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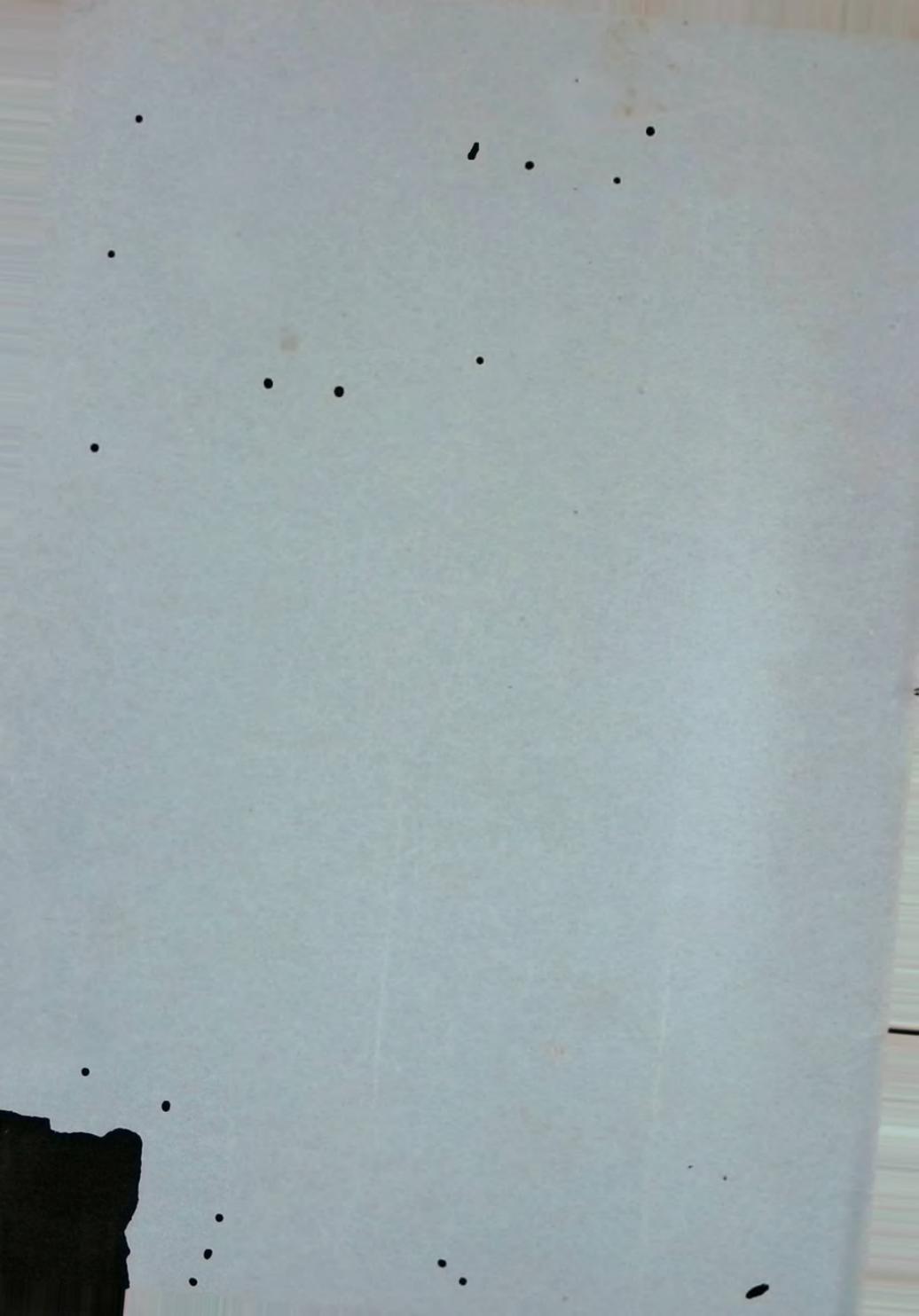
WESTERN REGION OF NIGERIA

Annual Report for 1956  
on the working of  
The Public Service Commission  
Western Region, Nigeria

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“The aim of this Government is to build up and maintain  
in this Region an efficient and contented Civil Service”

—The Honourable Chief Obafemi Awolowo, M.H.A.,  
Premier of the Western Region, in a speech delivered  
in the House of Assembly on the 3rd August 1956



*"The new Office of the Public Service Commission stands by itself."*

To : HIS EXCELLENCY SIR JOHN RANKINE, K.C.M.G., K.C.V.O.,  
GOVERNOR OF THE WESTERN REGION, NIGERIA.

YOUR EXCELLENCY,

We submit this first Report on the Regional Public Service Commission. We have sought to give not only a complete picture of its working during the year 1956, but have also referred to the background of 1955, which was largely a formative year. We have thought it desirable to explain the purpose and functions of the Commission, and the factual aspects of Nigerianisation. The statistics, we have appended, show in detail the measure of success which has attended the policy laid down by the Government of the Region to secure the sound and ordered advance of Nigerianisation in the Public Service. We have also included as an appendix a Note on the Anti-Corruption Branch.

We are indebted to Mr T. O. Ejiwunmi, Director of Recruitment, for Chapter VII on the Recruitment Directorate, and for his aid in preparing statistics where these were not in the Commission's record. We are also grateful to Mr R. G. Barrett, Nigerian Liaison Officer in Washington, for Chapter IX concerning his Office.

We are conscious of our deep obligation to Your Excellency for the searching scrutiny which you have given to our submissions of advice throughout the year under review.

