WESTERN REGION OF NIGERIA

Annual Report for 1957-58

on the working of

The Public Service Commission

Western Region, Nigeria

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"It was important that the Public Service Commission should be insulated from politics and that the provision for its appointment should not only make its independence a reality but also be clearly understood to do so".

—*Paragraph 16 (c) of the Report by the Nigeria Constitutional Conference held in London in May and June 1957.*

To : His Excellency Sir John Rankine, K.C.M.G., K.C.V.O.,
Governor of the Western Region, Nigeria.

Your Excellency,

In compliance with section 180c (9) of the Nigeria (Constitution) Orders in Council, 1954 to 1958, we submit our Annual Report on the Regional Public Service Commission for the financial year 1957-58. On the 1st April, 1958, the Commission was reconstituted following the recommendations of the Constitutional Conference in London in May and June 1957.

We have recorded statistics for the calendar year 1957 in order to preserve continuity in this respect with our Report for 1956 and also to afford a basis of comparison in progress over a corresponding period. We are indebted to Mr A. I. Wilson, who took over the post of Director of Recruitment from Mr T. O. Ejiwunmi, and to Mr O. I. Afe his successor, for the preparation of statistics and the graphs. The Establishments Division of the Ministry of Finance publishes monthly returns of Regional staff and their comprehensive figures for the close of the year, reproduced as Appendix VII to the Report, have been most helpful.

Your Excellency will observe that we deem it necessary to modify the classification of the Services which was used in our last Report. Our reasons for doing so are explained in the Preface to the Report.

We have not dealt again with the functions and procedure of the Commission and Recruitment Directorate, which were reviewed in our previous Report, but instead in this Report we include a chapter contributed by Mr Wilson on "The Time Factor in Recruitment". We hope that it will show adequately that measures are taken to avoid unnecessary delay between the receipt of an application and the appointment or rejection of the candidate.

We have again included reports on their working from the Overseas Public Service Board in London and the Nigerian Liaison Office in Washington. For the former, which also covers the activities of the Recruitment Section of the London Office, our thanks are due to Mr T. M. Shankland, C.M.G., Chairman of the Board, to Mr J. E. Imoukhuede, Official Secretary to the Commissioner for the Western Region in London and Permanent Member of the Board, and to Mr E. A. Bamgbose, Recruitment Officer. We are also grateful to Mr R. G. Barrett, Nigerian Liaison Officer in Washington, for the latter Report.

Your Excellency will observe from our Report that the ordered advance of Nigerianisation in the Public Service has continued and has gathered further momentum. Another gratifying feature of the year's work has been a massive building-up of the Executive Class. Mr S. Ade. Ojo, O.B.E., our Permanent Member, has contributed Chapter III of the Report on the development of the Class and the method of entry to it.

We renew our expression of deep obligation to Your Excellency for the guidance you have given us throughout the year under review in the exercise of the powers vested in the Governor.

We have the honour to be,

Your Excellency's obedient Servants,

Chairman

Permanent Member

Member

DATED at Ibadan, the 1st day of April, 1958.

PREFACE

The main grades of the Regional Civil Service are[1]:—

Sub-Clerical ...	(Scale F)	Sub-Technical	(Scale F)
Clerical	(Scale D)	Technical	(Scale E)
Executive	(Scale C (E))	Higher Technical ...	(Scale C (T))
Administrative and Professional			(Scales A and B)
Superscale			(Groups 2-9).

These grades follow generally those recommended in the Gorsuch Report[2], and in adopting them the Government consider that they, rather than the former arbitrary division of the Services into "Senior" and "Junior" officers, should be the basis of Service distinction.

The Commissioners propose that the terms "Junior" and Senior", having for some time[3] ceased to be relevant to the structure of the Services, be finally relegated to the past. They have not been used in this Report except in reference, as in Chapter III, to a period when they were in vogue.

Nigerianisation and the increased recruitment of Nigerians in all the above grades (other than the Sub-Clerical, Clerical and Sub-Technical) are the special concern of the Commission and the Recruitment Directorate. For the purpose of analysing these grades statistically in this Report, and after consulting the Establishments Division of the Ministry of Finance, they have been considered in four main categories—

1. Administrative and Professional posts,
2. Technical posts,
3. Executive posts and
4. Nursing posts.

The precise definition of the categories is given in the Key to the Appendices of Graphs and Tables at page 18.

1 Paragraph 13 of Western Region Establishments Circular No. 4/1956.
2 Gorsuch Report, paragraph 79.
3 Ibid, paragraph 77.

CONTENTS

Annual Report for 1957-58 on the Working of the Public Service Commission, Western Region, Nigeria

CHAPTER I

Constitutional Change

1. During the year under review the functions of the Commission underwent changes recommended by the Nigerian Constitutional Conference held in London in May and June. These changes[1] were introduced as far as practicable as an interim measure with effect from the 8th August pending finalisation of the constitutional instruments, in accordance with an undertaking[2] given by the Secretary of State. One of their principal effects was that appointment, promotion, transfer, termination of appointment, dismissal and disciplinary control of public officers (other than the Deputy Governor, the Governor's personal staff, Permanent Secretaries, the Director of Audit and public officers subject to the authority of the Judicial Service Commission) were vested in the Governor acting on the recommendation of the Commission, His Excellency being empowered to refer a recommendation back once to the Commission for reconsideration. In this sense the Commission ceased to be purely advisory in the terms of sections 175 and 176, as applied to Regional Commissions by section 180 of the Nigeria (Constitution) Order in Council, 1954, and became "executive" in the terms of section 180H read with section 180J of the Nigeria (Constitution) Orders in Council, 1954 to 1958.

2. The London Constitutional Conference recommended that regulations regarding the Commission should be made by the Governor. These have been drafted in informal consultation with the other Public Service Commissions in Nigeria, and are being submitted to His Excellency. The drafting was a labour for which the Commissioners are indebted to Mr Abbott, their Secretary, and to Mr de Winton, the then Attorney-General.

3. The Constitutional Conference endorsed the recommendations of its Committee on the Public Services in respect of a lump sum compensation scheme to be adopted by the Regional Government, the inclusion in a Public Officers Agreement of special safeguards for certain categories of officers and the enactment of a Special List Agreement between the United Kingdom Government and the Regional Government. The factual effect of the compensation and the Special List schemes, so far as it can be observed at this stage, will be referred to in Chapter IV of this Report.

4. On the 1st March, 1958, His Excellency informed the Chairman and Members that he had decided to appoint another Permanent Member of the Commission, and that it was his intention to appoint Mr J. J. I. Marinho, M.B.E., as soon as he ceased to be a public servant and thus became eligible for appointment.

