

UNDER THE  
BRITISH GUIANA (CONSTITUTION) (TEMPORARY PROVISIONS)  
ORDERS-IN-COUNCIL, 1953 AND 1956.

FOURTH SESSION

1961

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SERVICE WITH OVERSEAS GOVERNMENTS

Presented by the  
Acting Chief Secretary.

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June 1961.

In September 1960 a circular despatch was received from the Secretary of State for the Colonies stating that Her Majesty's Government in the United Kingdom had given particular consideration to the need for maintaining an efficient civil service in overseas territories while these territories were building up services staffed entirely by local officers. It was pointed out that many colonial territories which were approaching self-government still relied in varying degrees on Her Majesty's Overseas Civil Service or on contract officers from overseas for staffing many professional and technical posts.

2. In order to enable Governments of developing territories to attract and retain overseas officers for so long as their services were required, the Secretary of State proposed that the solution of the problem should be by way of a Technical Assistance Scheme under which Her Majesty's Government would finance the extra cost necessary to induce overseas officers to accept the disadvantages of short term employment away from their homes without career prospects. Broadly, the new arrangements proposed involve the addition of certain terms of employment. These are inducement pay in addition to normal salary, and allowances towards the cost of children's education and their passages. It is important to recognise that although the United Kingdom Government will be providing this assistance, and will do so for ten

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years, it will be up to this Government to decide to what extent it wishes to take advantage of the Scheme.

3. Her Majesty's Government would -

- (i) be responsible for meeting the entire cost of inducement pay;
- (ii) assume full responsibility for the share of pension or gratuity attributable to the inducement element in salaries;
- (iii) pay children's education allowances similar to those payable to members of the United Kingdom Civil Service who are posted overseas;
- (iv) meet half the cost of passages to be provided under the Scheme; and
- (v) share equally with the local Government the cost of any scheme for special retirement benefits to those designated overseas officers who may qualify under such scheme.

4. The Secretary of State referred to a statement on this subject which he had made in Parliament on the 28th of July, 1960, in which he had undertaken to work out in detail the broad proposals he had made and, after consultation with the overseas Governments, publish these details in the form of a White Paper. It was made clear that the publication of the White Paper would in no way commit overseas Governments nor were they asked at that time to decide whether they wished to take advantage of the proposals when they were in due course offered to them. Overseas Governments were, however, asked whether they had any comments on the proposals. It was also suggested that this Government might wish the senior Staff Associations to be consulted confidentially in the matter.

5. The Secretary of State's proposals were considered by the Government and it was agreed in principle that a scheme patterned on the lines proposed should be drafted for British Guiana. It was also agreed that details of the scheme should be sought and that the staff associations concerned, i.e., the



Professional and Administrative Officers' Association and the British Guiana Civil Service Association should be shown the despatch and enclosures in confidence.

6. The Chief Secretary saw representatives of the two Associations early in October, 1960, and informed them of the proposals. The Senior Professional and Administrative Officers Association expressed agreement with the proposals, and the British Guiana Civil Service Association stated that their Association were of the view that given certain conditions and guarantees regarding Guianisation of the Public Service, the proposed scheme might not be without some advantage to British Guiana.

7. The United Kingdom Government's White Paper on Service with Overseas Governments was published in October, 1960, as Command 1193 - copy attached as Annexure A. It was explained that the scheme was essentially one of technical assistance in that it would help developing countries to retain and secure experienced staff from overseas by providing financial assistance to participating territories; that the scheme was being offered to all existing United Kingdom dependencies except (for special reasons) Bahamas, Bermuda, Brunei and Hong Kong, and to all territories becoming independent after September 30, 1960; that territories were entirely free to accept or decline the offer, which had no strings attached; that in most cases United Kingdom financial assistance would be substantial; that Colonial Development and Welfare allocations would not be affected; and that the scheme was complementary to plans which were being vigorously pursued by overseas governments for the staffing of their public services by local officers.

8. In November, the Secretary of State forwarded detailed notes on the operation of the scheme, together with a draft Model Agreement and invited the British Guiana Government to participate in the scheme.

9. It should be mentioned at this point that in January, 1961, there were 48 pensionable expatriate officers in the

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Service of this Government, 73 expatriate officers on contract and 1 on secondment. Of the total of 122, 30 were in medical posts 22 in engineering, 17 in educational institutions, 15 in the Geological Survey, and 38 in various other posts. There were also 41 professional and 25 technical posts vacant for which no trained Guianese were immediately available, so that, if these posts, on which the progress of the country depended to a considerable extent, were to be filled without waiting in some cases for years, they would have to be filled by qualified men attracted from abroad.

10. The Government discussed the proposals and informed the Secretary of State that it wished to negotiate an agreement of the kind proposed.

11. The Chief Secretary subsequently discussed the proposals again with representatives of the two senior Staff Associations who stated that they wished to be certain that the scheme proposed by the Secretary of State would not be implemented to the detriment of the policy of Guianisation or of the provision of adequate salaries, wages and other conditions of the Public Service. They requested a public statement to this effect and also stressed the need for the setting up of a Commission to review the salaries of the Service. Since that date Sessional Paper No. 3/1961 has been issued on the Government's policy regarding Guianisation of the Public Service and the related training of officers. A Commission to review salaries, wages and general conditions of service of the Public Service has been appointed and is now sitting.

12. The Secretary of State has now forwarded for completion by the Government an Agreement - copy attached as Annexure B - covering the scheme for British Guiana. Its principal provisions and the arrangements which will flow from it are as follows:-

(a) The Agreement

The Agreement will have effect as from 1st April, 1961 and is for a period of ten years unless some other date is agreed between the Government of

/British



British Guiana and the Government of the United Kingdom. The Agreement covers any overseas officer in the service of the Government of British Guiana on or after the 1st April, 1961, designated by the Secretary of State who -

- (i) is a member of Her Majesty's Overseas Civil Service; or
- (ii) was selected for appointment by or with the approval of a Secretary of State, or was recruited by the Crown Agents for Oversea Governments and Administrations; or
- (iii) was otherwise recruited to a post for which a normal channel of recruitment is either the Colonial Office or the Crown Agents for Oversea Governments and Administrations and whose appointment for the purpose of this Agreement is approved by a Secretary of State.

(b) Education Allowances

Education allowances at rates prescribed from time to time by the United Kingdom Government will be paid to designated overseas officers in respect of -

- (i) children at boarding school in the United Kingdom or in the country of origin of the officer or in any other approved country outside British Guiana;
- (ii) children attending a day school and staying with a guardian in the United Kingdom or in the country of origin of the officer or in any other approved country outside British Guiana;
- (iii) children resident in British Guiana with their parents and receiving full-time education in British Guiana.

The entire cost of these education allowances will be borne by the United Kingdom Government but the

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allowances will not be subject to income tax.

(c) Vacation Leave

Vacation leave will be at the rate of 5 days in respect of each completed month of resident service in British Guiana with a minimum tour of twenty-four months, and a maximum tour of thirty-six months.

(d) Passages

Passages will be provided for designated overseas officers as follows -

- (i) on first appointment from country of origin or if transferred from another territory, from that territory to British Guiana;
- (ii) on completion of each tour and on the termination of his services, from British Guiana to his country of origin;
- (iii) on resumption of duty after vacation leave outside British Guiana, back to British Guiana.

Passages will be for travel by prescribed routes, for the officer, his wife and children not exceeding a total of six persons. The oversea travel element of a passage will be by sea or air not exceeding the cost of an economy class air passage, and the overland travel element of a passage, the cost of second class rail travel or its equivalent. In the case of officers above an approved level of basic salary it is the intention to authorise first class air passages and first class travel by rail.

In addition, during each complete period of twelve months of the tour of an officer he will be provided with one return passage for each child in respect of whom an education allowance is being paid, from the place outside British Guiana at which the child is being educated, to British Guiana.

Alternatively, he may be provided, in each complete

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period of twelve months, with one return passage for his wife between British Guiana and the country where the child is being educated so that the wife can visit the child.

Half of the cost of these passages will be met by the United Kingdom Government and half by the Government of British Guiana.

(e) Inducement Allowances

The sums to be paid under this head are still under consideration but as is set out in the Agreement, the inducement allowances eventually decided upon in consultation with the Government will be a charge borne solely by the United Kingdom Government.

The amount agreed by the two Governments as being equivalent to the proceeds of taxation received by this Government from these allowances will be refunded to the United Kingdom Government.