We have the honour to be,

Your Excellency's obedient Servants,

*U. G. Coke Wabisi*

*Chairman*

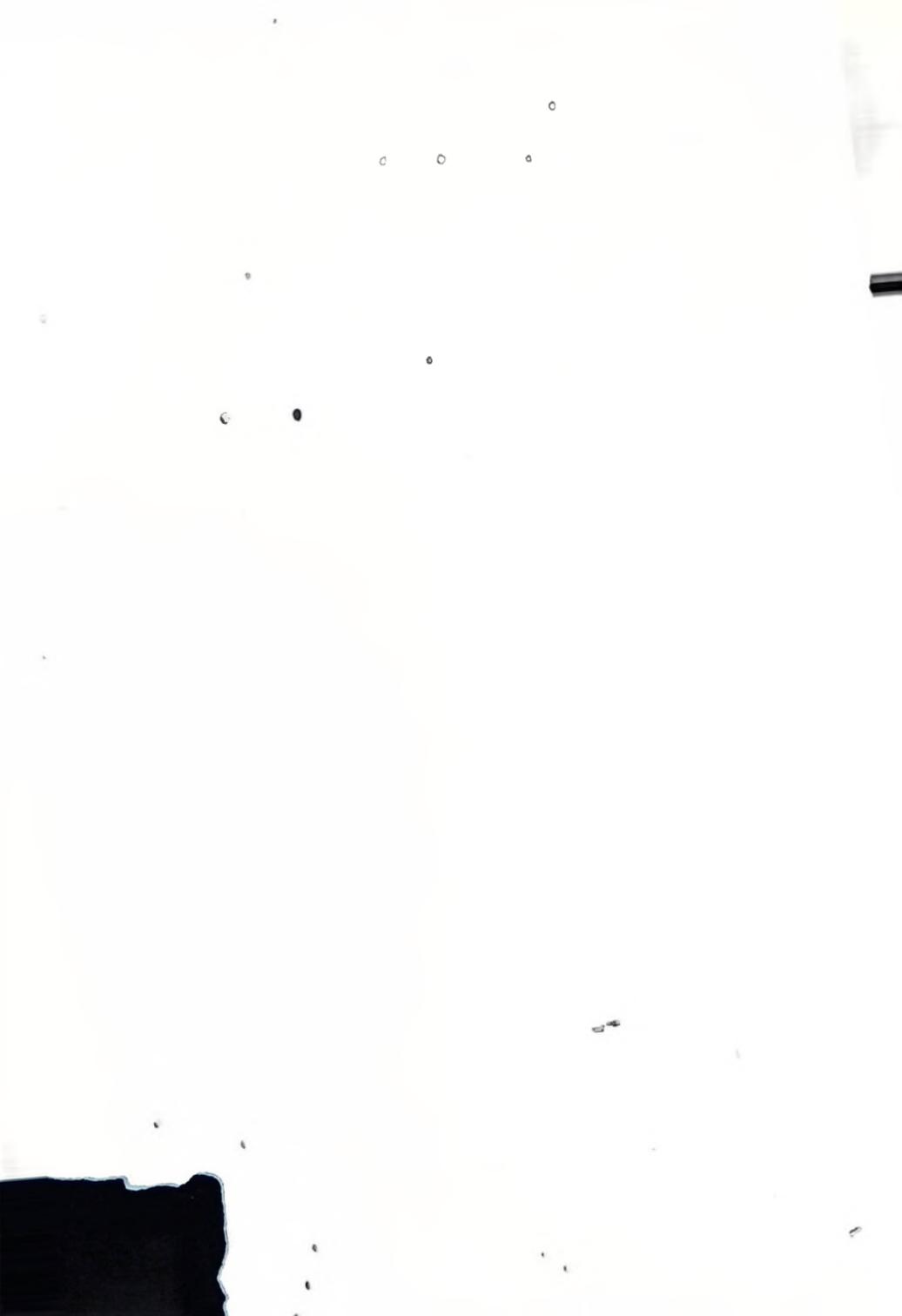
*A. A. G. G. G.*

*Permanent Member*

*Hadale L. G. G.*

*Member*

DATED at Ibadan, the 1st day of January, 1957.



# Report on the Working of the Western Region Public Service Commission, 1st January to 31st December, 1956

## CHAPTER I

### The Purpose

The new Office of the Public Service Commission stands by itself in the Ibadan Secretariat area, removed from the House of Assembly and the House of Chiefs, and the Offices of the Government of the Western Region. "It is set apart equally from the political and executive machinery of Government".<sup>1</sup> It "has as its sole purpose to ensure that appointments to the Service, promotions, and disciplinary control in respect of inefficiency or misconduct are dealt with on a continuing standard of detached impartiality and fairness uninfluenced by political changes or pressures"<sup>2</sup>. In the Statement<sup>3</sup> by Heads of Nigerian Delegations at the Constitutional Conference held at Lagos in 1954, they declared—"we fully support the principle that all Public Service questions, including appointments, promotions, transfers, postings, dismissal and other disciplinary matters, should be kept completely free and independent of political control." The principle that such powers other than postings should be exercised by the Commission is embodied in the Constitution, and has been reaffirmed<sup>4</sup> by the Government of the Region, except in the case of Judges and judicial officers, in the Government's constitutional proposals for the future.

The development of the Commission, as a body at once independent of political control and an instrument of public policy, and the measure of confidence which it has come to inspire, have been made possible by the determined insistence of the Government that its purpose shall be scrupulously fulfilled.

## CHAPTER II

### The Objective—Nigerianisation

One of the main objectives which has been given to the Commission by the Government is "Nigerianisation of the Civil Service".

In defining this term, the Phillipson-Adebo Report of 1954 observed<sup>5</sup> that there was a sense in which the Civil Service taken as a whole was already very largely Nigerian, more than nine-tenths of the total establishment (in Nigeria) being Nigerians. The Report pointed out<sup>6</sup> however that this statement was misleading since the great majority of posts in what was formerly known as the "Senior Service" was then held by Overseas officers.

1 Gorsuch Report, 1955 ; Paragraph 40.

2 Ibid ; Paragraph 32.

3 Annex V of the Report on the Resumed Conference on the Constitution, dated Lagos, the 28th January 1954.

4 Sessional Paper No. 3 of 1955, "Self-Government for the Western Region", under "Proposed Changes".

5 Report ; paragraph 5.

6 Ibid.

In the Western Region however, by the beginning of 1956 a transformation had taken place, and there were appreciably more Nigerian officers than Overseas (398 : : 342) on the senior pensionable establishment.<sup>1</sup>

“Nigerianisation” then, is now concerned with the senior posts of the Public Service—as are the principal functions of the Public Service Commission. (The progress of Nigerianisation is covered in more detail in Chapter III. The functions of the Commission are stated in Chapter V).

The following principles were laid down by the Government in a Statement<sup>2</sup> in 1955 as being essential to the policy of Nigerianisation. The Government—

(a) expressed its determination to press forward with the Nigerianisation of the Civil Service ;

(b) declared its intention of fully safeguarding the interests of Overseas officers who would continue to serve in the Public Service ;

(c) stated that all officers, Nigerian and Overseas, would be eligible for promotion in the Public Service according to qualifications, experience and merit ; and

(d) supported the principle that there should be no lowering of standards of qualifications for entry into the Service except when in special circumstances the Government was satisfied that this was in the public interest.

Sir Sydney Phillipson and Mr S. O. Adebo in their Report<sup>3</sup> foreshadowed the present policy of the Government when they recorded their impression that “responsible opinion throughout Nigeria is opposed to any lowering of standards of entry or to any measures which might lead to more Nigerianisation at the cost of efficient administration”. They regarded it as “their plain duty to issue a warning against any expectation of miracles”.—“If the mutually related needs of service efficiency and of justice to serving officers are to be met, resolute purpose must go hand in hand with objective patience.”

