

AN  
INDIGENOUS  
CIVIL  
SERVICE

PRINCIPAL RECOMMENDATIONS  
*of the*

LIDBURY  
COMMISSION

Series Number

✓ 1

**The Structure of the Civil Service**

PUBLISHED UNDER THE AUTHORITY OF  
THE CHIEF SECRETARY

BOOK NUMBER

1/Dp/JQ3032.

L6C41

Africana Cases

## INTRODUCTION

This is the first of a series of pamphlets summarizing and explaining some of the recommendations of the Lidbury Report. The pamphlets are issued under the authority of the Chief Secretary's Office and are intended, until printed copies of the full Report are available, to assist the Public in its study of the more important subjects discussed in the Report. **The pamphlets do not express the views of the Government which is still examining the Report in detail, and the publication of the pamphlets in no way binds the Government to the acceptance or rejection of any part of the Report.**

VDP/JA 3032. L6C41  
Africana Cases

## LIDBURY RECOMMENDATIONS

### LIDBURY ABOLISHES DIVISION BETWEEN SENIOR AND JUNIOR SERVICE

The Lidbury Commission considered that the main feature of the present structure of the Gold Coast Civil Service is the division into a subordinate or junior civil service staffed entirely by Africans and a senior branch consisting mainly of expatriates. The Report states (Para. 73) : " In effect, the principal weakness of the Gold Coast system lies in the fact that the African entering the Junior Service being employed for the greater part of his service on duties which are in the main routine, rarely learns by employment on responsible work to develop the qualities essential to an officer filling the higher posts in the service." The Commission considered that : " the most important single factor in determining the structure of the Civil Service in the Gold Coast is the transition from a Service composed in the upper ranks largely of expatriate staff to one composed mainly of indigenous staff." (Para. 65). The Report goes on : " We accordingly recommend that the present division of the service into Senior Service and Junior Service be ended ". (Para. 77).

### Lidbury structure provides promotion ladders from lowest posts to highest :

Having rejected the existing structure of the Gold Coast Civil Service the Commission turned its attention to designing a structure specially suited for an indigenous Civil Service and with adequate provision for Africans to progress from the lowest grades in the Service to the highest. For this purpose the Chairman of the Commission has drawn freely from his long experience of the United Kingdom Civil Service which is of course an indigenous Service. The Commission states : " It is of course an essential condition of this system, as it works in the British Civil Service, that a ladder be created by which a qualified civil servant can climb from the bottom of the service to the highest posts. This is done in the main by a series of annual competitions, under examination conditions, limited to officers already in the service".

### Lidbury Classification of the Civil Service :

The Report recommends the creation of four general classes in the Civil Service apart from technical and professional and other special posts. These four classes are distinguished from each other by the nature of the work and they do not correspond exactly to any existing posts in the Civil Service. For example the post of Second Division Clerk does not correspond with the Lidbury post of Clerical Officer.

*(For details of the four general classes see tables on pages 6 and 7)*

It will be seen from these tables that there are entry points at different levels for the primary schoolboy, the secondary schoolboy, the Higher School Certificate holder and the University graduate. Within each class there are a number of separate grades or posts, e.g., a Clerical Officer (£120-£270) who does not succeed in obtaining

promotion to the post of Executive Officer (£200-£350) in the limited competition which he can enter after five years service as a Clerical Officer, can in due course look for promotion to the post of Higher Clerical Officer (£290-£350). No written examination is required for that promotion. From the post of Higher Clerical Officer he can aspire to promotion to the post of Higher Executive Officer (£370-£500), and from there to the posts in the executive ladder which go up to superscale level. Thus a clerical officer has a chance at two different stages in his career to transfer to the Executive Class. During the period of transition from the existing structure to the new one proposed, the Lidbury Commission envisages that the claims of serving clerical officers for promotion to the new executive grades at appropriate levels will be specially considered. (Paras. 109-114).

As with the clerical officer the Executive officer has two different avenues of advancement. After five years service an Executive officer can enter a competitive examination for promotion to the Administrative class. If he fails to enter the Administrative class at this stage he can look for promotion up the various executive grades and when he has reached a comparatively senior executive grade he may be considered for direct promotion (i.e., promotion without an examination) to the Administrative class.

Throughout the Report the Commission emphasizes that promotions within the Service must be made on merit alone, and the Public Service Commission is the body appointed to advise the Governor on the suitability of all candidates for promotion.

#### **Lidbury careers for Typists and Stenographers :**

The Lidbury Report provides special posts and careers for typists and stenographers as shewn in the table on page 8.

In addition to the normal promotion prospects open to typists and stenographers, they can compete at various stages in their careers for entry to the clerical class and the executive class.

#### **Lidbury Recommends Technical Classes should have Salaries and Prospects at least equivalent to Clerical and Executive Classes :**

"The technical classes are equivalent to the executive class in their respective departments and in their relationship to the class immediately superior to them. Like the professional class for whom they work, technical officers are specialists." (Para. 122).

"We met criticism of the present salary structure on the grounds that African youths were attracted by the higher pay which could be earned by "white collar" workers and were not prepared to enter technical grades doing equally essential work. Credit must of course be allowed for superior education and compensation for extra years spent profitably at school, but subject to this we have tried to redress the balance by framing scales which should provide technically minded schoolboys with attractive careers in departments such as Agriculture, Animal Health, Forestry and the Post Office. We have

also endeavoured to ensure that artisans, technicians and others who work with their hands should have fair and reasonable remuneration and prospects of advancement (provided they are prepared to improve themselves) in no way inferior to those of clerical and other non-technical staff". (Para. 235)

Each technical post and special departmental post have been dealt with separately in Chapter XIV of the Report. There are many minor variations to take account of the peculiar circumstances and needs of each post and those who are interested can find the Commission's detailed recommendations under departmental headings in Chapter XIV of the Report. The principle has been maintained of providing technical officers with career prospects comparable with their counterparts in non-technical services.

