REPORT

OF THE COMMISSION ON THE CIVIL SERVICES OF NORTHERN RHODESIA AND NYASALAND. 1947

PARTICIES.

T. Fitzgerald

COLONIAL OFFICE

REPORT OF THE COMMISSION ON THE CIVIL SERVICES OF NORTHERN RHODESIA AND NYASALAND

1947

by
T. FITZGERALD
C.M.G., O.B.E.

PART II

LÓNDON: HIS MAJESTY'S STATIONERY OFFICE
1948

Part I of this Report, which deals with the salaries and conditions of African personnel, may be obtained from the Crown Agents for the Colonies, 4 Millbank, S.W.1. Price 1s. Od. (by post 1s. 2d.)

To:

The Right Honourable A. Creech Jones, M.P.

The Secretary of State for the Colonies

Sir,

SALARIES AND CONDITIONS OF SERVICE OF THE CIVIL SERVICES IN NORTHERN RHODESIA AND NYASALAND

In a letter from the Colonial Office dated the 1st January, 1947, I was appointed a Commission to conduct an enquiry into the salaries and conditions of service of the Civil Services in Northern Rhodesia and Nyasaland.

Circumstances made it desirable that I should submit my report in two parts. Part I was submitted with my letter of the 4th September, 1947. Part II is submitted herewith.

I am, Sir, Your most obedient servant,

T. FITZGERALD

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REPORT OF THE COMMISSION ON THE CIVIL SERVICES OF NORTHERN RHODESIA AND NYASALAND

1947-48

PART II

Note: For convenience of reference the Table of Contents of Part I is attached as Appendix.

I. It will be seen that that Part consists of (a) a general introduction to the work of the Commission and (b) recommendations regarding rates of pay for the African members of the two services. The present and final part (Part II) deals with:

- (a) scales of pay for members of the two services other than Africans;
- (b) general terms of service for all grades (both European and African);
- (c) adjustment of anomalies;
- (d) machinery for consultation between Government and staff associations.

CHAPTER I

Adjustment of salaries to meet rise in cost of living

- 1. Much evidence was given to the Commission to show the extent to which prices had increased both during and since the war, and various estimates were submitted as to the effect of these increases on the cost of living of civil servants. While the Commission could not, of course, be expected to base its conclusions on unscientific estimates of this kind, it is nevertheless clear that there has, in fact, been a substantial rise in the cost of living since 1939 both in Northern Rhodesia and Nyasaland.
- 2. Both Governments rightly considered it an obligation to compensate, at least in part, their officers for increases in the cost of essential commodities, and since January, 1942, in Northern Rhodesia and since April, 1944, in Nyasaland cost of living allowances have been paid. It must be agreed that the decision to pay these allowances in Nyasaland was a rather belated one.
- 3. In the case of Europeans these allowances were, in both territories, based primarily on family commitments and at present vary in Northern Rhodesia for Europeans from £80 per annum for a single officer to £192 per annum for a married officer with three children, and in Nyasaland from £70 per annum to £144 per annum respectively.
- 4. Future policy regarding these allowances now falls to be considered. Three courses are open—(a) to retain the present arrangement under which the increase in the cost of living is dealt with by means of a separate non-pensionable allowance; (b) to incorporate such percentage of the increase as can safely be regarded as permanent and leave the remainder to be dealt with by the payment of a non-pensionable allowance which would fluctuate with the rise or fall in

the cost of living above or below 1939 levels; and (c) to frame new consolidated salary scales related to the increased cost of living and abolish all cost of living allowances.

5. In this matter the case of Africans in the services was considered in paragraphs 33-35 of Part I of the Report and a recommendation made to the effect that there should be full consolidation of cost of living allowances and ration allowances where the latter were also paid—i.e. course (c) was adopted. With regard to European and other non-African officers I see no reason to differentiate between the East African and the Central African territories. The following extract from the draft Report of the East African Salaries Commission, of which I was a member, therefore represents my views on this subject.

"The choice between these three courses would present no difficulty if an accurate forecast of the future trend of prices over a period of years were possible. We have sought advice on this matter from many sources and the variety of opinion expressed before us can be taken as the measure of the difficulty of making any such forecast. The one point on which all our witnesses were agreed was that part, at any rate, of the increase in the cost of living since 1939 would be permanent, and this view is certainly borne out by the experience of events after the 1914-18 war. On this hypothesis we jettison the first course referred to in the foregoing paragraph and are glad to be able to do so, since it is a course which would operate harshly on retiring officers who have a right to expect that their pensions will be calculated on emoluments which bear a reasonable relation to the

cost of living at the time of their retirement. "There remain the two alternatives of partial or total consolidation. The adoption of an arrangement under which that part of the cost of living increase which can be regarded as permanent is consolidated in salary, the balance being dealt with by a temporary and variable cost of living allowance, is one which commended itself to many witnesses, as providing the East African Governments with a safeguard against the risk of their being saddled for years to come with a bill for personal emoluments based on salaries which were fixed at a time when the cost of living might prove to be at its peak. These witnesses also pointed out that if full consolidation were agreed upon, such an arrangement would be one-sided in that, while, if the cost of living were to increase considerably after consolidation had taken place, it would be possible to meet the situation by the re-introduction of a cost of living allowance (and there would, no doubt, be considerable pressure on the part of civil servants for this to be done) it would be difficult, if not impossible, to reduce the substantive, and in many cases pensionable, emoluments of officers on consolidated terms if there were to be an appreciable fall in the cost of living. These are cogent arguments in favour of partial consolidation and we are, of course, fully seized of the undesirability of introducing salary scales which, although equitable at the present time, might in the course of a few years prove to be out of harmony with a considerably decreased cost of living. There are no indications of such a trend at the present time: indeed, the cost of living in East Africacontinues to rise. . . . It is our considered view that that part of the cost of living element which can be regarded with reasonable certainty as permanent is so large that the balance which would be left floating after partial consolidation would be unlikely to provide a sufficiently wide margin to enable appropriate adjustments to be made to meet any substantial fall in the cost of living index figure.

"The present position under which a civil servant receives part of his emoluments in the form of a non-pensionable allowance which may be varied from time to time is admittedly unsatisfactory. There is no doubt in our minds that new salary scales framed with regard to the increased cost of living since 1939 would not only be the fairest solution but would

have the added advantages of making for greater contentment within the service and stimulating recruitment. In making up our minds on this important issue we have looked for assistance to what has been done in, or recommended for, other parts of the Colonial Empire. In the four West African territories cost of living allowances have been abolished and consolidated scales of salary have been introduced. On the other hand, we understand that the Commissions which have recently examined salaries and conditions of service in Hong Kong and Malaya have recommended the payment of cost of living allowances in those territories. We doubt whether the action there contemplated is a useful guide to what should be done in East Africa, seeing that Hong Kong and Malaya have until recently been in enemy occupation, with the result that conditions are necessarily unsettled, and the cost of living is extremely high. The more relevant comparison is with West Africa where, as we have stated, full consolidation has taken place. We also note that cost of living allowances were withdrawn from the Home Civil Service in 1945 and that the consolidated additions to basic salaries generally exceeded those allowances. There appear to us to be no special conditions in East Africa which would lead to the conclusion that what was considered to be a sound course of action in the United Kingdom and in West Africa in this matter would be unsound in East Africa. Although we have no qualifications which would enable us to speak with authority on future price movements, a subject which, as we have said divided the minds of our witnesses, we hold the view that unless there should occur a financial depression comparable with that of the early 1930s, the salary scales which we have recommended will be appropriate at least for some years to come. Should, however, a major financial emergency occur and exceptional measures of economy become necessary, then ... we are clear that a system of marginal cost of living allowances would not provide a buffer of sufficient resiliency to absorb, so far as the salaries of civil servants are concerned, the full shock of a major fall in prices and Colonial revenues, and that such a contingency would have to be dealt with by ad hoc measures.

"We recommend, therefore, that cost of living allowances and temporary bonuses attributable to the increased cost of living should be withdrawn and that consolidated salary scales . . . should be introduced."

It is therefore proposed to recommend salary scales which, *inter alia*, will provide for full consolidation in respect of the increased cost of living since 1939.

CHAPTER II

PUBLIC SERVICE COMMISSIONS

- 6. The Commission is required by its terms of reference to consider and advise on "the provision, by means of Public Service Commissions or otherwise, of suitable machinery, where this is not already in existence, for regulating the selection and promotion of candidates for posts the filling of which is not subject to the approval of the Secretary of State."
- 7. It might be held that the concluding words of the above extract from the terms of reference bars the Commission from making any recommendation affecting promotions to posts the filling of which requires the approval of the Secretary of State. The Commission does not interpret the words in that sense, but considers that the underlying intention was to preclude it from making any recommendations which would have the effect of removing from the purview of the Secretary of State any appointments or promotions which at present fall

within it. It is on the basis of this interpretation that the following observations are submitted.

- 8. On the appointment of candidates to posts the filling of which is subject to the approval of the Secretary of State there is little to say. In Central Africa, as elsewhere in the Colonial Empire, such posts are filled on the recommendation of appointments boards established by the Secretary of State. There was no evidence to show that this is not the best method of selection that can be devised for this particular purpose.
- 9. It is in regard to promotions which require the approval of the Secretary of State that there is room for some misgivings. Obviously the efficiency of any civil service depends, in large measure, on the more responsible posts being filled by the ablest officers available, and that the higher the level in the official hierarchy the more should merit outweigh seniority in the filling of vacancies. But though nobody would question this proposition in principle, there is some reason to think that in the submission of recommendations to the Secretary of State for the filling of vacancies by promotion, too much weight is attached to seniority and too little to merit.
- 10. Undue emphasis on seniority is bad for the service in more ways than one. From the point of view of the efficient conduct of any department of the service, it is clearly bad that a less meritorious officer should be preferred to a more meritorious one. But the mischief goes deeper than that. After a few years of service the junior officer forms a pretty shrewd idea of the merits of his seniors, and if he sees them climbing the promotion ladder in order of seniority, with little or no regard to their respective merits, the edge of the keenness with which he entered the service is likely to be blunted, and he will be more concerned to avoid "blotting his copybook" than in making his maximum contribution to the work of his department.
- 11. The reason why in East and Central Africa seniority appears to bulk so much more largely in the matter of promotions than it does in the Home Civil Service probably lies in the fact that the European civil servants constitute a small minority body living in an alien land, constantly in touch with one another both in and out of office hours, and familiar with one another's domestic and financial circumstances. Thus, it needs some strength of mind on the part of a head of department to recommend the promotion of a relatively junior officer in preference to a senior officer with whom, perhaps, he is generally on more intimate terms. Such personal considerations should, of course, carry no weight, but they will do so, notwithstanding any instructions to the contrary that may be given, so long as the head of department is, to a large extent, the sole arbiter in the matter of the promotion of officers in his department.
- 12. The Commission therefore suggests the setting up of Promotion Boards the functions of which might be:
 - (a) to advise the Governor, save where otherwise directed, on the respective merits of officers within the ambit of promotion to a post the filling of which is in the hands of the Secretary of State.
 - (b) To advise the Governor as to the fitness of an officer to pass a promotion bar or to receive accelerated advancement within a long scale (see paragraphs 42 and 43).
 - (c) To advise the Governor on the respective merits of officers within the ambit of promotion from one grade to another where such promotion is at the Governor's discretion.
- 13. The personnel of Promotion Boards will vary according to circumstances, but in regard to the more important posts a Board should ordinarily consist of three members, namely, the Chief Establishment Officer, the head of the department in which the vacancy occurs or in which the officer is serving if it is a case of passing a promotion bar or being considered for accelerated

advancement, and an officer nominated by the Chief Secretary. The presence of the Chief Establishment Officer on every such Board would go far towards securing common standards, and the assembling of the Boards should be his responsibility. Boards consisting of less highly placed officers than those suggested above would be appropriate for dealing with minor posts.

- 14. The present arrangement whereby a large number of local promotions are made on the sole recommendation of the head of the department concerned is unsatisfactory from every point of view—from that of the head himself, on whom it places an undue burden of responsibility; from that of the general public, who have a right to expect that advancement in the service for which they pay goes to the most efficient; and from that of the civil servant himself, whose future in the service should not depend on the *ipse dexit* of a single individual.
- 15. It would make for confidence in Promotion Boards if representatives of the staff participated in their deliberations. The Commission therefore sees no objection to the appropriate staff association being represented on the Board by an officer who was himself not personally concerned.
- 16. Apart from the constitutional aspect there is not, in such relatively small services as Northern Rhodesia and Nyasaland, nearly sufficient scope for a Public Service Commission as ordinarily understood, but there is need for appropriate machinery for the following purposes:
 - (a) methods of selection for posts the filling of which does not require the approval of the Secretary of State;
 - (b) promotion to such posts;
 - (c) disciplinary matters;
 - (d) conditions of service.

These are very diverse matters and it does not follow that a body—short of a Public Service Commission as generally understood—which would be appropriate for dealing with any one of them would necessarily be appropriate for dealing with all or any of the others. As the observations which follow will show, the conclusion has been reached that, in the interests of the public and civil servants alike, different machinery is required for each of them.

Appointments

- 17. Taxpayers have a right to be assured that the conditions of entry to the service are such as to secure recruits with the qualifications requisite for particular posts and to obviate any possibility of nepotism or political wire-pulling. This can best be secured by the establishment of examinations which would be of a qualifying character, where the number of vacant posts exceeds the number of candidates, and of a competitive character where the position is reversed. But it is obvious that for the filling of a great number of minor and subordinate posts anything in the nature of a formal examination would be quite inappropriate. Appointments to such posts could be made departmentally or by means of suitable local arrangements, depending on the nature of the post.
- 18. It is suggested that a Civil Service Board constituted as outlined below should be set up. Their first task should be to examine all the posts in the service not requiring the approval of the Secretary of State, with a view to advising the Governor as to those posts the filling of which should be subject to rules and regulations framed by themselves and those which can properly be filled departmentally. Their second task should consist not only of compiling rules and regulations for admission to posts, but also of recommending candidates for appointment who satisfy them.
- 19. For the discharge of these functions the Commission considers that the Board should consist of three official members, namely, the Chief Secretary, as Chairman, the Chief Establishment Officer and the Director of Education,

and two unofficial members, one European and one African. The two unofficial members should be appointed by the Governor for a term of, say, three years, and should be persons not identified with any particular political party.

Promotions

20. Promotions within the service could not, in the Commission's view, be properly dealt with by a Civil Service Board constituted as suggested in the preceding paragraph, first, because in the very nature of its composition it could have little, if any, first-hand knowledge of the relative merits of the candidates for promotion, and, secondly, because the presence of unofficial members on the Board would render it, in the Commission's view, unsuitable for debating the respective claims of civil servants for promotion. These are confidential matters to which persons outside the service ought not to be privy.

It is considered that matters of promotion can best be dealt with by Promotion Boards the setting up of which is suggested in paragraphs 12 to 15.

Discipline

- 21. The procedure for dealing with disciplinary matters is laid down at length in Colonial Regulations and is designed to safeguard against injustice the interests of officers charged with acts of indiscipline. Under that procedure, disciplinary cases may in certain circumstances fall to be dealt with by Executive Council, and no reason is seen for replacing that Council by any other body.
- 22. In order to secure parity of treatment of disciplinary cases as between one department and another, it is desirable that all such cases which cannot, in the opinion of the head of department, be appropriately dealt with by reprimand or the witholding of an increment, be reported by him to the Chief Establishment Officer, whose duty it will be to advise the Governor as to the appropriate action.

Conditions of Service: Whitley Councils

- 23. It is considered highly desirable that civil servants should, through their accredited representatives, participate, along with representatives of government, in deliberations on matters affecting their conditions of service. For this reason the Commission regards Public Service Commissions, or bodies of that kind, as unsuitable for dealing with conditions of service, and the institution of Whitley Councils on the lines which have obtained for some years in the Home Civil Service is suggested.
- 24. The functions of the National Whitley Council in the United Kingdom are:
 - (i) the provision of the best means for utilising the ideas and experience of the staff.
 - (ii) The provision of means for securing to the staff a greater share in and responsibility for the determination and observance of the conditions under which their duties are carried out.
 - (iii) The determination of the general principles governing conditions of service, e.g. recruitment, hours, promotion, discipline, tenure, remuneration and superannuation.

In the National Council the discussion of promotion is restricted to the general aspects of the matter and the principles upon which promotions in general should rest. In no circumstances are individual cases taken into consideration.

It is open to the National Council to discuss the general principles underlying disciplinary action, but there is no discussion of individual cases.

(iv) The encouragement of the further education of civil servants and their training in higher administration and organisation.

- (v) The improvement of office machinery and organisation and the provision of opportunities for the full consideration of suggestions by the staff on this subject.
- (vi) The consideration of proposed legislation so far as it has a bearing upon the position of civil servants in relation to their employment.
- 25. It is considered that the above functions would be appropriate to the Whitley Councils the setting up of which is suggested, but there are certain matters in respect of which it would not be appropriate to adhere to the National Whitley Council model. Thus, the agreed decisions of that Council become operative on being reported, subject to the overriding authority of Parliament and the responsibility of the head of department concerned. Such an arrangement would not be suitable in the territories with which the Commission is concerned since, though decisions could only become agreed if the Official Side of the Council had previously ascertained that they would be acceptable to the Governor, it might well be that they would not be acceptable to the Secretary of State. For this reason it is recommended that the local Whitley Councils should only be advisory to the Governor.
- 26. The composition of these Councils should follow the general lines of the National Whitley Council, that is to say, the Official Side would consist of high officials nominated by the Governor, and should in all cases include the Chief Establishment Officer, while the Staff Side would consist of representatives of the various staff associations. It is considered, seeing that the civil services are open to all irrespective of race, that there should be in each territory a single Whitley Council covering the whole body of civil servants. But such an arrangement should not preclude the setting up of committees of the Council to consider and report on matters of a strictly monoracial character.
- 27. The foregoing observations in regard to machinery for dealing with staff matters are, as already indicated, in the nature of suggestions rather than firm recommendations. It is possible that such arrangements as at present exist for dealing with any or all of these matters may be considered by both Government and the staff associations as more suitable at the present stage, in which case they will doubtless be adhered to.