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1 Paragraph 16 of the Constitutional Report reproduced as Appendix I to this Report.

2 Paragraph 25 of the London Constitutional Conference Report.

CHAPTER II

The Progress of Nigerianisation

5. *Statistics.*—(Reference is invited to the appended graphs and tables, and the key thereto).

I.—Administrative and Professional Posts

(*i*) During the year eighty-seven Nigerian officers were appointed or promoted to Administrative and Professional posts in Scale A and above, *vide* Appendices II and VI. The corresponding number of Overseas officers (for whom direct entry could only be on contract) was twenty-seven. The total numbers in posts in Scale A at the end of the year were 245 Nigerian (plus four "West African") and 214 Overseas officers, *vide* Appendix VII. The shortage of Nigerian officers in super-scale posts continued, but the situation improved. At the close of 1957 the ratio of Nigerian/Overseas officers holding these posts was fifty-three (including four on probation and two "West Africans") to 121, *vide* Appendix VII, compared with thirty-four (including three on probation and one "West African") to 118 a year ago[1]. During the year, Nigerian officers acted sixty-three times in super-scale posts, in some cases in posts higher than the super-scale posts held by them substantively.

(*ii*) The ratio of recruitment over the year in Scale B was twelve Nigerian officers to two Overseas, *vide* Appendices II and VI. At the end of the year there were thirty-three Nigerian officers (plus two "West African") in post against nine Overseas, *vide* Appendix VII.

II.—Technical Posts

The ratio for higher technical posts in Scale C(T) was fifty-seven to sixteen, *vide* Appendices III and VI ; and for technical posts in Scale E 4 and above, one to nil. At the end of the year, in the C(T) Scale, 226 Nigerian (plus seven "West African") officers were in post against 110 Overseas, *vide* Appendix VII.

III.—Executive Posts

The Nigerian recruitment figure during 1957 for all posts in Scale C(E) was 138. At the close of the year there were 314 Nigerian (plus eight "West African") officers in post and twenty Overseas, (Appendices IV and VII).

IV.—Nursing Posts

The Nigerian recruitment figure for posts in Scale N 3 and above was twenty-eight, *vide* Appendices V and VI. At the end of the year 651 Nigerian (plus three "West African") officers were in post in *all* grades in Scale N against thirty-two Overseas, *vide* Appendix VII.

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1 Cf. Chapter 3 of Western Region Public Service Report for 1956.

V.—Vacancies (at end of 1957)—column 5 of Appendix VII

(1) Administrative and Professional posts—	
Super-scale	63
Scale A	118
Scale B	10
(2) Technical posts—	
Scale C(T)	187
(3) Executive posts—	
Scale C(E)	145
(4) Nursing posts—	
Scale N	483

6. The London Conference endorsed the recommendation of its [illegible] in respect of the reservation [illegible] of special training oppor- [illegible] Public Officers Agreement [illegible] Special List Agreement.[1] [illegible]ving posts were listed :— [illegible]nch of the Public Service Commission.

ERRATUM

For "referred to in paragraph III" on page 3, fifth line of paragraph 6, Chapter II, *amend to read* 'referred to in paragraph 3".

(*b*) All posts in the Office of the Commissioner for the Western Region in London.

(*c*) All posts in the Regional Legislature.

(*d*) Secretary to the Cabinet (but not Secretary to the Premier) and Staff of the Cabinet Office.

(*e*) Crown Counsel.

(*f*) Magistrates, Senior Magistrates and Chief Magistrates.

(*g*) Chief Registrar.

(*h*) Deputy Commissioner for Law Revision.

(*i*) Senior Assistant Secretary, Students Division.

(*j*) Training Officer, Ministry of Finance.

(*k*) Assistant Director of Education (Further Education).

The reserved Group 4 post of Secretary to the Cabinet has since been merged with the post of Secretary to the Premier. Except for this combined post and a post of Assistant Secretary Grade I in the Cabinet Office to which a Nigerian officer has been appointed, the posts in the Schedule had already been filled by Nigerian officers before the London Conference.

7. A new and outstanding achievement in Nigerianisation during the year was the appointment of six officers as Supernumerary Senior Assistant Secretaries. Just as the posts reserved for Nigerian officers were defined,

1 Paragraph 2 (*c*) of the Western Region Special List Agreement.

so have been the conditions under which the new supernumerary posts are to be held. The creation of such posts is not, in the present constitutional position, to be a continuing process. They are not what has been termed "skippable stepping-stones" for promotion, but if at any time within a period of three years the officers holding the posts have shown satisfactorily their ability to undertake the duties of a Senior Assistant Secretary, they will be eligible—

(1) to be absorbed in the permanent establishment of newly-created Group 7 posts in competition with serving Class III and IV officers and other officers eligible for consideration for promotion to such posts, and/or

(2) for promotion in due course to higher posts in competition with other officers in the Service.

Competition for the supernumerary posts was keen and enabled the Commissioners to recommend six officers of proved merit. There were twenty-seven candidates.

8. Nigerian recruitment and promotion to the new Executive Class—*vide* sub-paragraph III of paragraph 5 above and Chapter III below—has been gratifying in numbers—138. The Selection Boards, whose purpose is to maintain quality, are well established.

9. From October 1957 to March 1958 Nigerian administrative officers on probation attended a Public Administration Course at the University College, Ibadan.

10. The Commissioners have considered future entry to the Administrative Class, and they submitted a proposal which was placed before the Executive Council that entry to this class be by competitive examination. The type of examination suggested was on the lines of Method II which has been re-adopted, after ten years' experience, by the United Kingdom Civil Service Commission. The Council approved the proposal in principle but decided that its introduction be deferred until 1959. The Council also requested the Commission to endeavour to reach agreement with its counterparts in the Federation and the other Regions with a view to participating in a combined examination.

11. The Government decided to designate as Head of the Civil Service the person who is, for the time being, performing the duties of Permanent Secretary, Ministry of Finance. That Mr S. O. Adebo, the senior-most Nigerian in the Region's Administrative Class, and joint author with Sir Sydney Phillipson of the Phillipson-Adebo Report, was so designated, marked a significant step in the policy of Nigerianisation. The Commissioners convey their sincere good wishes to him in the conduct of his additional responsibilities.

CHAPTER III

The Growth of the Executive Class

(*Note by the Chairman*.—Mr S. Ade. Ojo, O.B.E., Permanent Member, has spent many hours this year in promoting the development of this Class, notably in advising policy, and presiding at General Executive Class Selection Boards and at Promotion and Departmental Selection Boards. His colleagues are indeed grateful to him for accomplishing this essential task, and also for writing this Chapter of the Report).