#### **Lidbury on Professional Classes :**

"The professional classes for the purpose of our Report include all posts, appointment to which requires a recognised professional or scientific qualification. These are Legal, Medical, Engineers, Architects, Agriculture, Forestry, Animal Health, Education, and a number of scientific posts such as Geologists, Entomologists and Analytical Chemists...Entry to a Professional class is or should be strictly reserved to applicants holding the requisite academic qualifications or other qualifications recognised by the appropriate professional association". (Para. 117).

"We wish to stress that in our view, in spite of the difference in function, the Administrative and Professional services are complementary and of equal status. Following this principle we recommend the same salary scales for both services". (Para. 120).

#### **Lidbury conclusion :**

The Commission has made it clear throughout its Report that it has tried to provide a Civil Service within which there is ample opportunity for Gold Coast Africans to make the fullest use of their talents at all levels. Not only is provision made for the direct appointment of local recruits to the Civil Service at whatever level their educational and other qualifications fit them for engagement but also a clearly defined and easily understood system is outlined to facilitate the steady progress through grades and classes in the Service from the lowest rung in the ladder to the highest posts. The keynote is that responsibility is the best of all teachers and that African officers must be given an opportunity to assume the maximum degree of responsibility compatible with their training, experience and ability at all stages in their careers.

"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." (Para. 688).

## FOUR GENERAL CLASSES OF THE CIVIL SERVICE

| <i>Class</i>        | <i>Salary range</i>   | <i>Educational level<br/>for direct entry</i>                  | <i>Methods of entry</i>   | <i>Paragraph<br/>reference to the<br/>Report</i> |
|---------------------|---|--|---|--|
| Sub-Clerical ... .. | £90-£144 ... ..   | Standard VII normally.   | Written examination for candidates 16-22 years.   | 124, 127, 128                                    |
| Clerical ... ..     | £120-£270: £290-£350.   | School Certificate   | (1) Interview as at present for school certificate candidates aged 16-24 years.<br><br>(2) Limited competition for clerical assistants aged 22-30 years old, who have five years satisfactory service.  | 125-126, 130-135                                 |
| Executive ... ..    | £200-£350: £370-£500: £550-£700: £750-£960: £1,000-£1,080: £1,150-£1,250:<br>Superscale posts | Higher School Certificate or School Certificate Class I or II. | (1) Written examination and interview for candidates with School Certificate Class I or II or higher aged 20-22 years.<br><br>(2) Written examination for serving clerical and analogous classes between ages of 23-30 with five years satisfactory service and who obtain a departmental nomination. | 98-116   |

- (3) Direct promotion through Public Service Commission from Higher Clerical Officer to Higher Executive Officer.

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Administrative ... .. £550-£850: £900- University (1) written examination 83-97  
£1,180: £1,250- graduate. and interview for can-  
£1,350. didates with University  
Superscale posts degree aged 22-26 years.

- (2) Written examination and interview for serving executive and analogous classes between ages 25-32 years with five years satisfactory service and who obtain a departmental nomination.

- (3) Direct promotion through Public Service Commission of Officers in a comparatively senior executive grade at a relatively late stage in their career.

## CAREERS FOR TYPISTS AND STENOGRAPHERS

| <i>Post</i>                          | <i>Salary</i>                                | <i>Qualifications</i>  | <i>Normal method of entry</i>  |
|--------------------------------------|--|--|--|
| Typist ... ..                        | £95-£144 ... ..                              | 30 words per minute ... ..<br>40 words per minute before<br>going beyond £120.                             | From typing schools.   |
| Stenographer ... ..                  | £120-£200 ... ..                             | Shorthand—80 words a<br>minute.<br>Typing—30 words a minute<br>After £144 Shorthand—100<br>words a minute. | From typing schools.   |
| Supervisor of shorthand-<br>typists. | £210-£270 ... ..                             | Qualified stenographer ... ..  | Promotion from stenogra-<br>pher.  |
| Stenographer/Secretary ... ..        | £200-£350 plus allow-<br>ance of £4 a month. | Qualified stenographer plus<br>ability for executive work.   | Promotion from stenogra-<br>pher grade or supervisor<br>grade.           |
| Legislative Assembly<br>Reporters.   | £370-£500 ... ..                             | Shorthand—160 words a<br>minute.<br><br>Typing—60 words a minute.  | Promotion from stenogra-<br>pher grades or from out-<br>side employment. |
| Recorder to Assembly ... ..          | £550-£700 ... ..                             | Qualified stenographer, plus<br>ability to supervise.  | Promotion from Legislative<br>Assembly Reporter.                         |

## INTRODUCTION

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1/Dp/JQ 3032-L6C41  
African Cases

## LIDBURY RECOMMENDATIONS

### Lidbury says Established Status no Advantage to Semi-skilled and Skilled Employees :

In paragraphs 152-163 of the Lidbury Report the Commission discusses Government employees referred to in the "Korsah" Report as semi-skilled and skilled labour. These employees though "established" are at present non-pensionable and the posts are on various sections of the K Scale or on the first two sections of the L Scale. The Commission observes that all that is meant by an "established" post is that the number of posts and the salaries attached are published under a Personal Emoluments sub-head of the Estimates of expenditure. It has no relation to the security of tenure, discipline, including dismissals, or terms of service such as leave and retiring awards. The Commission states : "We can see, therefore, no real advantage accruing directly to the employee from the grant of established status, though it is clear to us from the evidence we have received that it is a status which has considerable prestige value in the estimation of many of the employees concerned".