(f) Compensation Scheme

In the event that the Agreement is entered into, the United Kingdom Government will bear 50% of the cost of any special retirement benefits payable to designated overseas officers.

13. As is stated in the White Paper it is the hope of Her Majesty's Government that the Agreement and the arrangements to be made thereunder will substantially ease the difficulties that confront the Governments of developing territories in seeking to employ skilled manpower from overseas in the numbers which their needs indicate but their limited budgets cannot always easily meet. The arrangements are designed both to ensure appropriate conditions of service to overseas officers and to relieve local budgets of most of the extra cost of employing overseas officers. This relief will automatically improve the financial situation of the Governments and may assist them to accelerate the pace of economic and social development and enable them to improve the conditions



902

of service of local officers where this is necessary to attract the right type of recruit in order to build up an efficient local public service. The Scheme is already in operation in 13 territories and out of 38 Governments that have been invited to participate, only one has declined.

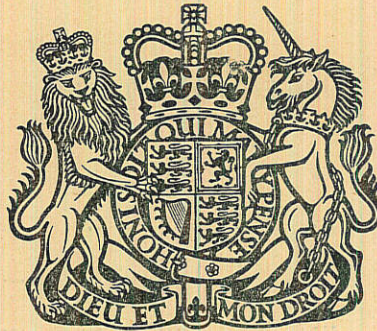
14. On its part the Government has already stated its policy as regards the objective of having a Public Service manned entirely by local officers by providing facilities including special training courses, loans and study leave, to give both serving officers and new recruits additional experience or special qualifications to fit them for posts of higher responsibilities in the Public Service. It has also intimated that the adequacy of the educational system from which initially flow the supply of candidates for the Service is kept constantly under review. Finally, the Government by the setting up of the Salaries Review Commission which is now sitting, is continuing to discharge its responsibilities towards the Public Service and is determined, in return for loyal and efficient service, to remunerate its officers fairly within the financial resources of the country. The Government gives the assurance that the Scheme will not be operated to the detriment of the policy of Guianisation or to the proper remuneration of the officers of the British Guiana Public Service

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Annexure "A"

903



COLONIAL OFFICE

# Service with Overseas Governments

*Presented to Parliament by the Secretary of State for the Colonies  
by Command of Her Majesty  
October 1960*

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HER MAJESTY'S STATIONERY OFFICE

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## TABLE OF CONTENTS

	<i>Paras.</i>
The Present Position ... ..	1- 3
The Problem ... ..	4- 8
The New Arrangements ... ..	9-15
Compensation ... ..	16-17
Procedure and Cost ... ..	18-21
The Resettlement of Overseas Officers ... ..	22-30
The Development of Local Public Services ... ..	31
Future Overseas Recruitment ... ..	32-34
	<i>Page</i>
APPENDIX A H.M. Overseas Civil Service ... ..	16
APPENDIX B The Practicability of an Overseas Service Based on the U.K. and Employed by H.M. Government ... ..	18
APPENDIX C Entry into the Home Civil Service and Foreign Service	19



905

## SERVICE WITH OVERSEAS GOVERNMENTS

### The Present Position

1. For generations British men and women have left their homes to live and work overseas in the service of the Governments and peoples of many lands. H.M. Government in the United Kingdom attaches the greatest importance to this tradition of service and wishes to foster it by all means in its power. They are aware that many overseas Governments wish to retain, after independence, the services of many of their expatriate officers and to continue to supplement their local services by recruitment from overseas. H.M. Government have therefore reviewed the problem of retaining expatriate staff in territories approaching independence and encouraging them to stay after independence is achieved. They have also taken into account the need to provide adequate staff in small territories with limited resources.

2. Following this review the Secretary of State for the Colonies stated in Parliament on the 28th July, 1960, that, subject to Parliamentary approval of the expenditure involved, H.M. Government had decided to offer to take over where necessary in Colonial territories the inducement pay and allowances of overseas staff, so that while the local Government would continue to be responsible for the local rates of salary and other conditions of service H.M. Government would bear the cost of the supplementary pay and allowances which prove to be necessary for overseas officers. The details of these arrangements and of the expenditure involved, are set out below. They constitute in effect a vast scheme of technical assistance. Its object is to enable overseas Governments and Administrations to retain officers whose services they need, to encourage serving officers to stay and so far as dependent territories are concerned to make it easier to recruit the men and women whose services they seek to obtain. Since it will not be possible for all officers now serving overseas to complete their full careers, H.M. Government has also reviewed the arrangements for compensating such officers for the loss of their careers and for finding them further employment.

3. In 1954, in recognition of the progress towards self-government being made in many territories, H.M. Government announced in Colonial No. 306 the establishment of Her Majesty's Overseas Civil Service. The new Service was designed to take account both of inevitable changes in conditions of service of pensionable overseas officers as constitutional advance proceeded and as territories developed their local Civil Services, and also of the continuing need for expatriate staff in many fields. The Special Regulations governing H.M. Overseas Civil Service and the benefits its membership confers are set out at Appendix A. In accordance with the undertakings given to members in Colonial No. 306 compensation schemes have been brought into effect in a number of territories at the stage of self-government and generally at the moment when the ultimate responsibility of the Secretary of State for the Colonies for the Public Service is transferred to the territory, and appointments, promotions, discipline and



906  
dismissals become the responsibility of an executive Public Service Commission on whose recommendations the Governor is bound to act. Public Officers' Agreements have also been concluded with a number of territories attaining self-government safeguarding the payment of pensions at the time of self-government and the conditions of service of officers who choose to remain, and providing for the continuing eligibility of these officers for transfer or promotion elsewhere

### **The Problem**

4. H.M. Overseas Civil Service will continue in being and the undertakings given to its members in Colonial No. 306 will continue to be fully observed (see Appendix A). But these undertakings do not take effect until the moment of self-government, whereas the problems relating to self-government which confront both the local Governments and the Public Service begin to have effect well before self-government and continue long after it. So far as the Civil Servant is concerned the sense of vocation which led him into the Public Service in an overseas territory still remains, but he is beset by uncertainty as to the extent to which he will be able to fulfil it under the new conditions: his status in public affairs is changing and very often he and perhaps his family also are subject to discomforts stemming naturally from a period of rapid political change; and until reassurance is given him on the shape of his future he must live through a period of extreme doubt about the years ahead. The Government which he serves must seek to balance the need to maintain the economic and social progress of the country, which requires experienced administrators and technicians, with the need to give expression through the Public Service to the new constitutional status of the country. This period is thus one in which H.M. Government conceives itself to have a particular responsibility in helping to ease the difficult human and political stresses which appear on both sides. The present arrangements do not provide an adequate means whereby that responsibility both to the individual Public Servant and to the Government concerned can be met. They offer insufficient inducement to troubled officers to continue to serve so long as their services are needed, and they offer insufficient assistance to those territories, some still dependent, others set on the road for independence, and yet others already independent, who wish to retain the services of expatriate officers in the interests of economic and social progress and stable administration until such time as they can build up their own local Public Service. Fresh arrangements must be made if these deficiencies in the present arrangements are to be remedied.

5. These arrangements must not and will not be to the detriment of the paramount task of building up local Public Services as quickly as possible. Paragraphs 19 and 31 of this Paper contain further information on this matter.

6. Paragraph 13 of Colonial No. 306 referred to various proposals for constituting an Overseas Service directly employed by H.M. Government, and promised further consideration of the proposals. The proposals have been fully and sympathetically examined since, if they were practicable, they might go far to meet the problem described above. The essence of the proposals is that there should be a Service, based on the United Kingdom, employed by H.M. Government and perhaps interchangeable with



907

other Crown Services, whose members would serve on permanent and pensionable terms and so could expect a full career. The assumption underlying these proposals is that there are so many fields of employment which can be made available by H.M. Government that, through flexible establishment arrangements, a full career could be assured for most, if not all, members of this Service. But it has not proved possible to offer alternative employment in Government service to many of the officers who have retired in recent years from territories becoming self-governing, and the creation of a new Service would not in itself increase the number of jobs available. An officer employed by H.M. Government might be seconded at the request of overseas Governments to a series of temporary appointments but there could be no assurance that these would add up to a satisfying career of continuous employment and increasing responsibility. Many officers now serving overseas will no doubt complete their full career, but this cannot be guaranteed and the formation of a unified Service would do nothing to alter that situation. A detailed examination of these problems is made in Appendix B. In the light of this H.M. Government have reluctantly reached the conclusion that such a Service is impracticable.