12. The origin of the Executive Class as we now know it in the Western Region Civil Service derives from the 1954/55 Report by Mr L. H. Gorsuch, C.B.E. But the lack of an adequate middle segment in the structure of Nigerian Civil Services had been recognised even before the Gorsuch Report drew attention[1] to this defect. In their 1952 Report, Messrs Milne and Levy argued a case for the creation of an Executive Grade designed "to cover Executive duties and responsibilities of varying levels between those attaching to the standard Clerical and Technical grades and those of the Professional and Administrative grades." This was the origin of the creation then of a new Scale B. The 1954 Report of the West Africa Survey Mission on the Training of Civil Servants in Nigeria after pointing out[2] that the normal civil service organisation is pyramidical in structure—"a pyramid of gradually increasing duties and responsibilities,"—remarked that the Nigerian organisation militates against this ; "too often, instead of being pyramidical, it is like an hour-glass, broad at the bottom, narrow in the middle, and broad again at the top".

13. There were two major defects of the pre-Gorsuch structure ; firstly, it saddled Professional and Administrative officers with a large variety of routine work which occupied a great deal of time to the detriment of their more important and essential duties. In effect, certain duty posts that had no administrative or professional content had to be graded within scales really meant for the Administrative and Professional Classes.

Secondly, the pre-Gorsuch organisation gave rise to the conception of a service rigidly divided into two compartments, and of progress by a single jump from one to the other.[3]

14. The authors of the 1952 salaries revision to which reference has been made saw the need for a change and recommended :—

(*a*) that the overlap between the top of the clerical and technical grades and the bottom of the "senior" grades, which had been abolished by the Harragin Commission, should be restored ;

(*b*) that an "executive" grade should be introduced into the structure, to which they assigned the present B Scale running from £250 to £1,075.

But even after the introduction of the B Scale there still existed a clear horizontal bar above which lay the "senior" service and below which was the "junior" service.

1 Gorsuch Report, paragraphs 75-78.
2 Ibid, paragraph 75.
3 Ibid, paragraph 76.

15. The 1954/55 Gorsuch Report set out to remove this sharp dividing line and to broaden the hitherto undesirable slender "Middle Class". This Class now comprises the following cadres :—

(*a*) The General Executive Class ;

(*b*) Departmental posts in the C Scales ;

(*c*) Confidential Secretary posts.

There are various forms of entry into these cadres :—

(*a*) *General Executive Class.*—Entry into the General Executive Class is by one of the following :—

Firstly, there is an open competitive examination for candidates between the ages of eighteen and twenty-eight, including both serving officers and persons outside the Service. Candidates must hold either the West African School Certificate or its equivalent or the General Certificate of Education at the ordinary level in English, Arithmetic and one other subject, or an equivalent qualification.

Secondly, entry may be direct without a written examination. This applies to holders of the Higher School Certificate, the General Certificate of Education at Advanced Level (in at least two subjects) or higher qualifications. Owing, however, to the large number of applicants with three subjects at Advanced Level, consideration of applications from those with two subjects at Advanced Level has been deferred. Candidates with degrees and holders of the Diploma in Public Administration and Certificates of pass in the Final Examinations of certain recognised Associations and Institutes, enter direct at a salary of £540 per annum as against £270 per annum applicable to those recruited by the first method.

A third way of entering the General Executive Class is by limited competition which is open only to serving officers of the Western Region Public Service on Scale D, aged twenty-eight and over, with a minimum of five years' continuous pensionable Government service.

Finally, in exceptional cases, entry by direct promotion of Chief Clerks and other officers of similar grades, is permitted.

(*b*) *Departmental posts in "C" Scales.*—The method of entry into the Departmental posts in "C" Scales is by means of prescribed standard qualifications varying in accordance with the duty of each post, from the range of Diplomas in Agriculture to various City and Guilds London Certificates.

(*c*) *Confidential Secretary posts.*—The method of entry for *Confidential Secretary, Grade III* is by promotion from Stenographer or by direct appointment of candidates attested by the Ministry of Finance, with shorthand and typing speeds of a hundred and of fifty

words a minute respectively. Candidates are also required to satisfy the appointing authority of their personal suitability to deal with confidential matters.

The method of entry for *Confidential Secretary, Grade II* is by promotion from Confidential Secretary, Grade III or Stenographer or by direct appointment of candidates attested by or on behalf of the Ministry of Finance, with shorthand and typing speeds of a hundred and of fifty words a minute respectively. Qualifications for appointment include a sound knowledge of secretarial duties, the filing and indexing of papers, a high standard of English, and personal suitability to deal with confidential matters. Direct appointments are allowed one increment for every year's experience as personal secretary to a senior official or a business executive, or one increment for every two years' experience in a relevant but less responsible post.

Confidential Secretary, Grade I.—This post is normally filled by promotion from Grade II. An excellent standard of English is required.

16. The graph and tables at Appendices IV, VI and VII show at what rate the new cadres are being built up. The Commission is viewing with great interest the success with which the Gorsuch recommendations are remedying the defect of the old structure.

CHAPTER IV

The Overseas Officer

17. *The Lump Sum Compensation Scheme.*—Section 29 of the Report of the 1954 Resumed Conference on the Nigerian Constitution held in Lagos recorded :—

> "On the attainment of regional self-government by any Region it would be necessary for the Government of that Region to introduce and accept financial responsibility for a lump sum compensation scheme under which Overseas pensionable officers in the Service of that Government at the time would immediately acquire a continuing option to leave with a lump sum payment in addition to accrued pension, as an alternative (at the option of the officer) to accrued pension plus additional allowance....."
>
> Section 32 provided that any African officer, who could show that his future prospects in the Service had been prejudiced or that he had legitimate cause for anxiety about his future in the Service, would be permitted to retire on the same terms as those accorded to Overseas officers".

The Constitutional Conference of May to June 1957 agreed that lump sum compensation payable to an officer should not exceed £9,000 and should be calculated with reference to an officer's age, length of service and pensionable emoluments.

18. Subsequently, the operative date of the scheme in the Western Region became the 8th August, 1957, when the 287 entitled officers were invited to deliver their options on or before the 8th November, 1957. At the close of 1957 sixty-eight officers had opted to retire immediately. 219 joined the Local Service, five of them subsequently retiring. Forty-five applications to freeze compensation had been approved, and *if* these officers did in fact retire upon the expiration of their freezing periods, the number of retirements would rise to seventy-six in April 1958, to eighty-five in August of the same year, to ninety in April 1959, to ninety-three in August of that year until, in August 1960, total retirements would become 118—being about 41 per cent of entitled officers. This percentage is unrealistic in the terms of paragraph 6 (*m*) (*ii*) of the Report[1] of the Committee on the Public Services which laid down "that the period of freezing should not be less than three years and that longer periods should be offered to officers whose services it was particularly desired to retain".