Chief Establishment Officers

- 28. This is a subject which has such a direct bearing on conditions of service that it will be convenient to discuss it at this stage.
- 29. If the administration of any Colony is to be conducted on sound and economical lines, and if the civil servants in its employ are to be a contented body it is essential that there should be an officer of high standing responsible direct to the Chief Secretary, as Head of the Civil Service, for all Establishment matters. Various titles have been given to such officers: in the paragraphs which follow they are given the designation of Chief Establishment Officer.
- 30. The functions of a Chief Establishment Officer fall into two broad categories. In the first place he should be responsible to Government for all matters relating to the organisation and staffing of every department of the civil service. It would be for him to determine, in consultation with its head, whether any department is over-staffed or under-staffed and to take the necessary steps to rectify the position. He should keep under review the proportion of higher to lower posts in order to secure, as far as possible an even flow of promotion in the several departments consistent, of course, with the incidence of responsibility. He should be on the watch to prevent waste of manpower and, in this connection, should consider how far the substitution of mechanical aids for personnel would conduce to more efficient and economical working.
- 31. In the second place, a Chief Establishment Officer's duties should cover everything that touches the civil servant as an individual, his salary and

all other conditions of service, his conduct, his promotion and his retirement. In virtue of these duties, he is the officer to whom staff associations and individuals (through their head of department) should bring their complaints, their grievances and other troubles. Some of these he will be able to settle himself; others will need to be brought before the local Whitley Council, the composition and functions of which are referred to in paragraphs 23 to 26. Disciplinary matters should be referred to him by heads of departments, and by him, where necessary, to the Chief Secretary. In the matter of promotion, the presence of himself or of a member of his staff on all Promotion Boards—a subject which is discussed in paragraphs 12 to 15 and 20—should ensure parity of standards for promotion as between one department and another. All cases where it is proposed to call upon an officer to retire at the age of 45, in accordance with the recommendation which is made in paragraph 87, should be referred to him by the head of department, so that uniformity of standards for the compulsory retirement of officers before the normal retiring age may be attained.

- 32. The functions of a Chief Establishment Officer which have been summarised briefly in the preceding paragraphs are as important as they are varied, and it is therefore not surprising to find that in the departments of the Home Civil Service the appointment (or removal) of a Chief Establishment Officer requires the Prime Minister's approval, and that, in the major departments, he is graded as an Assistant Under Secretary of State.
- 33. It can hardly be doubted that the absence of Chief Establishment Officers in Northern Rhodesia and Nyasaland has led to many of the anomalies and much of the discontent which exist in both territories at present. In this connection it is, however, but right to say that it is only recently that officers of this status have been appointed in Kenya and Tanganyika and that in Uganda the creation of such a post has, it is understood, been sanctioned.
- 34. It is most important that the proper status and functions of a Chief Establishment Officer should be fully appreciated. While it is obviously right and proper that proposals involving additional expenditure should be discussed by the Chief Establishment Officer with the Financial Secretary, it is, in the Commission's view, neither right nor proper that the latter should be the chief adviser of government on the merits of such proposals as distinct from their financial implications. No man can serve two masters, and it is not right to require any officer to do so by entrusting him with the duties of custodian of the public purse and those of guardian of the interests of public servants. A position whereby the Financial Secretary and not the Chief Establishment Officer is, at the official level, the ultimate authority on Establishment matters which have any financial bearings is to be avoided. If, therefore, such an officer is to discharge his duties effectively he must enjoy a relatively high status. appreciated that proposals for reorganisation in a department or for the creation of new posts is not within the Commission's terms of reference. The foregoing observations are, in the circumstances, in the nature of a suggestion that the existing machinery for dealing with Establishment matters in both territories should be reviewed. It is recognised that the size of the Nyasaland service would scarcely warrant the appointment of a whole time officer of the status contemplated, but some other officer, not being, for reasons stated above, the Financial Secretary, should be charged with the duties of Chief Establishment Officer and his salary adjusted accordingly.

CHAPTER III

LONG SCALES V BROKEN SCALES

- 35. In the case of some of the professional and technical posts there are long scales of salary running straight through from the commencing salary to the maximum, punctuated by efficiency bars, passage beyond which is a condition antecedent to the officer advancing up the scale, whereas, in other cases, the long scale is divided into grades, promotion from the lower to an upper grade being dependent on vacancies in the latter.
- 36. It has long been a source of grievance to officers to whom the latter conditions apply that they are at a disadvantage vis-a-vis officers in the former category in that, however great their merits, they may be held up for some years at the maximum of a lower grade for want of a vacancy in a higher, whereas their more happily placed colleagues are, if meritorious, assured of advancement to the maximum.
- 37. This complaint would cease to have any substance if the number of posts in the upper grades were properly adjusted to the number in the lower, and if the intake into, and outflow from, the service were regular. The incidence, however, of two major wars has made, and will continue to make, both intake and outflow extremely irregular. The grievance is, therefore, a legitimate one and efforts have been made in certain cases to meet it by allowing an officer who has spent a prescribed number of years at the maximum of the lower grade, and who is recommended as fit for advancement, to proceed to the higher maximum even though a vacancy may not exist in the upper cadre. Such an arrangement does not, however, remove the grievance but is only a palliative.
- 38. The discontent of these officers is not lessened by the knowledge that the efficiency bars in the through scales are not always taken seriously, with the result that a mediocre officer on a through scale can advance to his maximum, whereas a highly deserving officer on a broken scale may have his advancement retarded through lack of a vacancy in an upper grade.
- 39. That efficiency bars were intended by the Colonial Office to be taken very seriously is shown by the following extract from a despatch written by the Secretary of State in 1935 to the Governors of certain African territories:

"Efficiency bars will be reduced to two in number, viz., at £600 and £840, and the passing of each efficiency bar will be regarded as a definite promotion from one class to another . . . which will require a recommendation to the Secretary of State accompanied by a report of the officer's qualifications for promotion."

This procedure appears to have fallen into desuetude and, provided the efficiency bar certificate is signed by the head of the department, an officer is assured of

advancement up the scale.

40. The Commission has reached the conclusion that with the exception. of certain departments to which reference will be made later, the present differentiation in the matter of long scale grades and broken scale grades should be abolished. Each system has its merits and its defects. The long scale system would stimulate recruitment, particularly in those professional and technical departments where, owing to the shortage of candidates, such a stimulus is most needed, and would obviate the disadvantage inherent in the broken scale system whereby the advancement of deserving officers is dependent on the existence of vacancies in the upper grade. But there are obvious defects in the long scale system. Unless efficiency bars are rigorously administered, officers of mediocre quality will proceed to maximum salaries greatly in excess of their deserts. Further, no means are provided, as is the case under the broken scale system. for the accelerated advancement of exceptionally able officers.

- 41. In these circumstances, it appears necessary to devise a system which, by offering a well-paid career, will attract recruits of high quality to the various services; will prevent the mediocre officer proceeding to a salary beyond his deserts, and will enable the officer of exceptional ability to advance more rapidly than the average officer. With this in view the adoption of the following arrangements is recommended.
- 42. The long scale system should replace the broken scale system but should be amended in the following particulars. The long scales should be divided into two segments, with a combined establishment for both but no fixed establishment for either. Passage from the lower to the upper segment would constitute a promotion and fall to be considered by a Promotions Board, the composition and functions of which are set out in paragraphs 12 to 15 and 20. It is anticipated that the introduction of this machinery will render the approval of the Secretary of State to the passage of officers in certain grades to the upper segment unnecessary. It must, however, be pointed out that acceptance of this view would remove from the purview of the Secretary of State the filling of certain posts, e.g. that of Senior Agricultural Officer, which at present fall within it.
- 43. In order to secure the other objective, viz. that an officer of exceptional ability should be enabled to advance more rapidly than the average officer, it is recommended that on the recommendation of a Promotions Board—endorsed by the Governor—and with the approval of the Secretary of State, the promotion to the upper segment of an officer who has not reached the maximum salary of the lower segment should be provided for. There may be doubts as to the wisdom of such a provision as likely to lead to the exercise of favouritism, but the fact that a Board of responsible officers will be concerned in any recommendation put forward should dispose of any such risk. It is contemplated that this power will be sparingly exercised and confined to cases of exceptional merit. The Commission is fortified in making this recommendation by the fact that it accords precisely with the views of the Secretary of State of the day as set out in an enclosure to a circular despatch of the 5th March, 1932. The relevant paragraph reads as follows:
 - "In this connexion consideration has been given to the recommendations of the Warren Fisher Committee, as endorsed by the Colonial Office Conference of 1930, as to the best means of providing some form of accelerated promotion for officers of exceptional merit within the Time Scale, and so of shortening the period required to bring such officers under consideration for promotion to Super-Scale posts. A number of possible methods, including those already existing in various Colonies, have been reviewed, but none of these appears to be entirely satisfactory. The conclusion has been reached that the best method of attaining the desired object would be to give Governors the power, in cases of exceptional merit, to recommend that an officer who had not yet reached an Efficiency Bar should be allowed to pass that Bar (i.e., to be promoted to the next salary class) subject to his having all the necessary qualifications, such as passing the requisite examinations."
- 44. As stated in paragraph 40, there are certain exceptions to the general recommendation that the long scale system should apply to professional and technical posts. For reasons connected with the organisation of the department concerned, the nature of the work, or the extent of transferability between one Colony and another, it is considered that the existing broken scale arrangements should continue to apply to senior assistant auditors and assistant auditors, senior education officers and education officers, senior accountants and accountants and quantity surveyors and assistant quantity surveyors.

45. The Commission has considered whether there are other instances in which the salary scales attaching to a higher and lower grade respectively might properly be merged into a single scale, and has reached the conclusion that there are certain grades, e.g. senior inspector of works and inspector of works, senior agricultural supervisor and agricultural supervisor, in respect of which such a step would be desirable. In such cases, not only do the general considerations which have been advanced for the replacement of broken scales by long scales in certain professional grades apply, but the proposed merger would afford an outlet for certain classes of officer whose services are of considerable value to their departments but whose prospects under present conditions cannot be regarded as good in the sense that they are liable to periods of stagnation before they can proceed to the higher grade. It will, of course, be understood that such merger would need to be accompanied by the safeguards which have been proposed in paragraphs 12-15 and 20 to ensure that only officers fully deserving of advancement are allowed to proceed from the lower to the upper segments of the combined scales.

SALARIES: MEN AND WOMEN

- 46. Apart from those callings which are ordinarily associated with women, such as nursing, women are becoming increasingly employed in various other branches of the public service. On the general proposition of equal pay for men and women so employed much discussion has taken place in recent years. In the United Kingdom the proposition has been accepted in principle but rejected in practice. The Commission proposes to follow the practice, and, in doing so, it is fortified by some evidence to the effect that in tropical countries women are less capable than men of standing up to sustained pressure of work.
- 47. The conclusion which the Commission has reached on this matter accords generally with the existing practice whereby the scales of salary applicable to women are usually lower than those applicable to men. To this general statement there are certain exceptions. Thus, there is no differentiation on sex grounds in the remuneration of medical officers: in this respect the territories follow the practice in the United Kingdom.
- 48. There are certain posts which must necessarily be occupied by women, e.g. nursing sisters, women administrative assistants and certain classes of teachers. For such posts, salary scales applicable to women have been recommended. For the remaining posts the salaries proposed are based unless otherwise indicated on the assumption that the occupants will be men, even in cases where the present incumbents are women. Where the posts are occupied by women it is recommended that the salary scales should be four-fifths of those prescribed for men officers, subject to the continuance of the present practice whereby women medical officers receive the same salaries as male officers. In the case of certain posts, the strict application of the four-fifths rule would operate harshly on women officers, particularly at the early points of the scales. To meet such cases, specific scales of salary for women occupants of the posts have been recommended.

CHAPTER IV

ADJUSTMENT OF ANOMALIES

- 49. The Commission is required to consider "the need to adjust salaries to rectify existing anomalies." This is interpreted to cover not only anomalies in existing rates of pay in so far as they may be thought to arise from inadequate recognition of differences in duties and responsibilities, but also anomalies arising from the method of conversion adopted in Northern Rhodesia and in Nyasaland in connection with the introduction during the past few years of revised scales for certain posts. Anomalies have also arisen in consequence of a lack of uniformity in granting incremental credit in respect of previous approved experience. The latter have occurred mainly in connection with teachers.
- 50. In determining appropriate salaries in present conditions, due regard has been had to the revision which followed the Stooke report—the Report of the Northern Rhodesia Terms of Service Committee, 1943—and that which followed the Hill report—from 1st January, 1946—on super-scale posts. It is considered that, in the matter of basic salaries, no striking anomalies exist at present and that there is, generally speaking, reasonable relativity as between posts both in departments and between departments. In determining the consolidated salaries which are recommended, certain adjustments have been made in order to bring about a larger measure of uniformity; to reduce the number of scales; and to shorten the time period of scales by improving the incremental rate. Where the adjustments made call for explanation, comments will be found in Chapter IX under the various departmental heads. It will, however, be convenient to deal with the following at this stage.

Nursing Sisters

51. When the new Rushcliffe scales for nursing sisters were introduced in the East and Central African territories in 1945 all the governments concerned, with the exception of that of Northern Rhodesia, agreed that serving sisters should convert to the new scale as if that scale had been in force at the time they joined the service, i.e. on the "full notching" principle. The Northern Rhodesia Government considered that conversion on such terms would be overgenerous and, in consequence, adopted a method of conversion which prejudiced the salary position of the more senior sisters. This decision had the inevitable result of giving rise to a profound sense of injustice which in the Commission's view is well founded. It is understood that the government is now prepared to rectify the position and it is recommended that this should be done with effect from 1st January, 1945, the date on which the Rushcliffe scales came into effect. Such adjustment should carry with it back payment in respect of any loss incurred from that date.

Conversion to recently introduced salary scales

52. There was a body of evidence of some weight regarding the dissatisfaction caused by the system of conversion applied in Northern Rhodesia when the revised salary scales, which followed the report of a local Committee on Terms of Service (Stooke report), were introduced in 1944. Dissatisfaction was greatest among the non-commissioned officers of the Northern Rhodesia police, but a number of other groups were also affected. Briefly, officers were converted to the new scales as if they had been promoted—a course which materially prejudiced the more senior men. It is but right to say that this course was adopted by the Northern Rhodesia Government in the mistaken belief that—until very recently—no other one was open. The Commission considers that a system of "full notching" should have been applied on conversion to the

1944 scales and that officers who have suffered financially between 1st January, 1944, and 1st January, 1946, because this was not done should be paid that loss and on 1st January, 1946, should come on to the revised scales proposed in this report as if full notching were adopted in 1944. In Nyasaland, stock inspectors who were converted to a new scale in 1945 other than on a full notching basis should be similarly treated.

Marriage Allowances: Northern Rhodesia Police

53. Certain questions arising from the consolidation in pay of a marriage allowance payable to non-commissioned officers of the Police were brought to the notice of the Commission by evidence recorded by the Northern Rhodesia Police Commissioner of 1947. In January, 1938, this allowance was consolidated in the pay of all such officers who were married at the time. There were then seven unmarried men who were entitled to have this allowance consolidated on their marriage by virtue of being attested prior to August, 1932, the date on which the allowance was withdrawn. Of these, three married subsequently and had the allowance consolidated. The remaining four, though still unmarried. had the allowance consolidated as from the 5th November, 1941, with the approval of the Colonial Office. The case submitted by the men concerned is that the allowance should have been consolidated with effect from January, 1938, irrespective of the date of marriage or, in the case of the bachelors, of the date of approval by the Colonial Office. The Commission cannot agree that this claim is reasonable. In fact, the decision to consolidate the allowance in the case of the bachelor officers was a concession of a generous character and should have been accepted as such. There is nothing in the nature of an anomaly in this matter and the Commission records its views in the hope that a claim which is revived from time to time may be finally abandoned.

Incremental Credit for Previous Experience

- 54. The general rule is that, on first appointment, credit to the extent of one increment for each year of approved experience, over and above the minimum qualifications required, may be granted up to a maximum of four increments in the case of professional posts. It is agreed that this general rule is a sound one as by its application, officers with useful experience, and above the normal age for recruitment to the different grades, can be secured. Modifications of the rule, which had to be introduced in order to deal with particular cases have, however, led to a number of anomalies of a sufficiently serious character as to give rise to much discontent on the part of the officers affected. These latter cases are in the main confined to teachers in the European Education Department in Northern Rhodesia. In 1944 and early 1945 a batch of mistresses were appointed in the United Kingdom under the four years general rule referred to above. This limited their maximum to £300, although their previous experience ranged from eight to thirteen years. Later in 1945 it became necessary to recruit a further batch of mistresses, but owing to recruiting difficulties, and in order to preserve the four years rule, the minimum was raised from £252 to £300 per annum, which enabled recruitment to be effected at £360 per annum. In this instance, experience ranged from three years to fifteen years. There was thus the appointment, within a short period, of two batches of mistresses with equal qualifications and roughly the same experience at starting points in the scale which differed to the extent of £60 per annum.
- 55. In the case of masters, recruitment difficulties after the war led to the abandonment of the four years rule and masters were recruited on the basis of a normal starting point of £315 per annum plus one increment for each year of approved experience. In the case of one appointment, the man had fourteen years' experience, for which he got full incremental credit.

- 56. An attempt was made by the Northern Rhodesia Government to minimise the effect of the serious anomalies thus created, not only as between post-war recruits, but as between all the latter and teachers older in the service by, in effect, a differentiation in the cost of living allowance payable. This was not a very suitable arrangement.
- 57. The position in regard to the recruitment of teachers in the future has been clarified by the Secretary of State's Circular despatch of the 21st August, 1947, and in conformity with the terms of that despatch, it is recommended that a person appointed to the post of education officer, teacher or head teacher, or instructor, who has previous approved service in an educational capacity should be granted one increment for each completed one and a half years of such service performed after reaching the age of 22, subject to a limit of 12 increments, including war service increments. It is recommended, also, that serving officers should be dealt with in the manner suggested in the despatch referred to, that is to say, they should have their salaries increased to an extent sufficient to ensure that they are not worse off than any junior officer who has less total approved teaching experience.

