



REPORT OF A COMMITTEE
ON THE
SYSTEM OF APPOINTMENT
IN THE COLONIAL OFFICE
& THE COLONIAL SERVICES

*Presented by
The Secretary of State for the Colonies to
Parliament by Command of His Majesty
April, 1930*

LONDON:
PRINTED AND PUBLISHED BY HIS MAJESTY'S STATIONERY OFFICE
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Adastral House, Kingsway, London, W.C.2 ; 120 George Street, Edinburgh ;
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1930

Price 1s. 6d. Net.

Cmd. 3554

TERMS OF REFERENCE.

“ To consider the existing system of appointment in the Colonial Office and in the Public Service of the Dependencies not possessing responsible government, and to make such recommendations as may be considered desirable.”

COMMITTEE.

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NOTE.—Before the Committee's first meeting Major Church took the place of Dr. Drummond Shiels who resigned his membership on being appointed to be Parliamentary Under-Secretary of State at the India Office.

The expenses incurred in connection with the Committee were £139 13s. 11d., and the cost of printing and publishing this Report is estimated by H.M. Stationery Office at £33 10s. 0d.

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SUMMARY OF RECOMMENDATIONS.

To the Right Honourable Lord Passfield, Secretary of State for the Colonies.

We were appointed in April, 1929, by the Right Honourable L. S. Amery, M.P., then Secretary of State for the Colonies, to consider the existing system of appointment in the Colonial Office and in the public service of the Dependencies not possessing responsible government, and to make such recommendations as we might consider desirable. On the change of Ministry in June of that year the appointment of the Committee was confirmed by the Prime Minister and yourself. To assist us in this duty we have received memoranda of the views of many of the Officers Administering the Governments of the Dependencies concerned, and we have received oral evidence from many of the principal official authorities of the oversea territories who have been available in this country in the course of last year.

In addition we are indebted to yourself, Mr. Amery, Mr. Ormsby Gore, and to members of the staff of the Colonial Office and other Government Departments at home for advice and information.

We desire also to express our appreciation of the assistance which we have received from members of the teaching staff and of the appointments organizations of certain English, Scottish, and Welsh Universities, who have attended our meetings and provided us with useful suggestions on recruitment for the Colonial Services.

A list of the witnesses examined is printed as Annex I to this Report.

PART I.

THE COLONIAL SERVICES.

I. The Colonial Empire.

The territories which fall within the sphere of the Colonial Office cover an area of about two million square miles—nearly twice the size of British India—and contain a population of nearly fifty millions—nearly twice the total population of the oversea Dominions. Except for some 160,000 square miles with four millions of people, these territories lie wholly within the tropics.

In these areas the administrative systems are sometimes described as The Colonial Service, as though they constituted a single Service with uniform terms and common conditions. Such an illusion does not survive the most cursory examination. As a matter of fact the Secretary of State for the Colonies has to deal with the affairs of more than fifty distinct governments.* Each, whether it deals with a population of many millions in a territory as large as Central Europe, or with a few thousand people in a remote island group, has its own administrative and technical services, its own scales of pay and conditions of leave, passage home, and pensions.

These territories, since they include units of every size and economic importance in every corner of the globe, show a remarkable variety of conditions of life and material equipment. Some have achieved self-government in a greater or lesser degree, while others are under direct official control. They include Colonies proper, which are British territory, Protectorates, Protected States, Mandated territory, Leased territory, and a Condominium. In some of them there is an intelligent and influential public opinion and a well-informed Press, while others remain relics of an earlier world.

In an Empire so widely scattered and so curiously varied, the extent to which the Services of the different territories recruit their staff from the mother country must obviously depend upon their size and wealth and the degree in which they are able to draw for their officials upon the local population.

The Colonial Services have immeasurably increased in importance of recent years, through the remarkable development of many of the Dependencies in material wealth, and consequently in the standard of living, through the wider interests which this increased prosperity has brought to them, and through the greater

* For a list, see Annex II.

mobility of the population owing to improvements in transport. This development is for the most part a very recent thing. The overseas trade of the Dependencies has trebled in the last twenty years. The sum of the Government revenues has increased from ten and a half millions sterling in 1900 to twenty-five and a half millions in 1913, and seventy-two millions in 1927.

This development had already begun in the period immediately preceding the Great War. The years of war were in most respects a time of stagnation. The rate of development was not maintained; there was inevitably a check in recruitment for the Colonial Services; and at the end of the War many Dependencies were in the position of "countries of arrears". But from the Armistice onward their advance has been rapid. Moreover, the administrative area of the Colonial Empire has been extended through the acceptance by His Majesty of certain ex-enemy territories under the Mandate system.

Along with the economic development there has been evolved a new sense of responsibility for the welfare and education of the native peoples in the tropical territories and Protectorates of the Crown. It is now a truism that the duty of trusteeship is the guiding principle of Colonial administration, and this principle has a very real application to our enquiry. To a large extent the services which at home are supplied by private or municipal enterprise fall to be carried on in the Dependencies by the Colonial Governments themselves. With the increased resources now available those services are continually extending, not only in connection with the material improvement of life, the preservation of peace and order, improved medical facilities and measures for public health, but in the direction of the provision of education for different types, the study of social anthropology, the revival or protection of native forms of culture, and every activity which can promote moral and intellectual progress.

With these new purposes the public Services have endeavoured to keep pace. In extent and complexity they have grown out of all comparison with their position thirty years ago, or even just before the War. The sum of the expenditure by the Colonial Governments on all their activities in 1929 was estimated at £68,000,000, as compared with an expenditure of £19,000,000 in 1909.* In 1909 the total staffs of all Government branches numbered approximately 93,280, while in 1929 the corresponding figure was 220,770. This contrast was reflected in the figures

* It is worth while to contrast their expenditure for certain branches of public activity in the same two years :—

	1909.	1929.
Administration	1,066,000	4,831,000
Medical	1,149,000	6,211,000
Education	557,000	3,970,000
Public Works	3,773,000	17,713,000

of the staff required from this country ; in 1909 the appointments made to the Colonial Services from home were 657 : in 1929 they numbered 1,076. For a true comparison it should be noted that many classes of appointment which twenty years ago were normally filled from home are now staffed locally. The contrast is not merely a matter of numbers : modern conditions demand also a generally higher standard of personal, educational, and professional qualifications, and in addition the employment of men with scientific and special attainments of a kind not previously to be found in Colonial service.

Bearing these facts in mind, we can appreciate the diversity and complexity of the work for which the Colonial Office is now responsible. The rapidly changing situation overseas has required many developments in the reorganization of that Office, of which we desire to mention in particular three recent instances. The first is the appointment to the Office of specialist advisers on certain subjects : in 1926, a Chief Medical Adviser : in 1927, an Economic and Financial Adviser : in 1929, an Adviser on Tropical Agriculture. The second is the institution of special Standing Committees to secure expert advice on matters of growing importance to the Colonies, such as education, medical research, and tropical agriculture. The third is the institution in 1927 of periodical conferences at the Colonial Office of Colonial Governors, or their deputies, with British Ministers and the principal members of the permanent staff of the Department. We understand that twenty-six Colonial administrations were represented at that Conference, and that the list of subjects on which there was a free exchange of views included such matters as the recruitment and training of Colonial Civil Servants and the whole general conditions of service overseas. This Conference elicited evidence of the highest value, and we shall venture to refer in later pages of this Report to certain of the views recorded in the published summary of its proceedings (Cmd. 2883).

The Colonial Empire has therefore become a problem of the first magnitude, both on the quantitative and the qualitative side. Its geographical area has been largely extended, its wealth is advancing every year, and the duties of government have been increased in number and immeasurably increased in complexity. On the political side we are labouring to establish a regime which seeks to preserve what is best in the traditional native culture, rather than to provide a cleared ground for the establishment of a ready-made alien polity. Such a purpose demands a high degree of knowledge and understanding on the part of the administrators. On the economic side we have to bring to bear the latest results of scientific research on the development of wealth, which is important not only to the Colonies themselves, but also to the Empire and to the world. Most of the greater problems of the Colonies to-day are problems of applied science. Obviously, in a field so intricate and so fateful, the organization of the Government Services demands the most scrupulous care.

II. The Present System of Appointment to the Colonial Services.

A. THE APPOINTING AUTHORITY.

In the Colonial Regulations there are laid down certain rules of general application to the Dependencies, regarding appointments to public offices, and the limits within which Governors have power to make appointments in the public service of their territory without the prior approval of the Secretary of State. These rules are directions given by the Crown to Governors for general guidance and do not constitute a contract between the Crown and its servants. In general the appointments to public offices are made by letter signed by the Governor or written by his direction, except in the case of Judges of the Supreme Court, who are appointed in His Majesty's name by an instrument under the Public Seal of the Colony.

The effect of such regulations is that the Governor may make appointments to offices of which the initial emoluments do not exceed £200 a year: to offices with initial emoluments above that figure but less than £400 a year he may appoint provisionally and subject to the Secretary of State's approval. In neither case, however, does this power of a Governor extend to the selection of persons not resident in the Colony. All appointments to offices of which the initial emoluments exceed £400 a year rest with the Secretary of State.

In certain Dependencies local variations of a minor character have in fact been authorized by the Secretary of State in the direction of extending the Governor's powers—both in respect of the limit of £400, and of the appointment of persons locally domiciled or domiciled in neighbouring Dominion territory, e.g., appointments to Northern Rhodesia from South Africa, and to the Western Pacific Islands from Australia and New Zealand. In particular Colonies, where there are locally domiciled candidates suitable on personal and educational grounds for appointment to the higher offices, it will be understood that, although the general regulations apply without variation, the appointment of a local candidate recommended by the Governor would normally be approved by the Secretary of State.

