts	As required—on appropriate rates
Sub-technical posts	Ditto
Ancillary Staff	Ditto

FORESTRY DEPARTMENT

<i>Post</i>	<i>Salary</i>
Chief Conservator of Forests	£1600
Deputy	£1400
Conservator	£1250 × £50–£1350
Senior Assistant Conservator	£900 × £40–£1180
Assistant Conservator	£550 × £30–£850
Utilisation Officer	£900 × £40–£1180
Senior Forest Ranger	£450 × £25–£500
Forest Ranger Grade I	£310 × £15–£370 × £20–£430
Forest Ranger Grade II	£160 × £10–£300
Forest Overseer	£100 × £5–£120 × £6–£144
Forest Guards	Appropriate range of “daily” rates
Forestry Labourers	Ditto
Executive posts	As required
Clerical and Sub-clerical posts	Ditto
Ancillary posts	Ditto

* See also Paragraph 547

GAME DEPARTMENT

<i>Post</i>	<i>Salary</i>
Game Warden	£1350 or equivalent contract terms
Ancillary Staff	As required—on appropriate rates

RURAL WATER DEVELOPMENT

<i>Post</i>	<i>Salary</i>
Director	£1600
Assistant Directors	£1250 × £50—£1350
Senior Engineers	Ditto
Engineers	£900 × £40—£1180
Assistant Engineers	£550 × £30—£850
Mechanical Superintendent	Appropriate professional or technical grading according to qualifications
Drilling Superintendent	Appropriate technical grading according to experience—preferably on contract
Drillers	Ditto
Office Manager	Contract rates in the first instance
Stores Accountant	£750 × £30—£960
Chief Inspector of Works	Ditto
Inspector of Works	£550 × £25—£700
Clerical and Sub-clerical posts	As required on appropriate rates
Draughtsmen and Surveyors	Ditto
Sub-technical and Industrial Staff	Ditto
Ancillary Staff	Ditto

TSETSE CONTROL DEPARTMENT

<i>Post</i>	<i>Salary</i>
Director	£1400
Scientific Assistants	Appropriate professional grading
Tsetse Control Officer	For grading team
Reclamation Officer	Ditto
Field Assistants	Ditto
Clerical and Sub-clerical posts	As required
Ancillary Staff	Ditto

MINISTRY OF COMMERCE, INDUSTRY AND MINES

<i>Post</i>	<i>Salary</i>
Permanent Secretary	£1800
Other Administrative posts	As required
Executive posts	Ditto
Clerical and Sub-clerical posts	Ditto
Ancillary Staff	Ditto

DEPARTMENT OF COMMERCE AND INDUSTRY

<i>Post</i>	<i>Salary</i>
Director	£1600
Assistant Director (Commerce)	£1150 × £50—£1250
Commercial Officer	£750 × £30—£960
Assistant Commercial Officer	£550 × £25—£700
Price Inspectors	For grading team
Accounting Staff	Appropriate executive grading
Other Executive posts	As required
Clerical and Sub-clerical posts	Ditto
Ancillary Staff	Ditto

GEOLOGICAL SURVEY DEPARTMENT

<i>Post</i>	<i>Salary</i>
Director	£1600
Senior Geologist	£1250 × £50–£1350
Geologist	£550 × £30–£850; £900 × £40–£1180
Petrologist	Appropriate professional grading
Field Assistants	For grading team
Draughtsmen	As required
Clerical and Sub-clerical posts	Ditto
Ancillary Staff	Ditto

MINES DEPARTMENT

<i>Post</i>	<i>Salary</i>
Chief Inspector of Mines	£1600
Senior Inspector of Mines	£1250 × £50–£1350
Inspector of Mines	£900 × £40–£1180
Assistant Inspector of Mines	£550 × £30–£850
Inspector of Machinery	£900 × £40–£1180
Assistant Inspector of Machinery	£550 × £30–£850
Clerical and Sub-clerical posts	As required
Sub-technical posts	Ditto
Ancillary Staff	Ditto

MINISTRY OF COMMUNICATIONS AND WORKS

<i>Post</i>	<i>Salary</i>
Permanent Secretary	£1800
Other Administrative posts	As required
Executive posts	Ditto
Clerical and Sub-clerical posts	Ditto
Ancillary Staff	Ditto

CIVIL AVIATION DEPARTMENT

<i>Post</i>	<i>Salary</i>
Controller of Civil Aviation	Non-pensionable allowance of £100
Air Traffic Control Officer Grade I	£1000 × £40–£1080
Air Traffic Control Officer Grade II	£750 × £30–£960
Air Traffic Control Officer Grade III	£550 × £25–£700
Air Services Fire Superintendent	£750 × £30–£960
Control Assistants	For grading team
Subordinate Firefighting Staff	Ditto
Clerical and Sub-clerical posts	As required
Ancillary Staff	Ditto

Note.—The Wireless staff in the Posts and Telegraphs Section of this Department have not been graded as it is assumed that they will follow the parallel gradings adopted for the Post Office staff proper.