CHAPTER V

HOUSING

- 58. In paragraph 21 (v) of Colonial No. 197 it is stated:
- "The practice of providing free quarters for certain classes of officers should be discontinued where it exists." It is reasonable that where suitable houses are not readily procurable the government should relieve its officers of the anxiety of finding accommodation for themselves and should provide quarters; but officers may properly be expected to pay rent for such quarters, and their salaries should be fixed on this assumption."
- 59. In this chapter it is proposed to discuss the above-stated objective of policy in relation to European officers only. The position of Africans will be dealt with in a later chapter.
- 60. In both territories, European officers enjoy the privilege of free quarters or an allowance in lieu. This is a privilege which, apart from its financial advantage, is highly valued by the services, and it was therefore not surprising to find that while a number of service witnesses were prepared to agree that the policy now put forward for consideration was sound in principle, opinion was, at first, almost unanimous that it would be impracticable to apply it in either territory at the moment or until such time as the present acute general housing shortage was replaced by a housing situation which had become much easier and more open. It is worthy of note, however, that the Northern Rhodesia European Civil Service Association which had, at first, opposed any change subsequently agreed that it had no objection to the suggested change, provided that the interests of the service were adequately safeguarded.
 - 61. The Commission agrees that it would be easier to make the changeover if there were no housing shortage, but if the necessary adjustments are made to safeguard the interests of the staff concerned, it sees no occasion for deferring the change until housing difficulties have been overcome. Indeed, there may be a practical advantage in making the change at an early date, since, under the arrangements suggested below, it should act as a spur on the governments to accelerate the provision of government quarters where they are at present insufficient. It is accordingly recommended that the policy laid down in Colonial No. 197 should be adopted. The salary scales which the Commission proposes take account of this recommendation and have been framed so as to ensure that those serving officers who are affected will be no worse off financially than

they are under the existing arrangements. It is but due to the services to say that the recommendation carries with it the implication that the governments should relieve officers of the anxiety of finding accommodation for themselves and should provide quarters. If government-owned quarters are not available, it should be the responsibility of the governments to rent privately-owned houses and let them to officers against payment of rent.

- 62. The question of the rental rates to be paid by officers remains to be considered. Where, as is the case in Central Africa, owing to the present housing situation there is no real freedom of choice open to an officer to rent accommodation within his means, the payment of rent on an economic basis must, it is considered, be rejected. Of the remaining alternatives, namely, fixing the rent on a "platform" basis, as was adopted in West Africa, or on a direct percentage of salary basis, the latter method is favoured, as being simpler to administer and equally equitable. Further, it is considered that a rent based on 10 per cent. of salary would be reasonable, subject to a maximum of £150 per annum. The proposed salary scales have been framed on the basis that these arrange, ments will apply to all officers, including those who, under old terms of service-are entitled to have the value of their quarters for pension purposes calculated at a higher figure.
- 63. Representatives of the staff, and many individual officers, drew attention not only to the shortage of accommodation, but to the state of repair into which many of the existing government quarters had fallen. It was, however, agreed that both governments were alive to the seriousness of the staff housing problem and were taking such steps as were possible to meet the situation, having regard to the general shortage of material and labour. In an interval of difficulty, it would not be unreasonable to expect officers to pay the full rent proposed, provided the accommodation offered was reasonable in existing circumstances, but it is considered that officers who can be accommodated only in tents, and officers, the nature of whose duties involve living in tents or in very temporary structures, should be accorded some abatement in the rent normally payable. Full rent should be paid by officers, such as Matrons, who are required to live in specified quarters. In these cases, the revised salaries proposed carry the necessary additions.

CHAPTER VI

LEAVE AND PASSAGES: EUROPEAN OFFICERS

Vacation leave

- 64. Vacation leave at the rate of 5 days for each month of service is granted to all officers. The length of a tour of service for free passage purposes is 24-36 months. Passage time is additional, and an allowance is made for the time necessary for travelling to and from the coast. These are generous leave conditions, and the question arises whether the time has not come when they might reasonably be modified. The East African Salaries Commission, of which I was a member, gave this question of leave and passage conditions a good deal of consideration, and came to the conclusion that, in the case of Tanganyika and Uganda, leave at the rate of 5½ days per month, inclusive of voyage time, and a tour of 40 months, would be reasonable, bearing in mind that vacation leave is granted for purposes of recuperation after a period of service in the tropics and that the period of a voyage to and from the United Kingdom must be accepted as having a measure of recuperative value.
- 65. Apart from having had personal experience of living and climatic conditions in all the East and Central African territories, there seems to me, on the grounds of general knowledge of the subject, to be no substantial reason

for differentiating in this matter between Tanganyika and Uganda on the one hand and Northern Rhodesia and Nyasaland on the other.

66. In the circumstances, it is considered that the vacation leave conditions which have been recommended by the East African Salaries Commission in the case of Tanganyika and Uganda should apply to Northern Rhodesia and Nyasaland, with such allowances in the way of local travelling time or otherwise as would ensure a period of not less than 160 days in the United Kingdom after a 40 months' tour.

Local leave

67. Local leave is now granted at the rate of 21 days a year in Nyasaland and 14 days a year in Northern Rhodesia. It is recommended that there should be uniformity in the matter on the basis of 21 days a year. Subject to the requirements of the service, it is suggested that accumulation of this leave should be permitted up to a maximum of 30 days, so that an officer may have a more extended holiday, particularly if a journey involving material expense is involved.

Passages

- 68. Colonial Office Paper No. 197 states that the provision of free or assisted passages for the wives and families of all civil servants eligible for overseas leave should be the aim of all Colonial governments. In Nyasaland, a free passage is granted to officers' wives, but in the case of Northern Rhodesia, only an assisted passage is granted.
- 69. There has been a heavy increase in the cost of passages since 1939, and this bears with particular hardship on married officers, who may be faced with the cost of their children's passages. Statements by married officers with children that, in view of the high cost of travel, they are compelled seriously to consider whether it will be possible for them to take overseas leave, were in no sense exaggerations.
- 70. In the Commission's view, the grant of a measure of financial assistance towards the cost of family passages is essential in the interests of the efficiency and contentment of the service, and, in all the circumstances, it is recommended that in addition to his own passage, an officer's wife should be granted a free passage once, in each direction, in a tour, and that in respect of children, their fares should be paid up to the limit of one full passage. The arrangement under which an officer may travel in a lower grade than that for which he is eligible and devote the saving towards the cost of passages for his family should be allowed to continue.

Passages on first post-war leave

71. The East and Central African governments, and, it is understood, certain other Colonial governments, have accepted an obligation to grant special assistance towards the cost of family passages in connection with an officer's first post-war leave. In Nyasaland and in the East African territories this assistance takes the form of a free passage for the wife and up to 4 children. In Northern Rhodesia, however, the assistance for children is on the basis of £32 per child. The service in that territory strongly represented that the savings on officers' passages during the war warranted more generous treatment in this respect. It is considered that the arrangement which has been adopted by Nyasaland and the East African territories is the more equitable, and it is recommended that the Northern Rhodesia Government should fall into line in this matter.

Passages in the case of certain officers in junior grades

72. In Nyasaland, leave regulations define a "free passage" as "a passage between the Protectorate and the United Kingdom, or in the case of officers

holding appointments specified in Schedule B who are normally resident in Nyasaland or in South, East or Central Africa, a passage between the Protectorate and Durban or the port nearest to the officer's destination in South Africa, provided by and at the expense of the Government." The posts specified in Schedule B are of the category which are for the most part filled by local recruitment. This regulation has caused much heart-burning among those affected and their friends. It was represented as inequitable and undesirable that officers whose real origin, relatives and interests lay in the United Kingdom should be deprived of the privilege of passages to the United Kingdom because they occupied certain posts and because their parents had settled or made temporary homes in Nyasaland or in Southern Africa. The criticism seemed in fact to be levelled as much at the distinction between what can roughly be summarised as the lower and higher grades of appointment as at the distinction drawn between those who lived in the United Kingdom and in Southern Africa,

- 73. In Northern Rhodesia, a distinction of a roughly similar kind is made, but Division II officers (corresponding broadly to those included in the Nyasaland Schedule B) in that service domiciled at the time of their appointment in Northern Rhodesia or Southern Africa, are now eligible for overseas leave at the end of their second and subsequent tours.
- 74. The Commission is not satisfied that it would be reasonable or necessary for health reasons that all officers whose homes are in Southern Africa should be granted free passages on the same basis as those who come, for instance, from the United Kingdom. It is considered, however, that for this purpose a distinction can properly be drawn between officers whose homes are in Northern Rhodesia and Nyasaland and those whose homes are in Southern Rhodesia and in South Africa. The two latter can be regarded as white men's countries in a way that, for climatic reasons, the Central African territories can never be. It is, moreover, worthy of note that neither the Government of Southern Rhodesia nor that of South Africa grant their officers the privilege of free passages overseas after any period of service.
 - 75. It is recommended, therefore, that for purposes of overseas leave all officers whose homes are in Northern Rhodesia and Nyasaland, irrespective of the class of appointment they hold, should be eligible for leave passages on the same basis as officers recruited in the United Kingdom, and that officers holding appointments classed as Division II appointments in Northern Rhodesia and listed in Schedule B in Nyasaland, whose homes are in Southern Rhodesia or South Africa, should be granted overseas passages only at the end of alternate tours, beginning at the end of the second tour. In this instance, it would only be reasonable that serving officers in Northern Rhodesia should retain their existing privilege in this matter.

CHAPTER VII

BENEFITS ON RETIREMENT AND RETIRING AGE: PRESENT POSITION

Europeans

76. Retiring age. At present, European officers recruited after the 1st January, 1934, are required to serve until they have reached the age of 55. In special cases they may, with the Secretary of State's approval, retire or be required to retire at the age of 50. Those appointed between April, 1927, and the end of 1933 may retire after reaching the age of 50, while those appointed prior to April, 1927, may retire after completing 20 years' service or on reaching the age of 50.

- 77. Pensions. In general, it may be said that all European officers in posts which form part of the permanent establishment in each of the territories are on a pensionable basis. Those who were appointed prior to January, 1934, are on a 1/480th pension constant; in the case of those appointed subsequently, the constant is 1/600th. The qualifying period for a pension is 10 years' service.
- 78. Provident fund. Neither territory has made provision for a provident fund.
- 79. Gratuity in respect of service in a non-pensionable office. Officers who have served for not less than 15 years in a non-pensionable post are eligible for a gratuity not exceeding £1 per week or a week's pay, whichever is the greater, in respect of each year of service. In the case of officers removed in consequence of the abolition of office, the qualifying period is 7 years.
- 80. Marriage gratuities. In Nyasaland a woman officer who has held a pensionable office for not less than 5 years and retires on grounds of marriage is eligible for a gratuity not exceeding 1/12th of a month's pensionable emoluments for each month of pensionable service, subject to a maximum of one year's pay.

In Northern Rhodesia there is no corresponding provision.

Africans 1 4 1

- 81. Retiring age. At the age of 55 or on completion of 30 years' service.
- 82. Pensions. In Northern Rhodesia, pensionable status is accorded to all holders, of graded posts and also to district messengers and game guards. In Nyasaland, similar status is accorded to staff in clerical and analogous posts carrying a pre-revision scale of pay of £30-£45 and above.
- 83. In Northern Rhodesia the pension constant is 1/1200th and in Nyasaland 1/720th. The qualifying period of service in both cases is 15 years.
- 84. Gratuities. In Northern Rhodesia the holder of a pensionable post who has not had the necessary qualifying period of service (15 years) is eligible on retirement for a gratuity calculated at the rate of one month's pay for each year of service. The holder of a non-pensionable post is eligible only for a gratuity based on half the retiring monthly salary for each year of service.

In Nyasaland the gratuity payable in the case of the holder of a pensionable post is calculated at the rate of half a month's pay for each year of service. The holder of a non-pensionable post is eligible for a gratuity at the rate of one week's pay or twenty shillings, whichever is the greater, for each year of service, subject to a maximum of one year's pay.

- 85. Police and Prisons Services. These services have special conditions of service in regard to pensions and gratuities.
- 86. General. The foregoing particulars have been limited to the main existing terms and conditions of service in regard to pensions and gratuities. There are many variations in detail.

GENERAL CONSIDERATIONS AND RECOMMENDATIONS

Age of retirement

87. There was a substantial body of evidence in support of the proposition that it would be in the interests of the governments and the services alike if provision were made for earlier retirement at the option of government or the officer concerned. Apart from medical officers, who are entitled to retire with a gratuity after 9 or 12 years' service, there is no provision for according retiring benefits to pensionable civil servants before the normal retiring age, except when their retirement is occasioned by ill-health or abolition of office. In the result,

it not infrequently happens that an officer whose keenness on his work has lost its edge stays unwillingly in the service only because he cannot afford to forego the pension which will ultimately come to him, and, on the other hand, governments are sometimes saddled with officers of mediocre quality with whose services they cannot dispense without resorting to a procedure designed to apply only to cases of proved incompetence. In these circumstances, it is recommended, that any officer, whether European or African, should be permitted to retire at the age of 45, or, of course, at any time after, with, in the case of a pensionable officer, a proportionate pension, and that governments should be empowered to require him to retire at that age or thereafter without assigning cause. The effect of such a change is necessarily conjectural. If it had the effect of purging the services of disgruntled or mediocre officers it would be all to the good, but if it resulted in the premature retirement of officers of high quality it would clearly be detrimental to the interests of the services. In the light of these considerations, it is considered prudent to safeguard the recommendation by a further one that the new arrangement should apply, in the first instance, for an experimental period of three years. The experience gained during that period would enable governments to advise the Secretary of State whether its continuance was desirable or not. Representations were also received that the provision whereby a medical officer can retire with a gratuity after 9 or 12 years' service should be extended to other professional classes. Though it is understood that this provision is in effect a dead letter, the Commission hesitates to recommend that it should be withdrawn, but holds the view that it should not be extended.

Pensions

88. The number of posts, both European and African, to which pensions are attached, is, in each territory, not ungenerous, though this had to be so since nothing in the way of a superannuation or provident fund was available to the staff in either territory. The only recommendation which it is thought necessary to make in regard to pensionable posts is that the respective Civil Service. Boards, the setting up of which is proposed in paragraphs 18 and 19, should, in the case of Northern Rhodesia, review posts now in the African ungraded list with a view to seeing whether some should not now be transferred to the graded category; and in the case of Nyasaland, whether pensionable status might not be extended to Grade III posts in the General and Clerical Division—Scale A of the African service, under the recent revision.

Pension constants

- 89. As has been mentioned, some European officers are on the 1/480th constant and others on the 1/600th constant, whereas in the African service, the constant in Northern Rhodesia is 1/1200th, and in Nyasaland 1/720th.
- 90. As far as European officers are concerned, no differentiation in the salary scales according as an officer is on the 1/480th or the 1/600th constant is proposed, and the revised scales are based on the assumption that the constant will be 1/600th. It is accordingly recommended that in respect of their service subsequent to the proposed operative date, viz., 1st January, 1946, officers at present on the 1/480th constant should be brought on to the 1/600th constant. their pensions in respect of service both before and after that date being calculated on the emoluments at the date of retirement. Calculations show that it would rarely, if ever, happen that the combined effect of the new salaries and the new constant would result in any loss to an officer on the 1/480th constant, but in any case it should be open to an officer to avail himself of the option of retaining his old pension terms and his existing scale of salary consolidated in accordance with the conversion tables. In order to avoid any possibility of doubt, it should be made clear that transference to the 1/600 constant would not affect the existing rights of officers on the 1/480th constant in the matter of the age of retirement.

91. The super-scale posts present a special problem. Hitherto, the salaries of holders of such posts have been the same, irrespective of pension constant. There is something anomalous in this situation, since officers on time scales on the 1/600th constant normally proceed to a higher maximum salary than those on the 1/480th constant. It is considered that acceptance of the super-scale salaries which are proposed should be conditional on acceptance by officers who, on 1st January, 1946, were on the 1/480th constant of the 1/600th constant as from that date.

There is another point which is peculiar to super-scale posts. In the proposal to substitute the payment of rental for free quarters with an appropriate addition to salary, a maximum of £150 has been placed on the amount reckoned as a pensionable emolument. It has not been overlooked that there are some officers in the service whose pensionable emoluments in this respect are calculated at 15 per cent. of salary without any upper limit. In view of the increases which are proposed in the salaries attaching to super-scale posts, it is considered that acceptance of the new rates of salary should be conditional on the surrender of this special privilege. It is recognised that this would result in the more highly paid officer being at some disadvantage when it comes to retirement as compared with his more lowly paid colleague, but during his service he will have the benefit of the higher salaries which are proposed.

- 92. In so far as Africans are concerned, the existing differentiation between the pension constants applicable to them and those applicable to Europeans appears to rest on the consideration that they are not likely to be adversely affected by service in a tropical climate. A more relevant consideration would appear to be whether the Africans' expectation of life after retirement is greater than that of the European who has served in the tropics. As previously mentioned, the age of retirement is the same and since there was medical evidence that the African probably did age more quickly than the European, there would appear to be no sound grounds for the existing differentiation on this point. Accordingly, it is recommended that the pension constant should be 1/600th in all cases. In any event, the constant of 1/1200th in the case of the Africans in Northern Rhodesia is, in the Commission's view, quite indefensible.
- 93. The existing differentiation in regard to the qualifying period for a pension should, it is considered, also cease—the qualifying period for both European and African to be 10 years.

Gratuities

94. In the case of Europeans who are non-pensionable, a gratuity of one week's pay, or twenty shillings, whichever is the greater, for each year of service is, in the Commission's view, wholly inadequate. It is recommended that this gratuity should be calculated on, at least, half a month's pay for each year of service. This should also be the rule in the case of Africans, the present provision in respect of whom is, in neither territory, considered adequate.

Marriage gratuities

95. It is recommended that Northern Rhodesia should follow the lead of Nyasaland in this matter.

Note. It is considered that in the case of all gratuities, the ceiling of one year's pay, where such applies, should be removed.

Death or injury arising in course of duty

96. The statutory provisions in the case of Europeans appear to be satisfactory. In the case of Africans, provision to bring a civil servant under the Workmen's Compensation Ordinance, 1944, is made in proposed new regulations for the Nyasaland African service. Under the Northern Rhodesia

regulations, the dependants of an African civil servant with less than 4 years' service who is killed or fatally injured on duty, appear to have no claim to compensation. If this is in fact so, it is recommended that steps should be taken to amend the law. The Commission suggests for consideration by the governments whether legislation under this head for Africans should not be on the same lines as for Europeans, at any rate so far as the more highly paid Africans are concerned.

Commutation of pension

97. At present, both European and African officers can commute 1/4th of their pension. Certain African witnesses pressed that this limitation should be modified in the direction of increasing the fraction. As a safeguard for the improvident, it is not considered that the fraction should be altered. At the present time, however, if an officer desires to commute part of his pension he must commute 1/4th of it, no more and no less. No reason is seen why he should not be free to commute less than 1/4th if he so desires, the more so having regard to the fall in interest rates since the present rule was introduced. It is recommended that provision should be made accordingly.

Widows' and Orphans' Pension Fund

98. Evidence was given to the Commission which showed that there was, rightly or wrongly, much dissatisfaction in the service with the benefits provided by the fund. This is entirely an actuarial question, and it is understood that the Government Actuary has agreed to review the financial structure of the fund. The Commission can only say that it is desirable that the operation of the fund should be reviewed at regular intervals, in order to dispose of suggestions that the governments are making a profit on it and to maintain the confidence of the service in its administration.