## CHAPTER III

### The Progress of Nigerianisation

In the whole of Nigeria in 1938 there were only twenty-six Nigerians in the “Senior Service” as then organised ; ten years later the figure was 172 out of a total of 2,207<sup>4</sup>.

In the Western Region, in October 1954 when the Region was constituted, 283<sup>5</sup> Nigerian officers were in post in the senior pensionable grades referred to in the previous Chapter. At the end of 1955 the figure was

1 Figures do not include posts in the Executive Grade subsequently created on the recommendations of the Gorsuch Commission.

2 W.R.N. No. 183 of 1955.

3 Report ; paragraph 38.

4 Foot Commission Report ; paragraph 14.

5 Not including posts in the Executive Class.

### Corrigendum

398<sup>1</sup>, and at the end of 1956, 576<sup>2</sup>. During the twenty-seven months, that is, from the 1st October 1954 to the 1st January 1957, 338 Nigerian officers were appointed or regraded to senior pensionable posts, and the Nigerian element in the cadre was thus more than doubled during the period. Over the same period fifty-seven Overseas officers were appointed to these posts. Seventy-two were appointed on contract terms. (The relative pace of recruitment of Nigerian and Overseas officers over the period to pensionable senior posts is illustrated in the graph, Appendix II, and the full details of relative recruitment are given in the Table, Appendix III). Following a directive of the Government, no Overseas officer is appointed to a vacant post except by promotion within the Service unless the Public Service Commission is satisfied beyond all doubt, and on a certificate from the Director of Recruitment, that no suitable Nigerian is available. Since the 1st January 1956, Overseas recruitment to the Public Service, with the exception of a few specialist officers<sup>3</sup>, has been on contract and not on permanent and pensionable terms. Transfers of Overseas officers from the Service of the Federation, or of the Eastern and Northern Regions, have been restrained by the decision of the Government not to guarantee the payment of lump sum compensation to such officers. Transfers from other territories are subject to the same condition.

While new entrants and promotions to senior posts in the Region are adding steadily to a cadre already predominantly Nigerian, there still remains a marked shortage of Nigerian officers in superscale posts. On the 31st December 1956, Nigerian officers held only thirty-four of these posts compared with 118 held by experienced Overseas officers. It is understood that the Government have in mind the creation of certain supernumerary training posts to enable more Nigerian officers to acquire experience and responsibility at this level.

Chapter X takes up the demand and supply position as regards senior posts.

## CHAPTER IV

### The Personnel and Staff of the Commission

The Royal Institute of Public Administration in their publication on "Interviewing" consider that three is the ideal number of members for a Selection Board.

At the beginning of the year under review the Members of the Commission were—

Mr N. J. Brooke, Chairman ;

Mr S. Ade. Ojo, M.B.E., Permanent Commissioner ;

Professor O. A. Ajose, Part-time Commissioner.

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1 Not including posts in the Executive Class.

2 Including all posts regraded.

3 Mainly in the Education, Medical and Agriculture Departments.

Mr Brooke was for seven years a Judge of the Supreme Court of Nigeria. Mr Ojo spent some thirty-six years in the Administrative Department of the Nigerian Civil Service and retired in 1955 when Clerk to the Federal Legislature. Professor Ajose is Professor of Preventive and Social Medicine in the University College, Ibadan.

During the period when Professor Ajose was in England and presiding over the Overseas Public Service Board (*vide* Chapter VIII), Mrs D. O. Jibowu was appointed Part-time Commissioner. Mrs Jibowu is the wife of Mr Justice Olumuyiwa Jibowu, is the holder of the B.Sc. degree and was a teacher before she was married. The Commissioners are grateful to her for thus enabling the representation of the academic side in the Commission to continue.

No serving Civil Servant is eligible for membership of the Commission. He must resign within a reasonable period if he accepts appointment as a Member.

The Phillipson-Adebo Report observed<sup>1</sup> that "much would depend on the choice of the first Chairman" and a grievous loss was sustained by the Commission in September 1956, when Mr Brooke retired from office. His experience of Nigerian administration over forty-one years, and his judicial wisdom in meeting the problems which faced the Commission in its constitutional infancy and in the formative phase, contributed inestimably to its present organisation. (The Commissioners warmly felicitate him on the award of the C.B.E., which has been conferred upon him in the New Year Honours List of 1957). Mr Brooke was succeeded as Chairman by Mr L. G. Coke Wallis, C.I.E., a retired member of the Indian Civil Service, who has much experience of "Indianisation" and establishment matters. He was Deputy High Commissioner for the United Kingdom in Pakistan after that country achieved Dominion Status.

Closely associated with the Commission, and housed in the same building, is the Office of the Director of Recruitment, Mr T. O. Ejiwunmi, who was the first Nigerian awarded a Government Scholarship for training in the United Kingdom and was in the Education Department until posted to the Directorate. An account of the functions and procedure of the Directorate is given by the Director in Chapter VII, and it is sufficient to say here that as he is concerned with all applications for appointments before they come before the Commission, his work is vital to the Commission's efficiency. The permanent Assistant Director of Recruitment is Mr J. E. Imoukhuede, who is at present serving as Official Secretary to the Commissioner for the Western Region in London. The Acting Assistant Director of Recruitment is Mr A. I. Wilson, who has had experience as Secretary of Scholarship Boards and in the Office of the Western Region Commissioner in London.

<sup>1</sup> Report ; paragraph 54 IIb.

The Secretary to the Commission until September 1956, was Mr B. Abbott, M.B.E., who has been relieved by Mr T. N. Rosser, D.F.C. There are two Assistant Secretaries—

Mr P. J. Middleton ; and

Mr O. Bamgbose.

Other senior appointments are held by—

Mr R. C. Nwaboku—Against a Post of Higher Executive Officer.

Mr O. A. Akinyele—Administrative Assistant, Grade II, against a post of Executive Officer ;

Mrs I. Fatayi-Williams—Temporary Administrative Assistant, Grade II, employed against the post of Confidential Clerk ;

Mr A. O. Onoboku—Verbatim Reporter ;

Mr E. O. A. Soyegbe—Verbatim Reporter.

The clerical staff numbers twenty-two.<sup>1</sup> There is also an Anti-Corruption Officer who investigates allegations of dishonesty in the Public Service which are not the subject of criminal proceedings and advises Heads of Departments. He consults the Commission and brings to notice any matter affecting the Public Service. Mr J. O. Ajomale held this office throughout the year. A Note on his Branch forms Appendix I.

The criterion suggested by the Phillipson-Adebo Report<sup>2</sup> that the Commission should be "predominantly Nigerian in composition", if it was to inspire public confidence, has been fulfilled ; the personnel of the Directorate of Recruitment is wholly Nigerian.

The total budget provision for the Commission, including the Directorate of Recruitment, in 1956-57 is £28,518. In the previous year it was £27,230.