ELECTRICITY DEPARTMENT

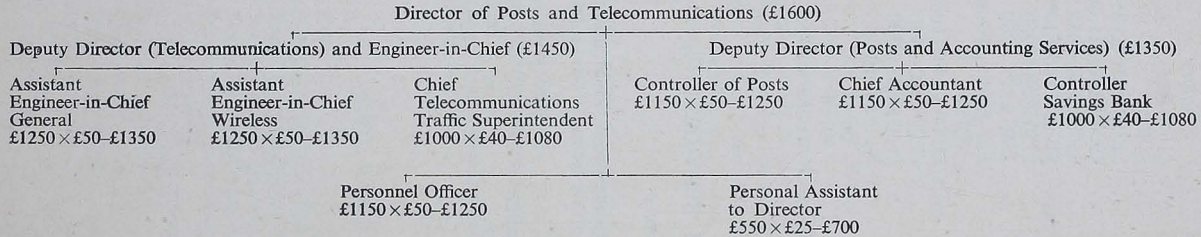
<i>Post</i>	<i>Salary</i>
Chief Electrical Engineer	£1600
Deputy	£1400
Senior Electrical Engineer	£1250 × £50–£1350
Electrical Engineer	£900 × £40–£1180
Assistant Electrical Engineer	£550 × £30–£850
Personnel Officer	£1000 × £40–£1080
Senior Station Engineers	£750 × £30–£960
Station Engineers	£550 × £25–£700
Meter Inspectors	For grading team
Meter Readers	Ditto
Senior Accountant	£1000 × £40–£1080
Accountants	£750 × £30–£960
Assistant Accountants	£550 × £25–£700
Other Executive posts	As required
Clerical and Sub-clerical posts	Ditto
Ancillary Staff	Ditto
Industrial Staffs to follow the gradings of parallel staff in the Railway Administration.	

METEOROLOGICAL SERVICES

<i>Post</i>	<i>Salary</i>
Chief Meteorologist	£1400
Meteorologist	Appropriate professional grading
Assistant Meteorologist	Appropriate technical or sub-technical grading
Meteorological Observers	Ditto
Clerical and Sub-clerical posts	As required
Ancillary Staff	Ditto

POSTS AND TELECOMMUNICATIONS HEADQUARTERS

SCHEDULE No. 1

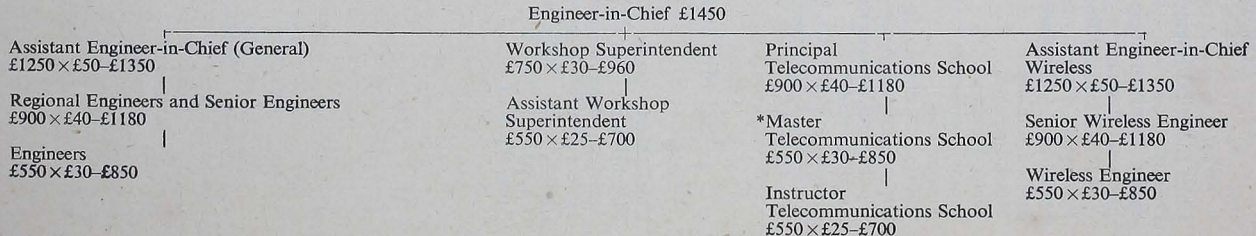


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GENERAL POST OFFICE

ENGINEERING BRANCH

SCHEDULE No. 2



* Full professional qualifications are required for this post.

Inspectors £550 × £25–£700

OUTDOOR CONSTRUCTION AND LINWORK

*Sub-Inspectors	£310 × £15–£340 × £20–£420
Technicians Grade I	£210 × £10–£290
Technicians Grade II	£152 × £8–£200
Technicians Grade III	£100 × £5–£120 × £6–£144 or daily rates see paragraph 241

Unskilled and semi-skilled labour (including present Apprentices)—a range of pay on daily rates varying according to skill—see paragraphs 237-240.

Workshop Artisans,
Mechanicians, etc.
See Note 1.

WIRELESS TECHNICIANS, EXCHANGE
INSTALLATION AND MAINTENANCE

†Technical Officers Grade I	£375 × £25–£500
†Technical Officers Grade II	£260 × £15–£350
‡Technical Officers Grade III	£170 × £10–£250
§Youths-in-Training	£10 a month

NOTE 1.—We recommend that the mechanics, artisans and other similar staff employed in the Post Office Workshops should be graded on the same basis as the staff employed in the Railway or Public Works Department Workshops, viz. :—

Unskilled labour	Daily rates	} See paragraphs 470–486	Artisans Grade II	£120 × £8–£200
Semi-skilled labour	Daily rates		Artisans Grade I	£210 × £10–£250
Skilled labour	Daily rates		Leading Artisans	£260 × £10–£290

NOTE 2.—Draughtsmen should receive the scales laid down for Draughtsmen in the Service generally according to the degree of skill and responsibility required by their work.

* Normally Inspectors posts will be filled by promotion from the grade of Technical Officers but consideration should also be given to the claims of Sub-Inspectors.

† A small number of Technical Officers may be required on the “outdoor” side.

‡ On passing out successfully from Telecommunications School.

§ School Certificate an essential requirement.

Deputy Director (Telecommunications) and Engineer-in-Chief £1450

Senior Wireless Engineer	£900 × £40–£1180	Chief Telecommunications Traffic Superintendent	£1000 × £40–£1080
*Wireless Station Superintendent or Wireless Officer	£550 × £25–£700	‡Telephone Traffic Superintendent	£550 × £25–£700
*Senior Wireless Operator	£310 × £15–£340 × £20–£420	Telephone Exchange Superintendent	£350 × £20–£450 × £25–£500
†Wireless Operator	£120 × £8–£200 × £10–£300	Senior Telephone Supervisor	£250 × £10–£300 × £15–£330
		Telephone Supervisor	£190 × £10–£240
		Supervising Telephonist—Telephonist's rate plus allowance of £1 per month	
		Telephonist	£120 × £6–£144 × £8–£168
		Telephone Operator	£70 × £4–£90 × £5–£115

* Before promotion to Wireless Officer a Senior Wireless Operator must obtain the First Class Certificate of the British Post Office in Wireless Telegraphy. This can at present only be got by an 18-months course at an approved Wireless School in the United Kingdom.

† Cambridge School Certificate an essential qualification.

‡ Africans before promotion to Telephone Traffic Superintendent will require a course of training in the British Post Office.