Subject to what has been written above, the power of selection lies with the Secretary of State, while the actual appointment rests on a letter of appointment from the Governor which the officer receives on his arrival in the Colony. In dealing with the various existing systems of appointment we propose to divide the subject into the system of entry into the Colonial Services, and the system of selecting officers already members of a Colonial administration for promotion and transfer to a vacancy in their own or in another Colony.

B.—THE SYSTEM OF ENTRY.

Apart from the system of local recruitment, generally for subordinate appointments, there are various methods by which candidates outside a Colony may enter into the various branches of the Colonial Administrations.

(a) *The Civil Service Commission* in London hold an annual competitive examination for the Home and Indian Civil Services and for Eastern Cadetships. These Cadetships are appointments to the administrative services of the Governments of Ceylon, the Straits Settlements, the Federated Malay States, and Hong Kong. The Civil Service Commission also hold an annual qualifying examination for appointments in the commissioned grade to the Police Service of Ceylon. For the benefit of Ceylonese candidates for the Ceylon Service, the examinations are held concurrently in Ceylon. Except in the case of Ceylon appointments, successful candidates at these examinations are offered appointments at the direction of, and on the authority of, the Secretary of State for the Colonies. In the case of the Ceylon Cadetships, candidates successful in the examinations in London are offered appointments by the Secretary of State, and those successful in the examinations in Ceylon by the Governor. There is a similar practice in the case of the Ceylon Police Service, after the selections have been made from among the candidates qualifying at the examinations.

The examination held by the Civil Service Commission for Engineering appointments in the Home Post Office Service is publicly announced to be also a qualifying examination for engineering appointments in the Posts and Telegraphs Department of Nigeria and the Gold Coast. Successful candidates desiring such oversea appointments are engaged by the Crown Agents for the Colonies.

(b) *The Crown Agents for the Colonies* select candidates for appointments of a technical character, such as qualified engineers for Colonial Railways, Public Works, Posts and Telegraphs, and Marine Departments; also for certain posts requiring technical training, such as mechanics, works' overseers, linotype operators, sanitary inspectors, draughtsmen, and locomotive drivers; and for other subordinate appointments, such as European police non-commissioned officers and constables, clerks, foremen, etc.

In all cases of appointments made by the Crown Agents the successful candidate is engaged for a term of years by a written engagement concluded with him by the Crown Agents acting on behalf of the Colonial Government concerned.

(c) *The Private Secretary (Appointments) to the Secretary of State for the Colonies* selects and recommends to the Secretary of State outside candidates for a first appointment in the Colonial

Services.* By this system the great majority of appointments in the higher branches of the Colonial administrations are made, except where in particular cases vacancies may be filled by the transfer or promotion of officers already serving in a Colonial Administration. For instance, the Private Secretary is concerned with appointments in the Administrative Services of all the Dependencies except those mentioned in (a), and of all medical, agricultural, financial, legal, forestry, survey, and other professional and scientific posts, where special qualifications are demanded, except those mentioned in (b) and (d).

In assessing the merits of candidates, the Private Secretary is able to obtain advice and assistance from the specialist Advisers at the Colonial Office, from men of eminence in the various professions, and from senior Colonial officials who may be on leave or recently retired.

A statement of the qualifications, record, etc., of the candidate recommended is submitted to the Secretary of State for his approval, and, subject to his consent, the offer of the appointment is made by letter from the Colonial Office.

If the appointment is of a permanent nature, the selected officer is usually required to serve on probation for a period of one, two, or three years according to the Colony concerned.

(d) *Other Departments of the Home Government* are from time to time asked to select and recommend candidates for certain appointments in the Colonial Services, principally those in which are required qualifications and experience of a sort which can best be looked for in the Home Public Service. The principal instances are as follows :—

War Office.—Military personnel for the local Forces in the Colonies. Appointments, however, in the Royal West African Frontier Force and the King's African Rifles are made by the Secretary of State with the advice of the Staff Officers of those Corps in the Colonial Office, and with the consent of the War Office to the employment in Tropical Africa of the personnel selected.

General Post Office.—Postal and telegraph personnel.

Board of Customs.—Customs officers of the Superintending grade.

Board of Education.—Assistant Mistresses, and certain other Educational personnel—particularly elementary school teachers and teachers possessing commercial or technical qualifications.

Home Office.—Prisons superintending personnel.

Air Ministry.—Meteorologists.

* It should be understood that the Private Secretary (Appointments) has the assistance of a not inconsiderable staff, and presides over a highly organized branch.

We may mention here also the system of selection by the Overseas Nursing Association in London of Nurses and Nursing Sisters in the hospitals and Medical Departments of the Colonial Governments.

In all these instances the names of candidates recommended as suitable for appointment are communicated to the Colonial Office, and the appointment is offered to the selected candidate by the direction of the Secretary of State. If more than one name is submitted, an order of preference is customarily stated by the Department concerned. In the classes where the recruitment is of some volume, special arrangements exist for making the final selection where the name of more than one suitable candidate is submitted.

In the case of the Board of Education selections, that Department arranges for candidates to be interviewed by a Board, which includes a suitable person with experience of the Colony concerned and/or a member of the Colonial Office.

In the case of military personnel an arrangement exists by which a consulting officer (who is an officer with personal experience of the local Force concerned) is nominated by each Colony to advise the Colonial Office on the final selection out of the names recommended by the War Office.*

In the case of personnel recommended by the General Post Office the custom of the Colonial Office is to arrange for a selective interview to be carried out by the Crown Agents for the Colonies.

Where officials serving on the pensionable establishment of the Home Service are selected for appointments in the Colonial Services, it is the custom for them to be seconded in the first place for a period of a few years. At the end of this time they may either decide to return to the Home Service or, if the Colony desires it, to be definitely transferred to the Colonial Administration.

It will be seen from this statement of the existing systems of entry into the Colonial Services that the problem of securing the quantity, quality, and variety of the staff needed to maintain and promote the efficiency of the European element, which is the controlling element in these Administrations, is one that has called for diverse methods, and for co-operation on a considerable scale with various authorities at home. We have laid no emphasis on the assistance, which according to our evidence has been ungrudgingly given by University authorities, by heads of educational establishments, by men of eminence in professional, scientific, and technical circles in this country, and by Governors and senior Colonial officers either on leave or after their retirement from

* This as already stated does not apply to the Royal West African Frontier Force and King's African Rifles.

active service overseas. Under any system such co-operation and advice must remain of the greatest value ; and we wish to put on record from the evidence we have received that, for the success of the recruiting effort for the Colonial Services, the Colonies are under a very real obligation to the authorities and individuals who have served the Colonial Office and the Crown Agents in this connection.

We propose to comment in turn on each of these systems of entry, apart from the system of appointment of local candidates by the Governor to the subordinate grades of the Public Service. On that matter we offer no observation, except that a proper system must depend not only on the quality and quantity of the suitable local candidates available, but also on the existence and intelligence of a local unofficial public opinion, and on the peculiar local conditions to which the system of appointment must be adapted.

(a) *Open competitive examination.*—On the evidence submitted to us, there is nothing in the experience of appointments under this system to the Eastern Cadet Services which would justify us in recommending that the present system of appointment by competitive examination under the control of the Civil Service Commissioners should not be maintained for those branches of the Service to which it at present applies. This is not the place to argue the general merits of the system of competitive examination, but we may note that it has a certain special value as a method of appointment where parallel recruitment is being carried on from candidates at home and in a Colony.

(b) *Selection by the Crown Agents for the Colonies.*—Among their functions as the agents of Colonial Governments in a great variety of important commercial, financial, and other business, the Crown Agents carry out the duties of selecting and engaging certain classes of staff for service overseas. Prior to July, 1911, vacancies under the Colonial Governments thus filled were those of marine officers and engineers, clerks, store-keepers, policemen, and others of a subordinate character, the total number per annum being below one hundred. This number excluded the candidates selected and recommended by the Consulting Engineers under the arrangement at that time in force. Candidates for various technical appointments connected with the survey, construction, and maintenance of roads, railways, harbours, electrical undertakings, sanitary drainage, water works, public works, etc., were filled by the Crown Agents on the recommendation of their Consulting Engineers. In July, 1911, however, this system was replaced by an arrangement whereby the Crown Agents, with the assistance of their own technical staff and of responsible Colonial officials when available, should select candidates for most of the appointments of a technical character.

The following figures show the number of appointments filled in the various Departments in 1909 and in 1929, and the totals for the years 1922 to 1928.

<i>Department.</i>	1909*	1929
	No.	No.
Railway	134	130
Public Works Department	88	118
Posts and Telegraphs	12	26
Marine	28	30
Printing	2	2
Medical and Sanitation	4	3
Veterinary and Forestry	—	5
Survey	18	4
Police	13	†229
Irrigation	3	—
Miscellaneous (Laboratory Assistants, Fire- Brigade Officers, Clerks, Foremen, etc.) ..	40	100
	342	647

<i>Year.</i>	<i>Total.</i>
1922	350
1923	447
1924	588
1925	672
1926	726
1927	612
1928	772

While these figures show the increased scale of recruitment in recent years, it is necessary to explain that the later figures represent a greatly increased proportion of higher-grade fully-qualified personnel in relation to the total appointments made.