### Disadvantages of Establishment :

The Commission then goes on to state what it considers to be the disadvantages of establishing posts for this category of employee. These arguments may be summarized as follows :—

- (i) The necessary restrictions on the number of salary scales within the Civil Service structure make it impossible to achieve the correct relativities among the large number of lower grade workers ranging by many degrees from the unskilled to the skilled. This means that in order to fit all the different posts into the existing salary scales, some workers get paid more than the job is worth compared with other jobs while other workers get paid less than the job is worth.
- (ii) There is a very real difficulty in defining semi-skilled and skilled labour. The Report points out for example that Crane Cable Attendants are not rated as semi-skilled labour whereas Conservancy Labourers are.
- (iii) Incremental scales are generally speaking unsuitable for this type of employee, since the value of workers such as Watchmen rarely increases with length of service. The principle of increments however is the recognition of increased value to the employer. If the nature of the work does not permit of increased value to the employer the principle of annual increments should not apply. The Commission does however consider that some arrangement should be made to give extra pay to good workers in this category.
- (iv) Establishment on civil service salary scales prevents early adjustment of rates of pay to meet changes in the cost of living. "However desirable it may be in certain circumstances to make rapid adjustments in the remuneration of certain categories

of employee the Civil Service salary structure is so finely balanced and closely inter-locking that it takes some time to review all the implications involved in even the most minor adjustment." The Commission considers that it should be possible to adjust the rates of pay of this category of employee independently of the main body of civil servants.

- (v) The Trade Unions are unable to play their full part in the negotiation of rates of pay for these employees. The Commission points out that "in countries where industrial Trade Unionism is more advanced than in the Gold Coast these matters are among the most important functions of such Trade Unions and it is the responsible part which Unions play in the process of fixing by negotiation the wages and other conditions of employment that ensures for them a most important position in the economic life of the country".
- (vi) The system of establishing posts in this category has led to a great increase in clerical work in Government departments. "We would not stress this aspect if we were convinced that the policy is in itself in the best interests of the workers and the country in general. We have already given what appear to us to be cogent reasons why we are not so convinced."

#### **Lidbury says Semi-skilled and Skilled Labourers should not be on K and L Scales :**

The Report recommends that semi-skilled and skilled labour employed by Government should not be on salary scales with annual increments but should be on daily rates of pay fixed according to the value of each post. In addition workers can earn bonus payments up to 20 per cent of the daily rate. The Report does not make detailed recommendations on the actual rates for each post, but suggests that this should be done departmentally in consultation with the representatives of the staff concerned. The Report also recommends that grading experts should be borrowed from the United Kingdom Civil Service to assist in the work of assessing the relative value of posts.

#### **Lidbury Recommends no Compulsory Acceptance of New Conditions :**

The Lidbury Report states that all employees who are at present established should have complete freedom of choice between their existing terms (including temporary allowance for so long as the Legislative Assembly is prepared to vote funds) and the new conditions. The comparison of Lidbury conditions with present conditions is shewn in the table at pages seven and eight.

#### **Lidbury Recommends Early Introduction of Revised Conditions for Semi-skilled and Skilled Labour :**

The Report states that the revised conditions outlined above for semi-skilled and skilled labour should be introduced as early as possible for those serving employees who wish to accept the new

terms, and for all new appointments. The Report points out that the general revision of the Civil Service will take some time and recommends that the daily rated staff should be offered the new terms without waiting for the revision of the Civil Service as a whole.

#### **Lidbury on Cost of Living of Daily Rated Staff. (Para. 200) :**

The Report recommends that a standing Cost-of-Living Committee should be appointed which should have a particular responsibility for watching the position of daily rated employees, and that if necessary wage adjustments to meet cost of living changes should be made for daily rated staff, independently of adjustments for established staff.

#### **Summary of Advantages Lidbury Recommendations. (Para. 163) :**

- (i) Actual rates of pay for each job can be fixed in consultation with staff representatives and without undue regard for the limitations of the Civil Service salary structure.
- (ii) A range of daily rates of pay representing substantial increases above the existing salary scales plus temporary allowances. In addition to basic wage an employee can earn bonus payments.
- (iii) Provision for rapid adjustment of rates of pay to meet cost of living changes.
- (iv) Introduction of new daily rates of pay in advance of introduction of revised salary scales.
- (v) Employees who are already established would have the option of remaining on their present conditions of service.
- (vi) Daily rated employees would continue to be eligible for retiring allowances on the same basis as established non-pensionable employees.
- (vii) Generally speaking conditions of service (including leave, sick leave, discipline, etc.) of daily rated employees would be the same as for established non-pensionable staff.

#### **Lidbury Conditions for Artisans. (Paras. 470-477) :**

✓ The Report stresses the need for establishing Apprenticeship Schemes in all departments employing "industrial" staff. By industrial staff the Commission means artisan type posts such as Carpenters, Masons, Boilermakers, Moulders, Copper-smiths, Fitters, Turners, Machinists and Blacksmiths. Artisans in the Printing Department would also be included in this scheme.

#### **Period of Apprenticeship and Rates of Pay :**

The Report recommends that the normal period of apprenticeship should be five years and that during apprenticeship the following rates of pay should apply :-

|              |                    |                |                    |
|--------------|--------------------|----------------|--------------------|
| 1st year ... | ... 4s. 6d. a day. | 2nd year ...   | ... 5s. a day.     |
| 3rd year ... | ... 6s. a day.     | 4th year ...   | ... 6s. 6d. a day. |
|              | 5th year ...       | ... 7s. a day. |                    |

The Report recognises that during the next few years the Apprenticeship Scheme may have to be modified to accommodate students at present in the Government Technical School at Takoradi.