Deputy Director (Posts and Accounting Services) £1350			
	Controller (Posts)	£1150 × £50–£1250	
	Regional Controller (Posts)	£1000 × £40–£1080	
	Senior Assistant Controller (Posts)	£750 × £30–£960	
	Senior Investigating Officer (Posts)	Ditto	
Assistant Controller (Posts), Investigating Officer, Instructor Postal School, Senior District Postmasters—Accra, Takoradi and Kumasi (Posts)			
		£550 × £25–£700	
	Postmaster Grade I	£450 × £25–£500
	Chief Superintendents	Ditto
	Postmaster Grade II	£380 × £20–£440
	Superintendents	Ditto
	Postmaster Grade III	£310 × £15–£370
	Assistant Superintendents	Ditto
	Senior Postal and Telegraph Officers	£210 × £10–£300
	Junior Postal and Telegraph Officers	£120 × £8–£200
	Senior Sorters	£152 × £8–£200
	Sorters	£90 × £5–£120 × £6–£144
	Postmen	£90 × £5–£130
	Inspector of Postmen and Messengers	£152 × £8–£200

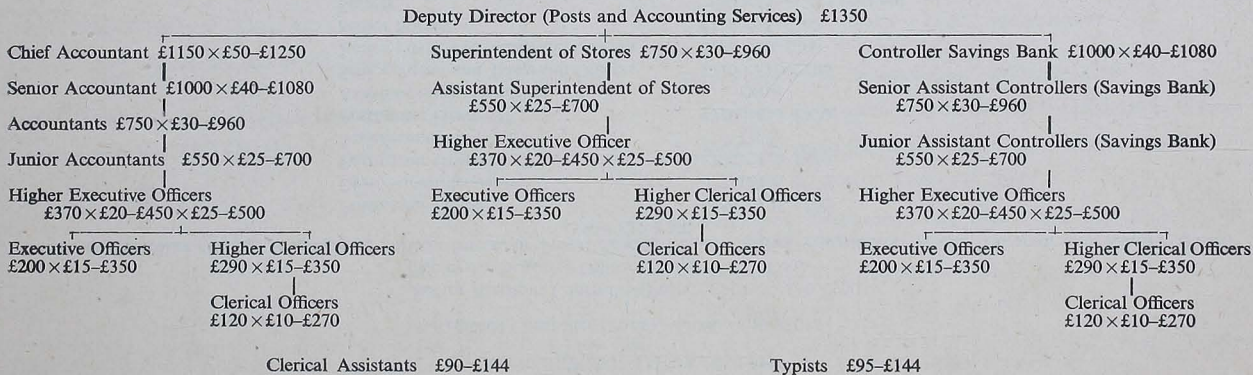
NOTE.—All clerical work in this branch will be performed by Senior Postal and Telegraph Officers or in special cases as required by one of the Supervising grades of that class. Post Offices with a staff of two or one will also fall to the charge of Senior Postal and Telegraph Officers. (See also paragraph 603.)

GENERAL POST OFFICE

ACCOUNTING SERVICES

SCHEDULE No. 6

58



PUBLIC WORKS DEPARTMENT

<i>Post</i>	<i>Salary</i>
Director of Public Works ..	£1700
Deputy	£1450
Assistant Director	£1250 × £50–£1350
Personnel Officer	£1150 × £50–£1250
Industrial Welfare Officer ..	For grading team
District Engineers	£900 × £40–£1180
Assistant Engineers	£550 × £30–£850
Chief Inspector of Works or Clerk of Works	£750 × £30–£960
Inspector of Works	£550 × £25–£700
Building Inspectors	Ditto
Foremen of Works	For grading team. See grading in Railways and notes on industrial staff and apprentices, paras. 470–486
Junior Building Inspectors ..	
Chargemen, Workshops	
Road Overseers	470–486
Chief Hydraulic Engineer	£1250 × £50–£1350
Hydraulic Engineer	£900 × £40–£1180
Specialist, Water Examination ..	£1250 × £50–£1350
Government Chemist	£550 × £30–£850; £900 × £40–£1180
Station Engineer	£550 × £25–£700
Meter Readers	For grading team
Waste Water Supervisors	Ditto
Chief Mechanical Engineer	£1250 × £50–£1350
Mechanical Engineer	£900 × £40–£1180
Assistant Mechanical Engineer ..	£550 × £30–£850
Chief Inspector of Works (Mechanical)	£750 × £30–£960
Inspector of Works (Mechanical)	£550 × £25–£700
Chief Architect	£1250 × £50–£1350
Architect	£900 × £40–£1180
Assistant Architect	£550 × £30–£850
Quantity Surveyor	Appropriate professional scale for fully qualified candidates
Chief Accountant	£1350
Assistant Chief Accountant	£1000 × £40–£1080
Chief Stores Accountant	Ditto
Accountant	£750 × £30–£960
Assistant Accountants	£550 × £25–£700
Estate Officer	For grading team
Furniture Overseer	Ditto
Executive posts	As required
Clerical and Sub-clerical posts ..	Ditto
Sub-technical, Industrial and Ancillary Staff	As required on appropriate rates

TRANSPORT DEPARTMENT

<i>Post</i>	<i>Salary</i>
Chief Transport Officer	£1400
Engine Transport Officer	£750 × £30–£960
Certifying and Examining Officer	£550 × £25–£700
Workshop Foremen	} For grading team. See gradings in Railways and notes on industrial staff and apprentices, paragraphs 470–486
Workshop Chargehands	
Overseers	
Accounting Staff	Appropriate executive grading
Other Executive posts	As required
Clerical and Sub-clerical posts ..	Ditto
Sub-technical and Industrial Staff	Ditto
Ancillary Staff	Ditto

MINISTRY OF EDUCATION AND SOCIAL WELFARE

<i>Post</i>	<i>Salary</i>
Permanent Secretary	£1800
Other Administrative posts	As required
Executive posts	Ditto
Clerical and Sub-clerical posts ..	Ditto
Ancillary Staff	Ditto