Vacancies are usually advertised in the Press by the Crown Agents. On being selected for appointment a candidate is engaged on a written agreement for a term of years, unless it is a case of

* These figures include all candidates engaged by the Crown Agents, whether the actual selection was their own work or that of the Consulting Engineers.

† Of this total 185 were recruited for a special emergency in Palestine.

seconding from the Public Service at Home to one of the Dependencies. In the case of technical appointments, the selection is made by a board composed of a senior member of the Appointments Branch of the Crown Agents' Office, a technical assistant attached to that Branch, and a senior Colonial Official when available. When Consulting Engineers are employed, candidates are interviewed by them and recommended to the Appointments Branch. They are then interviewed by a senior member of the Branch, and the candidates selected are thereupon engaged by the Crown Agents on behalf of the Government of the Colony concerned. Candidates for non-technical appointments are selected in the same way, but without a technical assessor.

The results of the selections by the Crown Agents are, according to the evidence which we have received, quite satisfactory. Some criticism was offered on the ground of delays in filling appointments and in a very few instances we were informed that some complaint was made that occasionally a candidate had been selected who was unsuitable from the point of view of temperament and personality. The terms of appointment and the qualifications stipulated are strictly laid down by the Colonial Governments in their instructions to the Crown Agents respecting each vacancy, and if, as sometimes happens according to our information, the emoluments offered are below the market rate, or the qualifications stipulated are too exacting in view of the material available, either delay must be expected, or a candidate will be appointed who is not in all respects up to the standard. This system of selection by the Crown Agents does not require that the names of the selected candidates should be submitted for the Secretary of State's approval. They exercise their power of appointment on behalf of a Colonial Government by virtue of their position as that Government's Agents. We take the view therefore that, both as regards their status and their practice, they are, as far as concerns their appointments work, an authority independent of the Secretary of State—a position to which we attach importance.

The Crown Agents possess many special advantages which aid them in these duties. They have available in their Office very complete information as to the nature of the works going on in each Colony, the special local conditions of concern to engineers, and the equipment locally available. They are in close and constant touch with their Consulting Engineers, who can assist in the assessment of candidates' technical qualifications. They are also in close touch with senior technical officers of the Colonial Governments, who may be on leave. They are able to establish their own most useful contacts at home which directly assist recruitment. For instance, we may refer to the scheme arranged with the Great Western Railway Company for the seconding on trial of members of the staff of that railway to the Railway Services of Colonial Governments.

We do not recommend any alteration in the system under which such appointments to the Colonial Services are made, but we think it right to take this opportunity to offer certain observations.

The recruitment of qualified technical officers is peculiarly open to competition from private employment, and this has been especially in evidence recently with regard to electrical engineers. The qualifications usually stipulated for by Colonial Governments, for instance in the case of young civil engineers, are both the possession of a University degree, or a similar professional qualification, and some period of practical engineering experience. We can well understand that often it may not be easy to find candidates satisfying these conditions, who at the same time possess the personal qualities needed for public service in the Colonies. It seems to us possible, however, that sufficient information is not yet available at likely sources, such as Universities and Technical Colleges, where prospective candidates could be informed of the opportunities in the Colonial Services open to young engineers, after qualifying and obtaining some practical experience in their profession. We suggest also that it would be an advantage if a waiting list or pool of applicants found to be qualified and suitable for appointment could be established, from which vacancies could be filled as soon as notified.

We have the further observation to offer that recruitment by Colonial Governments in all of the branches of the Services with which the Crown Agents are concerned seems to be of a spasmodic and irregular character, though its total annual volume is considerable. It is beyond doubt that the field of candidates might be improved and enlarged if it were possible for the Colonies to indicate their requirements, even if only their minimum requirements, in a bulk requisition, presented some months before the actual selection of candidates was imperative.

In particular branches of engineering work—for example, railway construction—where experience is not generally to be obtained in this country, we recommend that Colonial Governments should offer appointments of a cadet type. This would make it possible to engage young engineers on the completion of their professional studies, and then send them overseas to acquire a practical knowledge of the particular branch of engineering required.

Apart, however, from these special observations, we do not hesitate to give it as our opinion that any real improvement in the quantity and quality of the fully-trained engineering personnel required for the Colonial Services must depend on an improvement in the general rate of emoluments offered. Our evidence shows clearly that in view of the cost and duration of an engineer's training the financial inducements usually offered by the Colonial Services are not adequate.

(c) *Selection by the Secretary of State for the Colonies on the recommendation of his Private Secretary (Appointments).*—The nature and approximate number of the appointments made on the recommendation of the Private Secretary in 1929 is as follows :—

Administrative	115
Medical	107
Educational	62
Agricultural	35
Police	33
Survey and Geological	17
Financial	15
Forestry:.. .. .	13
Scientific Specialists (e.g., Botanists and Chemists)	13
Legal	11
Veterinary	11
Marine	1
Miscellaneous (e.g., Game Wardenships, Secretarial posts, Mining Appointments) ..	16
	449
Agricultural Scholarships*	22
The number of candidates selected in addition to the above who—	
(a) withdrew.. .. .	65
(b) were found medically unfit	14
	Total submissions made to the Secretary of State
	550

The method of selection for the appointments enumerated above, is that a candidate is required to supply the necessary detailed information as to his record—education, experience, and

* The Agricultural Scholarships are scholarships maintained by contributions from the funds of the Home Government and the Colonies, which are awarded by the Secretary of State on the recommendation of the Private Secretary to candidates with suitable attainments in the science of agriculture, who undertake to accept appointments in any of the Colonies which may be offered to them on completing a special scholarship course of instruction (generally two years) in Tropical Agriculture.

so on. His referees, tutors, or employers are communicated with. Then he is summoned to London for a personal interview with the Private Secretary or one of the Assistant Private Secretaries, and in many cases an additional interview with one of the specialist Advisers at the Colonial Office, or with some other experienced consultant whom the Private Secretary customarily or occasionally asks to advise him in the work of selection.

In the case of legal, educational, agricultural, and audit appointments, it is the custom for the specialists in these subjects at the Colonial Office to interview candidates, apart from the interview with the Private Secretary or a member of his staff, and to present to the Private Secretary, as a matter of advice, their impression of the relative merits of candidates, both from the point of view of their professional qualifications and their personal suitability.

In the case of medical appointments candidates are interviewed by a Medical Appointments Sub-Committee, comprising the Chief Medical Adviser at the Colonial Office, two specialists in Tropical Medicine not members of the Colonial Office, and one of the Assistant Private Secretaries. This Sub-Committee has before it all the detailed information of candidates' records, etc., and makes its recommendations to the Private Secretary. In practice the large volume of these appointments continually being made has led to the majority of interviews being conducted by the two Colonial Office members without the presence of the two outside specialists.

In the case of forestry appointments there has been since 1925 a Forestry Examining Board to examine and report on the technical qualifications of candidates. The recruitment of qualified forestry officers takes place once annually, and the selection work does not therefore require continual meetings of the Board throughout the year. The Board's method is to interview candidates by arrangement with the Private Secretary (Appointments), and to present each with a series of technical forestry questions, to which they are required to give not full written answers but the headings of answers. The Board then conduct a *viva voce* test. The Board's reports are confined to the candidates' technical knowledge of forestry, and are in the form of official reports to the Under-Secretary of State at the Colonial Office. The Board is thus not solely in an advisory position to the Private Secretary, although the responsibility for the final recommendation to the Secretary of State of a candidate for appointment rests with him.

We may at this stage refer also to the schemes which have been promoted recently to facilitate applications for Colonial appointments from suitable candidates in the Universities in the Dominions. For Canada, Australia, and New Zealand arrangements are already in force. Briefly, the machinery is for each University to appoint a member of its staff to be the Liaison Officer with the Private Secretary (Appointments) in

London, by whom he is supplied direct with information about the Services, application forms, etc. He thus becomes the centre of information in his University. He places the applications of candidates before a selection committee appointed by the University. If this committee is prepared to support the application, the Liaison Officer submits it with the Committee's report to the Dominion Liaison Officer for consideration by a Central Board of Selection appointed for the Dominion, which interviews the candidate. If the Board decides to recommend him, the candidate is medically examined as to fitness for tropical service, and the report of the Board and of the medical examination is sent to the Private Secretary in London for the candidate's merits to be considered along with those of applicants from elsewhere. The system is still in its infancy, and the actual results of these arrangements, measured by the number of successful candidates, have not so far been important; but we agree with the view that on other grounds it is a sound policy and may well open up in time a field of recruitment of considerable value.

Among the most important of the branches of the Services for which the Private Secretary conducts the selection work are the Administrative Services in the Tropical African Dependencies. The vacancies are filled by group selections in August and September of each year. Recruitment is now on a greatly increased scale, as would be expected in connexion with the increased development of the Territories concerned. The figures for the last few years are

107 in 1926,
98 in 1927,
118 in 1928,
106 in 1929.