### **Rates of Pay for Qualified Artisans :**

On successful completion of apprenticeship the apprentice should graduate as an Artisan, Grade II and the following salary scales are recommended. These are established and pensionable posts.

|                        |           |                        |           |
|------------------------|-----------|------------------------|-----------|
| Artisan, Grade II ...  | £120-£200 | Artisan, Grade I ...   | £210-£250 |
| Leading Artisan ...    | £260-£290 | Chargeman, Grade II... | £300-£350 |
| Chargeman, Grade I ... | £370-£500 | Inspector of Works ... | £550-£700 |

and higher posts.

An Artisan, Grade II can obtain promotion to Artisan, Grade I after five years service by passing a Trade Test. The Commission makes it clear that the promotion ladder outlined above should be created in all trades for which there are at present " senior service " posts such as Inspectors and Foremen of Works.

" We have endeavoured to ensure that artisans, technicians and others who work with their hands should have fair and reasonable remuneration and prospects of advancement (provided they are prepared to improve themselves) in no way inferior to those of clerical and other non-technical staff ".

# LIDBURY CONDITIONS FOR SEMI-SKILLED AND SKILLED LABOUR

## RATES OF PAY

| <b>Present</b>   | <b>Proposed</b>  |
|--|--|
| <p><i>(including Temporary Allowance)</i></p> <p>K1 £50-£58     ...     ...     ...     ...</p> <p>K2 £62-£77</p> <p>K3 £86-£101</p> <p>K4 £106-£130</p> <p>K5 £134-£144</p> <p>L1 £86-£122     ....     ...     ...     ...</p> <p>L2 £130-£144</p> <p>Annual increments.</p> | <p>Fixed daily rates between 4s. 6d. a day (approx. £71 p.a.) and 10s. a day (approx. £156 p.a.)</p> <p>No annual increment but employees can earn merit bonus up to 20 per cent of the fixed rate. Thus an employee on a fixed rate of 10s. a day can earn an additional 2s. a day merit bonus bringing his total daily earnings up to 12s. a day. (approx. £187 p.a.).</p> |

## RETIRING ALLOWANCES

| <b>Present</b>  | <b>Proposed</b>   |
|---|---|
| <p>Employees are eligible for retiring awards under the rules for the award of annual allowances and gratuities to non-pensionable employees.</p> | <p>Employees are eligible for retiring awards under the rules for the award of annual allowances and gratuities to non-pensionable employees.</p> |

## LEAVE

| <b>Present</b>   | <b>Proposed</b>  |
|--|--|
| <p>15 days for each year of service.     ...     ...</p> | <p>14 days for each year of service plus two days public holidays.</p> |

## CASUAL LEAVE

| <b>Present</b>                                      | <b>Proposed</b>                                |
|---|--|
| <p>No provision     ...     ...     ...     ...</p> | <p>Up to ten days in any one tour of duty.</p> |

**Present**

Up to 30 days on full pay and thereafter half pay up to two months.

**SICK LEAVE****Proposed**

After 12 months service—up to 30 days on full pay followed by up to two months on half pay in any period of 12 months.

After five years service—up to three months on full pay followed by three months on half pay in any period of 12 months.

**LIDBURY RATES FOR UNSKILLED LABOURER****Present****Proposed**

|  |  |  |   |
|--|--|--|---|
| Northern Territories (including Tamale). | 2s. per day, plus 5d. temporary allowance.   | Northern Territories (excluding Tamale). | 2s. 6d. per day rising to 2s. 9d. per day after one year. |
| Ashanti and the Colony                   | 2s. 6d. per day, plus 6d. temporary allowance.   | Ashanti, Colony and Tamale               | 3s. 3d. per day rising to 3s. 6d. after one year.         |
| Accra, Kumasi, Sekondi-Takoradi          | 2s. 9d. per day, plus 7d. temporary allowance rising to 3s. per day plus 7d. temporary allowance after one year. | Accra, Kumasi, Sekondi-Takoradi.         | 3s. 9d. per day rising to 4s. after one year.             |

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PRINCIPAL RECOMMENDATIONS  
of the  
**LIDBURY  
COMMISSION**

UNIVERSITY COLLEGE  
OF THE GOLD COAST  
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1-3: NOV 1951

Series Number  
3

**Staffing and Training**

PUBLISHED UNDER THE AUTHORITY OF  
THE CHIEF SECRETARY

BOOK NUMBER  
1/Dp/JQ3032

1/DP/JG 3032 L6 C41  
Africana Cases

## INTRODUCTION

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## STAFFING AND TRAINING LIDBURY RECOMMENDATIONS

### Recruitment :

In the first pamphlet in this series on the structure of the service the methods by which candidates would be selected for appointment to the various new classes of the Civil Service were outlined. It will be remembered that the Lidbury Commission recommended that selection to the majority of posts should be by competitive examination under the aegis of the Public Service Commission. This method of recruitment is designed to ensure the selection of Africans wishing to enter the Public Service on the strictly impartial basis of merit. The Lidbury Report, however, considers that there is also scope for improvement in the organisation of recruitment—i.e. the steps to be taken to tap all possible sources of recruitment of Gold Coast Africans to the Public Service. (Paragraph 334).

### **Lidbury abolishes Commissioner for Africanization. Suggests new post Director of Recruitment and Training.**

The Report considers that the present post of Commissioner for Africanization does not carry wide enough powers and also that the title is not suitable for an indigenous Civil Service. It therefore recommends that the post should be abolished and its duties merged into a new post of Director of Recruitment and Training. The Commission comments "such an organization would be much more effective from the standpoint of Africanization than the present single handed Commissionership ; it would give him staff through which he could work to discharge the responsible functions entrusted to him, and it would give him "teeth" which he could use to ensure that the policy which he is appointed to discharge is effectively carried into execution". (Paragraph 336).