## CHAPTER V

### The Functions of the Commission

The Western Region Public Service Commission is at present an advisory body charged with the duties—

(a) of advising the Governor on any matter concerning the policy of the Government in relation to the making of appointments to the Public Service of the Western Region which he may refer to it ;

(b) of advising the Governor, and in certain cases, Heads of Departments, in regard to all appointments or temporary appointments including appointments on probation, promotion, transfer, secondment or contract, to posts of which the initial basic salary is not less than £300 per annum ; and

1 Excluding one Stenographer, Grade I, employed in the Directorate of Recruitment.

2 Report ; paragraph 37.

(c) of advising the Governor, and (except in relation to certain junior posts) Heads of Departments, in regard to all cases where a breach of discipline is alleged against an officer.

All appointments to posts of which the initial salary is £1,000 per annum or more require the approval of the Secretary of State. All disciplinary action in the case of officers selected by the Secretary of State or members of Her Majesty's Oversea Civil Service is reported to the Secretary of State and his approval obtained.

In the exercise of its functions (and subject to any special direction which the Governor may give) the Commission may compel the attendance of any public officer and require the production of any official documents relating to any matter before it. The Commission's record of its proceedings, and any other record which the Commission may make in the exercise of its functions, are privileged in that their production may not be compelled in any legal proceedings if the Governor certifies that it would not be in the public interest to do so. The Chairman and Members are also protected by law, and in relation to acts done and words spoken in the execution of their duties are accorded the same protection as a Judge of the Supreme Court in the exercise of his judicial office. The exercise of improper influence on the Commission is a penal offence, as is supplying false information to it.

An *ad hoc* Committee has defined a division of functions between the Commission and the Establishments Division of the Ministry of Finance. (The division is shown in detail in Appendix VI).

A Judicial Service Committee consisting of the Honourable Chief Justice, the Honourable Attorney-General and the Chairman of the Commission makes recommendations with regard to the appointment of Magistrates.

The present functions of the Commission are derived from the Western Region of Nigeria Public Service Commission Regulations, 1955<sup>1</sup>, made in exercise of the powers vested in the Governor by section 177 as applied to Regional Commissions by section 180 of the Nigeria (Constitution) Order in Council, 1954.<sup>2</sup> Western Regional Notice No. 336 of the 19th May 1955, whereby the Governor delegated certain powers to Heads of Departments, was modified by Western Regional Notice No. 789 of the 27th September 1956, to conform with changes in salary scales approved by the Government on the basis of the Gorsuch Report. The Order in Council broke down the former unitary system of public service administration with delegations to Lieutenant-Governors and Heads of Departments of certain powers of appointment and discipline; and the former Civil Service Commission, which was part of the Chief Secretary's Office, was replaced by four separate and independent Public Service Commissions,—the Federal and three Regional Commissions.

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1 W.R.L.N. 150 of 1955.

2 Federal Gazette Extraordinary No. 48 of 1954.

## CHAPTER VI

### The Business Procedure of the Commission

The Commission's procedure in a normal appointment case begins and ends in the Directorate of Recruitment.

When the Director considers that a case is ready to be presented to the Commissioners, briefs on the candidates for the post are prepared for a full meeting of the Commission which is held at least once a week. The Director attends each meeting, and because he has been responsible for the initial recruitment procedure his advice is indispensable to the Commissioners. When a candidate is interviewed every effort is made to put him at ease, so that his personality and character may find expression. A Government Consultant (a Head of Department or his representative) who is present seeks to elicit from the candidate his qualifications for the particular post. His questioning is followed by that of the Members of the Commission who, thereafter, grade the candidate's eligibility and decide on the basis of qualification, experience and merit, which of the candidates interviewed is most suitable for the appointment. Some candidates who have been studying in the United Kingdom may have been interviewed by the London Selection Board (*vide* Chapter VIII), in which cases the Report of that Board is considered. Reports from the Liaison Officer in Washington (*vide* Chapter IX), are also available in respect of courses taken in the United States by candidates. The Commissioners' decision is recorded in the minutes of proceeding and a submission of advice to the Governor is prepared. On receipt of His Excellency's Order, if that Order accepts the advice, the Director of Recruitment takes action to effect the appointment in the name of the Secretary to the Commission. In other than appointment cases, executive action is taken by the Secretary himself.

During 1955, sixty-nine full meetings were held and 1,001 items of business were minuted. This year there have been fifty-four meetings covering 804 items of business. It has become increasingly the practice not to take in meetings matters which, by their nature, can be disposed of by the written opinion of Members on the pertinent file—the practice being subject to the rule that if a Member wishes any particular item to be discussed at a full meeting, the Chairman is asked to include it in the next convenient agenda. This type of business has been much expedited by being conducted on the files. Another procedural development is that in the past, printed forms on which the individual opinion of Members could be recorded were attached to the papers in circulation. These forms have been abandoned as Members expressed preference for a combined submission agreed upon by all. The new procedure has been helpful in avoiding the possibility of merely verbal differences developing into instances of dissent from decisions provided for in Regulation 12 of the Commission Regulations.

The presence at meetings of Departmental Consultants, to advise on qualifications and other matters, has ensured that the needs of the Department concerned are met realistically. When legal advice has been required the Honourable the Attorney-General or one of the Law Officers has been good enough to attend. The Commissioners are grateful to them for their co-operation.

An account of the business procedure of the Commissioners would be misleading if it left an impression that they work mechanically, endorsing departmental recommendations for promotions, etc., made in specific references to them. They endeavour, on the contrary, to take as wide and flexible a view of their duties as possible. They seek in tendering particular advice to weigh all considerations which affect the interests of an officer and the cadre of the Service concerned. They try to appreciate the establishment problems of the various Departments; and they wish to be regarded as accessible for informal discussion of these problems so that they may be helped in their judgment with background information about them. In the absence of information which they feel may bear on a matter before them, one for example involving the supersession of an officer, they cannot but postpone consideration until the information is available. Mechanical decision is precluded by the constitutional desideratum that they should concur in their opinions, and assume corporate responsibility in matters to which their approach has been essentially subjective. The Commissioners are glad to record that throughout the year under review they have had no serious difference of opinion and have at the same time preserved an atmosphere in which each Member has held the views of his colleagues in considered respect.

## CHAPTER VII

### The Recruitment Directorate

It will be apparent from the preceding Chapter that the Directorate is closely associated with the Commission and furnishes it with much of the information and advice which enables it to discharge its functions, especially in regard to Nigerianisation.

The Director initiates compliance with the rule that no Overseas officer is appointed to a vacant post except by promotion within the Service, and his responsibility for issuing a certificate that no suitable Nigerian is available has been referred to in Chapter III. The certificate is countersigned by the Chairman of the Commission. It is the only authority under which an Indent can be sent to the Crown Agents for Overseas Governments inviting their good offices in recommending an Overseas candidate.