The majority of the successful candidates are recruited from the Universities. The sources of supply are as follows :—

	1926.	1927.	1928.	1929.
Universities	71	83	88	89
Services (K.A.R. & R.W.A.F.F.)	9	3	5	6
„ (Others)	10	5	9	5
Local and Promotions	7	4	6	5
Miscellaneous	10	3	10	1
	<hr/>	<hr/>	<hr/>	<hr/>
	107	98	118	106
	<hr/>	<hr/>	<hr/>	<hr/>

Of the 17 non-University candidates in 1929, 13 had experience of dealing with native races in one way or another.*

There is no specialist adviser inside or outside the Colonial Office to participate in the selection work for these appointments, as is the practice with professional and technical vacancies. Nor are there any precise categories which could with advantage be laid down to govern the qualifications necessary for candidates for the work of Administration. The special needs are a liberal education, a just and flexible mind, common-sense, and a high character, and there is no calculus by which these endowments can be accurately assessed. But the Private Secretary and his staff, from their continuous close contact with the oversea Governments, are able to form a judgment of the type of endowment required; and from the precise and detailed information in the records of the candidates, and evidence obtained from the Universities and elsewhere, they have a reasonable basis on which to found their assessment, supplemented, as this is, by personal interviews and special enquiries on particular points.

The evidence which we have received from Governors and senior officers of the Colonial Services, especially in Tropical Africa, leaves no room for doubt that the present method of selection has satisfied these authorities. There is, indeed, abundant proof that the standard of selected candidates has in recent years steadily improved. The work of your present Private Secretary (Appointments), Major Furse, and his staff, is held in the highest esteem by the Colonial Governments.

Nevertheless, the work is of such extreme importance that it is necessary to consider whether the methods now in use do not need to be reinforced. The conditions of work in the Colonial Services are often exhausting, and a tropical climate has a testing effect upon health and character. Whole tribes and areas may

* The following is an analysis of the recruitment from the different Universities :—

	1926.	1927.	1928.	1929.
Cambridge	34	42	45	25
Oxford	20	37	39	48
Trinity College, Dublin	6	2	1	9
Edinburgh	1	2	—	2
London	3	—	1	—
Glasgow	2	—	—	1
Aberdeen	2	—	—	—
Belfast	—	—	—	1
Durham	—	—	—	1
Liverpool	—	—	—	1
St. Andrews	—	—	—	1
Sheffield	1	—	—	—
Dominions Universities	2	—	2	—
Totals	71	83	88	89

suffer disastrously from a single error of judgment on the part of one European officer. The future development of the Colonies depends upon the professional and technical competency, the integrity, and the initiative of those who administer them. The method of selection, therefore, demands the most careful study. It should be at once rigorous and elastic ; it should search the widest field for the best candidates ; it should provide no ground for suspicion that the best men are not selected ; above all, it should have some assurance of continuity.

The present system is open to criticism, first and foremost, as being, at any rate in theory, a system of patronage. The Minister for the time being has the sole power, through his Private Secretary, over the selection of candidates. Even so, the appointments made are on such a scale that no Secretary of State in recent years has been able to take any appreciable share in the work of comparing the merits of rival candidates. It would be a rare case in which more than a single name for each vacancy, with brief particulars in support, was submitted to him for approval. The Private Secretary is assisted in his selection work by a number of Assistant Private Secretaries. Technically, both the Private Secretary and his assistants may be replaced on each change of Minister, though in practice in recent years the Appointments staff has been retained by successive Secretaries of State. We cannot escape the conclusion that, if seriously challenged, such a system could not in theory be defended. At the same time, we feel that we should be doing the system and those responsible for it less than justice if we did not add that the fact that it has not so far been called in question is a striking testimony to the work of Major Furse and his colleagues, and to the confidence felt in it by successive Ministers.

Our own decided view is that the existing arrangements should be replaced by a system of recruitment at once more authoritative and more independent. For a variety of reasons we find ourselves unable to recommend the system of open competitive written examination. Such a test for many of the appointments now dealt with by the Private Secretary would clearly be unsuitable. So far as the African Administrative Services are concerned, we are satisfied that it would be inexpedient, at any rate under existing conditions, to rely on the test of written examinations.

Our recommendation, in the case of all appointments made through the machinery of the Private Secretary is that the appointing staff cease to be in the position of private secretaries to the Secretary of State, and that the Appointments branch be incorporated in the Colonial Office as a permanent part of a Personnel Division of that Office. The duties of the branch would be to continue all the activities of the present Appointments Branch—the liaison work with possible sources of recruitment and the preliminary sifting of candidates, with a view to submitting for each vacancy a short list of suitable names from which the final selection would be made by a Colonial Service Appointments

Board, to be set up as a standing independent Board. The Board's selections would be submitted to the Secretary of State, on whose authority the appointments would then be made. We recommend also, that the Board shall have the oversight of the machinery of recruitment for first appointment and shall have the power to suggest changes of method to the Secretary of State.

In considering the composition of such a Board it is necessary to avoid any proposal which would have the effect of delaying the appointments work. Though the recruitment for certain important branches of the Services is seasonal, there is, nevertheless, a not inconsiderable number of submissions to the Secretary of State being made throughout the whole year. It may be useful to give the figures for the last three years :—

	1927.	1928.	1929.
January	26	43	25
February	29	35	22
March	32	40	28
April	24	21	27
May	50	26	22
June	35	31	51
July	68	82	106
August	73	111	143
September	75	94	54
October	53	41	29
November	40	34	16
December	56	34	26
	561	592	549

An analysis of these figures shows that the bulk of the appointments to the Administrative, Educational, Agricultural, Forestry, and Police Services are made in the months July to September, but the appointments to other branches, and particularly to the Medical Services, are more evenly distributed throughout the year. The Colonial Services Appointments Board must therefore be composed in such a way as to enable it to meet at regular intervals throughout the year—probably two or three times a month—with more frequent sessions in the summer months.

We recommend that the Board consist of a Chairman and two other persons all of whom should be nominated by the Civil Service Commission, and one of whom should have had recent experience of service in the Colonies.

An impression, which is in need of correction, exists that, for appointments in which a University standard of education is needed, candidates are mainly sought from Oxford or Cambridge. We have made a careful examination on this point. The

total figures for the three years 1927-29 of successful University candidates selected by the Private Secretary for the main classes of post for which University men are normally selected are as follows :—

Cambridge	..	..	..	..	..	211
Oxford	..	..	..	..	..	198
London	..	..	..	..	..	108
Edinburgh	..	..	..	..	..	91
Glasgow	..	..	..	..	..	48
Trinity College, Dublin	..	..	..	..	..	41
Dominions and Overseas	..	..	..	..	..	35
Aberdeen	..	..	..	..	..	34
Agricultural Colleges	..	..	..	..	..	30
Birmingham	..	..	..	..	..	16
Leeds	..	..	..	..	..	14
Liverpool	..	..	..	..	..	13
Belfast	..	..	..	..	..	12
Bristol	..	..	..	..	..	12
St. Andrews	..	..	..	..	..	11
Wales	..	..	..	..	..	11
Durham	..	..	..	..	..	10
Manchester	..	..	..	..	..	10
National University of Ireland (and Royal College of Science for Ireland)	..	..	..	..	..	8
Reading	..	..	..	..	..	7
Sheffield	..	..	..	..	..	5
Exeter University College	..	..	..	..	..	1
Nottingham University College	..	..	..	..	..	1
						<hr/>
Total, Oxford and Cambridge	..	..	..	..	..	409
						<hr/>
Total, other Universities	..	..	..	..	..	518
						<hr/>
Grand Total	..	..	..	..	..	927
						<hr/>

An analysis of these figures shows that for medical appointments, the Medical Schools in London were by far the largest source of supply: for Forestry, Edinburgh was the principal source; for Agriculture, Wye College. For the aggregate of the scientific appointments (except medical) of a specialist and research type for the years 1927-29, London (including the Imperial College of Science) comes first with 16 appointments out of 71: Cambridge and Edinburgh 9 each: Oxford 7: Leeds and Dominion Universities 4 each: Aberdeen and Glasgow 3 each: Birmingham, Liverpool, St. Andrews, and the University of Wales 2 each: and one each from Durham, Manchester, Midland, Sheffield, Bristol, Nottingham, Trinity College, Dublin, and the Royal College of Science for Ireland.

For the Education Services, an analysis of the appointments made on the selection of the Private Secretary shows that in 1927 Cambridge produced a great majority of successful candidates, while in 1928-1929 Oxford led by a large margin. In the last year London took second place and Cambridge third. For the Tropical African Administrative Services, as shown earlier in this part of our Report, Oxford and Cambridge in 1929 provided 73 out of the 89 successful University candidates. For appointments in the non-scientific Services as a whole, for which recruitment is mainly from the Universities, the results for the last three years are: Oxford 173, Cambridge 168, other Universities 91.

These figures serve to show that there is no real ground for the suggestion that the older Universities have anything like a monopoly of the Colonial appointments. In the matter of certain classes of specialist posts, neither Oxford nor Cambridge is the chief source of recruitment. For appointments in the Administrative Services, however, which are in many ways the most attractive and important, the two older Universities provide by far the greater number of successful candidates, and for this we believe there are cogent reasons. At the older Universities there is a long tradition of public service overseas. For India, Egypt, the Sudan, and the Diplomatic Service young men have for many years been taken principally from Oxford and Cambridge.

Under a system of selection it is not surprising that these two Universities have been regarded as the main recruiting centres for the Colonial Administrative Services, attributable no doubt to the personal qualities which those in high office in the Colonies associate with students at these seats of learning and their confidence in the schools from which students flow to them.