## Principles Governing Appointments.

The Director of Recruitment and Training working in conjunction with the Public Service Commission would be responsible for ensuring that the principles governing appointments to the Public Service were rigidly and uniformly observed. These principles may be summarized as follows :—

1. *Africans in preference to expatriates*—All vacancies normally filled by new appointments should be filled by suitably qualified Africans in preference to expatriates, provided that there would be no lowering of standards required for appointment.

2. *All vacancies to be widely advertised*—The existence of vacancies in posts normally filled by new appointments, together with the emoluments and prospects of the posts, the qualifications and duties of the posts, and the method of application and selection should be published in such a manner that they are brought to the notice of all possible Gold Coast African candidates.

3. *Public Service Commission scrutiny*—The Public Service Commission should scrutinize or supervise the scrutiny of applications received from Gold Coast Africans to ensure that they hold the prescribed minimum qualifications, and should ensure that the tests, written examinations and interviews prescribed in this Report are duly applied. The vacancies should then be offered to the candidates passing these tests in order of merit.

4. *Expatriates to be considered only if no suitable African available*.—If after examination of the field of African candidates the Public Service Commission decides that no suitable and qualified African is available, and if it is essential in the public interest that a post should be filled, efforts will be made to recruit expatriates, if possible on contract.

5. When a vacancy occurs in a post normally filled by promotion from within the Service, the vacancy should *not* be advertised. It would be the responsibility of the Director of Recruitment and Training to see that the claims of all qualified candidates within the Service are considered. The Lidbury Report has recommended improvements in the system of reporting on Government Officers which should facilitate consideration of claims for promotion.

## Training the Key to Africanization.

On the subject of training the Lidbury Commission writes :—

“ We regard this question as one of the most important, if not the most important, with which we have to deal. Without adequate training facilities our proposals for reorganizing the structure of the service and for the creation of the Executive Class and the corresponding classes in the technical services will be of little avail ; they must be supplemented by proper training, both initial training and post-entry training, if the Africanization policy of the Gold Coast Government is to be effective in a reasonable period of time ” (Para. 337).

### **Lidbury Recommends Training Divisions in Departments.**

In order to ensure that the training of staff within departments is properly organized and given the importance which the Report considers it should have, it proposes that special full time training divisions should be created in each department under the general co-ordinating control of the Director of Recruitment and Training (Paragraph 339). It will be the job of these training divisions to see that every officer entering the department is given the training necessary to enable him to perform efficiently the work allocated to him. The training divisions will also be required to prepare departmental training schemes to fit officers within the service for promotion to higher posts, as well as for increasing their efficiency in their existing posts. A wide extension of the system of departmental training schools is recommended, and it is also recommended that full use be made of Technical Institutes and other outside educational institutions by way of part-time courses and "sandwich" courses for improving the qualifications of officers already in the service.

*Typing and Shorthand Schools.*—The Commission recommends the establishment of typing and shorthand schools in Accra, Sekondi Takoradi, Kumasi and Tamale under the control of the Director of Recruitment and Training.

*Lidbury conclusions on training*—The Commission lays great stress on the urgent need to tackle the problem of immediate expansion of training facilities for Civil Servants of all classes. These training facilities vary from courses on clerical procedures to apprenticeship schemes for tradesmen and courses for African Administrative cadets. The pattern the Commission envisages emerging is one of a steady and increasing flow of Africans entering the Civil Service by recognised selection procedures at all levels, from primary schools, secondary schools, Trade Training Centres, Technical Institutes, Secondary Technical Schools, the College of Arts Science and Technology and the University College of the Gold Coast. These recruits will be given training on appointment to adapt their basic training to the special needs of the Civil Service. In each case the training will consist of a prepared course arranged and supervised by the training division of the department under the general control of the Director of Recruitment and Training. An Officer will be regarded as under training throughout the greater part of his career and at various stages special training will be organized "so as to equip him with special skills needed in his work and to enable him to qualify for advancement in the Service". The Report envisages in fact the Civil Service as itself providing the cheapest, quickest and best training for all posts in the Public Service from the highest to the lowest, so that every African entering the service at whatever level should have ample opportunity to rise to the highest posts in his particular trade (provided he is prepared to work and if necessary give up his leisure hours to improve his knowledge).

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COMMISSION



es Number

4

**The Employment of Expatriates**

PUBLISHED UNDER THE AUTHORITY OF  
THE CHIEF SECRETARY

BOOK NUMBER

1/2 1/2

## INTRODUCTION

This is the fourth of a series of pamphlets summarizing and explaining some of the recommendations of the Lidbury Report. The pamphlets are issued under the authority of the Chief Secretary's Office and are intended, until printed copies of the full Report are available, to assist the Public in its study of the more important subjects discussed in the Report. **The pamphlets do not express the views of the Government which is still examining the Report in detail, and the publication of the pamphlets in no way bind the Government to the acceptance or rejection of any part of the Report.**

1/DP/JQ 3032-L6C41  
Africana Cases

## THE EMPLOYMENT OF EXPATRIATES

## LIDBURY RECOMMENDATIONS

**Lidbury says the Gold Coast still needs Expatriates :**

The Lidbury Commission, after completing a comprehensive survey of the Gold Coast Civil Service and the work it has to do, came to the conclusion that the services of expatriate officers would continue to be required in many branches for some time to come. The Commission notes the decision of the Government to stop the recruitment of expatriates by direct entry into the Administrative Service after 1951, but considers that there is a vast field of employment outside the Administrative Service—Professional, technical, semi-technical, executive (e.g., Customs or Postal services)—in which the supply of Africans with suitable qualifications adequately to fill the higher posts is likely, under the present structure of the service, to be insufficient for many years (para. 72).