CO-OPERATION DEPARTMENT

<i>Post</i>	<i>Salary</i>
Registrar	£1600
Deputy	£1350
Senior Assistant Registrar	£1150 × £50–£1250
Assistant Registrar	£750 × £30–£960
Inspectors	£550 × £25–£700
Senior Co-operative Assistants ..	£370 × £20–£500
Co-operative Assistants	£200 × £15–£350
Accounting Staff	Appropriate executive scale
Clerical and Sub-clerical posts ..	As required
Ancillary posts	Ditto

EDUCATION DEPARTMENT

<i>Post</i>	<i>Salary</i>
<i>* Graduate Staff :</i>	
Director	£1700
Deputy	£1450
Assistant Director	£1250 × £50–£1350
Principal	Ditto
Senior Education Officer.. .. .	£900 × £40–£1180
Education Officer	£550 × £30–£850
<i>Non-graduate Staff :</i>	
Principals	£1150 × £50–£1250
Senior Education Officer.. .. .	£750 × £30–£960
Senior Master, Technical	Ditto
Education Officers	£550 × £25–£700
Masters (Technical)	Ditto
<i>Junior Staff :</i>	
Assistant Education Officer	£370 × £20–£450 × £25–£500
Headmaster	£450 × £25–£500
Headmistress	Ditto
Senior Teacher	£330 × £15–£360 × £20–£420
† Junior Teacher Grade I (School Certificate)	£150 × £10–£300
† Junior Teacher Grade II (Standard VII)	£120 × £10–£300
Craft Instructors	Appropriate sub-technical grading
Accounting and other Executive posts	Appropriate executive grading
Clerical and Sub-clerical posts	As required
Ancillary Staff	Ditto

* Graduate Staff means University Degree *plus* Diploma in education or its equivalent and/or teaching experience.

† Plus allowance of £30 when acting as Principal Teacher.

PRISONS DEPARTMENT

<i>Post</i>	<i>Salary</i>
Director	£1400
Deputy	£1150 × £50–£1250
Senior Superintendent	£1000 × £40–£1080
Inspector of Prisons	Ditto
Superintendent	£750 × £30–£960
Assistant Superintendent	£550 × £25–£700
Chief Warder	£360 × £20–£460
Principal Warder	£270 × £10–£300 × £15–£345
Principal Matron	Ditto
2nd Class Staff Warder	£200 × £10–£260
1st Class Warder	Ditto
1st Class Matron	Ditto
3rd Class Staff Warder	£166 × £8–£190
2nd Class Warder	Ditto
Physical Training Instructor	Ditto
2nd Class Matron	Ditto
3rd Class Warder	£115 × £5–£130 × £6–£160
3rd Class Matron	Ditto
4th Class Warder	£90 × £4–£110
4th Class Matron	Ditto
Recruits	£80
Assistant Instructor of Industry	£390 × £20–£450 × £25–£500
*1st Class Instructor	£300 × £15–£375
*2nd Class Instructor	£240 × £10–£290
*3rd Class Instructor	£166 × £8–£190 × £10–£230
Clerical and Sub-clerical posts	As required
Ancillary posts	Ditto

MINISTRY OF HEALTH AND LABOUR

<i>Post</i>	<i>Salary</i>
Permanent Secretary	£1800
Other Administrative posts	As required
Executive posts	Ditto
Clerical and Sub-clerical posts	Ditto
Ancillary posts	Ditto

* Should be fully qualified Artisans. Account has been taken of instructing duties and Prison Officer duties as well as of artisan qualifications.

SOCIAL WELFARE DEPARTMENT

<i>Post</i>	<i>Salary</i>
Director	£1600
Deputy	£1350
Assistant to Director	£550 × £25-£700
Chief Welfare Officer	£1000 × £40-£1080
Regional Welfare Officer	£750 × £30-£960
Welfare Officer	£550 × £25-£700
Senior Assistant Welfare Officer	£370 × £20-£450 × £25-£500
Assistant Welfare Officer	£200 × £15-£350
Commissioner for Probation and treatment for juvenile delinquency	£1000 × £40-£1080
Regional Probation Officer	£750 × £30-£960
Headmaster, Industrial School	Ditto
Probation Officer	£550 × £25-£700
Senior Assistant Probation Officer	£370 × £20-£450 × £25-£500
Assistant Probation Officer	£200 × £15-£350
Chief Social Development Officer	£1000 × £40-£1080
Regional Social Development Officer	£750 × £30-£960
Mass Education Officer	£550 × £25-£700
Senior Assistant Mass Education Officer	£370 × £20-£450 × £25-£500
Assistant Mass Education Officer	£200 × £15-£350
Technical, Sub-technical and Industrial Staff	On their appropriate grading— for grading team
Other Executive posts	As required
Clerical and Sub-clerical posts	Ditto
Ancillary Staff	Ditto

LABOUR DEPARTMENT

<i>Post</i>	<i>Salary</i>
Commissioner	£1600
Deputy	£1350
Senior Labour Officer	£1150 × £50-£1250
Labour Officer	£750 × £30-£960
Assistant Labour Officer	£550 × £25-£700
Senior Labour Inspector	£370 × £20-£450 × £25-£500
Labour Inspector	£200 × £15-£350
Factory Inspector	Appropriate professional grading
Labour Officer (Technical)	Appropriate technical grading
Exchange Manager	£550 × £25-£700
Assistant Exchange Manager	For grading team
Senior Registration Assistant	Ditto
Registration Assistant	Ditto
Other Executive posts	As required
Clerical and Sub-clerical posts	Ditto
Ancillary posts	Ditto