Though they would not claim that the qualities which they regard as essential in an administrative officer, namely vision, high ideals of service, fearless devotion to duty born of a sense of responsibility, tolerance, and above all the team spirit are a monopoly of the products of the Public Schools and Oxford and Cambridge, they undoubtedly believe that administrative recruits drawn from these sources are more certain to possess them than those drawn from schools and universities about which they know little. Another factor has to be taken into account, the new Universities have specialized in training students for the professions, for example medicine, engineering, science, education. It was inevitable, therefore, in the post-war period of expansion of the Colonial Services, that the efforts of the small recruiting staff under the Private Secretary (Appointments) should have been concentrated on those centres where the quickest results could be obtained. Oxford and Cambridge were clearly the most promising as regards the Administrative Services, other centres—in particular the Universities of London, Edinburgh, and Glasgow—were looked to for well qualified recruits for the Medical, Scientific, and Agricultural services.

Nevertheless, the fact that it is mainly from the universities other than Oxford and Cambridge that the supply of recruits for the Colonial specialist services is obtained proves that there is no general disinclination on the part of students of these universities to embark on a career overseas. We are of opinion, therefore, that a greater effort should now be made to attract such students for administrative service, and to remove any impression which may exist amongst them that as candidates for that branch they are at a disadvantage in competition with Oxford and Cambridge men. We do not, however, mean to suggest that suitable applicants are likely to be recruited from other centres in such numbers as may be expected from Oxford and Cambridge. That the preponderance of candidates selected from those two Universities does not necessarily arise from a system of selection, as opposed to one of written examination, is illustrated by the fact that of the 35 successful European candidates at the open competitive examination in 1929 for the Indian Civil Service, 27 were drawn from Oxford and Cambridge.

The increased urgency of recruitment since the War has been recognized by the increase of the Private Secretary's establishment. In 1919 the Private Secretary (Appointments) was given two temporary assistants; in 1923 a junior member of the established Civil Service in the Colonial Office was attached to the Appointments Branch; in 1926 the addition of one temporary Assistant and one more junior member of the Colonial Office staff was sanctioned. Apart from these, additions have been made from time to time to the clerical staffs of the Branch. But in each case the additional staff was sanctioned in order to give some relief to pressure of work already existing, and in these circumstances the bulk of the recruiting effort has been naturally directed towards centres from which experience proved that the best and quickest results could be expected. We suggest that it might be worth consideration whether, for the purpose of assisting in the task of interviewing, the existing practice of making use of carefully chosen officers of the Colonial Services while on leave should not be still further developed. This might be done by forming a panel of such officers from which one or more could be selected from time to time to take part in the work according to their convenience and to the number of vacancies to be filled.

We are confident that the staff organization required for the new Appointments Branch of the Personnel Division of the Colonial Office, which we propose should be set up, will be established on a basis sufficiently broad to ensure that there shall be no ground for such criticism as we have indicated above; and that on this special work—special in the sense that it must be done by a staff possessing the special capacity needed both for assessing the personal qualities of applicants and for the wise and sympathetic handling of *persons* as opposed to *subjects* such as

Treaties, Finance, Communications—a sufficient expert personnel will be employed on a scale commensurate with the importance of the issues at stake.

We would repeat our former recommendation that in building up the revised organization it is most desirable to perpetuate the excellent tradition of the present Appointments Branch and that therefore full use should be made of the experienced staff at present employed in it.

We have suggested that the field of recruitment for the Colonial Services should be extended so as to embrace all the home Universities and if possible the Universities in the Dominions. The officers of the Appointments Branch, while maintaining the already established connections with the older Universities, through the students' societies, the Appointments Boards, and the heads of University Faculties, should be encouraged to stimulate the interest of students and university authorities in other centres in Colonial appointments. Recruitment at Oxford and Cambridge has been greatly assisted by the personal visits of Major Furse, Colonial administrators on leave, and the political and administrative heads of the Colonial Office where they have been able by arrangement through the Appointments Boards to address groups of students on the opportunities for careers in the Colonial Empire. There can be no doubt that visits of this kind are specially valuable aids to recruitment, and we advise that every effort should be made to develop the practice in the other universities. Much, too, might be done to direct a flow of desirable candidates from the civic and provincial universities to the Colonial Services by means of informative articles written by recognised authorities for College Magazines and the journal of the National Union of Students; we have every reason to believe that the last-named body would be willing to give active assistance to the Colonial Appointments Branch in putting before students the facts relating to Colonial Appointments.

We should like to stress one other point in connection with the recruitment work; we feel that the effectiveness of the Appointments Branch will be conditioned to a certain extent by the first-hand knowledge of life in the Colonies possessed by the Appointments staff at the Colonial Office. It is important therefore that they should be given every opportunity by means of visits to Colonies to acquire this knowledge.

(d) *Appointments made by the Secretary of State on the recommendation of other Government Departments.*—We do not advise that any alteration in the system of selection for these classes should be made, where in fact an independent authority does already carry out the work. In any cases which may arise of a Department recommending to the Colonial Office a short list of qualified candidates, by which we mean more than one name, leaving the final selection to be carried out in the Colonial Office, we recommend that the selection should be placed in the hands of

the Colonial Service Appointments Board, unless other arrangements, such as those for Military and for Posts and Telegraphs personnel, already exist for an independent authority to undertake the duty. On a comparatively minor aspect of these appointments, we recommend that the Appointments Branch in the Colonial Office should handle the correspondence with other Government Departments regarding vacancies of this nature. In the case of the Overseas Nursing Association, however, we see no reason for any alteration of the existing routine practice, by which the several Geographical Departments of the Colonial Office transmit to the Association the requisitions of Colonial Governments, and effect the appointment of candidates recommended by the Association.

C.—PROMOTIONS IN THE COLONIAL SERVICES.

Apart from the recruitment of fresh candidates to the Colonial Services our terms of reference require us to consider the system of filling appointments by the promotion or transfer of officers already serving.

This is in the main a matter which concerns the more senior appointments, but it not infrequently happens that quite junior appointments in those Colonies where the staffs are larger, the prospects better, and the range of salaries higher, are filled by the transfer of officers from other Colonies.

The machinery at the Colonial Office for dealing with promotions and transfers consists of a Promotions Branch, which is a branch of the General Division. As regards administrative staff, the work occupies the part time of a Principal and an Assistant Secretary, the latter being of the same status as the Heads of the several Geographical Departments of the Office. The Promotions Branch is responsible for recording the annual confidential reports by each Governor on the officers of the local Service; the individual applications for transfer which any officers may make; and all other available information, bearing on the professional qualifications, record, experience, personal qualities and inclinations of all officers who may either of their own motion be applicants, or in the view of their Governor or of the Colonial Office may be deserving of consideration for promotion in the "Colonial Service," whether within or without the Colony in which they may be serving. We mark the expression "Colonial Service," since in this connexion alone do we find it officially sanctioned as though there were a single Service and not a number of separate, independent Services, a problem with which we deal particularly in Part III of this Report.

Many of the vacancies occurring in all grades of a Colonial Administration are of course filled by local promotion. But, as stated earlier in our Report, the Secretary of State's approval is needed for all except relatively subordinate appointments, and

this requirement gives the opportunity to consider, along with those of any local officer recommended by the Governor, the relative merits of officers who are in the service of other Colonies. In many instances the Governor himself may recommend that a vacant appointment should be filled from outside the Colony.

An officer already serving in one of the Colonial Administrations is, rightly in our opinion, regarded as having a prior claim to consideration over an applicant from outside the service, provided that both are equally suitable according to the qualifications required. It happens therefore that, in the case of many vacancies not only in the higher ranks of a Colonial Administration but also in appointments of a junior character which are usually filled by the selection of outside candidates, a notification of the vacancy may be sent in the first place to the Promotions Branch of the Colonial Office by the particular Geographical branch concerned in order that they may consider whether in their lists there are suitable officers in any Colonial Service who would be attracted by the vacant appointment. The total number of vacancies referred to the Promotions Branch in 1929 was 322. If the Branch have no names to put forward from their lists, the vacancy will be remitted to the Private Secretary, the Crown Agents, or whoever may be the appropriate recruiting authority for selecting an outside candidate. If there are suitable names forthcoming from the Promotions Branch, the vacancy will be placed before a standing Office Committee—the Promotions Committee—for a recommendation to be made. In practice, if there are only one or two names, a selection would be made by consultation between the Departments concerned, and a recommendation made to the Secretary of State without reference to the Committee.

The appointments of Governors and Colonial Secretaries are not dealt with by the Promotions Committee, but are the subject of advice given direct to the Secretary of State by the Permanent Under-Secretary of State, after consultation with the Assistant Under-Secretaries. The Committee are, however, frequently asked to advise upon the relative merits of possible candidates for the smaller Colonial Secretaryships. Special lists of the senior officers of the Colonial Services deserving consideration for such promotion are kept in the Promotions Branch for the convenience of the authorities mentioned.

The Promotions Committee meets once a week, if the business so requires. It consists of an Assistant Under-Secretary of State (Chairman): the Legal Adviser: the Assistant Secretary in charge of the Promotions Branch: the seven Assistant Secretaries in charge of the Geographical Departments: an Assistant Secretary of the Dominions Office: the Private Secretary (Appointments): and the Principal concerned in the Promotions Branch. In addition, according to the nature of the vacancy, the appropriate Specialist Adviser attends the meeting; in the case of an Engineer vacancy, one of the Crown Agents or a member of his staff.

The members of the Committee, having already received from the Promotions Branch a statement of particulars of the vacancy and the names of candidates, including any local officer recommended by the Governor, with a summary of the information about each, meet and on a majority vote make a selection for submission to higher authority. If they consider none suitable, they may recommend that the vacancy be remitted to the recruiting authority for an outside candidate. If there are good outside candidates known to be available, the Committee may in any instance be notified of the particulars of such candidates to assist them in their comparative view of the Colonial Service candidates.