**Lidbury says speed up training of Africans for higher posts :**

In earlier pamphlets in this series it has been explained how the Lidbury Commission has redesigned the structure of the service with a view to its complete Africanization, and how the Commission has stressed the need to intensify in all departments the training of Africans for higher posts. For example in the present structure of the Civil Service there are a number of posts in the senior service of an executive or technical character which are "entry posts"—that is to say posts to which candidates may be appointed from outside the service. The Lidbury Report envisages that most if not all of these posts will become "promotion posts"—that is posts which are normally filled by promotion of officers already in lower grades in the service. Since the posts in these lower grades are wholly filled by Africans this change should effectively eliminate the need for at least one class of expatriate recruitment at an early date.

**Rate of Africanization depends on Efficiency of Training Divisions and diligence of Africans :**

The Lidbury Report makes it clear that the speeding up of the appointment of Africans to posts at present occupied by expatriates depends mainly on two things :—

- (i) The efficacy of the proposed departmental Training Divisions.
- (ii) The diligence of the African officers themselves, and their willingness to give up part of their leisure time to further study and training.

**Lidbury reasons why Gold Coast must employ Expatriates :**

The Report discusses at paragraph 69 the circumstances in which the Gold Coast finds itself unable at present to fill all the posts in its Public Service with Africans. These circumstances can be summarized as follows :—

- (i) There has been a great increase in Government activities since the war and an even greater extension is to be expected from the Gold Coast Development Plan. This expansion of Government activities naturally requires more staff, professional, administrative and technical.
- (ii) For one reason and another many more senior Government officers than usual are leaving the Gold Coast service every year. These officers have to be replaced in addition to finding recruits for existing vacancies.
- (iii) Increased staff will be required to give effect to the Lidbury proposals for more training in departments.
- (iv) The output of educational institutions in the Gold Coast is at present not sufficient to supply the numbers of basically qualified candidates to fill all the vacancies in the Civil Service.
- (v) The weakness of the existing structure of the Service with its comparative lack of facilities for an African to develop his capabilities by giving him systematic training throughout his service and above all by giving him responsibility at an early age.

#### **Conditions on which Expatriates can be Appointed :**

- (i) No expatriate can be appointed to a post in the Gold Coast Civil Service unless after examination of all applications by Gold Coast Africans the Public Service Commission is satisfied that no qualified and suitable candidate is available locally.
- (ii) If no local candidate is available and it is in the public interest that the post should be filled, attempts should be made to engage an expatriate if possible on contract terms or on temporary secondment.
- (iii) If an African is in training to qualify for the post the length of the contract to be offered to an expatriate should be based on the time in which an African can be trained for it. This is in order that contracts are not given to expatriates which would have the effect of blocking the appointment of Africans.
- (iv) If it is not possible to recruit an expatriate on contract terms for a post for which no local candidate is available, attempts should be made to recruit an expatriate on pensionable terms.

It will be seen that it is only as a last resort, when no local candidates are available and expatriates cannot be recruited on contract, that expatriates can be appointed to the Gold Coast Civil Service on pensionable terms.

#### **Lidbury favours Contract Appointments for Expatriates but says not all Expatriates can be recruited on Contract :**

The Report makes it clear that in order to facilitate Africanization of the Service it considers it proper that as far as possible expatriates should be recruited on contract terms. (Para. 224). But a warning is also given that : "There are many posts to which expatriates cannot be attracted on other than pensionable terms and it seems

likely to us that the Gold Coast will continue to find it necessary for some time to make a substantial number of expatriate appointments on pensionable terms." (Para. 115). A warning is also given that contract appointments do not provide that continuity which is essential in Government Service and that for this reason the Civil Service must contain a hard core of pensionable officers. If this hard core cannot be provided from local sources, the Commission considers it must be provided by recruitment from overseas.

#### **Lidbury says make Contract Appointments more Attractive :**

The Report points out that, though it is desirable in the interests of Africanization that expatriates should be appointed on contract terms and not to the permanent and pensionable establishment, contract appointments are, as a rule, not as attractive to qualified professional and technical officers as permanent appointments. In order therefore to make the fullest use of contract appointments for expatriates the contract terms should be made more attractive. The Report recommends the following improvements in contract terms :—

- (i) Rates of pay for contract appointments should, if necessary, be increased to as much as 25 per cent higher than the rates which would be offered for a permanent and pensionable appointment.
- (ii) Contracts should be offered for a definite period and, if it is considered that the services of the expatriate will be required in any particular case for a long period of time he should be offered a long term contract of up to 10 or 15 years if necessary. The contract would, of course, provide for earlier release at the discretion of either the Government or the officer.
- (iii) Long term contracts should provide for contributory superannuation schemes—that is to say instead of a pension or gratuity paid from Government revenue on leaving the post, both the officer and the Government would make payments each month into a fund from which payments would be made to the officer when he finally leaves the service.

#### **Lidbury says Unified Colonial Services help Recruitment of Expatriates. (Paras. 169-173) :**

The Report explains that the system of Unified Colonial Services is one under which certain professional services, e.g., Agriculture, Medical, etc., have their Colonial officers in a "pool" which means that they can be sent to the Colonies where their services are most needed. The Gold Coast is at present a member of this scheme and the Report states : "from a recruitment point of view membership of this scheme has already proved of very great value to the Gold Coast. The professional or administrative man who wants a career in the Colonies is naturally attracted to a service which opens up possibilities of work in territories throughout the world with prospects of promotion from one to another, rather than to service in one territory which may not compare favourably with others as regards climatic conditions, possibilities of leading a family life, educating

children, etc. We are convinced that it will not be possible for the Gold Coast Government for some time to come to rely entirely on contract terms for the recruitment of all the expatriate officers still required, and if recruitment is to be confined to those officers prepared to join a purely local service with no prospects outside the Gold Coast, it will be necessary to offer expatriate officers much higher salaries than those we propose". (Para. 171). For these reasons the Commission advises that the Gold Coast should continue to use the Unified Colonial Services for the recruitment of those professional and technical officers which it requires.