19. Any attempt to estimate the rate at which entitled officers will retire in the next year or so fails because there seems at present to be only one certain factor. This is that lump sum compensation at the higher level represents to an officer a saving capacity which he might not, and in some cases, would not achieve if he completed a full pensionable service. He cannot therefore lightly decline compensation at this level, whatever his other inclinations, including his desire to continue to serve a country and people he has come to love. In the case of an officer who has been permitted to freeze and stays for the period now approved, he will perforce leave the service at the end of the period if another option is not made to him. This situation is to be viewed against the hope expressed by the Heads of Delegations at the Lagos Conference "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", and the previous sentence of the Report stating that "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". A situation exists whereby the Government has no certain means of retaining those entitled officers "whose services" in the words of the London Conference Report "it is particularly desired to retain". The situation has lately been described by the Honourable the Premier as one of "harassing uncertainty".

20. In addition to the class of entitled overseas officers who, because they are at or past the peak of compensation, have applied to freeze their compensation, there are three other classes—those who have not applied to freeze ; those who, because they joined the Western Region Public Service after the 31st August, 1956, are not entitled to freeze ; and those who, unlike the forementioned classes, are non-pensionable and serving on contract or temporary terms. All are members of the Local Service,

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1 Annexure II to the Report of the Nigeria Constitutional Conference, 1957.

though officers accepted by the Secretary of State for transfer to the Special List of Her Majesty's Overseas Civil Service may be seconded to it.

21. *The Special List of Her Majesty's Overseas Civil Service.*—The Statement of Policy[1] on this scheme referred to the desire of Governments in Nigeria to retain their experienced staff and was designed "to help create conditions which will encourage officers to remain".

By the close of 1957 ten applications for the Special List were under consideration. In the terms of the Agreement between the United Kingdom Government and the Government of the Western Region a pensionable officer may apply to be included in the List at any time during a period of five years from the date of the Agreement if he has not reached the age of fifty-five. It is not possible with accuracy to forecast the future extent to which officers may avail of this continuing option.

CHAPTER V

The Time Factor in Recruitment

22. In Chapter VII of the Report for 1956 the procedure for recruitment was outlined. It was there explained that of the four major processes of advertising, processing (including collection of references), shortlisting, and interviewing, the first two occupy an average of four to six weeks each. As the last two operations (including notification of results) take an additional fortnight, the average time between the submission of an application by a candidate and the notification of his result varies from ten to twelve weeks. The period is substantially less if the post is not one which has to be advertised.

But the above assessment of time is true only in respect of candidates who, at the time of submitting applications, possessed the standard requirements for the relevant posts. There are other candidates, particularly those in universities or institutions overseas, who send in applications in anticipation of examination results or of reports from institutions. In these cases the fate of the applications cannot of course be determined until the examination results or reports are received.

23. A variety of factors, largely outside the control of the Commission and Directorate, tends to prolong the process of recruitment beyond the average period above-mentioned. These factors include the supply of inadequate information by candidates on application forms—a circumstance which entails needless correspondence and avoidable delay. There is also the fact that in some cases it takes anything from between ten days to three months for local referees and institutions to reply to our requests for references and reports on candidates.

The fact that most University students end their courses and are available for appointment at about the same time of the year is in itself an incidental cause of delay, since it means that their cases have to be dealt with almost simultaneously.

1 Cmd 9768.

While there is economy in time in Nigerian candidates in the United Kingdom being interviewed by our Overseas Public Service Board in London, the reports of that Board are subject to reports collected in Nigeria and to examination results, and as the Board is in any case advisory to the Commission, final decisions regarding applications from the United Kingdom candidates must await the sittings of the Commission in Ibadan.

24. During the course of the year various arrangements have been devised to reduce to a minimum the time lag between the submission of an application and the appointment or rejection of the candidate. The necessity for some of these devices has arisen from the growing and urgent needs of departments for recruits, as also from the desirability of alleviating the financial strain on candidates by reducing to a minimum the period between the end of their academic or professional courses and their placement in employment.

The major devices used were :—

(*a*) when application forms are sent to candidates detailed instructions are enclosed drawing attention to the need for precision in stating the information required ;

(*b*) the Commissioners, having reviewed past reports from Primary Schools, have decided that there will be nothing risked in dispensing with reports from these sources ;

(*c*) at the first meeting of the Commission after a report of interview has been received from the Overseas Public Service Board, the Commissioners normally ratify the report after brief discussion unless further clarification is necessary ;

(*d*) similarly, recommendations from Departmental Selection Boards are ratified unless a particular point arises for discussion, or the candidate has to be invited for interview by the Commissioners ;

(*e*) in some cases the Commissioners grant covering approval for candidates to be appointed on temporary terms, pending ratification of Boards' reports and approval by the Governor. Subsequent consideration for permanent appointment is subject to satisfactory reports on the temporary service.

Some of these devices have to be carefully used, if standards are not to be sacrificed to mere expedition.

26. It is proposed, in respect of Government scholars qualifying in 1958, to process their papers so that well before their examination results are known (in about July or August) all local references will have been obtained. Both the Commissioners in Ibadan and the Overseas Public Service Board in London are making special efforts to ensure that all available candidates (whether scholars or private students) are interviewed before they take their examinations.

27. The Director of Recruitment has also arranged to meet and welcome Regional scholars and students returning from overseas when their boats

dock at Apapa. He or his representative goes on board to answer enquiries from students about prospects of appointment in the Regional Services, and to give information and advice to those who have applied for appointments.

28. During the year under reference the Commission dealt with and concluded 373 cases (as against 159 for the previous year) of direct appointment and promotion to the posts (including the Executive grades) with which they are concerned. This figure, which does not include promotions within the Services, partly reflects the efficacy of the new devices.

CHAPTER VI

The Overseas Public Service Board in London

29. *Western Region Office : Recruitment Section (Report for calendar year 1957).*—The Recruitment Section of the Western Region London Office assists in processing applications for appointments in the Western Region Public Service. The Head of the Section is therefore the officer responsible for preparing the material which is placed before the Board. Mr N. O. A. Akinyemi, Recruitment and Staff Officer, acted as Secretary to the Board from January to September when he was replaced by Mr E. A. Bamgbose, Recruitment Officer.