In 1929 the number of vacancies considered by the Promotions Committee was 103. The total number of vacancies filled by transfer was recorded in the same year as 70.

On the basis of the evidence we have received we have certain criticisms and proposals to make under this head. As a result of a Report by a Colonial Office Committee, which in 1927 considered the question of the organization of the Department, the Promotions Branch of the Colonial Office was reorganized and its efficiency improved. In particular our evidence suggests that the presence and interest of the several Specialist Advisers appointed during the last few years have had very appreciable results in improving the Promotions work so far as concerns their particular branches. Nevertheless, though we gladly recognize the excellent work which has been done by the existing Promotions staff, there are still improvements which might be effected, but which would require some slight increase of staff for their fulfilment. The provision of such a staff is involved in the proposals of this Report.

We have formed the opinion, from our own investigations and from the statements of many witnesses, that the system of annual confidential reports on officers which are rendered by the several Governors, though adequate in theory, has in practice not always proved satisfactory. We are given to understand that, in the case of certain Colonies, these reports have in the past been received only after a considerable interval of time, and sometimes not at all, and that in some cases only the senior officers of the Administration are thus reported upon. We need hardly emphasize how desirable it is that such Reports should be rendered regularly and fully in the case of all officers who might, however remotely, be considered as possible candidates for promotion or transfer.

It may be convenient at this stage to record a suggestion which we believe to be worthy of support, that the various authorities at home and overseas who have to concern themselves with Promotions work should, in the case of vacant appointments in the Administrative branch, include in their review of possible candidates any suitable officers of technical departments who have shown exceptional capacity of an administrative order, and who would like to be considered for such transfer.

Our attention has been called to the great importance of the closest co-operation between the Promotions Branch and the other Departments of the Colonial Office, and to the necessity of the Promotions Branch being furnished with very complete information and personal knowledge regarding the officers noted on their lists. We are in full agreement as to the importance of this point.

The Colonial Regulations while requiring all officers of the Colonial Service to report in writing their arrival home do not, on account of the large number of officers coming on leave and of the fact that their homes are scattered all over the country, definitely require such officers to report in person at the Colonial Office, but nevertheless many senior officers in fact make a practice of doing so. In so far as this is not done already, we think it desirable that with the enlarged Promotions Branch which we propose, it should be the normal procedure for the Geographical Departments of the Colonial Office to keep that Branch informed of the arrival on leave of all officers noted on the lists for promotion or transfer, in order that, if it should be so desired, these officers may be requested to call and interview a member of the Promotions Branch. The Promotions Branch would in this way not have to rely solely on a chance visit from such officers. We are convinced that the more an enlarged Promotions staff is able to obtain information and advice from Governors, Heads of Departments, and other senior officials when they are available in this country in person, the easier will it be to make the best use of the personnel in the Colonial Services. We think that our proposals will enable more to be done in this direction than has been possible with the existing staff.

We are aware of the great difficulties in the way of inter-Colonial promotions due mainly to the fact that each territory maintains its own independent Service. We are also aware that a complete assimilation of the conditions and terms of service in all the several territories has been regarded as impracticable. Some territories are large and rich, others are small and poor; the local climate, local cost of living, and a hundred other circumstances hinder, and to some extent prevent, uniformity throughout the Dependencies. All these difficulties give the central handling in the Colonial Office of the question of inter-Colonial promotions a special importance. The comparatively short career of a European in the Tropical Colonial Services—some 30 years of active service at the most—calls for a policy of the early and rapid promotion of the best officers in whatever Colony they may receive their first appointment, if the fullest use is to be made of them in high positions of responsibility. The constant need to improve the quality and prestige of Colonial service requires that it should offer a career in which the prizes go to merit, and the only value of seniority is the value of the experience which it has brought. In Part III of this Report we make a recommendation as to the organization of the Colonial

Services which, in the light of the evidence received, is in our view a matter of principal importance for the furtherance of this policy.

The recommendations which at this stage we make about the Promotions organization are designed to ensure

(1) that there will be no risk of omitting to note officers who are deserving to be considered for promotion in any of the higher appointments in the Dependencies ;

(2) that the most complete information may be obtained and recorded about them, so that on the occurrence of any suitable vacancy the work of selection shall not be hampered ;

(3) that individual vacancies are not handled in the Promotions Branch as isolated occurrences, but as part of a large general plan to secure that the most suitable officers of the Colonial Administrations are appointed to such posts as will be to the best advantage of the Service ;

(4) that on this special work—special for several of the reasons which we have already mentioned in the case of the Appointments Branch—a sufficient expert personnel may be employed on a scale which will enable considerably more detailed attention to be given to it than can safely be looked for under the existing arrangements.

We recommend that the Promotions Branch in the Colonial Office be separated from the General Division and form a section of the Personnel Division, the creation of which we have proposed. To this Personnel Division we propose elsewhere that, besides the Appointments and Promotions work, there shall also be entrusted certain other business at present allocated to the General Division, which relates particularly to matters of personnel in the Colonial Services, discipline, pension, honours, etc.

Regarding the existing Promotions Committee itself, we suggest that it should be reorganized on a smaller scale. As a standing Committee for its present purpose we believe that a body of 13 persons, with the addition of one of the Specialist Advisers in certain cases, is too large for the effective weighing of the rival merits of candidates. We have been informed that the advantage of having as members the Heads of each of the seven Geographical Departments is that it goes some way to ensure that there is present at the Committee some one person at least who has personal knowledge of each of the candidates under consideration, and that they constitute a valuable “ jury ” for arriving at a fair selection from the names before them. We believe that the first of these advantages should more properly be looked for from the staff of the Promotions Branch, in so far as it is a case of knowledge pertinent to the candidate’s comparative suitability for promotion, and under the new arrangements which we propose we should in due course expect an enlarged Promotions Branch to be in

a position to supply it. We recommend that the existing Committee should be replaced by a much smaller body, presided over by the Permanent Under-Secretary of State or his Deputy : and we suggest that the Heads of Departments and Specialist Advisers particularly concerned in any vacancy should, as necessary, be invited to attend the meetings in an advisory capacity.

D.—THE HIGHEST OFFICES.

In concluding this part of our Report we venture to offer an observation on the subject of the appointments to the highest offices in the Colonies.

We have referred to the special method adopted in considering persons for the appointment of Governors of Colonies, and we are aware that in the majority of cases such appointments are the prizes given to the best officers of the Colonial Services as the culminating opportunity of their overseas careers. The outstanding influence and importance of the Governor in his Colony is such that only the most proven and experienced men can be regarded as suitable for such appointments. We therefore recommend that the quest for Governors should first be made among officers holding high appointments in the Colonial Services, and that only after the qualifications of such have been fully considered should the question arise of an appointment from outside the Service. We believe that such a declaration of policy would be a valuable encouragement to, and would increase the prestige of, the whole overseas Service.

III.—Terms and Conditions of Appointments in the Colonial Services.

The Colonial Regulations contain a direction that appointments to public offices are made by authority of His Majesty and as a rule are held during His Majesty's pleasure, but in some few cases are held during good behaviour. In other respects the terms and conditions of appointment are set out in other Colonial Regulations and in the General Orders in force in each Dependency. No officers appointed to a Colony have any legal claim to be transferred to any other Colony, nor, with a very few exceptions, are they under any legal liability to accept a transfer. The exceptions are the Colonial Audit Service, the West African Medical Staff, the East African Medical Service, the Fiji and Western Pacific Cadet Service, and certain branches of the Service in Malaya which are common to the Straits Settlements and the Malay States. Apart from these exceptions, any cases of transfer of officers between the separate territorial administrations which comprise the Colonial Services are, as a rule, arranged by the promotions and transfer machinery at the Colonial Office.

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There is still a very great variety in the terms and conditions of service in the several Dependencies, although in certain neighbouring groups of Colonies, e.g., in the groups of West African and East African territories, a considerable assimilation has been effected. In the Colonies in each of these two groups the salary scales are related, and leave, passage, and pension terms are the subject of common regulations. A similar situation exists in the group of territories in Malaya. Elsewhere, however, even in Dependencies which may be regarded as neighbouring, such as Fiji, the Gilbert and Ellice Islands Colony, and the British Solomon Islands Protectorate, and which, for purposes of recruitment, are included in a single Administrative service, there are appreciable differences in the leave and passage regulations, and some difference in the salary scales. As between Dependencies which are not in any way grouped, a much wider variation exists, in part due to different climatic conditions, in part to differences in financial capacity, and in part, as we believe, to the lack of any comprehensive plan of organization which would relate the terms of service in one territory to those elsewhere.

In one important respect, however, namely, pension schemes, there has been inaugurated, chiefly as a result of the consideration of the subject by the Colonial Office Conference in 1927, a system under which the pensions regulations of each Dependency make fair provision for the cases of officers whose service has not been confined to one Colony. It may be useful to state briefly what the system is. Colonies for this purpose are divided into three groups according to their general level of salaries. Each Colony may schedule those Colonies which are in its own group or the groups adjacent to it; Colonies in the middle group may, therefore, schedule all other Colonies, while those in the highest or lowest groups can schedule the other Colonies in their own group and in the middle group. An officer's service in Colonies thus scheduled together may be computed by each Colony for pension purposes as though the total service had been continually in that Colony, each Colony's share being in the proportion which the total emoluments actually paid to him during his local service bear to the aggregate of the emoluments he has received during his entire Colonial service. In our view this successful attempt to relate in one important respect the terms of service in the different Dependencies is highly encouraging.