#### **Lidbury says Unified Colonial Services for Expatriates only :**

The Report states (Para. 173) that the concept of a Unified Colonial Service is properly applicable to expatriates only and that Africans should be recruited to a local Gold Coast Service with no obligation to serve in any other Colony.

#### **Lidbury says Local Gold Coast Civil Service a Natural Development :**

The Report states that the establishment of a local Gold Coast Civil Service as opposed to a Colonial Civil Service is a natural development. It goes on to say that all African Civil Servants should be appointed to a local Gold Coast Civil Service whether or not they hold posts scheduled in the Unified Colonial Services. It also says that they can see no objection to the appointment of expatriates to a local service.

#### **Lidbury Terms for Expatriates—Overseas Pay :**

The Commission recommends the retention of the principle at present accepted of paying overseas pay in addition to basic salary for expatriate officers (para. 220). The argument in favour of overseas pay is set out in para. 221 as follows :—

"221. The argument, which in our view is irresistible, can be briefly stated as follows. It is generally accepted that a certain number of expatriate officers are still required for the Gold Coast Services. The Gold Coast Government naturally wants these men to be fully qualified and of the highest calibre, capable not only of doing a job, but of passing on their skill and knowledge to others. It is obvious that such men at the present time can always obtain employment on satisfactory terms in their country of domicile. It is therefore quite unreasonable to presume that they will consent to serve in West Africa unless they are offered terms which are sufficiently attractive to induce them to do so. This, under present conditions, means a higher rate of pay than it is economically sound to pay for the job in the Gold Coast. If, employing the argument equal pay for equal work, African and expatriate officers are offered the same terms of remuneration, one of two unfortunate situations will arise. Either the quality and numbers of expatriate officers urgently required will not be forthcoming, or Government will be faced with a salary bill out of all proportion to the value of the services rendered, and will

eventually be in danger of bankruptcy. The conclusion is inescapable that expatriate officers, for as long as their employment is necessary, must be offered higher inducement than Africans doing the same work, and in our opinion this can best be done by continuing the present practice of offering overseas or inducement pay in addition to basic salary."

The actual rates of overseas pay have been adjusted particularly at the lower salary ranges. The Commission states that these adjustments are recommended in the interests of recruitment. The rates at present applicable to the higher salary ranges have not been altered.

#### **Lidbury reduces Leave Rates for Expatriates :**

The Report recommends that the leave rates for expatriates should be reduced from seven days for each month of service to six days for each month of service (para. 259).

#### **Lidbury abolishes Local Leave for Expatriates :**

The Report recommends that the privilege of three weeks local leave plus six days travelling time at present enjoyed by expatriate civil servants should be abolished. (para. 263).

#### **Lidbury recommends extension of existing Children's Passages Scheme :**

The Report considers that the present concession under which the Government pays the cost of return passages once a tour for up to three children under the age of nine years, does not fully meet the needs of recruitment. The Commission recommends that in place of the present system the Government should adopt the Nigerian system under which assistance towards the cost of children's passages of up to £75 is granted for up to three children in each tour of duty with the alternative that if an officer does not bring his children to the Gold Coast he should be eligible for an allowance at the rate of £75 p.a. for up to three children for the period during which he is separated from them. The Commission also recommends that the age limit should be raised from nine years to 18 years. The Commission's arguments in favour of this system are set out in paras. 266-269. It reached the conclusion that it is essential if the Gold Coast is to compete on equal terms in the market for the services of the skilled European technicians and professional officers who are so badly needed, that the Gold Coast Government should follow the practice which is becoming more and more generally followed by employers of paying children's passages and/or allowances to employees required to work outside their own country. The Commission goes on to remark that the reduction in leave rates should in fact offset the cost of the increased concessions, which, in any case, apply only to a section of the Public Service due to diminish as the Africanisation programme proceeds.

**Lidbury recommends payment of Rail Fares in the United Kingdom :**

The Commission recommends that rail fares should be paid for officers and families of officers proceeding on or returning from leave in the United Kingdom. This practice has already been adopted by a number of other Colonies and the Commission states that the expense would be negligible as far as the Government is concerned, while the satisfaction it would give to the officers concerned should more than justify it (para. 260 (v) ).

**Lidbury Conclusions on Employment of Expatriates :**

This pamphlet has tried to outline the Lidbury recommendations concerning the employment of expatriates by the Gold Coast Government. A summary of the main points at this stage may help towards understanding the Lidbury proposals.

1. No expatriate should be recruited until after the field of local candidates has been carefully surveyed.
2. Wherever possible the Gold Coast Government should try to recruit the expatriates it requires on contract terms.
3. If the Gold Coast Government decides to recruit an expatriate for a particular post it must offer salary and other conditions of service which will enable it to compete in the market with other potential employers. The Report recommends what it considers to be the minimum terms on which the Gold Coast Government can recruit such expatriate staff as it may require.

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## INTRODUCTION

This is the fifth of a series of pamphlets summarizing and explaining some of the recommendations of the Lidbury Report. The pamphlets are issued under the authority of the Chief Secretary's Office and are intended, until printed copies of the full Report are available, to assist the public in its study of the more important subjects discussed in the Report. **The pamphlets do not express the views of the Government which is still examining the Report in detail, and the publication of the pamphlets in no way binds the Government to the acceptance or rejection of any part of the Report.**

### CONVERSION OF SERVING OFFICERS AND EMPLOYEES LIDBURY RECOMMENDATIONS

#### **Serving Officers and Employees not Compelled to Accept Lidbury Terms :**

If the Lidbury recommendations are accepted, every officer or employee in the Government service at the date of acceptance will have complete freedom of choice between remaining on his present conditions of service so far as concerns salaries and salary scales, wages, temporary allowances (so long as the Legislative Assembly is prepared to vote funds for temporary allowances) rental rates, leave and passages, or of accepting the Lidbury conditions as a whole. Nobody would be allowed to choose certain parts of the new conditions for which an option is allowed and not others. He must accept the whole or remain on his present conditions.