General

99. The foregoing paragraphs deal with the main conditions of service under the head of pensions, gratuities, etc. There are, however, points of detail under this head, and in connection with other terms and conditions of service, in which anomalies appear to exist, and it is recommended that the respective Civil Service Boards should undertake a comprehensive review of points not dealt with in this report. The aim should be to bring about as large a measure of uniformity of terms of service as between Europeans and Africans as is reasonably practicable.

CHAPTER VIII

ALLOWANCES

100. Allowances are granted for a number of purposes. The more important are cost of living allowances, subsistence and mileage allowances, entertainment allowances, acting allowances and personal allowances.

Cost of living allowances'

101. The absorption of these allowances in consolidated salaries has already been recommended in the case of both Europeans and Africans.

Subsistence and mileage allowances

102. Representations were submitted by the staff associations and by individual officers that the present scales of allowances are inadequate. Of this there can, in general, be no doubt. The following are some examples in regard

to subsistence. In Nyasaland, a European officer, unless staying at a hotel, when reasonable expenses may be drawn, is allowed only 4/- a night, while an African is allowed only from 3d. to 1/- per night, according to salary. Northern Rhodesia, European officers below the rank of head of a department are allowed only 5/- if off "line of rail," while in the case of the African, the allowance is a flat 6d. or 3d. per night, depending on whether he is travelling on or off "line of rail." An African travelling inside the district to which he is posted receives no allowance. There was also evidence of dissatisfaction with the mileage rates, save only in the case of the Nyasaland regulations, which allow 1/- per mile for the first 2,000 miles. In Northern Rhodesia, some exception was taken to the differentiation between the subsistence allowance payable to heads of departments and European officers of lower status. Beyond expressing the view that the present subsistence allowances are inadequate; that, except in the case of judges and members of Executive Council, the allowances should be uniform for all European officers; and that the present restriction in Nyasaland in cases where an officer stays with friends should be withdrawn, the Commission considers that it must be content with suggesting that each government should set up an appropriate committee to review the present subsistence and mileage allowances, since it is only in the light of a detailed examination of all the factors involved that a satisfactory assessment of the allowances which should be payable can be made.

103. As the adequacy or otherwise of a flat mileage rate often depends, owing to the incidence of overheads, on the mileage run, it is suggested for consideration that, in order to place officers whose duties do not call for extensive travelling on more or less level terms with officers whose mileage is much greater, officers who need a car for official purposes should be paid a fixed sum per month—depending on horsepower—plus a mileage allowance calculated to cover only day to day running expenses, but varying according to locality. In the case of Africans, the cycle allowance rates and the conditions under which an allowance is granted also call for review.

Entertainment allowances

104. In Nyasaland, no entertainment allowances are paid, except, of course, in the case of the Governor. In Northern Rhodesia, allowances of £50 per annum are paid to certain Provincial and District Commissioners and an allowance of £100 per annum to the Provincial Commissioner at N'dola, in the Copperbelt. Representations were made that the existing allowances should be increased and extended to other officers. Because, speaking generally, of the absence in the territories of good hotels or guest houses, it cannot be disputed that all Provincial Commissioners and District Commissioners have particular obligations in this matter. The views of the governments and of individual officers were sought on the desirability of making an official payment to officers who put up visitors at the request of government. The concensus of opinion was against any such an arrangement, on the grounds that it would tend to place an officer in an invidious position.

105. The Commission is satisfied that there are certain posts the holders of which are, in effect, compelled to meet expenditure on official entertainment out of their own pockets and that in some cases where such allowances are now paid, they are insufficient for the purpose. As the matter now stands, it is conceivable that an officer without private means may find himself under the necessity of either declining a post involving expenditure on official entertainment beyond his means, or of accepting it and running into debt.

106. Because of varying circumstances, the problem is one which can be satisfactorily dealt with only by the governments and it is therefore recommended that each should undertake a local review of the matter. It is, however, suggested that a helpful arrangement might be one under which the reasonable

expenses of entertainment on special occasions, such as the King's Birthday, at provincial and district headquarters would be met from a one-line Government Hospitality Vote.

Acting allowances

107. The basis on which these allowances are at present calculated appears to be reasonable. Staff associations, however, represented that the number of posts acting in which normally carried an allowance was too restricted and should be extended. This is a question which, also, can only be satisfactorily dealt with locally. The only recommendation the Commission makes is that the practice should, in appropriate cases, be applicable to Africans and Europeans alike.

Personal allowance's

108. As the title indicates, these allowances are paid for reasons personal to the holders of the posts. No account has been taken of these allowances in framing the proposed salary scales. Here again, it will be for the governments to decide whether and on what terms they should be continued.

Education grants

- 109. In Northern Rhodesia, a memorandum submitted to the Commission by the European Civil Servants' Association contained the following observation: "Public assistance towards the cost of education outside the territory is negligible." The position in fact is this. The first two years of secondary education is available in the territory. The remaining three (sometimes four) years are given in Southern Rhodesia Government schools by arrangement with the Southern Rhodesia Government. The assistance given by the Northern Rhodesia Government for each child is as follows:
 - (i) Tuition is paid for at the rate of £50 a year, in order that it may be free to the parent.
 - (ii) The parent receives £25 a year towards the cost of board, in order that he pays no more (£40) than he would if the full range of education were available at a central point in Northern Rhodesia.
 - (iii) The parent receives £9 a year as a contribution towards railway fares.
- 110. Assistance to this extent can, in no sense, be regarded as negligible. Complaint was, however, made that the assistance was restricted to children sent to the Southern Rhodesia Government Schools and it was urged that it should be available for children sent to other schools in Southern Rhodesia or to schools in South Africa. The Commission sympathises with this request, as the restriction in question appears unnecessarily to deprive a parent of a reasonable say in the choice of a school. The Commission was informed that the reason for the restriction is that it is desirable to concentrate on a single system of secondary education in order that the primary schools in Northern Rhodesia could be directed to that end. This reason is not considered an adequate one.

It is, therefore, recommended that the restriction be removed, provided that the government is not involved in any additional expense and that the Director of European Education approves the school to which it is proposed to send a child. It is appreciated that a difficulty arises in connection with this recommendation, in that the general public are also concerned.

111. In Nyasaland, assistance towards the education of children outside the territory is given to the extent of £30 per annum per child, irrespective of means. In certain circumstances, and according to financial need, bursaries are granted up to the value of the cost of board and tuition. These arrangements are not considered ungenerous.

112. The Commission has no recommendation to make regarding the existing arrangements for European Secondary education for Nyasaland children, nor in regard to the arrangements in both territories for the granting of bursaries to deserving Africans.

CHAPTER IX

NOTES ON DEPARTMENTS

Accountant-General (Northern Rhodesia) Central Accounts (Nyasaland)

113. The scales for Accountants and Assistant Accountants have been merged.

Education

114. Education Officers. The old scale of £400—£920 should, for conversion purposes, be regarded as extended to £1,000 (revised maximum £1,320), provided that from 1st January, 1946, a pension constant of 1/600th is accepted. The revised maximum for officers serving on the present scale of £350—£840 is £1,140, since some Education Officers on this scale may be engaged in teaching. It will be for the respective Directors of Education to make out a case to their governments for such higher posts as Senior Education Officer, on a scale of £1.185—£1,320 as may be necessary.

Education Officers (women). A revised scale has been framed for officers of this class. It is based on the four-fifths principle in relation to the scales proposed for men officers. As serving women officers have been appointed on different scales in Northern Rhodesia and Nyasaland, and as the Commission is uncertain whether the qualifications required in each instance were the same, it is recommended that conversion should be on the basis of existing pay,

rather than according to length of service in the grade.

Masters and Mistresses (Northern Rhodesia). The anomalous position which at present exists has been dealt with in Chapter IV relating to anomalies.

Principal, Girls' Boarding School (Northern Rhodesia). The present allowance of £48 per annum in lieu of free board should, if there are no special reasons to the contrary, be consolidated in pay. If this is done, a revised consolidated scale of £550×10—690×25—740 is recommended.

Matrons (Northern Rhodesia). At present, Matrons and Assistant Matrons receive salary and certain services which the department assesses at £80 per annum. It is considered that these officers should be wholly remunerated by salary and pay on a basis assessed by the department for any services received. The proposed revised rates of pay have been framed accordingly.

Agriculture (Northern Rhodesia)

115. It is considered that the scale of pay for the Agricultural Chemist, Plant Breeder, Entomologist and Ecologist should be extended to the maximum of the revised long scale. This is on the assumption that the respective officers are heads of branches in their own spheres.

(Nyasaland). The scale for the Plant Pathologist at Lilongwe Experimental Station has been extended to the maximum of the long scale on the assumption that he works independently. If, however, this officer works under the departmental Plant Pathologist, his maximum should be limited to £1.140.

The scales of pay for Agricultural Assistants and Senior Agricultural

Assistants have been merged.

Customs (Northern Rhodesia)

116. The scales of pay for Collector, Grades I and II have been merged.

Forestry (Northern Rhodesia)

117. The scales of pay for Foresters and Senior Foresters have been merged.

Health (Northern Rhodesia)

118. The present starting point (£300) for Health Inspectors and Medical Inspectors is considered too low, so also is that for Laboratory Superintendents and Laboratory Assistants. The revised salary proposals make allowance for a higher starting point. Similarly in the case of the Woman Laboratory Assistant and Woman Radiographer. The present scale of £300—£600 is not suitable for the post of Dental Mechanic. A present scale of, say, £360—£540 would be more appropriate. The revised scale is based on the existing one, in order to preserve the rights of the existing holder of the post. On a vacancy occurring, a scale of £550×20—690×25—715 would seem adequate.

Pharmacists and Hospital Secretaries. As two materially different scales are at present in existence, a revised scale for each has been shown. A minimum of £300 in one of the present scales is considered too low, and this has been adjusted in the proposed revised scales.

Medical (Nyasaland)

Health Inspectors and Senior Health Inspectors. The existing scales for these two grades have been merged. This places the Health Inspectors in Nyasaland on a level with Health Inspectors in Northern Rhodesia.

Labour

See Chapter XII.

Lands and Surveys (Northern Rhodesia)

119. Deputy Registrar, Lands and Deeds. In the 1948 Estimates the maximum for this grade is shown as £600. It is thought that this is an error and that the maximum should be £660, as shown in the 1947 Estimates. any event, the revised scale proposed is based on the present maximum of £660, as being more appropriate.

Police (Northern Rhodesia)

120. Assistant Superintendents and Senior Assistant Superintendents. existing scales were particularly designed to apply to direct recruitment of candi-Seeing that in future, vacancies will be filled by promotion from the inspectorate, it is considered that the minimum for the grade should be increased, and the necessary adjustment has been effected in the revised scale proposed.

(Nyasaland)

Assistant Superintendents. In regard to this class of officer, the observa-

tions made in the case of Northern Rhodesia apply.

Examiners (Traffic). The present scale of £300-£480 is considered inadequate, in view of the nature of the duties to be performed and the experience required. Adjustment has been effected in the revised scale proposed. Miscellaneous (Northern Rhodesia)

Typewriter Mechanic. It is considered that the present scale (£480—£600) attached to this post is rather excessive. In order to preserve the rights of the existing holder, the revised scale proposed has been based thereon. On the occurrence of a vacancy, a revised scale of £550×20-690×25-715 would seem adequate.

Mines (Northern Rhodesia)

122. Inspectors of Mines and Senior Inspectors of Mines. The scales for these two grades have been merged to provide a long scale as, for example, in the case of Engineers in the Public Works Department. In view of the qualifications required in the case of Inspectors of Mines, there would seem to be no reason to distinguish in the matter of salary between officers in these two grades.

Senior Inspectors of Machinery. The present starting point in the scale for this grade is considered too low. This has been adjusted in the revised scale proposed.

Post Office (Northern Rhodesia)

123. Assistant Engineer. A revised through scale to a maximum of £1,320 has not been provided in this case, as it is considered that a maximum of £1,140 on the revised scale is adequate, having regard to the requirements of the department.

(Nyasaland)

Assistant Postmaster-General. The present scale is £600—£840 per annum. The starting point is considered too low and a more appropriate pre-war scale would seem to be £720—£840; the proposed revised scale has been determined on that basis. The duties are responsible in character. Moreover, it is not a desirable arrangement in a case of this kind that the maximum for the grade of Postal Surveyor, namely, £720 per annum, should overlap the minimum of the scale for Assistant Postmaster-General.

Telegraph Engineer. In view of the qualifications now required for this post and the need to secure an officer with the technical background necessary to keep abreast of developments, the scale for this post should not be less than that proposed for the Assistant Postmaster-General. The efficiency of the telegraph, telephone and wireless services depends to a great degree on the capacity of the officer filling this post.

Prisons (Nyasaland)

124. The scales of pay for Superintendents, Grades I and II, have been merged.

Provincial and District Administration

125. Although strictly outside its terms of reference, the Commission considers that it should refer to a proposal that a new grade—which might be termed that of Senior District Officer—should be introduced in the Administration at a fixed rate of pay the same as that for an Assistant Chief Secretary, viz., £1,100 per annum on a pre-revision basis. In support of this proposal it was argued that there are, in the Administration, officers with a preference and a distinct flair for district administration but who, at the same time, may not possess all the qualities required for advancement to the grade of Provincial Commissioner. It is not intended that the grade should be anything in the nature of a consolation prize. It is held that there are, in each territory, districts of greater importance than others and that the responsibilities attaching to the administration of the most important would justify a special grading. The Commission sympathises with this view, and would suggest that the proposal should be considered by the governments.

Public Works (Northern Rhodesia)

126. Mechanical Engineer. It is considered that these posts should be on the long scale for professional officers, that is, running to a revised maximum of £1,320.

(Nyasaland)

Electrical Engineer. In regard to this class of officer, the observations made in the case of the Mechanical Engineer, Northern Rhodesia, apply.

Veterinary (Northern Rhodesia)

127. Livestock Officer and Senior Livestock Officer. The scales for these two grades have been merged. The present initial salary of £300 per annum in the case of Livestock Officers is considered too low, and the necessary adjustment has been effected in the proposed revised scale.

Research Assistant. A starting point of £300 per annum for this grade is considered too low. Adjustment has been effected in the starting point of the

proposed revised scale.

CHAPTER X

PROPOSED REVISED RATES OF PAY

- 128. The proposed consolidated rates of pay are set out in Appendices II (relating to super-scale posts in both territories) and III and IV (relating to time-scale posts in Northern Rhodesia and Nyasaland respectively). The scales proposed are intended to apply only to officers possessing the full qualifications required in each case. Where officers have, through stress of circumstances, to be engaged who do not possess full qualifications, it will be for the governments to make appointments on appropriate terms, but it is suggested that they should be made on some settled principle; and in the case of the temporary appointments which it will be necessary to make in connection with Development and Welfare Schemes in hand or contemplated, it is suggested that the appointments should be made at the rate of pay normally attached to the post, with such addition by way of a gratuity payable on the expiry of the agreement as it may be necessary to agree to in order to secure staff.
- : 129. As mentioned earlier, the revised rates embody consolidation of all allowances in respect of increased cost of living and in respect of the abolition of the privilege of free quarters.
- 130. By its terms of reference, the Commission is required to review the structure, remuneration and superannuation arrangements of the civil services, with the exception of casual and daily-paid staff. This has been interpreted to mean that its task is to provide a salary structure for the permanent members of the services. This interpretation results in the exclusion from the report of certain classes of officers. The first of these consists of officers employed on contract terms, which are usually fixed on an ad hoc basis and imply a degree of bargaining before terms are settled. In some cases the terms may have been fixed in the light of circumstances at the date the contract was made and be consolidated salaries. In others, they may be based on pre-war conditions and carry cost of living additions. In so far as a contract falls within the latter category it is recommended that the salary should be placed on a consolidated basis and determined in accordance with the salary of a permanent officer drawing like emoluments. Nevertheless the Commission has, in certain instances, attached a rate of revised pay to posts which appear to be of a temporary character as, for example, posts in the Central African broadcasting service set out in Appendix D.30 to Head 35 of the Northern Rhodesia estimates for 1948. The revised pay in all such cases is based on the assumption that the existing pay carries cost of living allowances and the privilege of free quarters.

CHAPTER XI

CONVERSION ARRANGEMENTS

131. The Commission is satisfied that the most equitable conversion system to adopt in connection with a comprehensive revision of salaries, or in fact any revision, is one which provides that, as far as possible, an officer will enter the new scale at a point appropriate to his length of service in his present grade or appointment. This is the system which was approved in connection with the recent revision of salaries in West Africa and is the one recommended for adoption in the Central African territories.

- 132. It is also recommended that officers should be given an opt on either to remain on their present terms or to elect to accept the new terms in full as from the 1st January, 1946. No officer's emoluments under the new conditions should be less than the total which he would have drawn by way of salary plus cost of living allowances, or temporary bonus, if he had remained on the old conditions. Where the net salary under the new conditions, after deduction of rent for quarters, is less than the total net emoluments which would have been drawn under the old conditions, the officer should be paid a temporary non-pensionable allowance equivalent to the difference between the two. For the purpose of calculating this allowance, the officer's net emoluments under the old conditions should be taken as those which he was receiving at the date on which revised scales are sanctioned.
- 133. Conversion tables will be found in Appendix V and these have been drawn up on the general basis referred to above.
 - 134. It is recommended that in the application of the conversion tables the following principles should be observed:
 - (a) unless it is otherwise provided, an officer should, after conversion, proceed to the next point in the new scale on the date on which he would have qualified for a further increment in his old scale;
 - (b) in any case where two different points in one of the present scales convert to the same point in the new scale, the officer on the lower point in the old scale should wait one year from the 1st January, 1946, before proceeding to the next incremental point in the new scale and the 1st January should thenceforth be his incremental date;
 - (c) where the new scale provides for a fixed minimum salary for two years an officer who, at the date of conversion to the new scale, has less than two years' service in his present post should not proceed to the next point in the new scale until he has completed two years' service;
 - (d) if the maximum of the old scale falls below the point in the conversion table at which the maximum of the new scale is fixed, an officer who has reached the maximum of the old scale should convert to the new scale at the point corresponding to his present salary in the conversion table. He should, however, be granted one increment in the new scale for each completed year of service on the maximum of the old scale, provided that his Head of Department is able to sign a certificate that he has earned such increments by the standard of his conduct and efficiency since he reached the maximum of his present scale; and provided, further, that in any case where the adoption of this arrangement would mean that an officer who had superseded a more senior colleague would receive on conversion by length of service a salary less than the new salary payable to the latter, the salary of such officer should be advanced to the next point above that of the officer whom he has superseded, subject, of course, to his not receiving more than the maximum of the scale;
 - (e) where an officer converts at a promotion bar point within the revised scale, he should not proceed to the point in the new scale beyond the promotion bar until he has successfully passed through the promotion procedure recommended for adoption;
 - (f) an officer whose post has been allotted a salary scale which includes a promotion bar and who, at the date of conversion, has reached a point in the old salary scale which converts to a point in the new salary scale above the promotion bar, should not proceed beyond the latter point until he has successfully passed through the promotion procedure already referred to;
 - (g) an officer serving on the 1/480th pension constant should be allowed, if

- he so wishes, to retain his old pension terms and his existing scale of salary consolidated in accordance with the conversion tables;
- (h) owing to circumstances connected with promotion from the Inspectorate to commissioned rank in the Police Departments, it is recommended that conversion should be according to the salary point reached in the present scale, instead of by length of service in the grade, where this would be to the advantage of the officer;
- (i) in the case of teachers in Northern Rhodesia, the starting point in the existing scales for those who are fully qualified should, for masters, be taken as £315 in the relative scale, and for mistresses the £252 point in their scale.