7. H.M. Government has noted with interest that the Select Committee on Estimates in its Fourth Report, in recommending the appointment of a Committee of Enquiry to study the possibility of forming a Commonwealth Advisory and Technical Service, has independently reached the conclusion that such a Service would not offer a comprehensive solution to the present problems of the Overseas Service. It could not, in other words, be regarded as an alternative to the scheme described in this Paper. But, as the Select Committee points out, although the proposed new Service would be necessarily modest in scale, it would, if found practicable, rationalise methods of technical assistance to the overseas territories, and H.M. Government is now examining the feasibility of establishing such a Service.

8. While many officers can no longer be assured of a full career overseas, the years of service preceding and following independence are likely to prove most fruitful to the country they serve. If they leave while the job remains their places may be filled but their experience will be lost. The Overseas Civil Service has an unrivalled fund of experience of many under-developed countries, and until these countries can meet from their own resources their needs of skilled manpower it would be a tragic waste of human skills and wisdom for the Service to run down through premature resignations. Through suitable terms of service, and an assurance that if they are retired prematurely satisfactory compensation will be assured to make a fresh start possible, it should be possible to make service overseas sufficiently attractive to retain most of the officers who are still needed. H.M. Government are prepared to make a substantial contribution to this end. In other under-developed countries where the need for expatriate specialised staff has appeared H.M. Government, together with other Governments and the United Nations, have provided, by agreement with the countries concerned, technical assistance in manpower and other ways. Where, as in most of the territories with which this Paper is concerned, assistance of this nature is required, it would be wasteful and illogical to make no special effort to encourage serving overseas officers to stay but instead, under such technical assistance schemes, to contribute to their replacement by new officers lacking their local knowledge and experience of the problems with which they will have to deal.



908

**The new arrangements**

9. H.M. Government are therefore ready to enter into Agreements with employing Governments in order to assist in resolving the problems which beset them, and the officers concerned, in relation to the employment of expatriate staff. The arrangements envisaged by H.M. Government will include pensionable expatriate officers who are or become members of Her Majesty's Overseas Civil Service and expatriate contract officers who were or are appointed in the same way as members of Her Majesty's Overseas Civil Service (see Appendix A). The categories of officers brought within the scheme would thus not exclude persons engaged in countries other than the United Kingdom itself, and the exact categories to be included would be defined in the Agreements to be concluded with individual overseas Governments. These are the new arrangements in outline:—

- (a) In many territories the total emoluments payable to an overseas officer consists of two elements: the basic salary attached to the job, which is primarily that payable to a local officer, and an expatriation or inducement element payable in general only to an overseas officer. In other territories no such element is payable or, in the case of super-scale and special posts, it may be consolidated in the basic salary. H.M. Government recognises that in the case of the vast majority of expatriate officers such an inducement element is a necessary part of their emoluments and will therefore assume full responsibility for its cost. It will be necessary as part of these arrangements to have a fresh review of the emoluments of the officers concerned in many territories.
- (b) H.M. Government will also bear that part of the cost of the pension or gratuity payable to an officer on his retirement which stems from the payment of inducement allowance to him, and the normal arrangements for sharing pensions where officers have been employed by more than one Government will be adopted for this purpose. For the purposes of United Kingdom taxation the additional pension will be treated in the same way as existing pension.
- (c) The cost of children's education is one of the heaviest burdens of an expatriate officer. H.M. Government will pay education and children's allowances similar to those payable to members of the Home Civil Service posted overseas.
- (d) Proper arrangements for leave passages for both the officer and his family are essential if service overseas is to be acceptable. H.M. Government also consider that where an officer is serving overseas accompanied by his wife and his children are being educated outside the territory in which he is serving, provision for passages should be made in order that the children may visit their parents, or if this is not more expensive, be visited by their mother once a year. But passage costs may prove a considerable recurrent burden on developing territories and H.M. Government will meet half their cost.
- (e) while it remains the policy of H.M. Government that compensation for loss of career is payable on premature retirement to members of Her Majesty's Overseas Civil Service, it is recognised that this



909

may constitute a heavy capital liability on territories beginning to take the strain of self-government. H.M. Government have therefore contributed to some compensation schemes now in force or have taken account of their cost in considering what further financial assistance should be given. For future schemes H.M. Government will share the cost equally with overseas Governments.

These arrangements will be the subject of an agreement with each territory concerned. It is intended that, subject to the terms of these agreements, the arrangements should have effect from the 1st April, 1961.

10. The considerations which have led to the decision to offer these new arrangements apply in varying degree to most dependent territories. H.M. Government are therefore prepared to enter forthwith into an agreement with each of these territories with the exception, at least for the present, of the Bahamas, Bermuda, Brunei and Hong Kong where for a number of reasons this form of help is not regarded as appropriate. H.M. Government are also prepared to offer these arrangements to Nigeria since, while Nigeria is now independent, many expatriate officers still serve there, and to Sierra Leone, which is due to become independent in April, 1961. But in the case of both of those territories general Public Service settlements have been negotiated and compensation schemes settled. These schemes could not now be upset. In the case of Northern Rhodesia and Nyasaland special considerations apply inasmuch as they are part of the Federation of Rhodesia and Nyasaland. In particular they are also affected by the recommendation in paragraph 276 of the Report\* of the Advisory Commission on the Review of the Constitution of the Federation to the effect that there should be a comprehensive review of the Public Services in the Federation: and the application of the arrangements described in this Paper to Northern Rhodesia and Nyasaland will need to be studied in the light of that recommendation.

11. It is important to emphasise that Her Majesty's Government are making an offer of assistance to overseas Governments. It is a matter for each Government to whom the offer is made to weigh its advantages and decide whether or not they will accept the offer. It is important also that both the Governments and the officers concerned should appreciate that although members of Her Majesty's Overseas Civil Service are members of a common Service under Her Majesty they are, during their service in a particular territory, the servants of the Government of that territory and employed by it, and owe their full loyalty to that Government. There must be no misapprehension on the part either of the Government concerned or of the individual officer that because under the arrangements described in this Paper Her Majesty's Government will assist the territorial Government in the making of payments to an officer, the claim of the territorial Government upon the loyalty of that officer is in any way affected.

12. It is intended that the initial duration of the agreements shall be for a period of up to ten years. Their renewal after the expiry of their initial period would be a matter for determination and negotiation in the light of the circumstances then obtaining. As the local Services are built up so the need for help in skilled manpower from overseas will decline. It would be Her Majesty's Government's wish that each agreement should

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\* Cmnd. No. 1148.



910

be maintained for its full period whether or not the territory concerned becomes independent. Her Majesty's Government hopes that by this means the maintenance of the necessary cadre of skilled manpower will not be interrupted by the occasion of independence.

13. It will therefore be necessary for Her Majesty's Government and each Government that wishes to participate in the arrangements to settle the details of the agreement between them after consultation with local staff associations. While the individual agreements will have to be within the framework of the offer outlined in paragraph 9 and within the broad objectives of the arrangements, Her Majesty's Government accepts that there may need to be some variation in applying them from one territory to another and hopes that it will be possible for each agreement to be shaped to meet the particular circumstances of the territory concerned.

14. Each such agreement will need to provide that in the new circumstances responsibility for determining the amount of the inducement element in pay will rest with Her Majesty's Government. The intention is that, subject to reasonable safeguards, Her Majesty's Government will meet the cost not only of the existing inducement element but of any increase in that element which may arise in future. Since it will also meet half the cost of passages and compensation it will expect decisions on these matters to be reached jointly with the overseas Governments concerned.

15. Her Majesty's Government recognises that there are certain categories of overseas pensionable officers who have been appointed to the service of territorial Governments otherwise than by selection by or under the authority of a Secretary of State or the Crown Agents. Officers who are not covered by the provisions of individual Agreements as indicated in paragraph 9 may be confident that the assurance given in paragraph 12 of Colonial No. 306 (see Appendix A) will continue in full force and effect.

### **Compensation**

16. Some of the earliest compensation schemes, in providing as their main feature a lump sum payable to an officer whenever he chose to retire after an appointed date, tended to encourage early voluntary retirement. Later schemes have tried, with only limited success, to counterbalance this by making advances to officers continuing to serve in anticipation of the compensation due to them on retirement and by "freezing" the compensation due to a serving officer at its maximum—i.e. by permitting the officer to preserve his right to compensation, which is reckoned according to age and salary, at the maximum amount it reaches at any time after the scheme has begun, instead of allowing it to decline with age, as most schemes broadly provide for officers over 40. In one or two schemes local conditions have been such that the transfer of the Secretary of State's authority to an executive Public Service Commission has not of itself prejudiced the career of expatriate officers and compensation has at this stage been limited to individual cases of loss of career. A recent scheme has sought to strike an equitable balance between the rights and interests of the officer and those of the employing Government by the provision of two scales of compensation, one providing for a sum payable by instalments over a number of years to all entitled officers whether or not they choose to retire, and the other providing for a somewhat higher lump sum payable forthwith to officers required to retire.