MEDICAL DEPARTMENT

<i>Post</i>	<i>Salary</i>
<i>Administrative and Professional :</i>	
Director of Medical Services	£1900
Deputy	£1700
Assistant	£1550
General Secretary	Appropriate administrative grading
Specialists	£1450 × £100–£1750
Medical Officers	} £730 × £30–£850; £900 × £40–£1180; £1250 × £50–£1350
Medical Officers of Health	
Radiologists	
Dental Surgeons	
Pathologists	
Chemists	Appropriate professional grading
Entomologists	Ditto
Biologists	Ditto
Nutrition Officers	Ditto
<i>Alienist Staff :</i>	
Mental Hospital Superintendent	£850
Woman Mental Superintendent	Ditto
Occupational Therapist	£550 × £25–£700
Trade Instructors	Appropriate grading as for Prisons Instructors
<i>Accounting and Storekeeping Staff :</i>	
Senior Accountant	£1000 × £40–£1080
Accountant	£750 × £30–£960
Assistant Accountant	£550 × £25–£700
Higher Executive Officer	Appropriate gradings
Executive Officer	Ditto
Clerical Officer	Ditto
Clerical Assistants	Ditto
Typists, etc.	Ditto
Chief Medical Storekeeper	£1000 × £40–£1080
*Medical Storekeeper	£550 × £25–£700; £750 × £30–£960
*Stock Verifier	Ditto
Storekeepers	Appropriate clerical or executive gradings
Hospital Secretaries	£550 × £25–£700
<i>Dental Staff :</i>	
Dental Attendant	For grading team
<i>Dispensing and Pharmacist Staff :</i>	
† Government Pharmacist	£550 × £25–£700; £750 × £30–£960
Inspecting Pharmacists	£370 × £20–£450 × £25–£500
Dispensing Instructor	Ditto
Chief Dispenser	Ditto
‡ Dispensers	£170 × £10–£200 × £15–£350
§ Pupil Dispensers	£10 a month allowance

* Officer should be required to hold a degree in pharmacy or equivalent qualification before proceeding beyond the £700 point.

† Second half of scale (i.e. £750–£960) applicable only to Officers who hold a degree in pharmacy and are members of the Pharmaceutical Society of Great Britain.

‡ Must have successfully completed three-year course in pharmacy and materia medica with general science as a subsidiary subject.

§ Must hold Cambridge School Certificate.

MEDICAL DEPARTMENT (cont.)

<i>Post</i>	<i>Salary</i>
<i>Health Staff :</i>	
Health Training Officer	£750 × £30–£960
Sanitary Superintendents	£550 × £25–£700
Senior Sanitary Inspector	£370 × £20–£450 × £25–£500
* Junior Sanitary Inspector	£170 × £10–£200 × £15–£350 or £120 × £8–£200 : £210 × £10–£300
† Pupil Sanitary Inspectors	£10 a month
Disinfecter Mechanic	For grading team
Vaccinator	Ditto
Senior Village Overseer	Ditto
<i>Laboratory Staff :</i>	
Senior Laboratory Superintendent	£750 × £30–£960
Laboratory Superintendent	£550 × £25–£700
Laboratory Assistants	For grading team
Microscopist	Ditto
<i>Limb Fitting :</i>	
Superintendent, Limb Fitting Centre	£550 × £25–£700
Artificial Limb Fitter	Appropriate artisan grading
<i>Nursing Staff :</i>	
Principal Matron	£1000
Matron	£850
Senior Sister Tutor	Ditto
Senior Health Nursing Sister	Ditto
Departmental Sister	} £550 × £25–£750 (plus £50 allowance for Health Sisters, Midwifery Teachers, Sister Tutors)
Health Sister	
Midwifery Teacher	
Sister Tutors	
Ward Sister (and Male equivalent)	£425 × £25–£500
Senior Staff Nurse	£320 × £20–£400
Senior Health Visitor	Ditto
Junior Staff Nurse	£160 × £10–£300
Junior Health Visitor	Ditto
Assistant Nurse	£120 × £6–£144; £152 × £8–£200
Assistant Health Visitor	Ditto
Trainees in Hospitals	£7 a month
<i>X-ray Staff :</i>	
Senior Radiographer	£750 × £30–£860
Radiographers	£550 × £25–£700
‡ X-ray Assistants	£170 × £10–£200 × £15–£350
§ Pupil X-ray Assistant	£10 a month

* Lower scale for new appointments who do not hold the Royal Sanitary Institute (West African) qualification. Efficiency bar at £200 for this category.

† Must hold Cambridge School Certificate.

‡ See paragraph 648.

§ For Cambridge School Certificate holder.

MEDICAL DEPARTMENT (cont.)

<i>Post</i>	<i>Salary</i>
<i>Miscellaneous :</i>	
Head Almoner	Contract rates
Resident Housekeeper	For grading team
Assistant Housekeeper	Ditto
Supervising Cooks	Ditto
<i>Medical Field Units :</i>	
Field Superintendent	For grading team on technical and executive scales
Field Assistants	Ditto
<i>Leprosy Service :</i>	
Leprosy Control Officer	£500 × £25-£700
Leprosy Control Assistants	For grading team
<i>Nurses' Training College and Hostel :</i>	
English Mistresses	As for Education Department
Science Mistresses	Ditto
Teachers	Ditto
Hostel Warden	For grading team
Executive, Clerical and Sub-clerical posts	As required
Other technical, sub-technical and industrial staff	On appropriate rates as required
Ancillary staff	Ditto

MINISTRY OF LOCAL GOVERNMENT

<i>Post</i>	<i>Salary</i>
Permanent Secretary	£1800
Adviser for Local (Municipal) Government	£1600
Other Administrative posts	As required
Executive posts	Ditto
Clerical and Sub-clerical posts	Ditto
Ancillary Staff	Ditto