30. The appointment of a permanent Interviewing Board in London was foreshadowed in Chapter VIII of the Annual Report for 1956 on the working of the Public Service Commission. The Board, as reconstituted in January 1957, consists of a Chairman, a Permanent Member and two other Nigerian members, who are appointed *ad hoc* for each meeting of the Board. There is also a Special Member who is invited to sit on the Board in the Chairman's discretion.

The Chairman of the Board is Mr T. M. Shankland, C.M.G., who was the Deputy Governor of the Western Region until the beginning of the year ; the Permanent Member is Mr J. E. Imoukhuede, Official Secretary to the Commissioner for the Western Region in London ; the Special Member is Professor W. Hamilton-Whyte, who was for twenty-five years Professor and Head of the Economics Department and Dean of the Faculty of Arts in the University of Bristol. He was the first Director of the West African Institute of Social and Economic Research and was also a member of the Academic Board of the University College, Ibadan.

31. Among the Nigerian advisers who have sat on the Board during the year and whom the Commissioners wish to thank for their services were Chief M. S. Sowole, then London Representative of the Western Region Production Development Board and now Commissioner for the Western Region in London ; Dr S. O. Biobaku, Registrar, University College, Ibadan, (now Secretary to the Premier and Executive Council, Ibadan) ; the late Mr N. O. A. Morgan, Chief Registrar, High Court, Ibadan ; Mr A.

Bandele Oyediran, Secretary for Students' Affairs, Nigeria Office, London; Dr T. O. Ogunlesi, Medical Officer; Mr M. A. Macauley, Clerk to the Regional Legislature; and Mr A. A. Adio-Moses, Trade Union Officer, Labour Department, Lagos. At the request of the Commissioners, Professor O. A. Ajose attended a meeting of the Board.

32. The Board has, as in the past, been assisted by consultants drawn mainly from the Colonial Office. The Commissioners also record their thanks to these experts for their valuable advice to the Board, and to the staff of the Colonial Office who arranged their attendance.

33. Six meetings of the Board have been held this year and each meeting has lasted from two to five days according to the number of candidates that were ready to be interviewed. At these meetings ninety-three candidates were interviewed for the following appointments :—

ADMINISTRATION	Senior Assistant Secretary (Supernumerary)	3
	Administrative Officers	23
	Executive Officers	10
	Verbatim Reporter	1
	Stenographer	1
MINISTRY OF AGRICULTURE AND NATURAL RESOURCES.	Assistant Workshop Superintendent ...	1
	Agricultural Superintendent	1
MINISTRY OF EDUCATION ...	Education Officers	3
	Woman Education Officers	3
	Assistant Education Officers	2
	Technical Instructors	3
	Regional Librarian	1
MINISTRY OF HOME AFFAIRS...	Information Officers	5
	Catering Assistant	1
	Typewriter Mechanic	1
MINISTRY OF HEALTH ...	Medical Officers	5
	Nursing Sisters	8
	Nursing Superintendent	1
	Nursing Superintendent (Mental) ...	1
	Radiographers	2
	Medical Laboratory Technician ...	1
MINISTRY OF WORKS AND TRANSPORT.	Executive Engineers	2
	Inspector of Works	5
	Assistant Inspector of Works	1
	Architect	1
	Labour Relations Officer	1
MINISTRY OF FINANCE ...	Inspector of Tax	1
	Statistician	1

MINISTRY OF DEVELOPMENT ...	Assistant Trade Officer	1
	Social Welfare Officer	1
	Industrial Officer	1
	Assistant Pottery Officer	1
	TOTAL	93

34. In addition to its functions in connection with the meetings of the Board, the Recruitment Section has rendered assistance, wherever possible, to Voluntary Agencies in the Region who have asked for help concerning the recruitment of suitable graduate teachers. It may soon assume permanent responsibility for this type of recruitment if certain proposals which are understood to be under consideration are agreed.

35. There is also the possibility that the Section may be required to assist in the recruitment of candidates for employment by commercial organisations operating in the Region about which some tentative consultations have taken place between the London Office and the West Africa Committee in London.

36. It is proposed that the Recruitment Section should, as soon as agreement is reached between the Government of the Region on the one hand and the Colonial Office and the Crown Agents on the other, assume responsibility for the recruitment of overseas candidates on contract for the Western Region Public Service.

CHAPTER VII

The Nigerian Liaison Office in Washington

37. In last year's Report Mr R. G. Barrett, the Liaison Officer, described the functions of his office, and he listed the fields of study favoured by Western Nigerian students. His list for the year under review is as follows :—

1. Agriculture, Agricultural Economics	7
2. Food Technology	1
3. Medicine, Pharmacy, Osteopathy	17
4. Natural Sciences, Chemistry, Biology, Bacteriology, Entomology, Zoology	29
5. Anthropology	2
6. Geology	2
7. Sociology	3
8. Arts and Humanities, Education	19
9. Political Science, International Relations	4
10. Public Administration, Business Administration, Industrial Management, Public Finance	8
11. Photography, Cinematography	2

12.	Engineering : Electrical, Civil, Mechanical, Chemical	7
13.	Economics	3
14.	Mathematics	4
15.	Architecture	4
		113

Of the 113 students ninety-nine are in the United States, thirteen in Canada and one in Trinidad. Twenty-one are scholarship students.

CHAPTER VIII

The Personnel and Staff of the Commission

38. *Members of the Commission.*—Mr P. V. Main relieved the Chairman on the 30th October, 1957. Mr L. G. Coke Wallis, C.I.E., returned from leave on the 19th February, 1958.

Warm felicitations are extended to Mr S. Ade. Ojo, Permanent Member, who was awarded the O.B.E. in the New Year Honours List, 1958.

Professor O. A. Ajose continued to serve as Part-time Member.

39. *Staff.*—Mr B. Abbott, O.B.E., was Secretary throughout the year. The Commissioners congratulate him on the award of the O.B.E. in the Birthday Honours List, 1957.

Mr T. O. Ejiwunmi, Director of Recruitment, left on the 8th October, 1957, to take up duty as Acting Deputy Director of Education and was relieved by Mr A. I. Wilson. The latter was relieved by Mr O. I. Afe on the 1st February, 1958.

Mr Wilson was relieved as Acting Assistant Director of Recruitment on the 8th October by Mr H. A. Ojerinola who had joined the Commission as Assistant Secretary on the 29th July.

Mr E. A. Bamgbose left the Commission for duty in London on the 8th August, and his place was taken by Mr P. O. Ofili who joined the Commission on first appointment on the 1st October.