The main duty of the Directorate, however, is to explore the sources of recruitment of Nigerian staff for all vacant posts and also for posts which may become vacant in future. The procedure in a normal vacancy case is now described.—

(i) The Head of Department notifies the vacancy to be filled by forwarding the following information to the Directorate :—

(a) Financial provision for the post, *e.g.*, head and item in the current approved Estimates.

(b) The particulars of the post, such as the approved minimum qualifications, duties, and entry point on the salary scale.

(ii) The Inventory in the Directorate of students in training and other records that have been compiled of available Nigerians with various qualifications are examined with a view to finding out whether suitably qualified Nigerians are available for immediate consideration and, if not, whether scholars or private students are due to qualify shortly.

(iii) A draft notice of advertisement is prepared, using the information in sub-paragraph (i) above. If the vacant post is a new one the Controller of Establishments may be asked to confirm that the particulars conform with the Ministry of Finance's views of the requirements of the post when it approved its creation. Comparison is also made with other established posts in the Service to ensure that the standard being aimed at is reconcilable with normal existing standards. If there is a serious shortage of suitable Nigerians for a post, and it is considered to be in the interest of Nigerianisation, this last exercise may lead later on to proposals for the creation of a post of lower grade or lower entry point which would serve as a training post for a Nigerian with slightly lower academic qualifications or less professional experience.

(iv) The post is advertised in the local press and copies of the notice are sent to the Western Region Commissioner's office in London for publicising among Nigerians. The notice of advertisement closes after some four to six weeks.

(v) About two days after the closing date, the processing of the application commences.—

(a) Obviously unsuitable applications are rejected and the candidates concerned are informed.

(b) The references of the other candidates with the prescribed qualifications are taken up. Replies from the candidates' referees are received on the average in four to six weeks, often after two or three reminders have issued. References are also called for from the Heads of the institutions attended by the candidate. Every effort is made to cover all stages of each candidate's life from primary school to the present, but the Directorate must repudiate responsibility for delays caused by referees who are sometimes unbusiness-like in replying. Nor in the interests of other candidates can the case of a particular candidate be held up unduly because no reply has been received from an elusive referee.

(c) A short list is prepared of the most eligible candidates, having regard to the qualifications, relevant experience, and other qualities brought out in the references. An expert from the Department

concerned often assists in this operation. The case is then ready for consideration by the Commissioners in the manner described in Chapter VI.

The Director of Recruitment sits on the Departmental Selection Boards which consider the claims of Nigerian officers for promotion from junior posts. He is a member of the General Executive Class Selection Board, and is also on the Committee on Training which meets once a week to consider problems arising under In-Service Training Schemes. He works in consultation with the Establishments Division of the Ministry of Finance on matters pertaining to qualifications for direct appointment to posts in the Service, and to other conditions of service affecting recruitment generally.

All these liaison arrangements have worked satisfactorily, and only in one direction does the Director feel that closer co-operation is possible. This is as between the Ministry of Education and the Directorate in respect of the type and number of Government scholarships awarded by the Ministry. The Commissioners endorse the Director's view that, with the increasing tempo of recruitment, all awards imposing a bond on scholars to enter the Government service after training should now be exactly related to vacancies likely to be available for the scholars when they have completed their courses of training.

## CHAPTER VIII

### **The Overseas Public Service Selection Board**

In May 1955 an Overseas Public Service Selection Board was established by the Government, as a temporary measure pending a more permanent arrangement, for the purpose of interviewing Nigerian candidates in the United Kingdom who seek employment in the Public Service of the Region in order that they may be considered for appointments without awaiting their return to Nigeria.

This Board normally meets in London not more than four times a year and is composed of a Member of the Commission as Chairman, and two other members chosen from a panel of Government officers of Nigerian origin on leave in the United Kingdom and/or other suitably qualified Nigerians temporarily domiciled in the United Kingdom. The Board is also assisted by Consultants drawn from the staff of the Colonial Office or of the Crown Agents for Overseas Governments, depending on the type of appointment under consideration. The recommendations of the Board are subject to further consideration by the Commission before a final submission as regards the suitability of a candidate for appointment is made to the Governor.

Since its inception, the Board has held five sessions ; two in 1955 and three in 1956. As a result the following appointments were recommended :—

<i>Administration :</i>						
Administrative Officers	...	...	...	...	...	11
Assistant Secretary (Female)	...	...	...	...	...	1
Executive Officers	...	...	...	...	...	4
Verbatim Reporter	...	...	...	...	...	1
Stenographer, Grade I	...	...	...	...	...	1
<i>Agriculture :</i>						
Agricultural Officer	...	...	...	...	...	1
Workshop Superintendent	...	...	...	...	...	1
<i>Education :</i>						
Education Officers	...	...	...	...	...	9
Woman Education Officers	...	...	...	...	...	3
Commercial Artist	...	...	...	...	...	1
<i>Information Services :</i>						
Director	...	...	...	...	...	1
Photographer	...	...	...	...	...	1
<i>Medical :</i>						
Medical Officers	...	...	...	...	...	2
Nursing Sisters	...	...	...	...	...	12
Assistant Nursing Sister	...	...	...	...	...	1
Health Sister	...	...	...	...	...	1
Radiographer	...	...	...	...	...	1
<i>Public Works Department :</i>						
Executive Engineer	...	...	...	...	...	1
Inspector of Works (Quantities)	...	...	...	...	...	1
Assistant Inspector of Works	...	...	...	...	...	1

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55

The Commissioners express their grateful thanks to Chief M. E. R. Okorodudu, Commissioner for the Western Region of Nigeria in the United Kingdom, both for his generous hospitality and for placing the facilities of his Office at the disposal of the Board. The volume of work incidental to the business of a Board is considerable, and the Commissioners much appreciate the supervision of it by the Official Secretary, Mr J. E. Imoukhuede, and the attention given to planning the proceedings by the Recruitment Officer, Mr N. A. O. Akinyemi.

The Commissioners wish to record the kindness with which they individually have been received by the Staff of the Colonial Office and the readiness with which discussions were organised whenever advice was sought. The work of the Boards could not have been so successful without the help of the expert consultants whose attendance has been arranged by the Colonial Office. The consultants have included : Sir Hubert Walker, C.B.E., Adviser on Engineering Appointments to the Secretary of State,

Mr T. H. Baldwin, C.B.E., Assistant Education Adviser, Mr J. B. SurrIDGE, C.M.G., O.B.E., Adviser on Co-operation, Dr A. M. W. Rae, C.M.G., Deputy Chief Medical Officer, Miss F. H. Gwilliam, O.B.E., Woman Adviser on Education, Miss F. N. Udell, O.B.E., Chief Nursing Officer, Mr B. A. Astley, Mr O. E. B. Hughes, Mr F. L. Greenland, all of the Colonial Office ; Mr R. W. Pearman of the Colonial Products Laboratory ; Mr Drum of the School of Photography, Regent Street Polytechnic ; Mr R. G. Fanton, Mono-type Instructor of the London School of Printing ; and Mrs G. M. Hamblin, S.R.N., Secretary of the Overseas Nursing Association, London.