LANDS DEPARTMENT

<i>Post</i>	<i>Salary</i>
Commissioner	£1650
Deputy	£1450
Principal Assistant Commissioner	£1250 × £50–£1350
Senior Assistant Commissioner	£900 × £40–£1180
Assistant Commissioner	£550 × £30–£850
Valuer	£1450
Senior District Valuer	£1250 × £50–£1350
District Valuer	£900 × £40–£1180
Assistant Valuer	£550 × £30–£850
Record Draughtsman	£750 × £30–£960
Officer in Charge, Records	For grading team
Surveyor and Inspector of Lands	Ditto
Executive Officer	Ditto
Claims Examiner	Ditto
Rent Collector	Ditto
Photostat Operator and Sun Printer	Ditto
Valuation Assistant	Ditto
Executive posts	As required
Clerical and Sub-clerical posts	Ditto
Surveyors and Draughtsmen (see paragraph 469)	Ditto
Ancillary Staff	Ditto

MINISTRY OF TOWN AND COUNTRY PLANNING AND HOUSING

<i>Post</i>	<i>Salary</i>
Permanent Secretary	£1800
Adviser for Town and Country Planning	£1250 × £50–£1350
Town and Country Planning Officers	£900 × £40–£1180
Assistant Town and Country Planning Officers	£550 × £30–£850
Research Assistant	£550 × £30–£850
Other Administrative posts	As required
Executive posts	Ditto
Clerical and Sub-clerical posts	Ditto
Draughtsmen and Surveyors (see paragraph 469)	Ditto
Other Sub-technical posts	Ditto
Ancillary Staff	Ditto

HOUSING DEPARTMENT

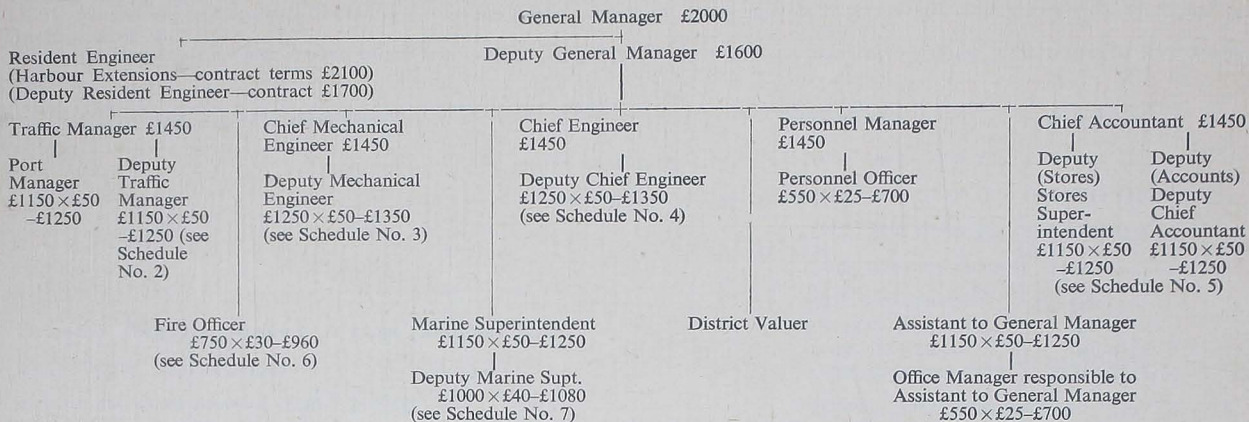
<i>Post</i>	<i>Salary</i>
Director of Housing	£1600
Assistant to Director	£1000 × £40–£1080
Chief Executive Engineer	£1250 × £50–£1350
Executive Engineers	Appropriate professional scales
Inspectors and Foremen of Works	Appropriate technical scales
Accountant	Appropriate executive scales
Housing Managers	For grading team
Clerical and Sub-clerical posts	As required
Industrial and Ancillary Staff	Appropriate rates, as required

MINISTRY OF DEVELOPMENT

<i>Post</i>	<i>Salary</i>
Secretary for Development	See paragraph 22
Other Administrative posts	As required
Executive posts	Ditto
Clerical and Sub-clerical posts	Ditto
Ancillary Staff	Ditto

GOLD COAST RAILWAYS & HARBOUR ADMINISTRATION—HEADQUARTERS

SCHEDULE No. 1



69

NOTES :

1. District Valuer to be interchangeable with Valuation Staff of Lands Department and to draw appropriate salary on professional scale.
2. Salary of Assistant to General Manager personal to present holder—to be reviewed on a vacancy and after appointment of Deputy General Manager—see paragraph 662.
3. Draughtsmen and Surveyors—see paragraph 677.
4. Telephonists will be paid appropriate rates according to grades as proposed for Post Office.
5. Messengers and other subordinate staff paid on “ K ” scales will be paid daily rates unless they opt to retain their existing scales—see paragraphs 161, 314-317 and 470-486.

GOLD COAST RAILWAYS & HARBOUR ADMINISTRATION—TRAFFIC STAFF

SCHEDULE No. 2

Traffic Manager £1450

Port Manager	£1150 × £50—£1250	Deputy Traffic Manager	£1150 × £50—£1250
Port Superintendents	£1000 × £40—£1080	Senior Traffic Superintendents	£1000 × £40—£1080
Assistant Port Superintendents	£750 × £30—£960	Assistant Traffic Superintendents	£750 × £30—£960
Port Inspectors	£550 × £25—£700	Traffic Inspectors Grade I	£550 × £25—£700
Subordinate Traffic Staff—graded as in Traffic Department proper		Traffic Instructors	Ditto
		Signalling Instructors	Ditto
		Office Superintendents	Ditto
		Traffic Inspectors Grade II	£425 × £25—£500
		*Traffic Staff Grade I	£340 × £20—£400
		*Traffic Staff Grade II	£260 × £15—£320
		*Traffic Staff Grade III	£210 × £10—£250
		†*Traffic Staff Grade IV	£120 × £8—£200