17. The preceding paragraph describes some of the main aspects of existing compensation schemes, but the terms of future schemes must remain, as has been the case in the past, a matter to be settled between Her Majesty's Government and the Government of the territory concerned, after consultation with the local staff association and in the light of the circumstances prevailing in the territory. The time for this is normally when the Secretary of State's ultimate responsibility for the Service is transferred to local hands through the establishment of an executive Public Service Commission, but compensation may need to be paid earlier in individual cases for loss of office or premature retirement owing to constitutional change. It may need to be paid also to any local officer appointed by the Secretary of State or on his behalf who is able to show to the satisfaction of the Secretary of State that his career in the public service has been prejudiced by constitutional change, or that, because of such change, he has reasonable grounds for anxiety about his career. The problems to be solved vary from territory to territory and it would therefore not be proper, even if it were possible, to seek to anticipate the discussion of future schemes by prescribing their details in advance. Nevertheless, there are certain broad principles which in the opinion of Her Majesty's Government should be applied in any future compensation scheme in order to reflect the interests of both the officers and the Government concerned. Among those principles are the following:—

- (a) When the Secretary of State's control passes to an executive Public Service Commission, overseas officers should be entitled to retire with compensation calculated with actuarial advice and taking account of age, salary and length of service. Where officers are free to continue in service, it is undesirable that compensation should be paid in a form which would constitute an inducement to retire, as has been the case in some earlier schemes. The method adopted for the payment of compensation may well vary from territory to territory in accordance with local conditions, and would only be decided upon after full discussion with the staff association concerned and in agreement with the local Government;
- (b) Officers who are required to retire as a result of constitutional change are in any case entitled to the payment of compensation in one lump sum at the time of retirement, and the principles for arriving at the scale of compensation would result in a rate somewhat higher than that established for those who are free to continue to serve;
- (c) Whatever the circumstances in which an officer retires as a result of constitutional change, it would normally be desirable that salary changes made after the introduction of the compensation scheme but before the officer retires should be reflected in the sums payable;
- (d) Compensation schemes should also provide an inducement to individual officers to continue to serve so long as their services are required. This might be done by a variety of means, such as the payment of compensation by instalments where officers can continue to serve if they wish or an additional payment to those who elect to stay.

**Procedure and cost**

18. On the basis of the actual number of officers employed at the beginning of each year and taking account of contract renewals, promotions,



914  
prospective retirements and fresh appointments which will normally be restricted to dependent territories it will be possible to estimate the number of officers to whom H.M. Government's contribution will apply and the financial assistance required for the year. Any variation in the number of officers to whom the scheme will apply which results from the establishment requirements of the territories concerned will be determined annually by H.M. Government in discussion with the territorial Government concerned. Since the arrangement relates to officers selected by or on behalf of H.M. Government it follows that fresh appointments should be made by the same procedure if they are to come within the arrangements. The system described should ensure that H.M. Government does not impinge on the detailed establishment responsibilities of the employing Government. It would then be for the employing Government to make payments from the assistance provided to individual officers on the scale agreed.

19. The arrangements suggested in this Paper represent the result of a comprehensive review by H.M. Government of the terms of service and future security of overseas staff. This review, which has occupied some months and has involved consultation with many overseas Governments and Staff Associations, takes account of the interests both of the officers themselves and of the Governments and peoples whom they serve. It is the hope of H.M. Government that these arrangements will substantially ease the difficulties, both political and financial, that confront the Governments of developing territories in seeking to employ skilled manpower from overseas in the numbers which their needs indicate but their limited budgets cannot always easily meet. The arrangements are designed both to ensure appropriate conditions of service to overseas officers and to relieve local budgets of most of the extra cost of employing overseas officers. This relief will automatically improve the financial situation of the Governments and may assist them both to accelerate the pace of economic and social development and to improve the conditions of service of local officers where this is necessary to attract the right type of recruit in order to build up an efficient local public service. It may also enable those Governments which have felt it necessary to approach H.M. Government for financial assistance on more general grounds to reduce their dependence, for example, on grant-in-aid. But H.M. Government does not regard payments under this scheme, which Parliament will be invited to vote as new funds under separate legislation, as taking the place of the assistance that colonial territories as a whole receive under the Colonial Development and Welfare Act. The scheme will not reduce any Colonial Development and Welfare allocation, though the fact that its benefits will extend to eligible officers remunerated under Colonial Development and Welfare Schemes will result in savings under those schemes. Such savings will revert to the particular allocation concerned.

20. There are some 14,000 pensionable and 6,500 contract officers coming within the scope of the arrangements. The present annual cost of the payments made in respect of these officers for which H.M. Government are prepared to assume responsibility is as follows :—

	£
(a) Inducement pay ... ..	4,491,000
(b) Education and children's allowances ...	393,000
(c) Half of passage costs ... ..	2,371,000
Total ... ..	<u>£7,255,000</u>



- (a) The inducement pay of many officers is likely to be increased as a result of the review of salaries mentioned in paragraph 9. The cost to H.M. Government will therefore be higher than the figures given above. The cost of the proportionate pensions and gratuities earned in respect of inducement pay will be small in the early years of the scheme but in the later years may rise to about £2 million per annum by which time other costs should be declining.
- (b) It is estimated that the introduction of revised education and children's allowances will increase the cost of this item to some £804,000 per annum.

The cost of compensation will vary from year to year with the schemes in force. The annual cost to H.M. Government may average from £2½ millions to £3 millions per annum over the next ten years. It is not yet possible to offer a precise estimate of the average annual cost of the entire scheme to H.M. Government since this must depend on the negotiation of individual agreements and a review of salaries. Dependent on these factors the cost is likely to be between £12 millions and £16 millions per annum.

21. The cost of these arrangements is inevitably heavy. All reasonable steps must, however, be taken to ensure that it is not heavier than is necessary to achieve their purpose. Inducement pay and education and children's allowances will not be subject to income tax in the United Kingdom in so far as those receiving them are residing abroad since the payments to them will be made by the employing Governments from the assistance given by Her Majesty's Government. It will no doubt be agreed that, as is already the case in most territories, education and children's allowances should also be free of local tax. The inducement pay is at present subject to the normal taxation of the employing Governments. Her Majesty's Government do not seek to disturb this but they consider that the assistance they give should be reduced in agreement with each Government by an annual deduction to take account of the tax chargeable on it in the territory concerned. Otherwise Her Majesty's Government would not only be relieving Governments of the extra cost of employing expatriate staff but would also be making a contribution to the tax revenue of the Government concerned. This is comparable with normal practice under technical assistance schemes whereby the emoluments provided by the assisting Governments or the United Nations are exempt from local taxation.

**The Resettlement of Overseas Officers**

22. Although, as has been indicated, the creation of a United Kingdom based service would not solve the problem of the future prospects of members of Her Majesty's Overseas Civil Service, Her Majesty's Government will do all in their power to assist officers who leave that Service to find other suitable employment. The number of vacancies within the power of Her Majesty's Government to fill directly is insufficient to provide more than a small number of openings for those whose overseas careers are interrupted. Every endeavour will, however, be made to consider for further employment at home or abroad those officers who retire prematurely under compensation schemes, and the Overseas Services Resettlement Bureau as well as the services offered by the Ministry of Labour will be available to those who wish to seek fresh employment in commerce, industry or elsewhere.



914

23. Officers who retire from Her Majesty's Overseas Civil Service may be considered for re-employment on contract in other Colonial territories. Those who wish to be considered for such vacancies may apply to the Colonial Office. Most vacancies are in basic grades and appointments are normally made for one tour in the first instance but some longer term appointments may be available in certain territories.

24. A number of overseas appointments under technical assistance schemes are made by Her Majesty's Government through the Foreign Office and the Commonwealth Relations Office. Her Majesty's Government are also invited from time to time to recommend candidates for technical assistance vacancies under United Nations and other international auspices. The total number of technical assistance appointments made by or through Her Majesty's Government in 1959 from all sources was approximately 200. For some of these appointments skills and knowledge are required which members of Her Majesty's Overseas Civil Service may not possess (e.g. certain kinds of academic experience and highly specialised industrial and commercial techniques), but former members of Her Majesty's Overseas Civil Service constitute a valuable source of experienced manpower on which to draw and those who have registered with the Colonial Office and the Overseas Services Resettlement Bureau for further employment overseas will be considered for any appointments for which they have the requisite experience. The number and range of posts filled under technical assistance schemes may well increase and this may increase the number of openings for which members of Her Majesty's Overseas Civil Service can be considered. But the total is not likely to become large in relation to the numbers of prematurely retired officers.