#### **Certain Sections to be Considered Independently of Other Conditions of Service :**

Para. 314 of the Report states : " The recommendations in paras. 282-311 should be considered independently of other conditions of service and when decisions have been reached they should be applied without option ". This means that if the Government accepts the recommendations in paras. 282-311 they should be applied automatically to everybody in the service. The main proposals on which no option is allowed are as follows :—

- (i) *Acting Allowances*.—No allowance to be paid unless an officer performs the full duties of a higher post for a period of not less than six weeks.

- (ii) *Transport Allowances*.—Comprehensive review of Transport Allowances to be undertaken in consultation with Civil Servants Associations.
- (iii) Transport Allowances should be paid during leave, sick leave, or absence from duty for any approved reason, up to a maximum period of three months.
- (iv) Cost of major repairs to officers means of transport necessitated through travelling on duty on abnormally bad roads to be refunded by Government.
- (v) Transport Department to provide an inspection and maintenance service for officers in remote stations where no alternative facilities exist.
- (vi) Travelling allowances to be adjusted as follows :—
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|--|------------------|
| Salaries of £1,600 and above ... ..            | £1 per night.    |
| Salaries of £1,200 and less than £1,600 ... .. | 15s. per night.  |
| Salaries of £550 and less than £1,200 ... ..   | 10s. per night.  |
| Salaries of £200 and less than £550 ... ..     | 5s. per night.   |
| Salaries of £150 and less than £200 ... ..     | 4s. per night.   |
| Salaries of £100 and less than £150 ... ..     | 2/6d. per night. |
| Salaries below £100 ... ..                     | 1/6d. per night. |
- (vii) *Allowances on Transfer*.—In certain circumstances officers should be eligible to draw travelling allowance at full rate for 14 days from the date of arrival at a new station and thereafter at half rate for a period not exceeding 30 days.
- (viii) *Allowance on Temporary Transfer*.—Officers on temporary transfer should be eligible for full rate of travelling allowance for a period up to one month and at half rate for the two months thereafter.
- (ix) *Outfit Allowance* should not be payable to Africans appointed to the Senior Service.
- (x) *Uniform Allowances* should continue to be paid as at present.
- (xi) Adequately equipped rest rooms should be provided for staff in all departments where the size of staff employed justifies this.
- (xii) Storage accommodation should be provided for the baggage of Junior officers going on leave from outstations.

#### All New Appointments would be on Lidbury Terms :

If the recommendations of the Report are accepted all appointments to the Civil Service after the date of acceptance of the Report will be on the new conditions.

#### Full Details of Conversion Offer to Serving Officers and Employees not yet known :

The Lidbury Report does not provide a detailed conversion scheme for serving officers. This cannot be done until all posts under the new structure have been graded and the Commission recommends that a team of experts should be borrowed from the United Kingdom Civil Service for this purpose.

For example a Despatch Rider in the Public Relations Department who is at present on Scale K 2, 3 (£52-£84 per annum plus temporary allowance) knows that the Lidbury proposals would give him a fixed

daily rate of pay somewhere between 4s. 6d. and 10s. a day (plus merit bonuses). He does not however know yet what the actual fixed rate would be. That has yet to be decided, and until it has been decided he will not know exactly how he stands under the Lidbury proposals.

A Second Division Clerk knows even less than the Despatch Rider how the Lidbury proposals affect him. The work at present done by the Clerical Service is to be done under the Lidbury structure by three classes, namely Executive, Clerical and Sub-Clerical. None of the posts within these classes have exact counter-parts in the existing service. Before the position can be clarified the grading team will have to examine the work to be done in each department and decide how many posts in the different Executive grades, Clerical grades and Sub-Clerical grades are required. The serving clerical officers (Second, First and Senior Division) will then be considered by the Public Service Commission which will recommend to the Governor to which grade they should be offered conversion. The procedure is fully explained in paras. 109-114 of the Report.

#### **Effective Date of New Conditions—no back Pay :**

While therefore very few officers yet know exactly how the Lidbury conditions, if accepted, would affect them personally, there are certain points on which the Commission makes definite recommendations. One is that there should be no " Back-pay ". (Para. 315).

#### **Labourers, Semi-Skilled and Skilled Staff to get New Rates before other Civil Servants :**

The Report says that as far as labourers, semi-skilled and skilled staff who come on to daily rates of pay are concerned, the new rates should come into force as soon as agreement can be reached with the representatives of the staff concerned, and without waiting for the application of the new conditions to the rest of the service. (Para. 317).

#### **Target Date for New Conditions—1st April, 1952 :**

For the introduction of the new conditions for the general Civil Service the Report recommends that the Government should aim at the 1st April, 1952, as a target date. (Para. 316).

#### **Special Allowance on Conversion :**

The Report recommends that if in any individual case an officer on conversion to the new conditions finds that his new salary is less than what he would have been drawing under the old conditions (including temporary allowance), he should be given a special allowance to make up the difference in pay. (Para. 313 (d)). Thus no officer can draw less pay under the Lidbury proposals than he receives at present.

#### **Conversion Committee to be Appointed :**

The Report recognises that there are many problems to be worked out in applying the new conditions fairly to serving officers, and recommends that a small Committee should be appointed to undertake this work.