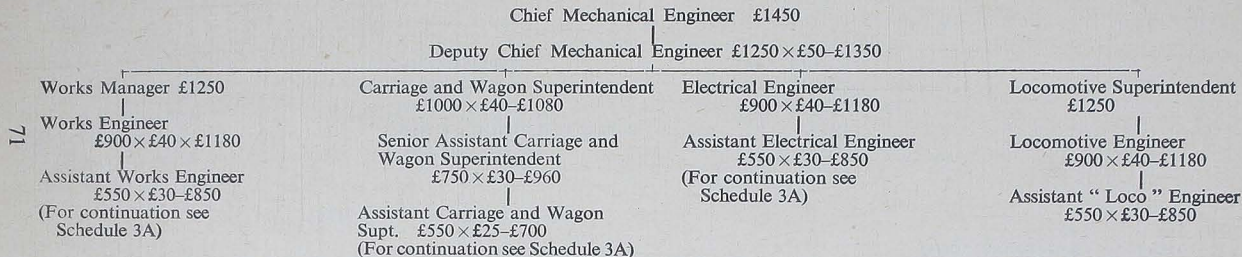
† Cambridge Certificate an essential qualification.

NOTES :

*1. The grading team should allocate existing staff, paid on " G " scales, to these grades in consultation with the General Manager Railways—see paragraphs 668–669.

2. Existing staff in this Division paid on " K " scales will be paid " daily rates " unless they opt to retain their existing scales—see paragraphs 161, 314–317, and 470–486.

3. Non-technical Executive Clerical and Sub-Clerical staff employed on non-technical work in this Division should be paid the rate appropriate to their class and grade. In such cases the grading team should settle the appropriate grading in consultation with the General Manager Railways.



NOTE.—Executive, Clerical and Sub-clerical and subordinate staff employed in this Division should be paid the rate appropriate to their class and grade. In such cases the grading team should settle the appropriate grading in consultation with the General Manager Railways.

GOLD COAST RAILWAYS & HARBOUR ADMINISTRATION

SCHEDULE No. 3A

WORKS MANAGER'S DEPARTMENT :
Technical and Subordinate Staff

CARRIAGE AND WAGON DEPARTMENT :
Technical and Subordinate Staff

ELECTRICAL ENGINEER'S DEPARTMENT :
Technical and Subordinate Staff

Progress Officer
|
Chief Workshop Inspector £725 × £30-£875
|
Workshop Inspector £550 × £25-£700

Chief Workshop Inspector £725 × £30-£875
|
Workshop Inspector £550 × £25-£700

Chief Electrical Inspector £725 × £30-£875
|
Mechanical Inspector £550 × £25-£700
Electrical Inspector Ditto

Boiler Inspector £725 × £30-£875

Chargemen Grade I	£370 × £20-£450 × £25-£500
Outdoor Carriage and Wagon Foremen	Ditto
Chargemen Grade II	£300 × £10-£320 × £15-£350
Leading Artisans	£260 × £10-£290
Artisans Grade I	£210 × £10-£250
Artisans Grade II £120 × £8-£200	Head Carriage and Wagon Fitters .. £160 × £8-£200
	Head Painters Ditto

NOTES :

- Existing staff should be allocated to the proposed grades by the grading team in consultation with the General Manager Railways.
- Skilled or semi-skilled labour*—daily paid on a range up to 10s. a day except present staff on “K” scales who opt to retain their existing scales—see paragraphs 161, 314-317 and 470-486.
- Apprentices*—see paragraphs 471-472.
- Unskilled labour* will be paid the appropriate daily rate.

TECHNICAL—SUBORDINATE STAFF

Chief "Loco" Inspector ..	£725 × £30—£875
Technical Instructor ..	Ditto
"Loco" Foreman ..	£550 × £25—£700
Chargeman Grade I ..	£370 × £20—£450 × £25—£500
Weighbridge Inspectors ..	Ditto
Chargeman Grade II ..	£300 × £10—£320 × £15—£350
Leading Artisans ..	£260 × £10—£290
Artisans Grade I ..	£210 × £10—£250
Artisans Grade II ..	£120 × £8—£200

"Loco" Inspectors—"Shed" Inspectors
£550 × £25—£700

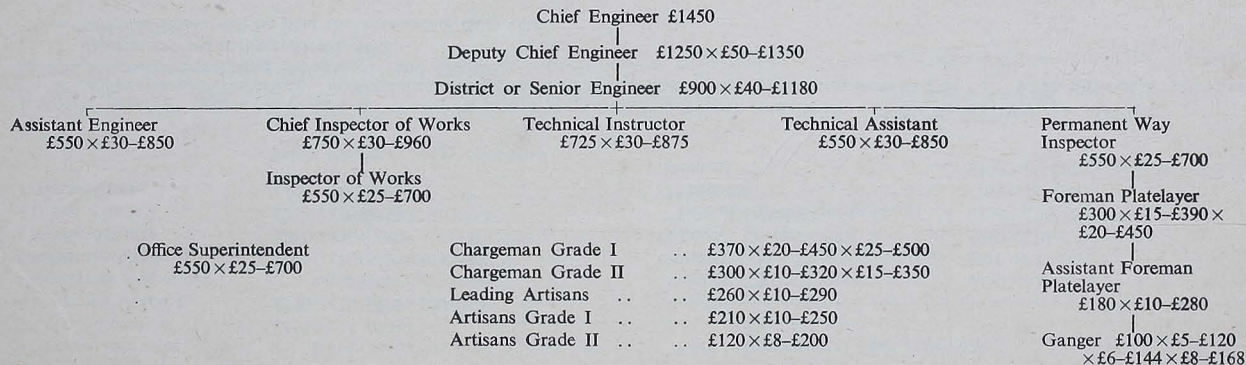
Assistant "loco" Inspectors ..	£450 × £25—£500
Senior "loco" Drivers ..	£330 × £20—£430
"Loco" Drivers Grade I ..	£260 × £10—£300 : £315
"Loco" Drivers Grade II ..	£210 × £10—£250
"Shedmen"	£168 × £8—£200
Firemen	£100 × £5—£120 × £6—£144 × £8—£168

NOTES :

- Existing staff should be allocated to the proposed grades by the grading team in consultation with the General Manager Railways.
- Skilled or semi-skilled labour.* Daily paid according to skill on a range up to 10s. a day except present staff on "K" scales who opt to retain their existing scales—see paragraphs 161, 314-317 and 470-486.
- Apprentices*—see paragraphs 471—472.
- Unskilled labour* will be paid the appropriate daily rate.