Mr P. J. Middleton, Assistant Secretary, was relieved by Mr P. E. Whitaker on the 11th April. Mr Whitaker returned to other duties on the 14th August when Mr Middleton returned.

Other appointments were held as follows :—

Mr R. C. Nwaboku ...	Against a post of Higher Executive Officer.
Mr O. A. Akinyele ...	Against a post of Higher Executive Officer until June 1957.
Mr J. A. Awodola ...	Vice Mr Akinyele until November 1957.
Mr J. A. Agboola ...	Higher Executive Officer, vice Mr Awodola until March 1958.

Mr J. A. Olarewaju ...	Executive Officer from February 1958.
Mrs I. Fatayi-Williams	Temporarily employed against the post of Confidential Clerk until June 1957.
Miss J. Borrows ...	Hansard Reporter against the post of Confidential Clerk from November 1957.
Mr A. O. Onoboku ...	Verbatim Reporter until he proceeded on leave in October 1957.
Mr E. O. A. Soyege	Verbatim Reporter.
Mrs J. Mendel ...	Confidential Secretary, Grade II from December 1957.

The Commissioners express their gratitude to all members of the staff, including those not named above, for maintaining standards of work and particularly to those known familiarly as "foundation members" who have served the Commission continuously since its inception.

CHAPTER IX

The Anti-Corruption Branch

40. The Government has decided that when the Office of the Director of Public Prosecutions is established, this Branch should be transferred to that Office.

During 1957, the Anti-Corruption Officer investigated twenty-three cases of corruption, his findings in each being referred to the Heads of Department concerned. Nine cases were proved. Disciplinary action was taken in eight, and in the remaining one a conviction was secured in the Ibadan Magistrate's Court. One officer who was dismissed from the Service for demanding and receiving bribes had rendered twenty-six years' service.

41. Poster campaigns in offices and radio talks were organised and a pamphlet on corruption was widely distributed.

A printed slip is now attached to all letters of appointment drawing the attention of newly appointed officers to General Orders 04212 and 04213 (where applicable) requiring them to disclose particulars of personal investments, etc.

The Anti-Corruption Officer reports that his functions are gradually becoming known to the public.

Acknowledgements

42. The Commissioners desire to acknowledge the ready help and co-operation which they have received from the Ministries of the Government during the year. As they observed in their last Report—

"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."

In the year under report they owe it to the Government that the passage quoted on the title-page of this Report, and the reconstitution of the Commission, found place in the recommendations of the London Conference. The Commissioners were further gratified at the views expressed by Honourable Ministers—when the Chairman of the Commission was invited to a meeting of the Executive Council—as to the esteem in which Honourable Ministers held the Commission.

43. The Commissioners also thank the Head of the Civil Service, the Permanent Secretaries, the Controller of Establishments and Heads of Departments and their Deputies who have been good enough to attend their meetings as Consultants, despite pressure in their own offices, and with the common purpose of promoting the best interests and maintaining the standards of the Service. An acknowledgement is also due to the Honourable Attorney-General for his advice in case-work and in guiding the drafting of the Commission's new Regulations.

44. The Commissioners are also grateful to the Principal and Authorities of the University College for arranging for Administrative cadets to attend a Public Administration Course, and to Mr R.E. Wraith, Senior Lecturer in Public Administration, for conducting the course. They look to the University College for more and more outstanding recruits to the Public Service.

45. They remember also their obligation to the Chairman and Council of the West African Examinations Council who have continued to meet their requirements for public examinations and to help them with expert advice.

Appendix I

Extract from paragraph 16 of the Report by the Nigeria Constitutional Conference held in London in May and June, 1957—

"16.....the Conference agreed to recommend as follows :—

(*a*) The Governor's power to constitute offices in the Public Service should be exercised on the advice of Ministers.

(*b*) The Governor's power in certain circumstances to prevent further proceedings on a Bill or motion relating to the Public Service should disappear as soon as a scheme for lump sum compensation for the Public Service in accordance with paragraph 29 of the 1953 and 1954 Conference Reports came into force.

(*c*) It was important that the Public Service Commission should be insulated from politics and that the provision for its appointment should not only make its independence a reality but

also be clearly understood to do so. Accordingly there should be a Public Service Commission consisting of a Chairman and not less than two or more than four other members, all the members, including the Chairman, to be appointed by the Governor, acting in his discretion after consultation with the Premier. The Chairman should serve full time and the other members either full-time or part-time. No member of the Commission should also be a member of the Public Service or of a Legislative House and no full-time member should hold any other office of profit under the Crown. Members should normally be appointed for five years, re-appointment being permissible, and should be ineligible for appointment or further appointment to other public office. The salaries of members should be fixed by the Legislature and once fixed should not be subject to vote nor capable of being diminished during a member's term of office. A member, whether full-time or part-time, should be removable only by the Governor, acting in his discretion after consultation with the Premier, on grounds of inability or misconduct.

(*d*) The appointment, promotion, transfer, termination of appointment, dismissal and disciplinary control of public officers (other than the Deputy Governor, the Governor's personal staff, Permanent Secretaries, the Director of Audit and public officers subject to the authority of the Judicial Service Commission) should be vested in the Governor acting on the recommendation of the Public Service Commission. The Governor should be empowered to refer a recommendation back once to the Commission for reconsideration.

(*e*) Promotions to the Grade of Permanent Secretary should be made by the Governor in his discretion after consultation with the Public Service Commission and the Premier, and postings within the grade of Permanent Secretary should be made by the Governor on the advice of the Premier.

(*f*) Regulations regarding the Public Service Commission should be made by the Governor in his discretion after consultation with the Commission. There should be constitutional provision setting out the scope of the regulations and the Governor should be empowered to prevent members of the Commission from having an interest in, or otherwise benefiting from, government contracts.

(*g*) It should be a criminal offence to interfere or attempt to interfere with the Public Service Commission or for a member of the Commission to compound or to be a party to such interference. There should be constitutional provision setting out the scope of the offence.

(*h*) The Public Service Commission should be required to publish an annual report of its activities.

(*i*) Provision should be made in the constitution similar to existing Nigerian legislation whereby a public officer whose office is abolished would be entitled to "abolition of office terms", that is to his accrued pension and/or gratuity plus an additional allowance or gratuity calculated as provided by law.

(*j*) The Governor in his discretion should be entitled to fill the posts on his personal staff by selection either from within the Public Services of Nigeria or from outside ; provided that in the former case the Governor should first consult the Public Service Commission, and that in the latter case no appointee should thereby become a permanent and pensionable member of the Public Service. The emoluments of the Governor's personal staff and the expenses of his office should be fixed by the Governor with the agreement of the Premier and should be charged on the revenues of the Region and not subject to vote."