The Commissioners are also indebted to the senior civil servants of the Government of the Western Region and officers of Public Corporations in Nigeria on leave in the United Kingdom, and to Nigerians domiciled in the United Kingdom who have served as members of the Selection Board panels. Among them were : Mr A. B. Oyediran, Director of Nigerian students in the United Kingdom ; Dr T. O. Elias of the Department of Law in the University of Manchester ; Dr S. O. Biobaku, now Registrar of the University College, Ibadan ; Major H. B. Shepherd, until recently Welfare Officer at the Office of the Commissioner for the Federation of Nigeria ; Mr D. M. O. Akinbiyi, Town Clerk of Lagos ; Dr C. M. Norman-Williams, Acting Assistant Director of Medical Services ; Dr O. B. Alakija, Senior Medical Officer, Lagos ; Mr B. A. Manuwa, First Clerk of the House of Representatives, Lagos ; Mr J. A. Kester, Senior Magistrate, Western Region of Nigeria ; Mrs K. A. Ademola ; Mr R. F. A. L. Reed, Assistant Director of Agriculture, Ibadan, Dr S. O. Awoliyi, Senior Surgical Specialist of the Federal Medical Service ; and Mr S. O. Akerele, Medical Officer, Western Region Production Board.

It has now been decided to set up a Permanent Interviewing Board in London to replace the Overseas Selection Board as at present constituted.

## CHAPTER IX

### **The Nigeria Liaison Office in Washington**

The Nigeria Liaison Office in Washington was established in January 1951 by the Government of Nigeria with a primary responsibility for all matters relating to the higher education, training and welfare of Nigerian students in the United States and Canada, for the development of relationships with institutions and organisations in those countries, and for the provision of general information about Nigeria. The scope of its responsibilities and functions has greatly increased with the growth of American interest in Nigeria's political and economic development.

The Liaison Office is providing extensive facilities for the welfare of nearly 400 Nigerian students, of whom 113 are of Western Nigeria origin. It maintains detailed records, advises students and universities on the

relevance of their study plans to Nigerian needs, and develops new opportunities and programmes with American and Canadian co-operation. It administers the scholarship schemes of the Federal and Regional Governments and arranges placement for private students.

Constant contact is maintained with Public Service Commissions and with various branches of Government in Nigeria to ensure that the employment potential of students is known and that their qualifications are adequately interpreted. The Liaison Office publishes a detailed directory of students and annual location lists and it has also undertaken research into assessing American professional training and higher education in terms of Nigerian needs. Various reports have been issued and detailed advice is given in individual cases. The Office also processes all applications for appointments and interviews candidates on behalf of the Public Service Commissions, including American nationals seeking employment in Nigeria.

The foregoing description of the functions of his Office was kindly supplied by Mr R. G. Barrett, the Liaison Officer, during his recent tour in Nigeria when the Commissioners had the opportunity of discussing current student problems with him. Of special interest are his latest figures showing the fields of study favoured by the 113 Western Nigerian students :—

1. Natural Sciences (Chemistry, Physics, Biology) ...	31
2. Arts and Humanities ... ..	24
3. Medicine, Pharmacy, Osteopathy, Nursing ...	12
4. Economics ... ..	11
5. Agriculture, Agronomy, Dairy Husbandry ...	10
6. Engineering : Civil, Mechanical, Textile, Chemical...	8
7. Education ... ..	6
8. Mathematics ... ..	3
9. Photography ... ..	3
10. Geology ... ..	2
11. Architecture ... ..	2
12. Mining ... ..	1

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## CHAPTER X

### The Prospect of Nigerianisation

That demand for personnel in the senior posts of the Region exceeds the supply is in itself a cause for optimism. Were the reverse the case, and had vacancies in the sanctioned establishment been few or reduced to meet financial stringency, the prospect would have been beset with gloom. Fortunately, vacancies in most Departments form an appreciable proportion of the sanctioned establishment. Appendix IV shows by Departments the senior staff position on the 1st January 1956 compared with that on the 1st January 1957 ; and Appendix V shows the vacancies extant on the same dates.

There is sufficient evidence that soon after the Western Region was constituted, Nigerianisation in the Region was gathering momentum. During the year under review the Government of the Region have so reorganised the structure of the Public Service by accepting the main findings of the Gorsuch Commission, that the momentum cannot but increase as that reorganisation settles down. The revised salary groups in the Budget Estimates for 1956-57 reflect a radical regrading of the Service, notably in the new General Executive Class, which now presents a *carriere ouverte* to the keen and able Nigerian recruit to the Service, and opens prospects of promotion to officers already in service.<sup>1</sup> A framework for a solution of what has been called "the problem of the upward thrust"<sup>2</sup> has been provided, and is now being filled in by direct recruitment and by the regular recommendations of Departmental Promotion Boards and the General Executive Class Selection Board.

The supply situation must ultimately depend on the increasing number of recruits which is assured by the Government's progressive educational policy, and pending the full impact of that policy, by the subsidised training facilities and scholarships offered by the Government. At the close of the year under report there were 286 students holding Regional Government scholarships and no less than 1,750 private students, who are reading for degrees or for higher professional or technical qualifications. The responsibility for making the fullest use of this body of talent is primarily with the Recruitment Directorate and this Public Service Commission. Thereafter, once recruitment and posting are effected the responsibility rests on the Heads of Departments concerned by close and sympathetic supervision of new officers to ensure that the best are advanced, as their qualifications and experience admit, to more responsible posts. The timely maintenance of progress reports on probationary officers is intended to secure, on the other hand, that no probationer is recommended for confirmation, unless he has displayed the standard of service required by the Government. Supply is also affected by wastage.

The Commissioners have been deeply impressed during their interviews by the spirit of the West Nigerian candidate, the determination he has displayed in qualifying himself for Government service, and his readiness to make any personal sacrifice to achieve that end. In so many instances he has made the best use of financial assistance from the Government. In a considerable number of cases he had already started earning his living before obtaining that assistance ; and there must be few countries (and the United Kingdom is certainly not one of them) where a clerk or a teacher in a primary school can avail of a Government scholarship to equip himself for a senior post in the Administration. The time is not far distant, however, when this class of older candidate will tend to be eliminated in the press of competition by the younger candidate who has known only school and the

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<sup>1</sup> Establishment Circular No. 4 of 1956—Appendices IV, and VI-VIII.