A.—LONG SALARY SCALES.

We have had a considerable amount of evidence on the subject of the long salary scales which are a general feature in the Colonial Services. In the East African territories, for instance, administrative officers are on the incremental scale £400 to £920 a year with free quarters; in West Africa £450 to £960 a year with free quarters; in Malaya, \$350 to \$1,000 a month (£490 to £1,400 a year) without free quarters. Long incremental salary scales are

employed also in other branches of the different Services. In all there is at one or more points in the scale an "efficiency bar", which requires the production of a certificate of efficiency from the Head of the officer's Department before further progress up the scale can be made. Our evidence shows that the purpose of the institution of the long scales was to prevent a block in promotion, and to promote recruitment by offering to candidates the prospect of attaining at least to a reasonably high salary in return for efficient service and irrespective of the occurrence of vacancies.

We recognize that for the present no great improvement of the scales is likely to be practicable. Nevertheless, it is the case that recruitment of the necessary trained staff cannot in our opinion be regarded as sufficient either in quantity or quality. Though this may to some extent be improved by extended missionary work on the part of the recruiting authorities, it is to be borne in mind that the remuneration and opportunities offered in other public appointments and in business is an increasingly important competitive factor, and one which must sooner or later call for a generally higher standard of remuneration in many of the Colonial Services.

We do, however, at this stage recommend that where, as in the administrative and other branches of the Services in East and West Africa, the upper limit of the scales falls by a small margin short of four figures, the scales should be prolonged up to £1,000. This would, we believe, make them more attractive, without constituting a serious addition to the financial burden.

While we favour the retention of the long salary scale system as an indispensable recruiting attraction, we are in no doubt that in its present operation it is a system which has the effect of preventing the rapid advance of junior officers who possess special ability. The efficiency bars have no more effect in most Colonies than to hold up the officer of unquestioned inefficiency. They have not the positive result of facilitating the special selection for promotion of outstanding officers. While not urging any interference with the run up the long scale, we recommend that, above some middle point in the scale, e.g., at £720 in Tropical Africa, a number of posts of suitable importance should be designated as higher-grade posts, and should be filled by selection on the sole basis of merit from among all officers on the scale, whether in the upper or lower halves. We also recommend that any officer, who might be selected for such a post out of the lower region of the long scale, should have his salary and relative status especially advanced within the scale up to the middle point, with the consequent improvement in the prospect of further promotion to a super-scale post in a shorter time than would have been possible had his relative status in the long grade remained dependent on the length of his service. Efficiency bars should relate only to efficiency in the scale, but should be so used as to be a real check against the advancement of officers who do not reach the prescribed standard of efficiency. Subject to their passing such bars, all officers could expect to

receive annual increments of salary in accordance with the scale. Promotion to super-scale appointments should, as is the present policy of many Colonial Governments, be filled by selection on the sole basis of merit.

B.—PASSAGE AND HOME LEAVE CONDITIONS.

On these subjects also we have received evidence which shows that they have a very considerable effect not only on recruitment but on the whole tone and efficiency of the Services. On first appointment the grant of a free passage to an officer is now general under the Colonial Regulations. In Colonies outside Tropical Africa free passages are also granted to his wife and family; in East Africa an allowance towards the cost of passages of wife and family is authorized; and in West Africa one-half the cost of the wife's passage is granted in certain conditions. The local regulations as to leave and passage on leave vary considerably as between the different Colonies. In Ceylon, Malaya, Hong Kong, and the Falkland Islands, officers and their families are given free passages on leave after they have served for the stipulated tour of service. In West Africa an officer himself receives a free passage and his wife an assisted passage. In East Africa the officer receives a free passage for himself, and a grant towards the cost of the passages of his family. In other Dependencies assistance towards the cost of passages is given in varied degree or not at all. As for the grant of leave the regulations in all the Dependencies provide for some period of full-pay vacation leave to be granted without any special grounds after a tour of service of a stipulated length: for instance, in West Africa after 12 to 18 months, in East Africa after 20 to 30 months, in Somaliland after 12 to 15 months, in the Dependencies in the West Atlantic and in Palestine after 3 years, in Hong Kong and Ceylon after 4 years, in Malaya after 4 years for the first two tours, after 3 years for the next two tours, and after $2\frac{1}{2}$ years for subsequent tours. In addition the various regulations provide for short periods of local leave and casual leave with full pay, to be taken during the tour of service. We have been specially interested by new regulations in Sierra Leone and the Gambia which enable the "local leave" to take the form of a short visit to England with assisted passages.

Generous leave and passage regulations are very desirable in the interests of the Colonial Services. We believe that the annual leave home with free passages which is granted to its officers after their first year of service by the Sudan Government is not only one of the most valuable attractions which it can offer to candidates but is a very potent means of maintaining the spirit and efficiency of its officers. Of special importance is the question of the grant of free passages to an officer and his family. The value of liberal terms as regards the length and frequency of home leave is seriously diminished if an officer cannot, or can only with great

difficulty, afford the cost of passages. We urge that those Colonial Governments which do not at present grant free passages on leave to officers and their families give this concession prior consideration, and that it be the Secretary of State's policy to offer every encouragement to the steps which they may find it possible to take in this direction.

C.—COURSES OF INSTRUCTION.

Very little was done before 1924 to provide selected candidates with special training before they assumed duty overseas, except in the case of Medical, Police, and Survey officers, and those selected for the Tropical African Administrative Services. The following are the general developments which have taken place during the last few years :—

- 1924. Forestry courses started at the Imperial Forestry Institute, Oxford—normally one year.
- 1925. Agricultural Scholarships instituted—normally one year at home, and one year at the Imperial College of Tropical Agriculture, Trinidad.
- 1926. Tropical African Administrative Services course extended from three months to two academic terms, and moved to Oxford and Cambridge : extended further to one year in 1928.
- 1926–27. Theoretical Survey courses started at Cambridge— one year followed in certain cases by a course of six months with the Ordnance Survey at Southampton.
- 1928. Tropical African Education Services course started at the London Day Training College, leading up to the Teacher's Diploma—one year. In 1929 its scope was extended to include also candidates selected for the Malayan and Hong Kong Services.

This year we understand that a Scholarship scheme on the general lines of the Agricultural Scholarships is to be introduced in connexion with Veterinary appointments, as a result of the investigation of the whole subject of the Colonial Veterinary Services by Lord Lovat's Committee, which reported to the Secretary of State a year ago (Cmd. 3261). Regular courses of instruction for Police Officers are held at the Royal Ulster Constabulary Depot at Newtownards, and a special intensive course for senior police officers at New Scotland Yard. Courses in various African and Oriental languages have also been arranged at the School of Oriental Studies in London. A Hydrographic Surveying Course is held by the Admiralty for Nigeria Marine Officers. Apart from these there exist a variety of courses in different subjects, arranged generally for serving officers to meet individual requirements, such as courses in Anthropology, Arts and Crafts, Animal Breeding, Animal Nutrition, and Dairying.

In most cases the appointment of a selected candidate, who is required to undergo a course before proceeding overseas, is dependent on his satisfactory progress at the course. The extension of these schemes of training for the various branches of the service is to our mind a most welcome development, which in itself clearly reflects the great advance in the organization of the Colonial Governments, and the greater efficiency and variety which are demanded of the Public Services as the development of the Dependencies proceeds. The general arrangement of the various courses, their syllabuses, and the question of training allowances to the officers engaged are constantly under revision, and we regard it as most desirable that they should be constantly reviewed, adapted, and made more effective.

We recommend that the handling of the arrangements for these various courses should be carried out in the Personnel Division of the Colonial Office, in order to ensure that the Appointments staff are not only kept fully informed about them, but also continually consulted.

We do not desire to offer observations on any particular course except the Tropical African Administrative Courses now held at Oxford and Cambridge. The subjects of instruction include the principles of law, evidence, and legal procedure ; elementary surveying and field engineering ; African Colonial history, geography, anthropology ; tropical economic products, agriculture, forestry ; tropical hygiene and sanitation ; phonetics and various African languages. The selected candidates who are sent to the course are naturally not intended to become expert in all the branches of knowledge there dealt with, but only to acquire some understanding of the varied nature of an administrative officer's work, and of the general principles governing the activities of the professional and technical staff with which they will have to co-operate as District Officers.

It is in our opinion a valuable course, the syllabus and scope of which must still be regarded as in the experimental stage. The impression we have obtained from our evidence is that its scope might with advantage be extended to include also Administrative officers selected for certain Dependencies outside Africa, particularly for Fiji and Western Pacific Cadetships, where a general preliminary guidance in the study of subjects which will become of practical importance to them in their careers should be given before they take up their posts. It would in our view be desirable to aim at creating an effective link between the Oxford and Cambridge courses by means of a combined examination in the subjects of instruction common to both courses, which would serve both as a qualifying examination to reject those candidates who showed themselves to fall short of a reasonable standard, and ultimately as an examination the results of which would have a bearing on the relative seniority of those whose appointments would be completed.

We also suggest that the desirability of instituting parallel courses at other centres, especially London and Edinburgh, should be borne in mind in relation to the numbers of officers selected. Even with the present scale of recruitment the numbers attending the Oxford and Cambridge courses could probably with advantage be somewhat reduced from the point of view of the effectiveness of the instruction. Thirty to forty students is generally regarded as the most suitable number for such courses. Moreover, the institution of courses at other centres might well be expected to promote recruitment in those centres. There is reason to suppose that in London and the Scottish Universities especially, and no doubt also in other centres, suitable material is available if it could by such means be attracted.