Key to the following Graphs and Tables—

I.—Administrative and Professional posts.

(1) in Scale A and above.

(2) in Scale B.

II.—(1) Higher Technical posts in Scale C(T).

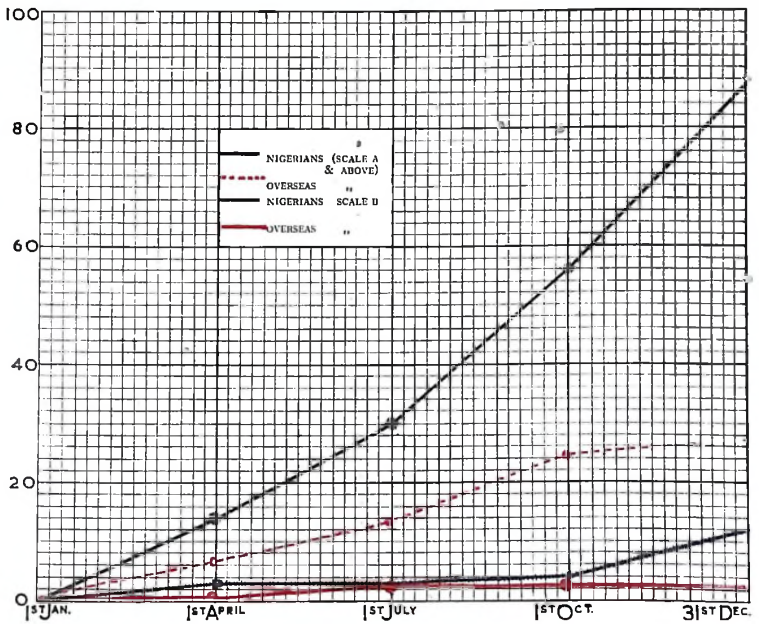
(2) Technical posts in Scale E 4 and above.

III.—Executive posts in Scale C(E).

IV.—Nursing posts in Scale N 3 and above.