CHAPTER XII

LABOUR DEPARTMENTS

134A. On the 5th September, 1938 the Secretary of State (Mr. Malcolm MacDonald) addressed a despatch to Colonial Governors in which he emphasised the necessity for setting up effective machinery for the supervision of labour conditions. Reference was made to the fact that far-reaching changes in the economic and social sphere were being widely felt throughout the Colonial Empire, and it was suggested that these developments would gain increasing momentum. Mr. MacDonald felt that if they were to be guided wisely they would call for all the vision and statesmanship which those responsible for the administration of the Colonial Empire could command, and that it was of great importance that Colonial Governments should take immediate steps to create sound and efficient organisations to deal with all questions of social welfare. If this were done, there would be ground for hope that developments would proceed on orderly lines and that incipient causes of unrest could be diagnosed and dealt with before they got out of hand.

135. With the above considerations in mind, Mr. MacDonald drew attention to the importance of staffing the labour departments adequately with officers of the right type, and said that he had no doubt that the natural and most fruitful source from which to draw officers was the Colonial Administrative Service. The objective should be the staffing of the labour departments by administrative officers who would pass in and out of the department as part of their training for higher appointment. It was recognised that it would be necessary for the departments to be staffed to some extent by the engagement locally of persons who possessed experience of local labour conditions, and the view was expressed that the pay and status of men so engaged should be comparable with those of administrative officers.

136. In a circular despatch of the 24th August, 1946, the present Secretary of State reaffirmed the policy laid down in 1938, and stated that he regarded it as important that labour officers recruited from the United Kingdom should feel that they could make a career in the Colonial Service. He asked Governors to review their pensionable establishments so as to enable any labour officers recruited from the United Kingdom to be appointed on terms which, as in the case of the Administrative Service, promised permanency and pensionability after a period of probation. He hoped, too, for their concurrence in the view that starting salary should take account of experience and professional qualifications.

137. The forecast that economic and social changes would bring in their train labour problems of considerable complexity has proved to be correct. The development of the economic resources of the Colonial Empire which is now taking place, and the plans for increased development which are foreshadowed, strongly reinforce the view that labour officers, whether their qualifications are those normally looked for in an officer whose duties will be in

provincial administration or have been gained through experience of the working of trades unions in this country, should be men of administrative calibre. Their salaries and conditions of service should therefore be aligned to those of the administrative officer.

- 138. An examination of the present position shows that in Nyasaland, labour officer posts are on the scale for administrative officers and the officers now filling those posts appear to have been seconded from the Administration. In Northern Rhodesia, of the twelve labour officer posts, four are on the Administrative scale, one on a special scale £720—£840, six on a scale £440—720 and one, a temporary local appointment, on a fixed £540 per annum.
- 139. If the Commission may express a view in a matter of this kind, it is that it fully agrees with the staffing policy set out in the circular despatches of 1938 and 1946. In the absence, however, of any indication that the policy has been accepted by the Northern Rhodesia Government, the Commission is unable to recommend that the salary scale proposed for administrative officers should apply to all the labour officers now in posts in that territory. The revised scales for those officers who are not, at present, on the administrative scale, have therefore been framed in the light of their existing salary status. It is considered, however, that if the Northern Rhodesia Government decides to adopt the staffing policy recommended in the despatches referred to, serving officers should be eligible for transfer to the administrative scales provided that they are able to satisfy the government and the Colonial Service Appointments Board that their qualifications are such as to justify the adoption of that course.
- 140. In Labour Departments there may in time be need for certain posts such as Labour Exchange Officer, Labour Inspector and Wages Officer which do not call for the appointment of officers who have the high general qualifications which must be looked for in the labour officer proper. They do, however, require that the officers appointed shall have specialised experience. They should not be styled "Labour Officer" but should be given a title and salary appropriate to the nature of their respective duties.
- 141. The special allowances which are proper to be paid to the labour officers representing the respective governments at Salisbury and Johannesburg, is a question with which the governments can best deal.

CHAPTER XIII

DATE FROM WHICH THE RECOMMENDATIONS SHOULD TAKE EFFECT

- 142. It is necessary to refer only briefly to one of the matters on which the Commission is required to advise, viz. the date from which the adjustments or revisions of salaries which are recommended should take effect. As the result of an exchange of views between the Colonial Office and the two governments it has already been agreed, with the concurrence of the Commission, that the effective date of operation of the new scales will, in so far as they may be accepted or modified, be 1st January, 1946, and an official announcement to that effect has been made in both territories.
- 143. The Commission's reasons for recommending 1st January, 1946, as the operative date were three; in the first place, the great majority of witnesses—and not only those who represented civil servants—favoured that date, and secondly, there appeared to be no grounds for drawing any distinction in this matter between East Africa and West Africa, where the revised scales became operative on 1st January, 1946. Thirdly, that was the date from which the revision of the salaries of certain super-scale posts in the territories became operative.
- 144. There is only one point in this connection that it is desired to make. There may be in some quarters a disposition to accept the proposed scales of

salary as appropriate to the present times but a reluctance to face the payment of lump sum arrears in respect of a period of close on two and a half years, particularly in cases where the proportionate increase as compared with the existing basic salary is high. It must, however, be remembered that in nearly all cases the arrears of payment will not represent the difference between the old basic salaries and the new consolidated salaries, but only the difference between the old basic salaries plus the amount already drawn by way of cost of living allowance and the new basic salaries; and further, that where the new salaries show an increase over the old basic salaries that cannot be accounted for by the increased cost of living, it is an indication that, in the Commission's view at least, those salaries were in pre-war days incommensurate with the duties and responsibilities attaching to the posts.

CHAPTER XIV

AFRICANS: GENERAL CONDITIONS OF SERVICE

- 145. In Part I of the Report revised scales of pay for the African members of the service were recommended, and it is understood that these recommendations have, in the main, been accepted by the governments; but in paragraph 53 of that part of the Report it was stated:
 - "The revised scales recommended are based on the existing general terms of service in each territory. These general conditions will be considered in consultation with the East Africa Salaries Commission, as there are some grounds for believing that it may be possible to bring about greater uniformity in this regard than exists at present within the Central and East African territorial groups. If, as a result of this consultation, such modifications are introduced as will appreciably affect the value of the proposed scales, it will be necessary to effect appropriate adjustments."
- 146. It is proposed to examine the position, under this head, in the light of the foregoing.

Benefits on retirement and age of retirement

147. This question, as it affects both Europeans and Africans, is discussed in Chapter VII, in which a recommendation is made that pensionable Africans should be placed on the same pension constant as European officers (1/600th) and that the qualifying period for pension and the rate of gratuity should also be the same. It is not considered that any modifications in these respects should affect the rates of pay which were proposed for Africans.

Allowances

148. As in the case of Europeans, it is recommended in Chapter VIII that the various classes of allowance should be reviewed locally. Here also, any modification should be unrelated to pay.

Housing

149. The question of European housing only was considered in Chapter V, in which it is recommended that the practice of providing free quarters should be replaced by an arrangement under which rent is payable. The application of this principle in the case of Africans may at the present stage present some practical difficulties in Northern Rhodesia, where free quarters are now provided for the African staff or an allowance in lieu. Nyasaland does not provide free quarters, but it is understood that where government quarters—there are only a few—are available, they are allotted free of rent. It is understood that the rates of pay proposed for Africans in Part I of the Report have in the main been accepted and are in course of implementation. If the Northern Rhodesia

Government decides that the principle of payment of rent for the occupation of government quarters should be applied to the European staff, as recommended in Chapter V, there will remain for decision whether the principle should also apply to the African staff, and if the decision is that it should, it will be necessary to adjust the recently agreed revised rates of pay, which provided for consolidation only of the cost of living allowances. In view of the work involved in a further adjustment in African rates of pay, the Commission sees no objection to allowing the existing practice regarding free quarters to continue for the time being in the case of Africans in Northern Rhodesia. If, however, it is decided to effect this further adjustment, it is recommended that it should be done on the basis of adding 8 per cent. to pay and then deducting $7\frac{1}{2}$ per cent. for rent. As the Nyasaland salaries are on the basis that there is no obligation on the part of government to provide free quarters, no similar adjustment is, of course, necessary.

150. Representations of a reasonable character were received from the African services generally that housing for the African staff was very inadequate and that the accommodation in such quarters as were available was much too limited to provide reasonably decent conditions for family life. Both governments appear to be alive to African needs in this respect and in Northern Rhodesia, responsibility for African housing is now one of the functions of a recently established department which operates independently of the Public Works Department. The Commission considers that the same responsibility should rest on the governments to provide suitable accommodation for their African staff as rests on them in connection with European officers. The Commission does not consider that the time has arrived when African quarters should, as in the case of Europeans, be partially furnished. It is, however, considered that stoves should be provided, at least in all new quarters.

Uniforms

- 151. In Northern Rhodesia there is a free issue of uniforms. This was also the rule in Nyasaland until the early stages of the last war, when the privilege was withdrawn from members of the staff drawing £45 per annum and over.
- 152. A uniform is necessary in the case of Africans whose work is mainly in the field, but it is a question whether it is appropriate in the case of Africans engaged on clerical duties. Opinion on this point was divided among African The Commission has come to the conclusion that a uniform is no longer necessary or appropriate in the case of clerks or analogous grades not engaged mainly on outdoor duties. If, however, the privilege is withdrawn, an adjustment in pay becomes necessary in the case of those affected. Here, as in the case of housing, it can only be left to the governments to decide whether, in view of the work involved, a change in practice should be made at the present stage. Seeing that the price of private clothing is at the moment particularly high in the territories, there is something to be said for retaining the present practice for a time, since the adjustments in pay which it would be necessary to make would, if the staff concerned are not to be financially prejudiced, be appreciably higher than the present cost to the governments of the uniforms issued. If an adjustment is effected in Nyasaland it will be necessary to bear in mind that of the increase of 15s. per month in revised Scale A, on promotion to Grade II, 10s. per week was in respect of the loss of the privilege of a free uniform issue at that point. On further enquiry this amount may prove to be insufficient.

Leave

153. In Northern Rhodesia, leave is granted at the rate of 18 days a year' which may be accumulated to 72 days. In addition "provisional" leave to the extent of 6 days a year may be granted. In Nyasaland, the leave allowed is 14 days per annum, which may be accumulated to 56 days. It is recommended

that officers on Grade II in Scale A and above, under the recent revision should be eligible for 28 days' leave a year and other officers 22 days. Officers should, however, not be allowed to accumulate more than 14 days' leave in any one year subject to a total accumulation of 56 days, the tour of service, for purposes of transport assistance, being regarded as the period taken to accumulate 42 days' leave. The modification proposed is not related to pay.

Any officer who may desire to spend his vacation leave outside his territory

should be granted transport assistance as far as the border.

Overtime

154. Overtime is allowed only in the case of certain departments, e.g. Post Office, Printing and Customs. It was represented that not infrequently officers were required to work overtime in other departments, for which no payment is now made. It is considered that where overtime is necessary in any department for special reasons, either payment or time off in lieu should be allowed at the discretion of the head of the department.

CHAPTER XV

ASIAN OFFICERS

155. Asian officers are employed in Nyasaland only, and only in the Accounts, Customs, Medical, Police and Public Works Departments. They number 17 in all, of whom 10 are in the Medical Department as sub-assistant surgeons and 4 are clerks. Only a few are pensionable. The revised rates proposed are on the same consolidated basis as that for Europeans, viz. inclusive of cost of living allowances and the payment of rent, and carrying the privilege of a pension for those who are occupying posts which are regarded as part of the regular establishment of the service. The rent payable should be at the rate of $?\frac{1}{2}$ per cent. of salary.

156. In regard to general conditions of service, the Commission has no comment to make, except to say that the pension constant and the qualifying period for a pension should be the same as for Europeans, viz., 1/600th and 10 years respectively.

Present subsistence rates should be reviewed as proposed for Europeans and Africans.

CHAPTER XVI

SUMMARY OF RECOMMENDATIONS Paragraph 157. 5 (1) Full consolidation of cost of living allowances in basic pay 12 (2) Setting up of Promotion Boards ... 18 (3) Setting up of a Civil Service Board 25 & 26 (4) Setting up, and composition of Whitley Council 34 (5 Status of Chief Establishment Officer (6) Abolition of present differentiation in the matter of long scales and broken scales in the case of certain professions and technical 40 42 & 43 (7) Promotion bars and accelerated promotion (8) Merging of grades and scales in the case of certain junior 45 technical posts (9) Differentiation in salaries for men and women maintained 47

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CHAPTER XVII .

GENERAL

Promotion bars and efficiency bars

158. Promotion bars are indicated in the proposed salary scales by bold figures at the point in the various scales at which they occur. As indicated in Chapter II, a special procedure falls to be applied at that stage. Supplementary to those promotion bars it will be necessary, according to the organisation of the department, to fix efficiency bar points to be applied as at present, but with considerably more rigidity and care.

Change of designation at certain points in the long scale

159. At present, where the long scale is divided into two grades there is a change in title on being promoted from the lower to the upper grade, for example an agricultural officer becomes a senior agricultural officer on promotion. It will be for the governments to decide whether there should be a similar change in title when an officer passes the proposed promotion bars, which bars are fixed at the point corresponding to that at which promotion now takes place.

Refrigerators

160. Many representations were made by European officers to the effect that it would be an amenity of great value if the governments would agree to supply refrigerators in government quarters where desired, against payment of an appropriate rental. It is recognized that there are many practical difficulties in the way of complying with this request, but it merits the sympathetic consideration of the governments.

CONCLUSION

161. In paragraph 14 of Part I of the Report, the Commission expressed its appreciation of the assistance rendered to it by the local committees. The Commission would wish to repeat its thanks. Its sincere thanks are also due to the various heads of departments and to the Secretariat staffs who so readily supplied all the information required. The kindness and hospitality with which the Commission was everywhere received were unfailing. Finally, the Commission is particularly indebted to Mr. J. D. Bates, Administrative officer in the Tanganyika service, who acted as Secretary to the Commission and who carried out his duties in a very able manner; and to Miss C. E. Shrimpton, of the Colonial Office, who did her work as a stenographer in a most satisfactory way.

T. FITZGERALD

March 31st, 1948.

Appendix I

Part I of Report

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Appendix II

LIST OF SUPER-SCALE POSTS ARRANGED : ACCORDING TO DEPARTMENTS, SHOWING PROPOSED CONSOLIDATED SALARY

, D	epartment	Post	Present basic salary or salary scale	Proposed consolidated salary
			£	· £
SECRETARIAT		OI: 60		0.000
	(N. Rhodesia)	Chief Secretary	1,800	2,200
		Financial Secretary	1,600	1,950
•		Secretary for Native Affairs	1,600	1,950
		Administrative Secretary	1,600	1,950
		Economic Secretary	1,600	1,950
	-	Assistant Chief Secretary Registrar of Co-operative	1,100	1,435
		Societies	1,100	1,435
		Secretary for Civil Aviation Adviser on Industrial	1,000	1,335
		Relations Joint Adviser on Develop-	1,000	1,335
		ment Commissioner for Native	1,650	2,000
		_ Development	1,200	1,535
		Director of Development Secretary, Development	1,600	1,950
	•	Authority	1,100	1,435
	(Nyasaland)	Chief Secretary	1,600	2,000
		Financial Secretary	1,450	1,800
		Secretary for African Affairs	1,400	1,750
		Assistant Chief Secretary	1.100	1,435
		Development Secretary	1,100	1.435
		Public Relations Officer	1,100	1,435
ACCOUNTAN	rr GENERAL (N. Rhodesia)	Accountant General	1,100	1,435
	(- + ,	Deputy Accountant General	840×40—920	1,250
	(Nyasaland)	Chief Accountant	1,000	1,335
AGRICULTU			٠	
	(N. Rhodesia)	Director	1,350	1,685
		Assistant Director	1,100	1,435
	(Nyasaland)	Director	1,350	1,685
		Deputy Director	1,100	1,435
AUDIT	(N. Rhodesia)	Auditor	1,200	1 525 '
	(Nyasaland)	Auditor	1,100	1,535 1,435
CIVIL AVIA	TION			
	(N. Rhodesia)	Director	1,200	1,535
CUSTOMS	OI Bhadasia	C		•
	(N. Rhodesia)	Comptroller	1,200	1,535
·		Deputy Controller	960	1,275
CUSTOMS A	AND INCOME TAX (Nyasaland)	Comptroller	1.100	1,435
EDUCATION		-	-,	-,100
4	(N. Rhodesia)			•
. (I	European)	Director	1.350	1,685
	African)	Director	1,350	1,685
•	,	Deputy Director	1,100	1,435
	(Nyasaland)	Director	1,350	1,685
	· · · · ·	Deputy Director	1,100	1,435
	•	20	1,100	1,433

APPENDIX II continued

<u> </u>	Department	Post	Present basic salary or salary scale	Proposed consolidate salary
•			£	£
FORESTRY	(N. Rhodesia)	Conservator	1,100	1,500
	(Nyasaland)	Conservator	1,100	1,435
GAME AND	TSETSE CONTROL	D :	1 200	1 625
	(N. Rhodesia)	Director Assistant Director	1,200 960	1,535 1,275
HEALTH (C	or MEDICAL)		.•	
, ,	(N. Rhodesia)	Director	1,600	1,950
	•	Deputy Director Director, Silicosis Medical	1,200	1,635
		Bureau	1,200	1,635
	(Nyasaland)	Director	1,400	1,750
		Deputy Director	1,200	1,535
INCOME TA	(N. Rhodesia)	Commissioner	1,200	1,535
	(14. Kilodesia)	Assistant Commissioner	960	1,275
	(Nyasaland)	Commissioner	1,000	1,335
JUĎICAL			4 224	0.000
	(N. Rhodesia)	Chief Justice	1,800	2,350 1,750
	(Nyasaland)	Puisne Judge Chief Justice	1,350 1,600	2,100
	(14yasalanu)	Assistant Judge	1,200	1,535
LABOUR				
	(N. Rhodesia) (Nyasaland)	Commissioner Commissioner	1,350 1,200	1,750 1,600
	GOVERNMENT AND	1		
AFRICAN	(N. Rhodesia)	Commissioner	1,350	1,750
	(14. Ichodesia)	Chief Engineer	1,100	1,435
PRINTING .	AND STATIONERY		840×40—920	. 1 175
٠.	(N. Rhodesia)	Government Printer	840 X 40 — 920	1,175
Prisons	(N. Rhodesia)	Commissioner	1,000	1,335
	(Nyasaland)	Commissioner of Prisons	-	_
		and Lunatic Asylum	920	1,200
PROVINCIAL	L ADMINISTRATION	a i - Bussinial Com		
	(N. Rhodesia)	Senior Provinical Com- missioner	1,450	1,850
		Provincial Commissioner	1,350	1,775
		Provincial Commissioner	1,200	1,535
	(Nyasaland)	Provincial Commissioner Deputy Provincial Com-	1,350	1,775
	•	missioner	1,100	1,435
		Judical Adviser (Native Courts Adviser)	1,100	1,435
		Registrar (Co-Op. Develop- ment)	1,100	1,435
Diniso es	ADV4			
PUBLIC W	(N. Rhodesia)	Director_	1,350	1,685 1,435
		Deputy Director Senior Executive Engineer	1,100 1,050	1,385
	(Nyasaland)	Director	1,250	1,585
	(1) manage/	Deputy Director	1,050	1,385

APPENDIX II continued.