<sup>2</sup> Phillipson-Adebo Report ; paragraph 36.

university. Already upper age limits are being proposed for certain branches of the Service, and as competition for Government employment increases, will presumably be defined for all branches.

The effect of the impending constitutional change during the period of administrative adjustment may be far-reaching. Inspired by pride in the achievement of Regional Self-government, the Nigerian officer may be relied upon to rise to higher heights of devotion to duty. The Overseas officer, who if he has served in Nigeria for some years has already developed deep regard for the country and its people, is likely to react correspondingly to the change for similar reasons, though viewed from a different angle. In Pakistan, after that country assumed Dominion Status, the Overseas officer in the Pakistan Civil Service became imbued with the nationalism of the Government and the people he was serving; and the same loyalty will be forthcoming in this Region if the officer is made to feel, by the Government to whom he owes it, and by his brother Nigerian officers, that he is needed and sincerely welcomed.

The need for his services was stressed in the Statement by Heads of Nigerian Delegations at the Lagos Conference.—“The efficient administrative machinery which the country must have cannot, as yet, be provided unless a sufficient number of experienced and qualified Overseas officers continue to be available. We therefore hope that as many Overseas officers as possible now in the Service will continue to give devoted and valuable service to Nigeria in the new circumstances.”

The Commissioners earnestly share the hope that the arrangements yet to be finalised and whereby Overseas officers may be offered the option of continued service in the Local Civil Service of the Region or on the Special List of Her Majesty's Overseas Civil Service may achieve this objective. With the assurance of the Heads of Delegations that the Civil Service is to remain “a partnership in which both Nigerian and Overseas officers work together for a common cause—the good of Nigeria”, may be read the pregnant words of the Report<sup>1</sup> which has made so basic a study of the policy and machinery of Nigerianisation,—“without goodwill, common sense, and confidence on all sides no arrangements, however good, can work successfully for long”.

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<sup>1</sup> Phillipson-Adebo Report; paragraph 48.

## APPENDIX I

### Note on the Anti-Corruption Branch

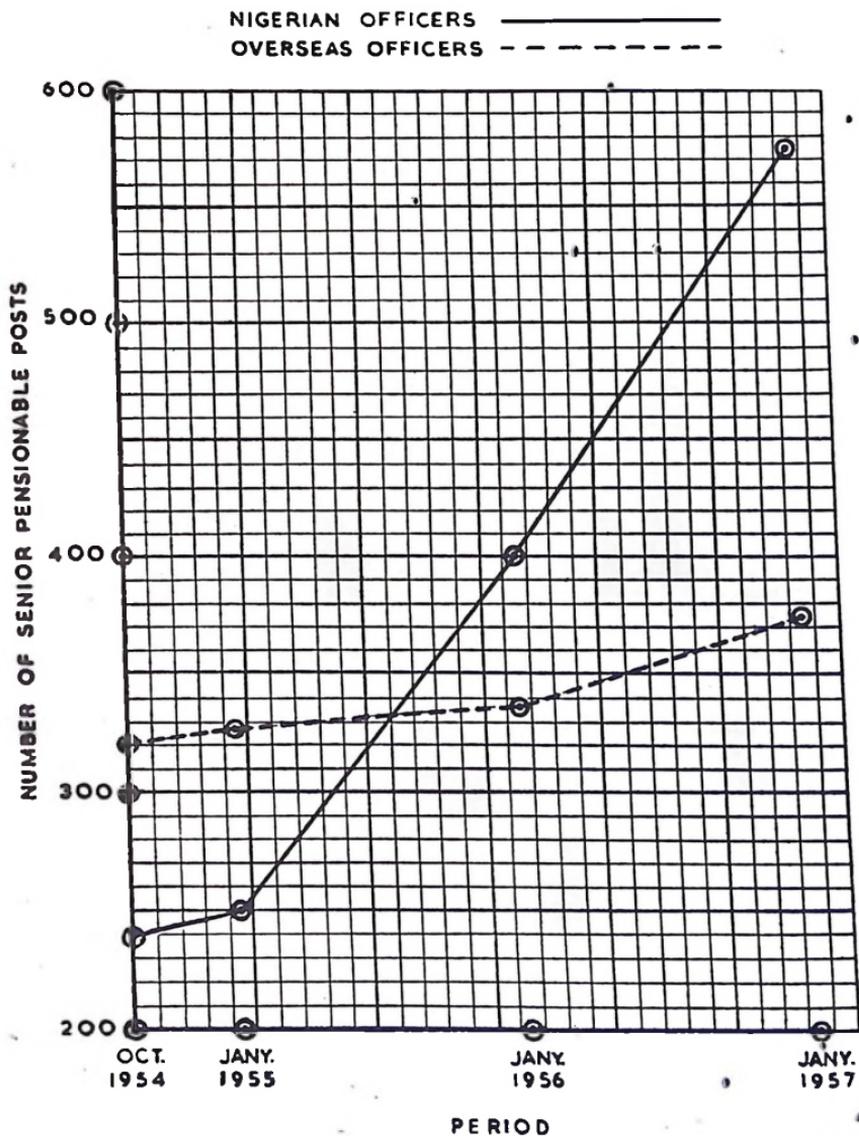
Following a Report by a Committee appointed by the Government to investigate bribery and corruption, particularly in the Public Services, provision was made for the post of Anti-Corruption Officer. The Honourable the Minister for Home Affairs outlined the duties of the officer in the House of Assembly, and the public were informed in a press release, that these would be to examine the problem of corruption in the Services and to recommend positive action ; and also to investigate individual allegations of corruption in consultation with Heads of Departments up to the stage where police enquiries are shown to be necessary. Mr J. O. Ajomale was appointed to the post in November 1955, and attached to the Public Service Commission. He had served in the Administration for over thirty-five years prior to his retirement in 1952 and since that date had been serving as a Magistrate.

The first case was brought to his notice in December 1955 by a member of the Nigerian League of Bribe Scorners. This involved two accused, one of whom was sentenced to imprisonment by an Ibadan court. The cases investigated have been varied, and it is significant that the Recruitment Directorate itself has not been immune from what the Honourable the Minister described to the House as "this deplorable evil". Thus a candidate for a senior post was found to have offered bribes to two officers of the Directorate and was convicted and sentenced to imprisonment. There have been ten cases investigated concerning false claims to the Treasury, corruptly receiving hospital fees, and receiving bribes for appointment. Some meant local inquiry in outlying areas. In all cases the findings have been sent to the Heads of Departments concerned. In cases where the gravity of the misconduct has warranted proceedings, the Public Service Commission has advised accordingly. A recent Order of His Excellency the Governor on such advice directed that a Medical Officer who had been guilty of unprofessional conduct should be reduced in seniority and debarred from extra mural practice.