25. A high level technical assistance working party has been set up under Foreign Office chairmanship as a means of exchanging information and experience between departments and organisations engaged in technical assistance work. Its membership includes representatives of the Foreign Office, Commonwealth Relations Office, Colonial Office, Ministry of Labour and other Departments together with the Federation of British Industries and the British Council. A sub-committee will be established to co-ordinate the recruitment activities of Her Majesty's Government for technical assistance posts. The Colonial Office in playing its part in this work will ensure that the fullest consideration is given to retiring and retired members of Her Majesty's Overseas Civil Service for all suitable vacancies.

26. Officers who have retired from H.M. Overseas Civil Service may be considered for temporary appointments in the Home Civil Service. Such appointments are primarily the responsibility of the Departments concerned and are filled on the basis of interview either directly or through the machinery of the Ministry of Labour. The Overseas Services Resettlement Bureau is notified of vacancies and a number have been filled in this way.

27. Members and ex-members of H.M. Overseas Civil Service may also compete on special terms for permanent and pensionable appointments in the Home Civil Service and Foreign Service. Age and education concessions have been made for members of H.M. Overseas Civil Service and members of the Armed Forces to enable them to take the ordinary open competitions. For administrative class appointments there are two methods of competing: by an academic examination with interview (Method I) or by a short written



examination of a general kind and, for selected candidates, a series of tests and interviews at the Civil Service Selection Board and an interview before the final selection board (Method II). H.M. Overseas Civil Service candidates may use either method but Method II is the one normally preferred. In Appendix C there is a summary of the main provisions regarding eligibility of H.M. Overseas Civil Service candidates for pensionable vacancies in the Home Civil Service and the Foreign Service. Reference is there made also to the special competitions to fill a number of Principal vacancies in the Home Civil Service restricted to retired members of H.M. Overseas Civil Service and of H.M. Forces. These competitions which are in the form best calculated to ensure fairness between applicants are designed to assist in the resettlement of prematurely retired members of those services by providing openings above the cadet level. Both the written examination and the selection tests are of a kind suitable for officers who have been in the Service for some time and who, it is fully recognised, neither wish nor are in a position to take examinations of the normal kind after some years away from academic life. Members of H.M. Overseas Civil Service are also eligible for the annual supplementary competition for appointments in the senior branch of the Foreign Service.

28. Apart from the openings in government service which have been described H.M. Government are anxious to give all possible assistance to those officers who wish to seek other forms of employment whether public or private and for this purpose the Overseas Services Resettlement Bureau was set up. Its work supplements the services for placement in employment provided by the Technical and Scientific Register and the Professional and Executive Register of the Ministry of Labour. It began its work in July 1957 and its functions now cover overseas officers retiring from all the overseas territories. It aims particularly at assisting overseas officers who retire prematurely from territories where compensation schemes have been introduced.

29. The Director of the Bureau is Mr. R. L. Peel, who retired in 1957 after 19 years' service as an administrative officer in Nigeria and Malaya. On his retirement he was Deputy Secretary for Internal Defence and Security in the Federation of Malaya. There are two Deputies: Mr. J. S. A. Lewis, who was formerly Deputy Comptroller of Customs in Singapore and Mr. J. A. Macdonald, formerly Deputy Inspector General of Police in the Federation of Nigeria. Lieut. Gen. Sir Humfrey Gale is Adviser to the Bureau, primarily on employment in industry. Sir Humfrey Gale previously gave similar help to the Sudan Resettlement Bureau after having assisted in the resettlement of employees of the Anglo-Iranian Oil Company from Abadan. The address of the Bureau is Sanctuary Buildings, Great Smith Street, London, S.W.1.

30. The Bureau will register on request an officer who has been appointed to H.M. Overseas Civil Service by the Secretary of State for the Colonies or through the Crown Agents for Overseas Governments and Administrations once the officer has retired or given notice of intention to retire from an overseas territory. In addition to administrative vacancies in commerce and industry and in educational and welfare fields the Bureau has knowledge of a large number of vacancies for professional and technical officers and is able to put them in touch with prospective employers. It should prove a very valuable source of manpower to industry and commerce particularly to export



916

industries which seek men and women with long and detailed knowledge of overseas territories, and it is proposed to give the Bureau greater publicity in the future than has been possible in the past. The Bureau has had considerable success in placing those registered with it. From July, 1957, to mid October, 1960, a total of 1,710 officers had registered with the Bureau, of whom over 1,000 had so far found employment. New names are continually being added but placings are keeping pace with new registrations. The Bureau has also been able to offer valuable help and advice to individual officers in regard to resettlement problems generally. The Bureau will continue in existence for so long as there is a need to resettle men and women retiring from the Overseas Civil Service and experience so far suggests that the knowledge that the Bureau will be there to assist them when required will both encourage officers to continue their overseas service, and new recruits to join it.

### **The Development of Local Public Services**

31. What has been said above shows the measures proposed for enabling serving members of H.M. Overseas Civil Service to continue to serve and the assistance given to resettle those who are unable or do not wish to continue their overseas service. The future staffing requirements of the overseas territories are however likely to expand as the development of the territories proceeds and as their machinery of government becomes more complex. It is the present practice and has been for many years for overseas governments to attempt to fill vacancies in their public services by local recruitment wherever possible and only to seek to recruit expatriate officers for vacancies for which suitably qualified local candidates are not forthcoming. In order to focus attention on the measures required to build up the locally recruited element in the overseas public services a conference of senior officials of the African territories was held at the Colonial Office in March 1960. The Conference made possible a valuable exchange of information and experience between the territories represented. The Report of the Conference, which has been under consideration by the governments concerned, has been published separately (Colonial No. 347) with an account of recent developments on this important matter.

### **Future Overseas Recruitment**

32. Despite the great emphasis placed on measures to speed up the localisation of the overseas public services, it is likely that for some years to come there will continue to be a need to recruit candidates from this country even after the stage of independence is reached. It is clearly desirable to reduce to a minimum the number of expatriate candidates appointed in the future on pensionable terms to vacancies in the dependent territories, especially those moving towards independence in a reasonably short period of time. It may be difficult to dispense with pensionable overseas appointments altogether since it is only by offering such terms that officers of the necessary quality can be obtained for certain important categories of appointment. In recent years it has been the invariable practice of the Colonial Office to explain the uncertainties of an overseas career together with the safeguards to all candidates for pensionable appointments; and this will continue to be done in future. Overseas Governments will, however, be encouraged to accept expatriate candidates on contract-gratuity terms wherever this can be done without prejudice to the essential



staffing requirements of the territory. The proportion of candidates appointed on contract terms through the Colonial Office has increased markedly in recent years and such appointments now constitute the great majority. Contract appointments are usually made for a period of one tour (usually three years) in the first instance. The Government of Tanganyika have however recently introduced contract terms of two tours duration with intervening leave in the United Kingdom. A higher rate of gratuity is paid for the second tour than for the first and it may be that developments in the direction of longer term contracts may occur in other territories as an alternative to pensionable overseas recruitment.

33. While the greater part of future overseas recruitment will be on contract it would clearly be advantageous if individuals from this country who are willing to serve for a period overseas could look forward to a resumption of their previous employment on their return to the United Kingdom. Wherever possible therefore Her Majesty's Government will seek to obtain recruits on loan from a parent body in this country whether this is a Government Department, a public corporation or a local authority. A fair proportion of all overseas appointments made through the Colonial Office is already filled in this way. The extent to which it will be possible to increase this proportion will inevitably be limited, but as a matter of principle Her Majesty's Government will be forthcoming wherever possible in releasing officers from their own service for loan (including secondment, and appointment on approved employment and temporary transfer terms) and in appropriate cases will pay the differential between the terms of the overseas appointment and the local salary. Her Majesty's Government propose moreover to engage in discussions with representative bodies of employers to seek their agreement to releasing staff on loan, with Her Majesty's Government again paying the differential. The Commonwealth Education Conference will it is hoped prove to have been a very successful example of the way in which the climate of opinion can be affected so as to encourage the loan of persons for work overseas. In their discussions with employing and professional bodies in other spheres Her Majesty's Government would hope not only that this will help to obtain future recruits for service overseas but also, by spreading knowledge and understanding of the valuable work being accomplished overseas, to assist senior officers on retirement the more readily to secure re-employment in the United Kingdom.