D	epartment	Post	Present basic salary or salary scale	Proposed consolidated salary
	 ,		£	£
VETERINARY	(N. Rhodesia)	Director Deputy Director	1,350 1,100	1,685 1,435
	(Nyasaland)	Chief Veterinary Officer	1,100	1,475
WATER D	EVELOPMENT AND	1		
	(N. Rhodesia)	Director	1,200	1,535
LANDS, AND	(N. Rhodesia)	Commissioner Assistant Commissioner	1,200 960	1,535 1,385
LEGAL	(Nyasaland)	Lands Officer and Registrar General	1,000	1,335
	(N. Rhodesia)	Attorney General Solicitor General	1,600 - 1,100	1,950 1,500
	(Nyasaland)	Attorney General	1,450	1,800
MEDICAL	(Nyasaland)	(See under Health)		,
MINES	(N. Rhodesia)	Chief Inspector	1,100	1,435
POLICE .	(N. Rhodesia)	Commissioner	1,350	1,685
	(Nyasaland)	Deputy Commissioner Commissioner Assistant Commissioner	1,100 1,100 840×40—920	1,435 1,500 1,275
OSTS AND	TELEGRAPHS	•		
	(N. Rhodesia)	Postmaster General Deputy Postmaster General Engineer in Chief	1,200 960 720×30—840	1,535 1,275
•	(Nyasaland)	Postmaster General	×40-920 1,100	1,250 1,435

Appendix III NORTHERN RHODESIA

Appendix III NORTHERN RHODESIA

Department	Post	Present Salary or Salary Scale	Proposed Salary or Salary Scale	Conversion table
ACCOUNTANT GENERAL		720×30—840	1,000×45—1,135	·G.(1)
	Accountants Assistant Accountant	600×30—720 440×20—660	650×20—690×35—900×35—1,005	G.(2)
AD MINISTRATOR OENERAL, OFFICIAL RECEIVER AND CUSTODIAN OF ENEMY PROPERTY	Administrator General etc.	550, 550, 575,×25—600×30—720× 30—840	760, 760, 830,×35—1,005×45—1,140	G.(3)
AFRICAN EDUCATION	Education Officers and Adult Education Officers	\$\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\	550, 550, 620×35—760: 830×35— 1,005×45—1,140	A.2
	Principal, Jeanes School Head Master Woman Education Officer	600, 600, 660×30—840 600×30—720 390×18—480×20—600	865, 865, 935×35—1,005×45—1,140 870×30—960×40—1,000 496, 496, 552×28—608; 664×28—804×36—912	A.2 (Max. 1,140) E.4 A.3
	Masters, Secondary School	\[\frac{300 \times 15 \to 380 \times 30 \to 450 \times 15 \to 480}{\times 15 \to 600 \times 20 \to 660} \]	550×20—690×25—840×30—900	G.8
Note: Scales of pay p	School Welfare Officers roposed for European Clerical S	480×20—600 Service are shown at the end of this Appe	690×25—840 ndix.	E.14
	Sr. Industrial Instructor Industrial Instructor Principal, Girls' Boarding School	390×18—480×20—600 300×15—390×30—450×15—540	610×20—690×25—870 550×20—690×25—790 490×20—690	E.3 (Max. 870) E.1 (Max. 790) E.1
AGRICULTURE	Senior Agricultural Officers Agricultural Officers	720×30—840 400, 400, 450×25—600; 660×30 { —840	620, 620; 690×35—760×70— 830×35—1,005×45—1,140×45 —1,320	A.1

Senior Agricultural 480 × 20 - 600 1		DEVELOPMENT AND WELFARE	Agricultural Chemist Plant Breeder Entomologist	400, 400, 450×25—600; 660×30—}	620, 620, 690×35—760× 70—830×35—1,005×45—1,140×45— 1,320	A.1
AUDIT Senior Assistant Auditor Assistant Auditor Assistant Auditors 350, 350, 400 × 25 – 600; 350, 550; 650 × 25 – 760; C(1) CUSTOMS Collectors Grade I			Ecologist Senior Agricultural	600×30— <i>720</i> ×30—840	900×35—1,005×45—1,140×45—1,320	
Assistant Auditors 350, 350, 400×50-500×25-600;			Agricultural Supervisors		550×20— 690 ×25—865	E.15
Collectors Grade II		AUDIT		350, 350, 400×50—500×25—600; \	550, 550: 620×35—760;	
Supervisor of Technical 720 × 30 – 840 1,000 × 45 – 1,135 G(1) Education Principals (Male—Grade A) 720 × 30 – 840 1,000 × 45 – 1,135 G(1) N		CUSTOMS				G(2)
Principals (Male—Grade A) 720×30—840 1,000×45—1,135 G(1) 1, (Male—Grade B) 600×30—720 870×30—960×40—1,000 E.4 1, (Female) 480×20—660 765×20—840×30—930 E.11 Assistant Accountant 40×20—660 765×20—690×35—900 G.2 246×18—300×18—390×18—480×20 450×20—690×25—840 G.7 —600 or 300×15—390×30—450×15—480× 15—600×20—660 186×15—246×18—300×18—390× 186×15—246×18—300×18—390× 186×15—246×18—300×18—390× 180×12—300 180×20—690×10—700 F.1 Caretaker 300×15—380 610×20—690×10—700 F.1 Caretaker 300×15—380 610×20—650 F.4 Matrons 180×12—300 430×20—550 F.3 Assistant Matrons 120×10—180 325×15—430 F.3 GAME AND TSETSE Entomologist 400, 400, 450×25—600×40 620, 620: 690×35—760×70—830× D.2 640×40—1,000 325—600×45—1,140×45—1,320 400, 400, 450×25—600; 660×30— 620, 620: 690×35—760; 830×35— D.3		EUROPEAN EDUCATION	Supervisor of Technical			
Assistant Accountant Adv × 20 – 660 650 × 20 – 690 × 35 – 900 G.2	7		Principals (Male—Grade A)			
Assistant Accountant Masters Assistant Accountant Masters A40×20-660 246×18-300×18-390×18-480×20 A50×20-690×25-840 A50×20-690×25-840 A50×20-690×25-840 A50×20-690×25-840×30-900 A50×20-660 B6×15-390×30-450×15-480× 15-600×20-660 B6×15-246×18-300×18-390× 18-480 A50×20-690×25-840×30-900 A50×20-690×20-690×20-690×20-690×20-690 A50×20-690×20-690×20-690×20-690 A50×20-690×2						
Masters						
Mistresses				246×18-300×18-390×18-480×20		
Mistresses						
Mistresses 186×15-246×18-300×18-390× 370×20-690×10-700 F.2.				300×15—390×30—450×15—480× €	550×20—690×25—840×30—900	G.8
228×12-300×15-390×15-480 430×20-610×20-690×10-700 F.1 300×15-380 610×20-650 F.4 430×20-550 F.3 430×20-550 F			Mistresses	18—480	370×20—690×10—700	F.2.
Caretaker 300×15—380 610×20—650 F.4 Matrons 180×12—300 430×20—550 F.3 Assistant Matrons 120×10—180 325×15—430 F.3 GAME AND TSETSE Entomologist 400, 400, 450×25—600×40 620, 620: 690×35—760×70—830× D.2 CONTROL 840×40—1,000 35—1,005×45—1,140×45—1,320 Fisheries Officers 400, 400, 450×25—600; 660×30— 620, 620, 690×35—760; 830×35— D.3					430 × 20—410 × 20—490 × 10—700	R1
Matrons 180×12—300 430×20—550 F.3 Assistant Matrons 120×10—180 325×15—430 F.3 GAME AND TSETSE Entomologist 400, 400, 450×25—600×40 620, 620: 690×35—760×70—830× D.2 CONTROL 840×40—1,000 35—1,005×45—1,140×45—1,320 Fisheries Officers 400, 400, 450×25—600; 660×30— 620, 620, 690×35—760; 830×35— D.3			Caretaker			
Assistant Matrons 120×10—180 325×15—430 F.3 GAME AND TSETSE Entomologist 400, 400, 450×25—600×40 620, 620: 690×35—760×70—830× D.2 CONTROL 840×40—1,000 35—1,005×45—1,140×45—1,320 Fisheries Officers 400, 400, 450×25—600; 660×30— 620, 620, 690×35—760; 830×35— D.3						
CONTROL 840×40—1,000 35—1,005×45—1,140×45—1,320 Fisheries Officers 400, 400, 450×25—600; 660×30— 620, 620, 690×35—760; 830×35— D.3						
Fisheries Officers 400, 400, 450×25—600; 660×30— 620, 620, 690×35—760; 830×35— D.3			Entomologist			D.2
		,	Fisheries Officers	400, 400, 450×25—600; 660×30—	620, 620, 690 × 35—760; 830 × 35—	D.3

Department	Post	Present Salary or Salary Scale	Proposed Salary or Salary Scale	Conversion table
GAME AND TSETSE CONTROL—(CONT.)	Assistant Game Warden Rangers	£ 600×30—720 300×15—390×30—450×15—480	£ 990×30—1,050 550×20—690×25—715	D. ,D.4
•	Elephant Control Officer	and 400, 400, 450×25—600 600	620, 620 : 690×25—840 840	D.5
iralth .	Surgical Specialist Senior Medical Officers Medical Officers	1,000×50—1100 1000×50—1100 600×30—720×30—920 600, 600, 630×30—840×40—1000}	1385×50—1485 1335×50—1435 865, 865; 935×35—1005×45—1140 ×45—1320	B.2 B.3 B
	Medical Officers of Health Chief Pharmacist Senior Health Inspector Matron in Chief	600×30—720 600×30—720 600	870×30 ²² -960×40—1000 870×30—960×40—1000 850	E.4 E.4
	Assistant Medical Storekeeper Pharmacists & Hospital Secretaries	390×18-480×20-600 390×18-480×20-600×30-720 and	610×20—690×25—870 610×20—690×25—840×30—960×40 —1000	E.3 E.3
		300×15—390×30—450×15—480×15 —600	550×20—690×25—865	E.2
•	Health Inspectors	372×18—480×20—600 and 300×15—390×30—450×15— 480×15—600	570×20—690×25— 740 ×25—840	E.8
	Medical Inspector Physiotherapist	300×15 (etc. as above) 300×15—350×30—450×15—480×15 —600	490×20—690×25 —740 ×25—865	E.
	Nutrition Officer Matrons (Grade II)	400, 400, 450×25—550 500	600, 600, 660×30—780 730	B.6
1	Senior Nursing Sisters & Nursing Sisters Health Visitors	300×15—420×15—480	460×20—600×25— 625 ×25—700	F.
i	Radiographer (Female) Clerk Dispenser	228×12—300×15—390×15—480 300×10—370	430×20—610×20—690×10—700 490×20—590	F.1 E.i

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	Training School			
	Medical Superintendent	600, 600 : 630×30—840×40—1000	865, 865; 935×35—1005×45—1140 ×45—1320	В.
	Pharmacist & School Secretary.	390×18—480×20—600	610×20—690×25—870	E.3
	Superintendent Tutor	300×15—390×30—450×15—480×15 —600	490×70—690×25— 740 ×25—865	E.1
	Sister Tutors Pathological Laboratory	300×15—420×20—480	460×20—600×25— 625 ×25—700	F.
	Pathologist	600, 600 ; 630×30—840×40—1000	865, 865; 935×35—1005×45—1140 ×45—1320	В.
	Laboratory Superintendents	300×15—390×30—450×15—480× 15—600	• • • • • • • • • • • • • • • • • • • •	E.2
	Laboratory Assistants (Male)	as above	•	
	Laboratory Assistant (Female)	228 × 12—300 × 15—390 × 15—480	430×20—610×20—690×10—700	F.1
	Entomological Laboratory		`	
	Medical Entomologist	400; 400, 450 ×25—600 ×30—840 × 40—1000	620, 620, 690×35—760; 830×35— 1005×45—1140×45—1320	A.1
	Entomological Field Assistant		550×20—690×25— 740 ×25—865	E.2
\$	Dental Services	*		
	Dental Surgeon	600, 600, 630×30—840×40—1000	865, 865, 935×35—1005×45—1140× 45—1320	B .
	Dental Mechanic	300×15—390×30—450×15—480×15 —600	550×20—690×25—840	E.2 (Max. 840)
	Leprosy Work	***		
	Superintendent	300×15—350×30—450×15—480×15 —600	550×20—690×25—865	E.2
	Silicosis Medical Bureau	•		
	Medical Specialist (Radiologist)	1000×50—1100	1385 × 50—1485	B.2
	Radiographer	300×15-390×30-450×15-480×15 -600		E.2
	Secretary Processing Assistant Bureau Assistant	390×15—480 300×15—390×30—450×15—480	590×20—690×25—715 490×20—690	E.5 (Max. 715) E.1 (Max. 690)
				
	Secretary	600×30—720	870×30—960×40—1000 ·	E.4 -
HEALTH (GENERAL)	Assistant Secretary	440×20—600	650×20690×35900	B.7 (Max. 900)
	Accountant	600 × 30—720	$650 \times 20 - 690 \times 35 - 900 \times 35 - 970 \times 30$	
	Assistant Accountant	440×20—660	—1000	

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Department	· Post	Present Salary or Salary Scale	Proposed Salary or Salary Scale	Conversion table
INCOME TAX	Senior Assessor Assessors	£ 720×30—840 440×20—600×30—720	£ 1000×45—1135 650×20—690×35—970×30—1000	G(1) B.7
TUDICIAL .	Resident Magistrate	600; 600; 630×30—840×40—1000	865; 865; 935×35—1005×45— 1140×45—1320	В.
	Registrar	550×25—600×30—750×30—840	760; 760; 830×35—1005×45—1140	G.3
LABOUR	Labour Officers	475×25—600×30—720×30—840× 40—920 or 400; 400; 450×50—500×25—600	550; 550; 620×35—760; 830×35 —1005×45—1140×45—1320	A.
	· ·	. ×60—660×30—840×40—1000 or J 720×30—840 440×20—600×30—720	1000×45—1135 650×20—690×35—970×30—1000	G.1 B.7
AND AND SURVEYS	Senior Surveyors Surveyors	720×30—840×40—920 480×20—600×30—720 (×30—840) 400; 400; 450×25—600; 660×	620; 620; 690×35—760; 830×35 —1005×45—1140×45—1320	B.5
	Registrar of Lands and Deeds	30—840 550; 550; 575×25—600×30—750× 30—840	760; 760; 830×35—1005×45—1140	G.3
	Computor Secretary (Lands) Chief Draughtsman Deputy Registrar of Lands	440×20—600×30—720 600×30—720	650 × 20—690 × 35—970 × 30—1000 870 × 30—960 × 40—1000 870 × 30—960 × 40—1000 650 × 20—690 × 35—900	B.7 E.4 E.4 G.2 (Max. 900)
	and Deeds Assistant Accountant Survey Assistants	440×20—660 300×15—390×30—450×15—480×15 —600	650×20—690×35—900 490×20—690×25— 740 ×25—865	G.2 (Max. 900) E.1
	Draughtsman	300×15—390×30—450×15—480×15 —600	» » »	E.1
•	Supervisor and Welfare (Training)		550×20—690×25— 740 ×25—815	E.2 (Max. 815)
GAL	Crown Counsel	600; 600; 630×30—840×40—1000	865; 865; 935×35—1005×45—1140 ×45—1320	В.