GOLD COAST RAILWAYS & HARBOUR ADMINISTRATION—CHIEF ENGINEER'S DIVISION

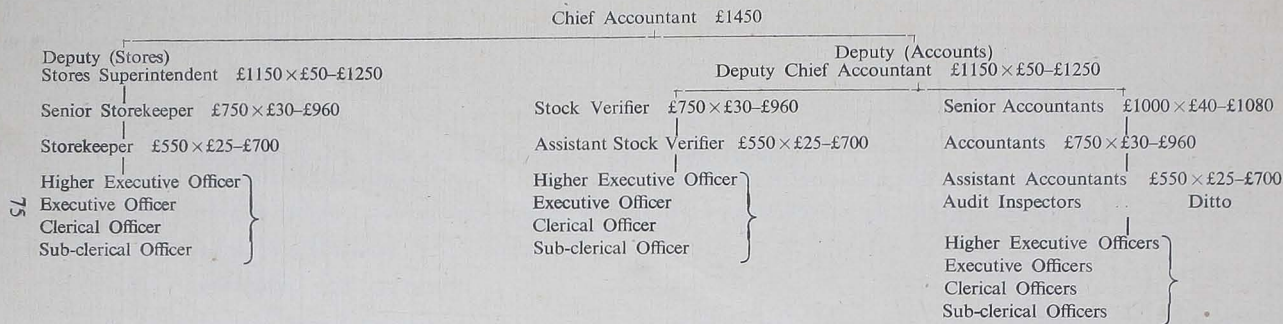
SCHEDULE No. 4



74

NOTES :

1. Executive, Clerical and Sub-clerical and subordinate staff employed in this Division should be paid the rate appropriate to their class and grade. In such cases the grading team should settle the appropriate grading in consultation with the General Manager Railways.
2. Existing staff should be allocated to the proposed new grades by the grading team in consultation with the General Manager Railways.
3. *Skilled or semi-skilled labour*—Daily paid according to skill on a range up to 10s. a day except present staff on "K" scales who opt to retain their existing scales—see paragraphs 161, 314–317 and 470–486.
4. *Unskilled labour* will be paid the appropriate daily rate.
5. *Apprentices*—see paragraphs 471–472.



NOTES :

1. Existing staff in the Stores Division paid on " K " scales will be paid " daily rates " unless they opt to retain their existing scales—see paragraphs 161, 314–317, 470–486.
2. Higher Executive, Executive, Clerical and Sub-clerical staff will be allocated to this Division as required, grading of particular posts to be settled by grading team in consultation with the General Manager Railways.

GOLD COAST RAILWAYS & HARBOUR ADMINISTRATION—FIRE SECTION

SCHEDULE No. 6

*Fire Officer £750×£30-£960

Senior Leading Fireman £152×£8-£200

Leading Firemen £100×£5-£120×£6-£144 or daily rates—see paragraphs 161, 314-317, and 470-486.

Firemen and other staff now paid on "K" or "L 1, 2" scales will be paid "daily rates" unless they opt to retain their present scales—see paragraphs 161, 314-317, and 470-486.

* See paragraph 674.

GOLD COAST RAILWAYS & HARBOUR ADMINISTRATION—MARINE SECTION

SCHEDULE No. 7

	Marine Superintendent	£1150 × £50—£1250	
	Deputy Marine Superintendent	£1000 × £40—£1080	
Superintendent Marine Engineer		£750 × £30—£960	Senior Pilot
Mechanical Foreman		£550 × £25—£700	Pilot
Chargeman Grade I (when required)		£370 × £20—£450 × £25—£500	*Tugmaster
Chargeman Grade II		£300 × £10—£320 × £15—£350	Ditto
Leading Artisans		£260 × £10—£290	Senior Signalman
Artisans Grade I		£210 × £10—£250	†Junior Signalman
Artisans Grade II		£120 × £8—£200	£750 × £30—£960
Head Riggers		£160 × £8—£200	£725 × £30—£875
			£210 × £10—£300
			£120 × £8—£200

* The salary recommended for Tugmasters is put forward on the assumption that the command pay now paid to them will be absorbed in their new salary. We see no reason for the continuance of this allowance.

† Cambridge School Certificate an essential qualification.

NOTES :

1. Executive, Clerical and Sub-clerical and subordinate staff employed in this Division should be paid the rate appropriate to their class and grade. In such cases the grading team should settle the appropriate grading in consultation with the General Manager Railways.
2. Existing staff should be allocated to the proposed new grades by the grading team in consultation with the General Manager Railway.
3. *Skilled or semi-skilled labour*—daily paid according to skill on a range up to 10s. a day except present staff on “ K ” scales who opt to retain their existing scales—see paragraphs 161, 314-317 and 470-486.
4. *Unskilled labour* will be paid the appropriate daily rate.
5. *Apprentices*—see paragraphs 471-472.

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GOLD COAST

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on the
Civil Service of the Gold Coast
1950-51**

(In two volumes, Volume I comprising the Report
and Volume II the Appendix)

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