34. It is the hope of Her Majesty's Government that individual service overseas will be accepted in this country as an asset both to the employer and to the employee. There are opportunities to gain highly valuable experience overseas which could not be obtained in this country. In particular there are opportunities to do interesting work in a new environment; opportunities to exercise individual initiative and responsibility at an earlier age than is usual here; opportunities to develop personal qualities of self-reliance, leadership and adaptability arising from the wide variety of tasks to be undertaken; opportunities to make an individual contribution to the development of a new country. Britain has a responsibility for assisting in the development of the overseas territories in the Commonwealth by the provision of skilled personnel. To fulfil this task Her Majesty's Government will need the co-operation of employers in facilitating the release of those able and willing to serve overseas and in reabsorbing them on their return.



918

## APPENDIX A

### HER MAJESTY'S OVERSEAS CIVIL SERVICE

Her Majesty's Overseas Civil Service was established as such in 1954 as a result of a report (Colonial No. 306) by Her Majesty's Government in which the need to safeguard the interests of Overseas pensionable officers serving in territories which attain self-government was recognised.

The following is an extract from that report:—

“ 6. Her Majesty's Government in the United Kingdom recognise that they have a special obligation towards those officers of the Colonial Service who hold their present posts as a result of having been selected for them by the Secretary of State. So long as Her Majesty's Government retains responsibility for the Government of the territory in which they are serving the necessary safeguards are provided by the Colonial Regulations or the constitutional instruments. Should the territory in whose public service they are employed attain self-government, these officers are entitled to expect that the following conditions will be observed:—

- (1) so long as they remain in their existing employment, the Government of the territory concerned shall not alter their terms of service so as to make them less favourable than those on which the officers are already serving ;
- (2) the pensions and other benefits for which they or their dependents may be qualified under existing laws and regulations shall be similarly safeguarded ;
- (3) they shall continue to be regarded by Her Majesty's Government in the United Kingdom as members of Her Majesty's Service and as such to be eligible for consideration for transfer on promotion to any posts which the Secretary of State may be requested to fill in other territories ;
- (4) the government by which they are employed will not unreasonably withhold consent to their accepting any such transfer or promotion and will preserve their existing pension rights on transfer ;
- (5) they will be given adequate notice of any intention to terminate their employment in consequence of constitutional changes and Her Majesty's Government in the United Kingdom will endeavour to find them alternative employment should they so desire ;
- (6) in the event of premature retirement resulting from constitutional changes they will receive compensation from the government of the territory concerned.

7. Her Majesty's Government in the United Kingdom accordingly make known their intention, if and when a territory attains self-government, to ensure the observance of these conditions by securing their embodiment in a formal agreement, to be entered into between Her Majesty's Government in the United Kingdom and the government of the territory. The agreement will also provide for the continuing payment of pensions already awarded to officers and their dependants.

8. In order that from now on all concerned may be clearly aware of their rights and obligations, a list will be compiled of all officers now in the Colonial Service to whom Her Majesty's Government in the United Kingdom regard the arrangements outlined in the last two paragraphs as applying. The officers included in this list will be given a new corporate title and will be known as Her Majesty's Overseas Civil Service.



919.

12. Her Majesty's Government recognise that there are certain other categories of overseas pensionable officers who have been appointed to the service of territorial governments otherwise than by selection by the Secretary of State. These officers may be assured that their interests will not be overlooked when the agreements referred to in paragraph 7 are being negotiated."

Special Regulations governing membership of the Service were framed and the current regulations are reproduced below:—

**(B) Special Regulations by the Secretary of State for the Colonies**

1. Her Majesty's Overseas Civil Service was constituted on the 1st October, 1954. An officer is eligible for membership:—

- (1) if on that date he was a member of one of the Services listed in the schedule to these Regulations; or
- (2) if he is an expatriate officer who at that date, held or who has subsequently been appointed to, a pensionable office either on probation or as a confirmed officer, and was either
  - (a) selected for appointment, by or with the approval of the Secretary of State, or
  - (b) recruited through the Crown Agents, or
  - (c) otherwise recruited to a post for which a normal channel of recruitment is either the Colonial Office or the Crown Agents.

2. Appointments to Membership of Her Majesty's Overseas Civil Service shall be held during Her Majesty's pleasure as signified through the Secretary of State. The decision whether any person is a member or shall be appointed to be a Member of Her Majesty's Overseas Civil Service shall rest with the Secretary of State.

3. Members of the Service who occupy any public office shall be known as serving Members and will receive the pay and other terms of employment (including superannuation) attached to the offices which they hold under the governments or authorities by whom they are employed, in accordance with the laws or regulations of those governments or authorities. Membership of Her Majesty's Overseas Civil Service will not of itself carry any remuneration or emolument.

4. Serving Members of Her Majesty's Overseas Civil Service shall be subject to the Colonial Regulations (Part I—Public Officers) in force for the time being, if and in so far as these apply in themselves, or are applied in principle by local regulations, in the territory in which the Member is employed.

5. A serving Member of Her Majesty's Overseas Civil Service, while having no claim to employment otherwise than in the office which he has been offered and has accepted, shall be eligible for consideration by the Secretary of State for employment in any post which he may be requested or authorised to fill, and may also be considered, as opportunity offers, for posts in Commonwealth or foreign territories for which Her Majesty's Government in the United Kingdom may be invited to recommend candidates. No member of Her Majesty's Overseas Civil Service shall forfeit his eligibility for such consideration by reason of his accepting a public office in a territory to which Colonial Regulations do not apply, or by reason of the Colonial Regulations ceasing to apply in the territory where he is for the time being serving.

6. A Member of Her Majesty's Overseas Civil Service who ceases to hold any public office may, if he so desires and if the Secretary of State sees fit, be considered for further employment as if he were a Serving Member.

7. Her Majesty's Government in the United Kingdom reserve the right to vary, revoke or add to these regulations; provided that this right shall not be exercised to the disadvantage of any person who is at the time a Member of Her Majesty's Overseas Civil Service.



920  
8. The Special Regulations made by the Secretary of State from time to time for the services listed in the Schedule will be cancelled with effect from the 1st October, 1954.

#### SCHEDULE

Colonial Administrative Service.  
Colonial Agricultural Service.  
Colonial Audit Service.  
Colonial Chemical Service.  
Colonial Civil Aviation Service.  
Colonial Customs Service.  
Colonial Education Service.  
Colonial Engineering Service.  
Colonial Forest Service.  
Colonial Geological Survey Service.  
Colonial Legal Service.  
Colonial Medical Service.  
Colonial Mines Service.  
Colonial Police Service.  
Colonial Postal Service.  
Colonial Prisons Service.  
Colonial Research Service.  
Colonial Survey Service.  
Colonial Veterinary Service.  
Queen Elizabeth's Colonial Nursing Service.

#### APPENDIX B

##### THE PRACTICABILITY OF AN OVERSEAS SERVICE BASED ON THE UNITED KINGDOM AND EMPLOYED BY HER MAJESTY'S GOVERNMENT

1. There are some 14,000 pensionable members of H.M. Overseas Civil Service of whom about 7,000 serve in East Africa and 2,200 in Nigeria and Sierra Leone. In addition about 6,500 overseas officers serve on contract, of whom there are over 2,000 in East Africa and nearly as many in Nigeria and Sierra Leone.

2. A reduced number of openings in overseas territories still occur, but vacancies are mainly in the basic grades and the opportunities for a continuing career overseas have inevitably diminished as more territories have attained self government.

3. The other opportunities for service under the Crown when the career of officers in H.M. Overseas Civil Service comes to an end are such suitable vacancies as there may be from time to time in the Home Civil Service and the Foreign Service, and on assignment under Technical Assistance Agreements and other similar arrangements to independent countries both Commonwealth and foreign.