LUSAKA ELECTRICITY AND WATER UNDERTAKINGS	Engineer-in-Chief Engineering Assistant Fitter Shiftmen	720×30—840 390×15—480×15—540 390×15—480 300×15—390	1000×45—1135 590×20—690×25—815 590×20—690×25—715 510×20—630	G.1 E.7 (Max. 815) E.5 F.4
MISCELLANEOUS SERVICES	Workmen's Compensation Commissioner	600×30— <i>840</i> ×40—1000	865×35—1005×45—1140×45—1320	G.9
101111000	Secretary (Land Board) Secretary (Road Service Board)	600×30—720×30—840 440×20—600×30—720	865×35—1005×45—1140 650×20—690×35—970×30—1000	H.3 B.7
	Secretary-Assistant	23 . 22	22 22 , 25	В.7
	(Silicosis Comp. Board) Land Settlement Officer (Land Board)	33	59 39 39	B.7
	Typewriter Mechanic Curator Victoria Falls	480×15— <i>540</i> ×15—600 390×18— <i>480</i> ×20—600	690×25—840 610×20—690×25—870	E.19 (Max. 840) E.3 (Max. 870)
	Conservancy Inspectors	390×15—480×20—600	590×20—690×25—865	E.7
	(Road Service Board) Secretary (Civil Service Board)	390×15—480	590×20—690×25—715	E.5
	Secretary-Superintendent Ndola Home	450	660	
MINES	Senior Inspector of Mines Inspector of Mines (Old)	840×40—920 600×30—720×30—840	655; 655; 725×35—760; 830×35 —1005×45—1140×45—1320	A.4
	Inspector of Mines (New) Senior Inspector of	450; 450; 475×20—600×30—840 480×20—600×30—720×30—840	865×35—1005×45—1140	G.9 (Max. 1140)
	Machinery Inspector of Machinery	480 ×20—600 ×30—720	715×25—840×30—960×40—1000	E.12
POLICE	Superintendent Senior Assistant Superintendent and	720×30—840 360; 425×25—600×30—720	1000×45—1135 740×25—840×30—960×40—1000	G.1 G.10
	Assistant Superintendents Inspectors and Assistant Inspectors	300×15—390×30—450×15—480×15 —600	490×20—690×25— 740 ×25—840	E.1 (Max. 840)
	Inspectors Inspector of Weights and Measures		550×20—690×25— 740 ×25—840	E.2

Department	Post ·	Present Salary or Salary Scale	Proposed Salary or Salary Scale	Conversion
<u>-</u>		£	£	
POSTS AND TELEGRAPHS	Assistant Engineer	450; 450; 475×25—600×30—840	655; 655; 725×35—760; 830×35— 1005×45—1140	A.4 (Max. 1140)
	Postal Surveyor	720×30—840	1000 × 45—1135	G.1
	Assistant Accountants	440×20—660 1	$650 \times 20 - 690 \times 35 - 900 \times 35 - 970 \times 30$	G.2
	Accountant	600×30—720	-1000	-
	Senior Postmasters	600×30—720	870×30—960×40—1000	E.4
	Senior Telegraph Inspector	**	870×30—960×40—1000	E.4
	Telegraph Inspectors	480×20—600	715×25—840	E.12 (Max. 840)
	Postal Assistants (Male)	300×15—390×30—450×15—480×15 —600		E.1 (Max. 840)
	Mechanicians	300×15—390×30—450×15—480×15 —540	510×20—690×25—815	F.4 (Max. 815)
	Telegraph and Telephone		22 * 35	**
	Postal Assistants and Telephonists (Female)	216; 228×12—300×15—390 or	360; 400×15—490×20—590	F.1 (Max. 590)
	» » »	186×15—246×18—300 (216 at 17;	370×20510	F.2 (Max. 510)
	Learners (Male)	228 at 18; 240 at 19;	330; 360; 390	
RINTING AND	Government Printer	840×40—920	1140×45—1320	Α.
STATIONERY	Assistant Government Printer	600×30—720	870×30—960×40—1000	E.4
	Officer-in-Charge Monotype	440×20—660	670×20—690×25—840×30—900	E.13 (Max. 900)
	Proof Reader	$300 \times 15 - 390 \times 30 - 450 \times 15 - 480 \times 15$	490×20—690×25— 740 ×25—840	E.1 (Max. 840)
	Printers	-600 300×15-390×30-450×15-480×15 -600	490×20—690×25— 740 ×25—840	E.1 (Max. 840)
D TOO NE	Denuty Commissioner			
	Deputy Commissioner	600×30—720	900×30—1020	G.4
i	Superintendent Technical Instructor	480×20—600	715×25—840×30—870	E.12 (Max. 870)
	Officers	300×15—390×15—480×15—540	550×20—690×25—790	E.1 (Max. 790)
	OHION	$300 \times 15 - 390 \times 30 - 450 \times 15 - 480$	510×20—690×25—715	F.4 (Max. 715)

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	PROVINCIAL ADMINISTRATION	(Old)	400; 400; 475×25—600×30—720 ×30—840×40—920 350; 350; 400×25—500×50—600; 660×30—840×40—1000 400×20—600×30—720	550; 550; 620×35—760; 830×35— 1005×45—1140×45—1320 650×20—690×35—970×30—1000	A. B.7
	PUBLIC WORKS	Architect Assistant Engineers Executive Engineer Mechanical Engineer	880×40—1000 450, 450, 475×25—600×30—840 880×40—1000 450, 450, 475×25—600×30—840	1185×45—1320 655; 655; 725×35—760; 830×35 —1005×45—1140×45—1320 655; 655; 725×35—760; 830×35 —1005×45—1140×45—1320	A. A.4 , A.4
49		Assistant Architect Quantity Surveyor Senior Accountants Assistant Quantity Surveyor Office Superintendent Accountant Assistant Accountants Senior Storekeeper Senior Inspector of Works Inspector of Works Inspector of Works Senior Road Superintendents Road Superintendents Mechanical Plant Superintendent Mechanics	600 × 30—720 × 30—840 720 × 30—840 " 480 × 20—600 × 30—720 440 × 20—600 × 30—720 600 × 30—720 440 × 20—660 440 × 20—660 480 × 20—600 390 × 15—480 * 15—540 480 × 20—600 390 × 15—480 390 × 15—480	865×35—1005×45—1140 1000×45—1135 715×25—840×30—960×40—1000 650×20—690×35—970×30—1000 650×20—690×35—900×35—970×30 —1000 670×20—690×25—840×30—900 590×20—690×25—765×25—865 590×20—690×25—765×25—865 715×25—865 590×20—690×25—715	H.3 H.3 G.11 E.12 G.2 G.2 E.13 (Max. 900) E.7 E.6 E.7
	SECRETARIAT	Assistant Secretaries Establishment Officers Personal Assistant (Chief Secretary) Assistant Establishment Officer Registry Supervisor (formerly Office Supt.) Supervisors (Co-Operative Society) Clerical Instructor Woman Administrative Assistants	(Administration Scale) 720 × 30—840 × 40—920 600 × 20—840 440 × 20—600 × 30—720 " " " 300 × 15—390 × 30—450 × 15—480 × 15 —600 400; 400; 450 × 25—550	(As for the Administration) 1,005×45—1,230 865×35—1,005×45—1,140 650×25—690×35—970×30—1,000 " " " " " 490×20—690×25—740×25—840 600; 600; 660×30—780	A. J. H.3 G.2 G.2 G.2 E.1 (Max. 840) B.6

Department	Post	Present Salary or Salary Scale	Proposed Salary or Salary Scale	Conversion table
STORES AND TRANSPORT	Controller Accountant Senior Storekeepers	£ 720×30— <i>840</i> ×40—920 600×30—720 440×20—660	£ 1005×45—1230 865×35—970×30—1000 670×20—690×25—840×30—900	J. G.2 E.13 (Max. 900)
VETERINARY	Senior Veterinary Research & Veterinary Research Officers & Senior Veterinary & Veterinary Officers	(Old) 600; 600×30—720×30—840 (New)	865; 865; 935×35—1005×45—1140 ×45—1320	B.4
	Dairy and Poultry Officer Assistant Lecturer and Demonstrator	600 × 30—7 <i>20</i> × 30—840 600	865×35—1005×45—1140 840	H.3
	Senior Livestock Officer Livestock Officers Meat Inspector	480×20—600 300×15—390×30—450×15—480	550×20—690×25 —740 ×25—840	E.2
	Inspector of Works Research Assistants	390×15—480×15—540 300×15—390×30—450×15—480	590×20— 690 ×25—815 550×20— 690 ×25—740	E.7 E.2 (Max. 740)
OCAL GOVERNMENT	Architectural Draughtsman -	300×15390×30450×15480×15 600	550×20—690×25—865	E.2
HOUSING	Senior Inspector of Works Secretary-Accountant	480×20—600 300×15—390×30—450×15—480×15 —600	715×25—840 550×20— 690 ×25—840	E.7 E.2 (Max. 840)
ATER DEVELOPMENT AND IRRIGATION	Senior Geologist Assistant Water Engineer	880×40—1000 450; 450; 475×25—600×30—840	1185×45—1320 690; 690; 760×70—830×35—1005 ×45—1140×45—1320	A. A.4
	Geophysicist	500; 500; 550×25—600×30—840	690; 690; 760×70—830×35—1005 ×45—1140	J.1 (Max. 114)
	Geologist (Formerly P.W.D.) Assistant Accountant Senior Water Supply Superintendents	440×20—660 480×20—600	650×20 690×35900 715×25870	G.2 (Max. 900) E.3 (Max. 870)
	Engineer Assistants	300×15—390×30—450×15—480×15 —600	550×20—690×25—840	E.2
	Water Supply Superintendents Drillers	390×15—480	590×20—690×25—715	E.5 E.5

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WATER DEVELOPMENT AND IRRIGATION	Water Supply Foreman Mechanic	300×15—390	510×20—630	F.4 (Max. 630)
CIVIL AVIATION	Airfield Superintendents Aeradio Technical Officers Aeradio Operators	600 × 30—720 300 × 15—390 × 30—450 × 15—480 × 15 —600	870×30—960×40—1000 510×20—690×25—840	E.4 / E.4 F.4
	Airfield Control Officers Mechanicians	390×15—480×15—540 300×15—390×30—450×15—540	590×20—690×25—815 510×20—690×25—815	E.7 (Max. 815) F.4 (Max. 815)
PORESTRY	Senior Conservator Assistant Conservators	720×30—840 (3 years) ×40—920 400; 400; 450×25—600×30—840}	585; 585; 655×35—760; 830×35 —1140×45—1320	A.5
	Senior Forestor Forestors	480×20—600 300×15—390×30—450×15—480	550×20—690×25—840	E.2 (Max. 840)
INFORMATION	Assistant Director Broadcasting Officer Broadcasting Engineer Assistant Broadcasting Officer Assistant Broadcasting Engineer	600 × 30—720 × 30—840 850 850 720 720	865 × 35—1005 × 45—1140 1150 1150 1000	Н.3
	Editor Mutende Mechanicians	600 300×15—390×30—450×15—480×15 —540	865 510×20—690×25—765	F.4 (Max. 765)
	Recording Engineers Inspector Receiver Maintenance	500 500	715 715	
	Photographer Cinema Officer	500 300×15— <i>390</i> ×30— <i>450</i> ×15—480	715 490×20—690×25—715	E.1 (Max. 715)
EMERGENCY ECONOMIC CONTROL	Director of Civil Supplies	1200	1535	
	Building Controller Controller (Price Control) Deputy Controller (Price	1000 1000 840	1335 1335 1110	
	Control) Import Controller Control Officers Book-keeper Price Control Inspectors	750 1 at 840; 1 at 750; 1 at 600 600	990 1 at 1110; 1 at 990; 1 at 840 840 840	

Department	Post	Present Salary or Salary Scale	Proposed Salary or Salary Scale	Conversion table
MAN-POWER	Director	1000 £	1335 £	
LOCAL GOVERNMENT	Executive Engineer	880×40—1000	1185×45—1320	A.
AND AFRICAN HOUSING \	Local Government Officer Local Government Inspector	350; 350; 400×50—500×25—600; 660×30—780	550; 550; 620×35—760; 830×35 —1005×45—1050	A. (Max. 1050)
BUROPEAN CLERICAL GRADES	Scale 1 (Male)	300×15—390×30—450×15—480×15 —600	490×20—690×25— 740 ×25—840	E.1 (Max. 840)
*	Scale 2 (Male Learners) Scale 3 (Female Stenographers)	216 at 17; 228 at 18; 240 at 19 216; 228; 240×12—300×15—390	330; 360; 390 360; 400×15—490×20— 550 ×20— 610	F.1 (Max. 610)
	Scale 4 (Female General Clerks)	216; 228×12—300	360; 400×15490	F.1 (Max. 490)
<u> </u>	Scale 5 (Female General Clerks Promotion Posts)	300×15—390 .	490×20—610	F.1 (Max. 610)

Appendix IV NYASALAND

Scales of pay proposed for the various non-super-scale posts.

Note: (1) The salaries proposed for super-scale posts are shown in Appendix II.

(2) The scales of pay proposed for the European Clerical Service and for Asian officers are shown at the end of this Appendix.

Department .	Post	Present Salary or Salary Scale	Proposed Salary or Salary Scale	Conversion table
		£	£	
AGRICULTURE	Agricultural Officer	400; 400; 450×25—600; 660× }	620; 620; 690×35—760×70—830× 35—1005×45—1140×45—1320	A(1)
	Senior Agricultural Officer Chief Soil Conservation Officer	880×40—1000 880×40—1000	- 1185×45—1320	A.
	Entomologist	400; 400; 450×25—600; 660×30 —840×40—1000	620; 620; 690×35—760×70—830× 35—1005×45—1140×45—1320	A(1)
	Analytical Chemist (Tung Exp. Station)	29 29 29	620; 620; 690×35—760; 830×35 —1005×45—1140×45—1320	A(1)
•	Chemist	600×30—720×30—840	865×35—1005×45— 1 40 ×45—1320	A(1)
	Plant Breeder	400; 400; 450×25—600; 660×30 —840	620; 620; 690×35—760; 830×35 —1005×45—1140×45—1320	A(I)
	Plant Pathologist (Lilongwe Station)	400; 400; 450×25—600; 660×30 —840	620; 620; 690×35×760×70—830× 35—1005×45—1140×45—1320	A(1)
	Plant Pathologist	400; 400; 450×25—600; 660×30 —840×40—1000	1) 1) 9)	A(1)
	Assistant Chemist	400; 400; 450×25—600; 660×30 —840	620; 620; 690×35—760; 830×35 —1005×45—1140	A(I) (Max. 1140
	Senior Agricultural Assistants Agricultural Assistants	480×20—600 372×18—480	550 × 20—690 × 25—865	E(15)
	Assistant Accountant	350; 350; 400×25—600	550; 550; 610×30—820×35—855	G (Max. 855)
	Horticulturist Farm Manager (Lilongwo Station)	372 × 18 —480 418	570×20—690×25—715 640	E(8) (Max. 715)
	Probationary Agricultural Assistants	240×15—300	640×20—490	H (Max. 490)
AUDIT	Senior Assistant Auditor Assistant Auditor	810×30—840×40—920 350; 350; 400×50—500×25—600; 660×30—780,	1095×45—1230 550; 550; 620×35—760; 830×35— 1005×45—1050	C. C(1) (Max. 1050)

NYASALAND: APPENDIX IV continued

Department	Post	Present Salary or Salary Scale	Proposed Salary or Salary Scale	Conversion table
CENTRAL ACCOUNTS	Senior Accountant Accountants Assistant Accountants	720×30—840 600×30—720 350; 350; 400×25—600 }	£ 1000×45—1135 550; 550; 610×30—820×35—855× 35—960×40—1000	G(1) G.
AVIATION	Civil Aviation Officer Aerodrome Control Officer	720×30—840×40—1000 462×22—550×271—660	970×35—1005×45—1320 690×25—840×30—900	A. H(1)
CUSTOMS AND INCOME TAX (See also under	Assistant Comptroller Assistant Commissioner of Income Tax	720×30—840 600×30—720×30—840	1000×45—1135 865×35—1005×45—1140	G(1) C(5)
Income Tax)	Collectors	400; 400; 425×25—550; 600×30 —780	620; 620; 690×35— 760 ; 830×35 —1005×45—1050	C(6)
BOUCATION	Education Officers	400; 400; 425×25—600×30—840 ×40—920 350; 350; 400×50—500×25— 600; 660×30—840	550; 550; 620×35—760; 830×35 —1005×45—1140	A(2)
	Education Officers (Women)	350; 350; 400×50—500×25—600 ×30—720 390×18—480×20—600	496; 496; 552×28—608; 664×28 —804×36—912	A(3)
	Mass Education Officer	350; 350; 400×50—500×25—600; 660×30—840	550; 550; 620×35—760; 830×35 —1005×45—1140	C(1)
	Principal (Jeanes Training) Masters (Jeanes Training)	800×40—920 480×20—600×30—720	1095×45—1230 715×25—840×30—900×30—960×40 —1000	G(9) (Max. 1230) E(12) (Max. 1000)
	Assistant Mistresses (Jeanes Training)	300×18— <i>390</i> ×20—450	490×20—670	E(10) (Max. 670)
	Mass Education Assistant (Female)	25 25	**	, **
	Principal (Zomba School) Principal (St. Andrew's School)	n n n n	31 33 ,	99 93-
	Assistant Mistress (St. Andrew's School)	240×15—300	410×20—490	H (Max. 490)
,	Assistant Accountant	400×25—600	620×25—720×30—840	G(5)

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	FORESTRY	Assistant Conservators .	480×20—600×30—720×30—840; 400; 400; 450×25—600; 660 ×30—840	585; 585; 655×35—760; 830×35 —1005×45—1140×45—1320	A(5)
		Foresters	300×18—480×20—500	550×20—690×25—790	E(15) (Max. 790)
	GEOLOGICAL SURVEYS	Director (Senior Geologist)	880×40—1000	1185×45—1320	Α.
		Water Supplies Geologist	600×30—7 <i>20</i> ×30—840	865×351005×451140	A (Max. 1185)
	INCOME TAX	Assessor	350; 350; 400×25—600×30—840	550; 550; 620×35—760; 830×35 —1005×45—1140	D(6)
	JUDICIAL	Resident Magistrate	600; 600; 630×30— <i>840</i> ×40—1000	865; 865; 935—35—1005×45—1140 ×45—1320	В
		Registrar High Court	550; 550; 575×25—600×30—840	760; 760; 830×35—1005×45—1140	G(3)
	LABOUR	Provincial Labour Officer	350; 350; 400×50—500×25— 600 ; 660×30—840×40—1000	550; 550; 620×35—760; 830×35 —1005×45—1140×45—1320	A.
	LANDS AND SURVEYS	Surveyors	400; 400; 450×25—600; 660×30 —840	620; 620; 690×35—760; 830×35 —1005×45—1140×45—1320	B(5)
.55		Assistant Lands Officer	550; 550; 575×25—600×30—750× 30—840	760; 760; 830×35—1005×45—1140	G(3)
		Lands Assistant	480×20—600	715×25—870	E(3) (Max. 870)
	LEGAL	Crown Counsel	600×30—840×40—1000	865; 865; 935×35—1005×45—1140 ×45—1320	В.
	MEDICAL	Assistant Accountant	1000×50—1100 600; 600; 630×30—840×40—1000 600×30—840×40—1000 600; 600; 630×30—840×40—1000 600×30—720 " " 372×18—480×20—600 540×30—600 " 372×18—480×20—540 350; 350; 400×25—600 372×18—480 300×15—420×20—480 500	1385×50—1485 1335×50—1435 865; 865; 935×35—1005×45—1140 ×45—1320 """"""""""""""""""""""""""""""""""""	B(2) B(3) B. B. B. E(4) E(8) (Max. 840) "" G (Max. 855) E(8) (Max. 715) F.