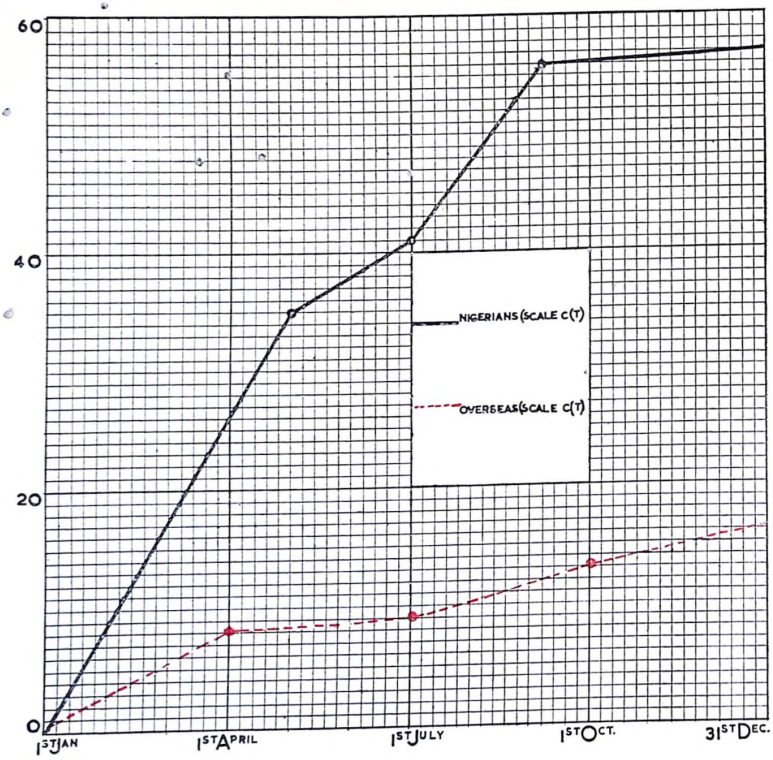
ADMINISTRATIVE AND PROFESSIONAL POSTS

PROGRESS OF RECRUITMENT IN 1957



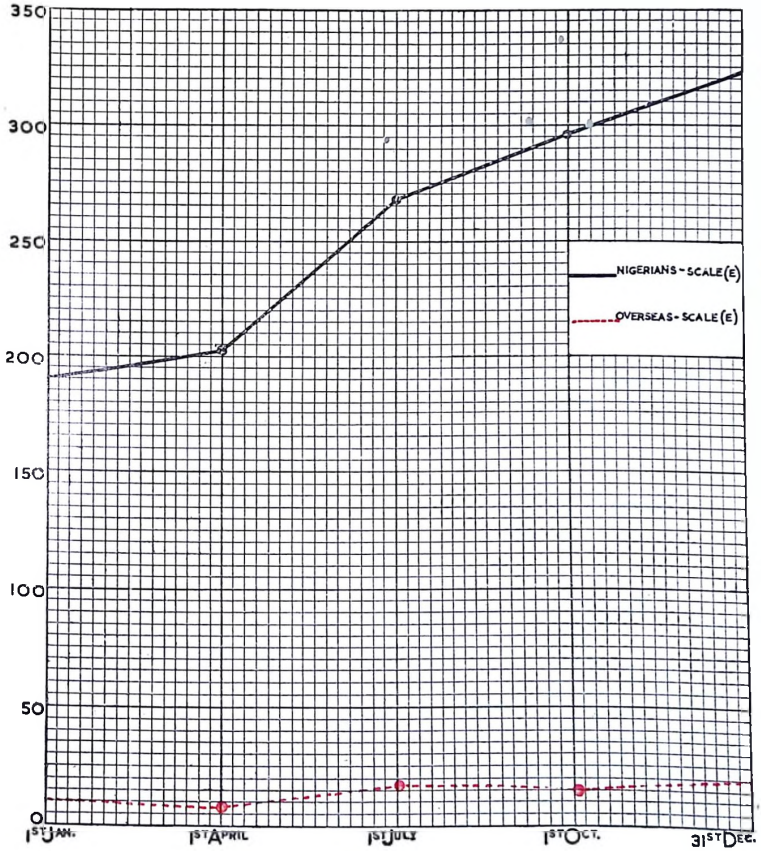
HIGHER TECHNICAL POSTS

PROGRESS OF RECRUITMENT IN 1957



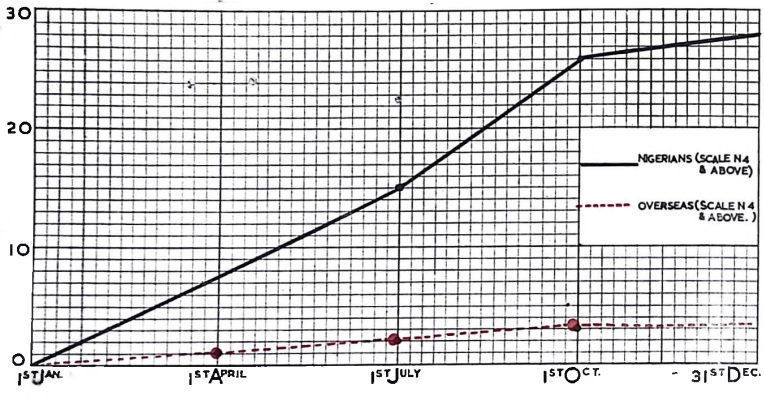
EXECUTIVE POSTS

RECRUITMENT AND STAFF POSITION IN 1957



NURSING POSTS

PROGRESS OF RECRUITMENT IN 1957



RECRUITMENT (INCLUDING PROMOTION) DEPARTMENTALLY DURING 1957

Departments	1 Administration and Professional				2 Higher Technical		3 Technical		4 Executive Posts		5 Nursing Posts	
	Scale A and Above		Scale B		Scale C(T)		Scale E.4 and Above		Scale C(E) *Post in this Scale are both General and Departmental*		Scale N4 and Above	
	Nigerians	*Overseas Temporary and Contract*	*Nigerians*	*Overseas Temporary and Contract*	*Nigerians*	*Overseas Temporary and Contract*	*Nigerians*	*Overseas Temporary and Contract*	*Nigerians*	*Overseas Temporary and Contract*	*Nigerians*	*Overseas Temporary and Contract*
Administration	27	3	1	—	—	—	—	—	50	5	—	—
Agriculture	4	—	—	—	33	1	—	—	4	—	—	—
Audit	—	—	5	—	—	—	—	—	2	—	—	—
Co-operative	—	—	4	—	—	—	—	—	1	—	—	—
Education	16	2	—	—	2	6	—	—	13	—	—	—
Forestry	—	—	—	—	—	—	—	—	2	—	—	—
Industries	—	1	1	—	—	—	—	—	—	—	—	—
Information Services ...	—	—	—	—	2	3	—	—	3	—	—	—
Inland Revenue	9	7	—	—	—	—	—	—	23	—	—	—
Judicial	4	—	—	—	—	—	—	—	—	—	—	—
Land and Town Planning ...	1	—	—	—	—	—	—	—	1	—	—	—
Legal	2	—	—	—	—	—	—	—	—	—	—	—
Medical	14	5	—	1	15	3	—	—	3	—	28	3
Printing	—	—	—	—	—	1	—	—	1	—	—	—
Produce Inspection	—	—	1	1	—	—	—	—	—	—	—	—
Public Works	6	9	—	—	4	2	1	—	3	—	—	—
Social Welfare	—	—	—	—	—	—	—	—	3	—	—	—
Survey	4	—	—	—	—	—	—	—	—	—	—	—
Treasury	—	—	—	—	—	—	—	—	11	—	—	—
Veterinary	—	—	—	—	1	—	—	—	—	—	—	—
Law Revision	—	—	—	—	—	—	—	—	—	—	—	—
Miscellaneous officers not serving in above Departments	—	—	—	—	—	—	—	—	18	—	—	—
Total	87	27	12	2	57	16	1	—	138	5	28	3

REGIONAL MONTHLY STAFF POSITION AS AT 31st DECEMBER, 1957

(1) Grade of Posts	(2) Total Establishment (to include all established posts for which there is current provision)	(3) On duty		(4) On leave or otherwise off duty strength	(5) Vacancies (column 2 *minus* column 3 and column 4	(6) Oversea Officers (total, including Pensionable, Contract and other Temporary Officers)	(7) West African Officers (G.O. 01002) (total)	(8) Indigenous Officers (total)	(9) Officers on the Pensionable Establishment		(10) On probation or on probationary agreement		(11) On Contract or other temporary terms including re-engaged pensioners		(12) Number known to be leaving the service or proceeding on retirement leave in the next four months	
		(*a*) in Ibadan	(*b*) outside Ibadan						(*a*) Oversea Officers	(*b*) Others	(*a*) Oversea Officers	(*b*) Others	(*a*) Oversea Officers	(*b*) Others	(*a*) Oversea Officers	(*b*) Others
Scale G...	2,011	658	966	30	359	—	3	1651	—	—	—	—	—	1,654	—	—
Scale F	2,543	927	1,269	119	228	—	17	2,298	—	798	—	546	—	971	—	—
Total, Sub-Clerical and Minor Technical	4,554	1,585	2,235	149	585	—	20	3,949	—	798	—	546	—	2,625	—	—
Scale E	1,804	431	689	48	636	—	5	1,163	—	612	—	429	—	127	—	7
Scale D...	2,311	976	767	92	476	—	8	1,827	—	980	—	606	—	249	—	9
Total, Clerical and Technical ...	4,115	1,407	1,456	140	1,112	—	13	2,990	—	1,592	—	1,035	—	376	—	16
Scale C(E)	487	173	138	31	145	20	8	314	7	265	1	48	12	9	1	1
Scale C(T)	530	116	141	86	187	110	7	226	28	162	4	61	78	10	8	2
Total, Executive and Higher Technical	1,017	289	279	117	332	130	15	540	35	427	5	109	90	19	9	3
Scale B	54	24	17	3	10	9	2	33	6	20	—	15	3	—	3	—
Scale A	581	178	216	69	118	214	4	245	110	118	37	116	67	15	11	—
Total, Administrative and Professional	635	202	233	72	128	223	6	278	116	138	37	131	70	15	14	—
Total, Superscale	233	104	33	33	63	121	2	47	109	41	—	4	12	4	13	1
OTHER POSTS :																
Nursing Posts in Scale N	1,169	132	526	28	483	32	3	651	13	379	6	240	13	35	1	—
Forestry Posts in Scale H	173	3	130	8	32	—	—	141	—	8	—	3	—	130	—	—
Miscellaneous Posts	90	28	23	1	38	2	—	50	1	1	—	—	1	48	—	—
Total, "Other Posts"	1,432	163	679	37	553	34	3	842	14	388	6	243	14	214	1	—
GRAND TOTAL	11,986	3,750	4,915	548	2,773	508	59	8,646	274	3,384	48	2,068	186	3,253	37	28

Note.—The above Table includes posts in grades D, E, F, G, H and N for which the Commission has no recruitment responsibility.

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