4. The bulk of the Home Civil Service offers no answer to the problem since it consists of specialised Departments such as the Post Office and the large industrial establishments of the Service Departments and the Ministry of Aviation. On the other side there are many branches of H.M. Overseas Civil Service which have no parallel in the Home Service since H.M. Government do not, for example, directly employ any significant number of teachers, doctors, or tropical



921

agriculturalists. Over the last few years the Home Civil Service has contracted. The total size of the Administrative Branch of the Home Civil Service, including that of the Commonwealth Relations Office both at home and abroad, is under 2,500 (the total administrative staff of the Commonwealth Relations Office is about 170).\* This compares with about 2,300 pensionable administrative officers in H.M. Overseas Civil Service of whom over 400 are serving in Nigeria and Sierra Leone. The Home Departments are necessarily about up to establishment and require only a comparatively small annual intake to keep them so. The creation of a U.K.-based Service on an establishment common with the Home Civil Service would thus provide no fresh openings for H.M. Overseas Civil Service.

5. There are about 750 officers in the senior branch of the Foreign Service: The Foreign Service similarly is about up to establishment and, while it is open to overseas officers to compete for entry to the Foreign Service by arrangements similar to those for the Home Civil Service, it is apparent from the numbers involved that the Foreign Office cannot offer a significant outlet for H.M. Overseas Civil Service.

6. The total number of technical assistance appointments made by H.M. Government from all sources last year was about 200, of which many required skills and knowledge which members of H.M. Overseas Civil Service may not possess. The number and range of posts under Technical Assistance Agreements may well increase and the number of posts for which members of H.M. Overseas Civil Service are suitable may increase at least proportionately, but it is unlikely ever to be a significant total by comparison with the size of H.M. Overseas Civil Service.

7. The creation of a U.K.-based Service would not therefore solve the problem of the future prospects of members of H.M. Overseas Civil Service. It would create no further openings and no jobs would become available for the members of H.M. Overseas Civil Service for which they are not, by one means or another, already eligible. In these circumstances the creation of a U.K.-based Service as an alternative to the proposals in this Paper would have conveyed a false impression of security of employment; and for H.M. Government to have published any scheme on these lines which could give credence to that false impression would have been open to the gravest criticism. The recent proposal by the Select Committee on Estimates for a study of a possible Commonwealth Advisory and Technical Service which (as noted at paragraph 7 of this Paper) is at present under consideration by H.M. Government is for a separate Service, on a much more modest scale than the Overseas Civil Service, to be created to meet a special problem.

## APPENDIX C

### ENTRY INTO THE HOME CIVIL SERVICE AND FOREIGN SERVICE

#### **Age Concessions**

1. Regulations have been made governing certain competitions for appointments in the Home Civil Service and Foreign Service which provide that candidates who have served on regular engagements in Her Majesty's Forces may deduct any period of such service from their actual age in determining their eligibility to compete. A similar concession has been made in respect of permanent and pensionable overseas officers who have been enrolled, or are eligible to be enrolled, in the list of members of H.M. Overseas Civil Service maintained by the Colonial Office, whereby their period of service may be deducted from their actual age.

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\* Since 1956 Ghana, the Federation of Malaya, Cyprus and Nigeria have attained independence and the C.R.O. has become responsible for the relations of H.M. Government with them. During this period the administrative establishment of the C.R.O. has increased from 136 to 172. In the same period the C.R.O. has taken on 26 administrative officers and 19 information officers from the Overseas Civil Service in established or temporary appointments.



927

**Education Concession**

2. The normal education requirement for the administrative class of the Home Civil Service and for the senior branch of the Foreign Service is a university degree with first or second class Honours. For the Special Departmental Classes the normal requirement is a university degree. A candidate who is, or has been, a member of H.M. Overseas Civil Service may however compete even though he does not possess such a degree, provided that he is in all other respects eligible under the competition regulations.

**Notification of Competitions**

3. Almost every week there are one or more competitions announced by the Civil Service Commissioners. Together these competitions cover a wide range of professional and technical appointments. They are all advertised (usually on a Thursday or Friday) in the national press, including The Times and Daily Telegraph, and information about the competitions and copies of the regulations are distributed immediately by the Civil Service Commission to the Overseas Services Resettlement Bureau. Particulars of some of the larger competitions, for which it is recognised that there may be a number of likely candidates in the overseas territories, have from time to time been sent by the Colonial Office (and Commonwealth Relations Office) to those overseas governments which have either introduced compensation schemes or are about to do so, e.g. Ghana, the Federation of Malaya, Singapore, the Federation of Nigeria, Eastern Nigeria, Northern Nigeria, Western Nigeria and Sierra Leone.

For some competitions overseas centres can be arranged at which the preliminary written examination may be taken, but interviews and selection boards are held in London and the cost of bringing overseas candidates to the United Kingdom cannot be met by the Civil Service Commission.

Professional appointments are filled by reference to the professional qualifications and experience of candidates, reports from referees and interview, without written examination. The relevance of overseas experience varies from profession to profession however; for example, for legal appointments in the Home Civil Service some recent legal experience in the United Kingdom is an advantage.

**Particulars of certain Competitions**

4. *Administrative Group of Competitions.* This includes the Administrative Class of the Home Civil Service (of which the Commonwealth Relations Office forms part) the Senior Branch of the Foreign Service, and the Special Departmental Classes of the Home Civil Service, including H.M. Inspectors of Taxes in the Inland Revenue Department. In the normal way candidates for these competitions are required to be at least twenty and a half and under twenty-eight years of age on a prescribed date and to possess a university degree with first or second-class honours (except for the Special Departmental Classes for which the requirement is a university degree); but both the age and education concessions referred to in paragraphs 1 and 2 above are applicable to members or ex-members of H.M. Overseas Civil Service. Successful candidates, of whom there were two from H.M. Overseas Civil Service in 1959, are appointed to the Assistant Principal grade in the Home Civil Service and grade 9 (Third Secretary/Vice Consul) in the Senior Branch of the Foreign Service. For this group of appointments there are two types of competition, namely Method I and Method II, brief particulars of which are as follows:

- (a) *Method I.* This consists of a written examination on the level of a university Honours examination, including some general papers plus interviews. The mark for the final interview is added to the mark for the written examination.
- (b) *Method II.* This is the method usually chosen by H.M. Overseas Civil Service officers. It consists of a short written examination in general subjects and then for selected candidates a series of tests and interviews at the Civil Service Selection Board lasting two or three days and an interview before the Final Selection Board. The written competition for Method II consists of an essay, an English paper and two general papers



923

one consisting of questions on matters of general interest and importance, viz. political, social, economic, cultural, and scientific, and the other of questions devised to test reasoning power.

5. *Principals Competition.* A separate competition for direct entry into the Principal grade of the Administrative class of the Home Civil Service was held in 1959. It was open to regular members of H.M. Forces and of H.M. Overseas Civil Service on equal terms. Nine members of H.M. Overseas Civil Service were successful in this competition. Candidates had to be at least thirty-five and under fifty-two years of age on the 1st August, 1959. Candidates had to complete a period of service as members of H.M. Overseas Civil Service (or of H.M. Forces) between the 1st August, 1957 and the 31st July, 1960. The competition consisted of a short written examination (a paper in English and a general paper) and, for selected candidates, a series of tests and interviews at the Civil Service Selection Board lasting two or three days and an interview before the Final Selection Board. There were numerous centres in the United Kingdom and overseas for the preliminary written examination. A similar competition is being held in 1960 and arrangements projected for 1961 should provide an equivalent opportunity.

6. *Foreign Service Senior Branch Supplementary Competition.* There are also supplementary competitions for the Senior Branch of the Foreign Service for which members of H.M. Overseas Civil Service who are between the ages of twenty-seven and forty-five who have had suitable experience may apply. There is no written examination for this competition, but the candidates who appear to the Civil Service Commission to be best qualified are invited to attend tests and interviews in London. Successful candidates are offered appointment in grade 7 (First Secretary or Consul) or grade 8 (Second Secretary or Vice-Consul), according to their age and experience; those under thirty-three are normally appointed to grade 8. Candidates for this competition are expected to show intellectual qualities similar to those of university graduates with first or second-class Honours, but they need not necessarily possess a university degree. They should also possess a competent knowledge of at least one foreign language of value to the Foreign Service. In 1959 preference was given to candidates with a knowledge of a Middle Eastern or oriental languages. Three H.M. Overseas Civil Service officers were successful in the 1959 competition. A similar competition has been held in 1960 and it is contemplated that such competitions will be held annually.

#### **Executive Class, including Branch B Grade 5 Foreign Service**

7. H.M. Overseas Civil Service officers may enter the Executive Class of the Home Civil Service and Branch B of the Foreign Service through the competition for the Administrative Class and the Senior Branch of the Foreign Service, but for recruitment to the Executive Class and Branch B of the Foreign Service only by Method I. As this consists of a written examination similar to a university Honours examination, plus interviews, it is not likely to be of interest to older candidates from H.M. Overseas Civil Service.