The Anti-Corruption Officer has delivered lectures, and has organised poster campaigns in offices. He has commented on the difficulty of the problem : that the mass of people has not yet been educated about their common rights ; that many regard bribery with tolerance ; and that public conscience has yet to be generally awakened. The real remedies, he concludes, are not specific but the general one of sound education and sound moral character training.

APPENDIX II

GRAPH SHOWING RELATIVE PACE OF RECRUITMENT OF NIGERIAN AND OVERSEAS OFFICERS TO SENIOR PENSIONABLE POSTS DURING THE PERIOD OCTOBER 1954 TO THE 1ST JANUARY 1957



APPENDIX III

TABLE SHOWING RELATIVE RECRUITMENT (INCLUDING PROMOTION FROM "JUNIOR" POSTS) OF NIGERIAN AND OVERSEAS OFFICERS TO SENIOR PENSIONABLE POSTS (INCLUDING EXECUTIVE GRADES) FROM OCTOBER 1954 TO JANUARY 1957

DEPARTMENT	1ST OCTOBER 1954- 31ST DECEMBER 1955		1ST JANUARY 1956- 1ST JANUARY 1957	
	Overseas	Nigerians	Overseas	Nigerians
Administration ... ..	0	32	0	32
Agriculture ... ..	3	11	6	7
Audit ... ..	0	4	1	5
Co-operative ... ..	0	7	0	3
Education ... ..	10	56	13	26
Education Inspectorate ... ..	0	0	0	0
Forestry ... ..	4	1	0	1
Industries ... ..	0	5	0	2
Information Services ... ..	0	2	0	2
Judicial ... ..	0	9	0	4
Land and Town Planning ... ..	0	3	0	0
Legal ... ..	0	3	0	1
Medical ... ..	3	32	9	32
Printing and Stationery ... ..	0	0	0	3
Produce Inspection Service ... ..	0	3	1	2
Public Works Department ... ..	6	7	3	6
Social Welfare ... ..	0	6	0	0
Survey ... ..	0	2	0	0
Treasury ... ..	0	2	0	0
Veterinary ... ..	0	0	0	0
Law Revision ... ..	0	0	0	0
TOTAL ... ..	26	185	33	126

APPENDIX IV

TABLE SHOWING SENIOR STAFF POSITION DEPARTMENTALLY  
(INCLUDING CONTRACT AND PENSIONABLE POSTS)  
ON THE 1st JANUARY 1956 COMPARED WITH THE  
1st JANUARY 1957

DEPARTMENT	1st JANUARY 1956		• 1st JANUARY 1957	
	Overseas	Nigerians	Overseas	Nigerians
Administration ... ..	190	57	102	89
Agriculture ... ..	45	50	48	59
Audit ... ..	7	18	10	22
Co-operative ... ..	3	17	3	19
Education ... ..	83	136	95	159
Education Inspectorate ... ..	1	—	4	3
Forestry ... ..	20	6	18	7
Industries ... ..	8	6	8	7
Information Services ... ..	2	8	2	9
Judicial ... ..	3	24	3	32
Land and Town Planning ... ..	3	8	3	8
Legal ... ..	3	5	3	5
Medical ... ..	43	114	61	147
Printing and Stationery ... ..	3	1	3	2
Produce Inspection Services ... ..	6	10	6	12
Public Works Department ... ..	98	25	109	29
Social Welfare ... ..	1	10	1	10
Survey ... ..	4	14	4	13
Treasury ... ..	6	8	5	8
Veterinary ... ..	8	2	10	1
Law Revision ... ..	1	1	1	1
TOTAL ... ..	448	520	499	642

## APPENDIX V

VACANCIES IN SENIOR PENSIONABLE POSTS ON 1st JANUARY 1956  
COMPARED WITH THE 1st JANUARY 1957

DEPARTMENT	1st January 1956	1st January 1957	No. of posts newly created plus net increase or de- crease caused by regrading during 1956	Remarks re vacancies on 1st January 1957
Administration ... ..	65	37	+ 6	21 (12 duty posts) in Administrative Officer cadre.
Agriculture ... ..	31	47	+25	32 in Scale A.
Audit ... ..	11	17	+13	14 in Scale C(E).
Co-operative ... ..	5	16	+13	12 in Scale C(E).
Education ... ..	65	43	+13	13 in Scale A.
Education Inspectorate ...	12	6	+ 1	6 in Scale A.
Forestry ... ..	6	12	+ 5	6 in Scale A.
Industries ... ..	6	12	+27	8 in Scale C(T).
Information Services ...	6	10	+ 6	10 in Scale C(E).
Judicial ... ..	15	13	+ 6	5 in Scale A.
Land and Town Planning...	1	5	+ 4	5 in Scales A and B.
Legal ... ..	1	3	+ 2	2 in Scale A.
Medical ... ..	138	139	+52	43 in Scale A and 81 in Scales C(E), (T), N 4-6.
Printing and Stationery ...	1	4	+ 4	4 in Scale C(E) and (T).
Produce Inspection Service	1	3	+ 4	2 in Scale B.
Public Works Department	51	49	+13	21 in Scale A and 23 in Scale C(T).
Social Welfare ... ..	—	—	+ 1	Nil.
Survey ... ..	21	26	+ 4	8 in Scale A.
Treasury ... ..	4	5	Nil	4 in Scale C(E).
Veterinary ... ..	4	5	+ 2	2 in Scale A.
Law Revision ... ..	—	—	—	Nil.
TOTAL ... ..	444	449	201	

APPENDIX VI

Division of Functions between—

(A) The Public Service Commission and

(B) The Establishments Division of the Ministry of Finance.

<i>A</i>	<i>B</i>
Recruitment . . . . .	Whitley Councils and Staff Negotiations
Entrance Examinations . . . . .	Establishments
Appointments . . . . .	Gratings
Qualifications for Appointment . . . . .	Salaries
Promotions . . . . .	Allowances
Transfers	
Confirmations . . . . .	Conditions of Service
Promotion and Confirmation Examinations . . . . .	Staff List and Staff Records
Discipline . . . . .	Labour Rates and Conditions for Govern- ment Labour.
Confidential Reports . . . . .	Wage Committees
Matters referred by the Governor under Section 175 of the Nigeria (Constitution) Order in Council, 1954.	Leave and Passage Policy Training within the Public Service and Courses of Instruction. Invaliding and Casualty Procedure Transport and Travelling Allowances Pensions and Gratuities.

In general, any matter having a financial aspect is referred to the Controller of Establishments by the Secretary to the Commission before being submitted to the Commission.