NYASALAND: APPENDIX IV continued

Department	Post	Present Salary or Salary Scale	Proposed Salary or Salary Scale	Conversion table
POLICE		£ 880×40—1000	1185×45—1320 £	A.
	Control Board Assistant Secretary Motor	600×30—720×30—840	865×35—1005×45—1185	G(9) (Max. 1185)
	 Traffic Control Board Superintendents Assistant Superintendents 	720×30—840 360; 360; 425×25—600×30—720 350; 350; 400×25—550; 600× 30—780	1000×45—1135 740×25—840×30—960×40—1000	G(1) G(10)
	Examiners Inspectors and Assistant Inspectors	300×18—372×18—480 300×18—372×18—480	\$50 \times 20 690 \times 25 740 \times 25 765 490 \times 20 690 \times 25 740 \times 25 840	E(15) (Max. 765) E(1)
Posts and telegraphs	Telegraph Engineer Accountant Postal Surveyor Wireless and Telegraph	600 × 30—720 × 30—840 600 × 30—720 425 × 25—600 × 30—720 400 × 20—600	1000 × 45—1135 855 × 35—960 × 40—1000 690 × 25—840 × 30—960 × 40—1000 620 × 25—720 × 30—750 × 30—840	H(2) H(2) G. E(16) G(6)
	Inspector Telegraph Inspectors Assistant Accountant Senior Postmasters Postmasters and Assistant Postmasters	400 × 20—500 350; 350; 400 × 25—600 480 × 20—600 372 × 18—426 × 18—480	550; 350; 610×30-820×35-855 715×25-870 570×20-690×25-715	G(6) G (Max. 855) E(3) (Max. 870) E(8) (Max. 715)
RINTING AND STATIONERY	Government Printer Press Superintendent Assistant Press Superintendent	720 × 30—840 600 × 30—720 426 × 18—480 × 20—500 × 20—600	1000×45—1135 870×30—960×40—1000 630×20—690×25—840	G(1) E(4) E(17)
`	Monotype Operator Mechanic Typewriter Mechanic Copy-Holder/Clerk	390×18—480×20—500 240×15—300	590×20—690×25—715 410×20—490	E(18) E(18) H.
RISONS AND LUNATIC ASYLUM	Superintendent Assistant Superintendent (i) (ii)	500×20—600 426×18—500 372×18—426 }	740×25—865 570×20—630×20—690×25—740	E(6) E(8) (Max. 740)

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	Establishment Officer	600×30—720×30—840	1005 × 451140 × 451320 865 × 351005 × 451140	H(3)
SECRETARIAT	Assistant Secretaries	425×25—600×30—720×30—840	550; 550; 620×35—760; 830×35	A.
PUBLIC RELATIONS	Mobile Cinema Operator	327×18—480	570×20—690×25—740	E(8)
	Mechanics (Transport)	n	29 59	19
	Road Plant Mechanics	35	19 79	Do.
	Assistant Wells Maintenance Officer	11	570×20—690×25—715`	E(8) (Max. 715)
	Works Supervisors	P		E(8)
	Electrical Fitter	372×18—480	570×20—690×25—740	E(8) (Max. 740)
	Well Borer	440×20—500	670×25—740	E(13) (Max. 740)
	Superintendent (Transport)		29	11
	Mechanical Plant	11	**	31
	Officer and Well Borer Storekeeper			
	Assistant Wells Maintenance	480×20—600	715×25—870.	E(3) (Max. 870)
	Senior Works Supervisors	100 7140 - 910		E(9)
	Workshops Manager	480×20—540	715×25—840	E(9)
	Accountant	600×30—720	1005×451140×451320 855×35960×401000	G.
	Architect & Surveyor	450; 450; 475×25— <i>630</i> ×30—840	655; 655; $725 \times 35 - 760$; 830×35	A(4)
	Surveyor of Ships Electrical Engineer	450; 450; 475×25—600×30—840	655; 655; 725×35—760×70—830× 35—1005×45—1140×45—1320	A(4)
	Factories Inspector, Wells Maintenance Officer and	600×30—720×30—840 "	865×35—1005×45—1140 "	H(3)
	Assistant Engineers	×30—840 J		
PUBLIC WORKS	Executive Engineers (i) Executive Engineers (ii)	880×40—1000 450; 450; 475×25—600×30—630}	655; 655; 725×35—760×70×830× 35—1005×45—1140×45—1320	A(4)
	Tsetse Fly Ranger	372×18-480	570×20—690×25—740	E(8) (Max. 740)
	Fisheries Officer	400; 400; 450×25—600; 660×30 —840	620; 620; 690×35—760; 830×35 —1005×45—1140	A(1) (Max. 1140)
	Entomologist (Tsetse Control)	720 × 30840 × 401000	620; 620; 690×35—760; 830×35 —1005×45—1140×45—1320	A(1)
ADMINISTRATION		600 : 660 × 30 — 840 × 40 — 1000		471
ADMINISTRATION	., ,, (New)	×30-840×40-920 350; 350; 400×50-500×25-	550; 550; 620×35—760; 830×35— 1005×45—1140×45—1320	Α.
DISTRICT				

NYASALAND: APPENDIX IV continued

Department	Post	Present Salary or Salary Scale	Proposed Salary or Salary Scale	Conversion table
SECRETARIAT—cont.	Assistant Establishment	€ 600×30—720	£ 870×30—960×40—1000	E(4)
	Officer Office Superintendent	500×20—600	740×25—865	E(6)
VETERINARY	Veterinary Officers	600; 600; 630×30—720×30—840	865; 865; 935×35—1005×45—1140	B(4)
	Livestock Officers	480×20—540	×45—1320 715×25—840	E(9) (Max. 840)
	Stock Inspectors Assistant Stock Inspectors	300×18— <i>372</i> ×18—480	490×20—690×25—715	E(10) "
GENERAL AND CLERICAL	Clerk	300×18—390×18—480	490×20—740	E(1) (Max. 740)
ERVICE (EUROPEAN)	Clerk/Stenographer Grade I Clerk/Stenographer Grade II	300×18—390×20—450 240×15—300×15—360	410×20—570	E(10) H.
AGRICULTURE	Clerk (Vipya Tung. Exp.)	300×15—390	450×15—510×20—550	J(2)
NCOME TAX	Clerk	300—15—390	450×15—510×20—550	J(2)
ENTRAL ACCOUNTS	Clerk	210×15—300	325×15—370×20—450	J(3)
OLICE	Clerk	144×9—200	220×10—240×15—315	J(4)
UBLIC WORKS	Fitter	210×15—300	325×15—370×20—450	J(3)

Appendix V

CONVERSION TABLES

TABLE A	Existing Scales	Revised Scale Pre-1935 Present	4	£ 550 400 350	£ 550 400 350	£ 620 475 400	£ 655 500 450	£ 690 525 500	£ 725 550 525	£ 760 575 550	£ 830 600 575	£ 865 630 600	£ 900 660 660	690 690	720	£ 1005 750 750 750	780	810 810	840 840 840 840	880	£ 1230 920 920 920 920 920	920 960 960 920	
TABLE A	Existing Scales	Revised Scale Pre-1935 Present	•	620 480 400	620 500 400	690 520 450	725 540 475	760 560 500	830 580 '525	865 600 550 600	900 630 575 630	935 660 600 660	970 690 660 690	720	1050 720 720 720 750	1095 720 750 780	720 780	720 810		1275 780 880 840	1320 810 920 840	840	(880 -920) 1000
TABLE A	Existing Scales	Revised Scale Pre-1935 Present Revised Scale Existing Scales	}	550 400 350 350 350 496 390 350	550 400 350 350 350 496 408 350	620 475 400 400 552 426 400	655 500 450 450 450 580 444 450	690 525 500 500 608 462 500	725 550 525 525 525 664 480 525	760 575 550 550 550	830 600 575 575 (60 720 520 575	865 630 600 600 00—6 748 540 600	900 660 630 660 00) 776 560 630	935 690 660 690 660 804 580 660	970 720 690 720 690 840 600 690	1005 750 720 750 720 720 876 600 720	1050 780 720 780 750 912 600 720	1095 810 720 810 780	1140 840 720 840 810	1185 880 840	1230 920	1275 920	
TABLE A	A (4)	Revised Scale Existing Scales		655 450	655 450	725 475	760 500	830 525	865 550 600	900 575 630	935 600 660	970 630 690	1005 660 720	1050 690 750	1095 720 780	1140 750 810	1185 780 840 880	1230 810 840 920	1275 840 840 960	1320 840 840 1000			

TABLE A (5)) Existing Scales	Revised Scale Present Pre-1935		£ 585 400 480	£ 585 400 500	£ 655 450 520	£ 690 475 540	£ 725 500 560	£ 760 525 580	£ 830 550 600	575	£ 900 600 660	£ 935 660 690	£ 970 690 720	£ 1005 720 750	750	£ 1095 780 810	810	840	£ 1230 840 840	£ 1275 840 880		£
TABLE B	Existing Scales	Revised Scale { Pre-1935 Present		865 600 600	865 630 600	935 660 630	970 690 660	1005 720 690	1050 750 720	1095 780 750	810	840	1230 880 840		1320 920 920		1320 1000				-		
TABLE B (2))	Revised Scale Existing Scale			1435 1050						Table	B (3) Exist	Revi	sed ale		1385 1050				•			
TABLE B (4)		Revised Scale Existing Scales	{	865 600 600	865 600 600	935 630 630	970 660 660	1005 690 690	1050 720 720	1095 750 750	780	810	1230 840 840		_ 920	920							
TABLE B (5)		Revised Scales Existing Scales	{	620 480 400	620 500 400	690 520 450	725 540 475	760 560 500	830 580 525	865 600 550	900 630 575	935 660 600	970 690 660	1005 720 720 690	1050 (750 750 720	780	1140 810 810 780	1185 840) 840 810	(880)	1275 920) 840)		-
TABLE B (6)		Revised Scale Existing Scale		600 400	600 ¹ 400	660 450	690 475	720 500	750 525	780 550		-		_		-			-		_	<u>- ,</u>	
TABLE B (7)		Revised Scale Existing Scale		650 440	670 460	690 480	725 500	760 520	795 540	830 560	865 580	900 600	935 630	970 660	1000 690	1000 720				-	,		

TABLE C	Revised Existing		8	£ 95 11 10 8	£ .40 J :40	£ 1185 880	£ 1230 920	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£ .
TABLE C(1)	Revised Existing		(3:	50 5 50 3 50 3	150	620 400 400	655 450 450	500	525	760 550 550	575	865 600 600	900 660 660	935 690 690	970 720 720	1005 750 750	780	1095 810					
TABLE C (5)	Revised Existing					935 660	970 690				1140 810												
TABLE C (6)	Revised Existing	Scale Scale		20 6 00 4	520 100	690 425	725 450	760 475						1005 660				1050 780					
TABLE D	Revised Existing	Scale Scale				960 660		1020 720															
TABLE D (2)	Revised Existing	Scale Scale	6	20 6	620 400	690 450	725 475	760 500	830 525	865 550	900 575	935 600	970 630	1005 660	1050 690	1095 720	1140 750	1185 780	1230 810	1275 840	1320 880	1320 920	1320 (960- 1000)
TABLE D (3)	Revised Existing				620 400	690 450	725 475				900	935 600						1185 810					
TABLE D (4)		d Scale g Scale		550 300	570 315									715 480		-							

•	TABLE D (5)	Revised Scale Existing Scale	£ 620 400	£ 620 400	£ 690 450	£ 715 475	£ 740 500	£ 765 525	£ 790 550	£ 815 575	£ 840 600	£	£	£	£	£	£	£	£	£	£	£
1	TABLE D (6)	Revised Scale Existing Scale	550 350	550 350	620 400	655 425	690 450	725 475	760 500	830 525	865 550	900 575	935 600	970 630	1005 660		1095 720	1140 750	1140 780	1140 810		
62 Sales Tuesent	E (1) E (2) E (5) E (6) E (7) E (8) E (10) E (15) E (17) E (18)	Revised Scale	490 300 300 300 { } }	510 315 318 318	530 330 336 336	550 345 354 300 300 354 354 354 300 372	570 360 372 315 315 315 372 372 372 372 372 372 375 318 390	590 375 390 330 390 390 390 390 390 390 390 390	610 390 408 345 345 405 405 408 408 408 410 345 354 426	630 420 426 360 360 420 420 426 426 426 430 360 372 444 426 426	650 454 475 375 375 435 435 435 444 444 444 450 375 390 462 444 444	670 465 462 390 390 450 450 450 462 462 462 480 480 462 462	690 480 480 420 420 465 465 465 480 480 420 426 480 480 480 480	715 495 480 450 480 480 480 480 480 480 480 480 480 48	740 510 480 465 465 465 500 520 465 462 480 520	765 525 480 480 480 520 510 520 540 540 480 480 480 480 540			840 570 480 535 540 580 600	560	865 600 555600 580600	}

Note: For missing numbers in this E series see next page.

	Present Scales	E (3) E (4) E (9) E (11) E (12) E (13) E (14) E (16) E (19)	Revised	Scale	{	£ 610 390	£ 630 408	£ 650 426	£ 670 444 440 425	£ 690 462 460 480 450 480	*£ 715 480 480 480 480 500 475 495	£740 500 500 500 500 500 520 500 510	£ 765 520 520 520 480 520 540 525 525	£ 790 540 540 540 540 540 560 550 540	£ 815 560 560 540 520 560 580 575 555	£ 840 580 580 540 540 580 600 600 570	£ 870 600 600 600 560 600 630 585	£ 900 630 630 580 620 660 600	£ 930 660 660 600 –600 660 640	£ 960 690 690 690 720	1000 720 720 720 720				
			· · · · ·			No	тв: F	or mi	ssing	numb	ers in	this I	E serie	es see	previo	ous pa	-	•						_	
63	TABLE	F	Revised Existing			460 300	480 315	500 330	520 345	540 360	560 375	580 390	600 405	625 420	650 435	675 450	700 465	700 480			· ,				
	TABLE	F (1)	Revised Existing		{	430 228	450 240	470 252	490 264	510 276	530 288	550 300 300	570 315 315	590 330 330	610 345 345	630 360 360	650 375 375	670 390 390	690 405	700 420	700 435	700 450	700 465	700 480	700
	TABLE	F (2)	Revised Existing			370 186	390 201	410 216	430 231	450 246	470 264	490 282	510 300	530 318	550 336	570 354	590 372	610 390	630 408	650 426	670 444	690 462	700 480		
	TABLE	F (3)	Revised Existing		{	325 120	340 130							-	- •	490 228	510 240	530 252	550 264	550 276	550 280	.550 300			

			 						Y			_								
TABLE F (4)	Revised Scale Existing Scale	510 { 300					390	420	£ 670 450	£ 690 465	£ 715 480	£ 740 495	£ 765 510	£ 790 525	£ 6 815 540	£ 840 555	£ 840 570	£ 840 585	£ 840 600	£
TABLE F (5)	Revised Scale Existing Scale	400 228		445 264		475 300	490 315	510 330	530 345			590 390			·		•			
TABLE G	Revised Scale Existing Scales	550 350			670 450	700 475	730 500		790 550	820 575	855 600 600	890 600 630	600	960 600 690	1000 600 720				-	·
TABLE G (I)	Revised Scale Existing Scale	1000 720	1090 780	1135 810				-						·		-			_	
TABLE G (2)	Revised Scale Existing Scale	650 440		725 500	760 520	795 540	830 560	865 580	900 600 600	935 620 630	970 640 660									
TABLE G (3)	Revised Scale Existing Scale	760 550		865 600	900 630	935 660	970 690	1005 720	1050 750	1095 780	1140 810									
TABLE G (4)	Revised Scale Existing Scale	900 600		. 990 690	1020 720									•						

TABLE G (5)	Revised Scale Existing Scale		£ 620 400	£ 645 425	£ 670 450	£ 695 475	£ 720 500	£ 750 5 25	£ 780 550	£ 810 5 75	£ 840 600	£	. £	£	£	£	£	£	£	£	£	£
TABLE G (6)	Revised Scale Éxisting Scales	ſ	620 400 400	645 420 420	670 440 440	695 460 460	720 480 480	750 500 500	780 520 500	810 540 500	840 560 500	840 580 500	840 600 500									
TABLE G (7)	Revised Scale Existing Scale		450 246	470 264	490 282	510 300	530 318	550 336	570 354	590 372	610 390	630 408	650 426	670 444	690 462	715 480	740 500	765 520	790 540	815 560	840 580	840 600
TABLE G (8)	Revised Scale Existing Scale		550 300	570 315	590 330	610 345	630 360	650 375	670 390	690 420	715 450	740 465	765 480	790 495	815 510	840 525	870 540	900 555	900 570	900 585		900 620 20- 660
TABLE G(9)	Revised Scale Existing Scales	ſ	865 480 600	900 500 630	935 520 660	540	560	580	1095 600 780 800	1140 630 810 840	660	1230 690 880 920	1275 720 920	1320 750 960	1320 780 1000	810	1320 840			, <u>-</u>		
TABLE G(10)	Revised Scale Existing Scales	{	740 360 350	360	425	815 450 425	475	500	525	550	575	1000 600 600	630	1000 660 660	1000 690 690	1000 720 720	1000 720 750	720				
TABLE H	Revised Scale Existing Scales	{	410 240 240	43G 255 255	270	285	300	i			570 - 360				•			_				

•	+ * ₁			-				T.												
TABLE H(1)	Revised Scale Existing Scale	£ 690 462					£ 840 605	£ 870 632	£ 900 660		£	£	£	£	£	£	£	£	E,	£
TABLE H(2)	Revised Scale Existing Scale	1000 600	1045 1090 630 660			1135 750	1135 780		1135 840						•	-				
TABLE H(3)	Revised Scale Existing Scales	865 { 600 600	620 640	660	680	1050 700 750	1095 720 780	740	760-	—840	,	•	-					•		
TABLE H(4)	Revised Scale Existing Scale	1000 600	1045 1090 630 660				1230 780		1230 840		1230 920								_	
TABLE J	Revised Scale Existing Scale	1005 720	1050 1095 750 780						,			,	•							
TABLE J(I)	Revised Scale Existing Scales	690 500 500	500 550		600	630	935 660 660	690	720	750	780	. 810-	-840		1275 840	•		•		
TABLE J(2)	Revised Scale Existing Scale	450 300	- 465 480 315 330				550 390			ř										
TABLE J(3)	Revised Scale Existing Scale	325 210	340 355 225 240	370 255	390 270	410 285	430 300		•,					- •			1			
TABLE J(4)	Revised Scale Existing Scale	220 144	230 240 153 162		270 180	285 189	300 198	315 200				,								
	•											•		-						