8. There are however competitions for entry to the Executive Class which are held specially for men and women with service in H.M. Forces or as members of H.M. Overseas Civil Service. The competitions are open to candidates who have completed a period of service as a member of H.M. Overseas Civil Service between prescribed dates. The competitions for candidates with service as members of H.M. Overseas Civil Service are separate and distinct from those with service in H.M. Forces although they are held concurrently. No precise educational qualifications are prescribed, but candidates are expected to have attained the standard of education of persons who have had whole-time systematic education up to the age of at least seventeen years. The competitions consist of a written examination and interview. The written examination consists of papers in English and arithmetic, two general papers and an intelligence test. No candidate may compete more than twice in these competitions. In 1959 about fifteen posts in the Home Civil Service and one post in the Foreign Service were available to be filled by candidates with service as members of H.M. Overseas Civil Service. Three H.M. Overseas Civil Service candidates were successful.



924

### **Officers of Customs and Excise**

9. Competitions are open to men between 18 and 22 years of age, subject to the age concession mentioned in paragraph 1. There is a written examination followed by a Selection Board. Candidates are exempted from the written examination if they have obtained the General Certificate of Education with passes in the English Language and in four other distinct subjects, two of which must be at Advanced level, or a prescribed similar qualification.

### **Clerical Class**

10. There are opportunities to enter the Clerical Class by competitions open to candidates at ages between 16 and 60. The competitions are normally held only at centres in the United Kingdom, but this need be no bar to the entry of ex-H.M. Overseas Civil Service officers into the Civil Service. Such officers, on arrival in the United Kingdom, may be able, especially in the London area, to enter as temporary clerical officers (on the same pay as established officers) and then secure establishment through one of the competitions, so that their temporary service will count for superannuation.

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HER MAJESTY'S STATIONERY OFFICE



SERVICE WITH OVERSEAS GOVERNMENTSAgreement between the Government of British Guiana and the Government of the United Kingdom and Northern Ireland.

WHEREAS the Government of British Guiana considers that it would be in the public interest to employ in the public service certain officers from other countries

AND WHEREAS Her Majesty's Government of the United Kingdom of Great Britain and Northern Ireland (hereinafter referred to as the Government of the United Kingdom) is prepared to contribute to that part of the cost of employing such officers as is attributable to the fact that such officers will be serving outside their own countries;

NOW, THEREFORE, it is agreed between Her Majesty's Government of the United Kingdom of Great Britain and Northern Ireland and the Government of British Guiana as follows:

1. In this Agreement unless the context otherwise requires:-

"appointed day" means the first day of April, 1961;

"child" means the son or daughter of a designated officer, including a stepson, a stepdaughter, adopted son or adopted daughter, not having passed his or her nineteenth birthday and being unmarried and wholly dependent upon the designated officer;

"compensation" means any sum of money, not being a pension or the commutation thereof or a gratuity, which is payable by the Government of British Guiana, on or after the appointed day, either in one payment or by instalments, including any sum payable by way of interest thereon or any additions to or any sum paid by way of commutation of additions to a pension, to a designated officer by virtue of arrangements for the payment of compensation approved by a Secretary of State for the purposes of this Agreement;

"contract officer" means a designated officer who is on or after the appointed day a party to a contract of service in writing with the Government of British Guiana and whose services under that contract does not qualify him for a pension;



926  
"designated officer" means an officer designated as such by a Secretary of State who is

- (i) an expatriate officer in the service of the Government of British Guiana on or after the appointed day and
- (ii) who
  - (a) is a member of Her Majesty's Overseas Civil Service; or
  - (b) was selected for appointment by or with the approval of a Secretary of State, or was recruited by the Crown Agents for Oversea Governments and Administrations; or
  - (c) was otherwise recruited to a post for which a normal channel of recruitment is either the Colonial Office or the Crown Agents for Oversea Governments and Administrations and whose appointment for the purpose of this Agreement is approved by a Secretary of State;

"gratuity" means the sum payable to a contract officer, in addition to salary and allowances, under his contract of service, and described therein as such or in the laws or regulations applicable thereto, in return for services rendered, whether such sum is paid at the conclusion of that service or otherwise;

"passage" means transportation of a designated officer, his wife, children and effects by such means, by such routes, in such classes of accommodation and in accordance with such conditions as the Government of British Guiana may with the concurrence of the Government of the United Kingdom prescribe;

"pension" means the pension payable to a designated officer under the pensions Laws and Regulations applicable to him, including any sum paid to him by way of commutation of such pension but excluding any compensation;



927

"Secretary of State" means one of Her Majesty's Principal Secretaries of State in the United Kingdom.

2. In the event of the Government of British Guiana on or after the appointed day paying the allowances, and providing for the passages referred to in clause 3 of this Agreement, the Government of the United Kingdom will, in accordance with such procedure as may mutually be agreed between the said two Governments, reimburse the Government of British Guiana the following sums:-

- (a) the aggregate amount of the allowances, referred to in paragraphs (a) and (b) of clause 3 of this Agreement, and paid to designated officers less the sum agreed by the said two Governments as being equivalent to the proceeds of taxation received by the Government of British Guiana on the inducement allowance referred to in paragraph (a) of clause 3 of this Agreement and paid to designated officers;
- (b) one half of the aggregate amount paid by the Government of British Guiana in providing for designated officers the passages referred to in paragraph (c) of clause 3 of this Agreement;
- (c) one half of the aggregate amount paid by the Government of British Guiana as compensation to designated officers;
- (d) that part of any gratuity paid by the Government of British Guiana to a designated officer which accrues to that officer by virtue of the addition to his emoluments, after the appointed day, of the inducement allowance referred to in paragraph (a) of clause 3 of this Agreement;
- (e) that part of any pension paid by the Government of British Guiana to a designated officer which accrues to that officer by virtue of the addition to his pensionable emoluments, after the appointed day, of the inducement allowance referred to in paragraph (a) of



928

clause 3 of this Agreement which shall bear the same proportion to the total pension payable to that officer by the Government of British Guiana as the total amount of inducement allowance as aforesaid paid to him by the Government of British Guiana bears to the aggregate pensionable emoluments earned by him, before or after the appointed day while in the public service of British Guiana.

3. The allowances and passages mentioned in clause 2 of this Agreement are as follows:-

- (a) an inducement allowance at such annual rate as may be specified by the Government of the United Kingdom;
- (b) any education allowance to which a designated officer may be entitled at rates and under conditions specified from time to time by the Government of the United Kingdom;
- (c) passages on such occasions as the Government of British Guiana may with the concurrence of the Government of the United Kingdom prescribe.

4. The Government of the United Kingdom and the Government of British Guiana will each take such steps as may be necessary to exempt the allowance referred to in paragraph (b) of clause 3 of this Agreement from the operation of any income tax law for the time being in force in their respective territories.

5. (1) On or before the 1st day of October in each year the Government of British Guiana will provide the Government of the United Kingdom with such information, including information concerning any variation in the numbers of designated officers which results from the establishment requirements of the Government of British Guiana, as the Government of the United Kingdom may require to calculate the amounts payable by the Government of the United Kingdom under clause 2 of this Agreement during the ensuing financial year of the Government of the United Kingdom.



(2) The Government of British Guiana will, whenever requested so to do by the Government of the United Kingdom, supply to the Government of the United Kingdom such accounts and other information in connection with the operation of this Agreement as may be specified in such request.

6. The Government of British Guiana will consult the Government of the United Kingdom before effecting any changes in policy which might affect the recruitment, terms of service and numbers of designated officers so as to vary the amounts reimbursable by the Government of the United Kingdom under clause 2 of this Agreement.

7. Subject to the provisions of clauses 5 and 6 of this Agreement, nothing in this Agreement shall affect the right of the Government of British Guiana to vary its dispositions or requirements of officers in its public service as it sees fit.

8. This Agreement shall terminate, unless some other date is agreed between the Government of British Guiana and the Government of the United Kingdom, on the 31st day of March, 1971:

Provided that

(i) this Agreement shall not be terminated on a date earlier than the 31st March, 1971, unless all the obligations arising thereunder, other than those in respect of pensions referred to in paragraph (e) of clause 2 of this Agreement, have been discharged; and

(ii) the termination of this Agreement shall not affect the liability of the Government of the United Kingdom to make the reimbursements in respect of pensions referred to in paragraph (e) of clause 2 of this Agreement.

9. This Agreement shall come into operation on the appointed day, and may be cited as the Overseas Service (British Guiana) Agreement, 1961.