D.—STUDY LEAVE.

The arrangements and facilities for officers to undertake “refresher” or other courses of study during their leave at home, with an extension of leave for the purpose in many cases, have been considerably improved in recent years, largely as a result of the consideration given to the question by the Colonial Office Conference in 1927. The published Summary of the Proceedings (Cmd. 2883) included the following passage:—

“The Conference was generally of the opinion that the provision of adequate study leave for officers in the various branches and departments of Colonial Government service was desirable in the interests not only of the local Administrations, but also of the officers themselves In particular they attached importance to the recommendation that facilities for study leave when provided should be such as would enable officers to undertake approved courses without sacrifice of leave or pay.”

We entirely support these views, and consider it to be most important that every encouragement should be given to officers to improve their equipment and to bring their knowledge up to date by such opportunities. The extended prospects of inter-Colonial promotion which we advocate in Part III and elsewhere in this Report will provide a stimulus to the best officers to improve their qualifications. Moreover, the knowledge that this is the policy of the Colonial Services is a matter of considerable value as an attraction for the best type of candidate also.

We recommend that the scheme for study leave should not be confined to opportunities for special work at home, but should also provide for visiting other Colonial territories, whether British or foreign, in which developments or researches in subjects of interest to any particular Dependency are being carried out.

Study leave has certain obvious applications in the case of professional and technical officers, if they are to keep up with the rapid expansion of scientific knowledge. But we hope that it will be appreciated also that for officers of the Administrative

Branch opportunities no less valuable exist to acquire for the service of their Colony a knowledge of particular branches of public administration which call for specialization in fully-developed States, and already, too, in the more advanced Dependencies. The special studies of Administrative officers are as a rule devoted at present to quite a small range of subjects, such as law and anthropology. We would suggest that matters such as co-operative systems, local government organization, etc., are well worth the attention of selected officers who show an inclination for such work.

E.—SECRETARIAT APPOINTMENTS.

Our evidence has shown that it is the generally recognized practice of Colonial Governments to staff the Secretariat from the Administrative officers of the local Service, without constituting a distinct Secretariat Service. We are satisfied that in practice it has been found that the eligibility of an Administrative officer for promotion in another Dependency is considerably enhanced—especially in the case of senior appointments—if he has had local Secretariat experience. We recognize that Secretariat posts are few in number, compared with District posts, and that it is not to be expected that every District Officer should be able to count on a period of Secretariat work. But we recommend that every encouragement should be given to the fullest interchange in practice between the Secretariat and the rest of the Administrative staff, and that to the utmost possible extent a spell of Secretariat duty should be given to all officers of the Administrative Service who are judged to have an inclination and capacity for that type of work.

F.—RESEARCH APPOINTMENTS.

Elsewhere we have made reference to the methods of recruitment of the personnel for various scientific and technical services, for example, agriculture, forestry, veterinary, medical, geological, meteorological, transport, and public works. Many of the officers appointed to these services are qualified to undertake research work of a fundamental character, and some officers are appointed in the first instance for the specific purpose of carrying out research on urgent problems confronting a particular service. In the ordinary course, however, an officer appointed to the agricultural service with special knowledge of plant diseases or insect pests, would rank for promotion in the higher grades in that service along with officers engaged in more general and less specialised duties, and would not necessarily confine himself to work of a specialist character throughout his service career.

In a different category are those appointments to research institutions, for example the Rubber Research Institute, Malaya, and the Amani Research Institute in Tanganyika, where the

research officers may be expected to devote the whole of their service careers to the study of specific groups of problems, the solution of which may have important practical bearings on the work of different scientific departments throughout the Colonial Empire. The officers for such research institutes would normally be selected from among those who have already proved their capacity for research. Usually it would not be in the interests of the service for their advancement to be conditioned by the occurrence of vacancies in the higher appointments in the Agricultural Departments ; in fact, it does not follow that such a service should be graded like other Colonial services, for each individual in it must determine his own line of research in his particular sphere of work. In our opinion Research officers should be encouraged by means of special inducements in the way of salaries and other terms of service to continue their long-range investigations. These terms should, in our opinion, be at least equal to those which they would be likely to obtain if they were prepared to abandon purely research work for more general duties.

PART II.

THE COLONIAL OFFICE.

I. System of Appointment.

The Colonial Office staff is interchangeable with that of the Dominions Office up to and including the rank of Assistant Secretary. The Administrative staffs of both Offices are recruited by means of the open competitive examination common to such appointments in all Departments of the Home Civil Service, but in these particular Offices, as also in the case of the Foreign Office, there is now a liability to undertake periods of service overseas. The examination includes a competitive interview, for which marks are allotted, and by means of which the candidates' personal qualities, not necessarily tested by the literary part of the examination, may influence the result.

We recognize that in respect of most branches of the Public Service—and perhaps in a rather special degree a Department such as the Colonial Office with its close contact with the Colonial Services and with the administration of native races—a not inconsiderable weight of opinion exists in favour of a system of appointment which will attach greater value to personal qualities, such as the system of appointment to the Foreign Office and Diplomatic Service.

But we do not advocate any change in the customary system of entry—either in the direction of selecting all or part of the permanent administrative staff of the Office from the members of the Colonial Services, since the work of the Colonial Office is in its essentials different from the work of Colonial Administrations; or in the direction of creating a distinct form of examination or other system of appointment to the Colonial Office separate from the general arrangements for the Home Civil Service.

II. Temporary Attachment of Officers.

There has for many years been a practice of attaching temporarily to the Colonial Office comparatively junior officers selected from the administrative branches of the Colonial Services. In the course of 1929 there were eleven officers thus attached from seven different oversea Administrations. We believe that this policy is thoroughly sound. It is in the interests of the overseas officers selected, whose experience is widened by the opportunity of coming into contact with the political and Parliamentary functions of the Home Department and its relations with the rest of the Home Government Service; and it is in the interests

of the Colonial Office, which stands to gain by the knowledge thus gradually disseminated through the oversea Administrations, and by the insight into Colonial Office methods and needs which officers carry away with them.

Our evidence, however, on the arrangements for this temporary attachment suggests that the term (usually 6 months) is too short, and that the officers are set at once to do the work of an absent Assistant Principal in a particular Department and have little opportunity or encouragement to acquire a wider experience of the Office and its work. Moreover, the arrangements for remuneration during their period of attachment limit in practice the field of selection to those who are quite junior in the Services, and it has to be still further limited to such officers as may be on leave in this country at the time when a temporary vacancy occurs in the Colonial Office. We understand that an effort is now being made to place the arrangements on a more satisfactory and regular basis, which will go far to remove these defects, and in particular to allow a much longer period of attachment and the widest field of selection. We hope that the revised arrangements will also permit of the temporary attachment of senior as well as of junior officers, and that in due course the numbers of such officers serving in the Colonial Office may be considerably increased. In time it may be found possible to attach to each department of the Office one or more officers from the overseas Services.

III.—Temporary Service Overseas for Colonial Office Officials.

For the permanent administrative staff of the Colonial Office the liability of temporary service overseas has existed only since 1925, and consequently is limited at present to the junior officers. Nevertheless, many of those who entered before the condition was imposed have had the chance of visiting one or more of the Dependencies, as members or secretaries of Commissions or in other ways. Taking the grades below the Assistant Under-Secretaries of State, we are informed that, apart from service during 1914–19 in a military capacity in a theatre of war, 3 out of 9 Assistant Secretaries have had such experience, 11 out of 25 Principals, and 4 out of 15 Assistant Principals. We entirely agree with the view that personal experience of oversea conditions must be of very real value and interest to members of the Office. We understand that the present policy is to afford each Assistant Principal before his first promotion some overseas experience. We recommend that during their subsequent career they should be given opportunities of renewing their impression of tropical conditions by further visits, whether in connexion with some specific subject of their work, or simply with the general object of studying developments with the assistance of the local authorities.

We do not feel qualified to make any suggestions as to the incidence of the cost of such tours as between the Home Exchequer and Colonial funds. If, as we sincerely believe, the fullest

co-operation is imperative, and mutual experience of each other's work and conditions of work is conducive to this result—a view warmly approved by the Colonial Office Conference in 1927—we do not doubt that fair arrangements may be looked for to promote the effectiveness of the policy.

IV.—Inter-Relations between the Colonial Office and Colonial Administrations.

A.—Powers of the Secretary of State.

The close nature of the relations of the Colonial Office and the oversea Administrations has been disclosed elsewhere in this Report, notably in the matters of recruitment, promotions, and transfers, and the appointment or temporary attachment of officers of the one to the service of the other.

Generally speaking, the Secretary of State is able to control, directly or indirectly, the administrative machine of each Dependency. In certain instances his powers regarding the officers of the Colonial Services are precisely stated in the Colonial Regulations, for instance, in respect of appointments and disciplinary action; in other respects his authority arises out of his financial control over the expenditure and the staff establishments of the local Governments, and his right to advise the Crown to disallow Colonial legislation.

In a few Colonies his power of financial control is restricted by constitutional usage; for instance, in Ceylon, Bahamas, Barbados, Bermuda. But there are no such restrictions in the greater part of the Colonial Empire, which embraces those larger territories for which the mass of the staff recruited from home is required, such as Tropical Africa and Malaya. In such Dependencies it is safe to work on the assumption that the appointment, terms of service, promotion, termination of service, and pension prospects of all officers of the class normally recruited from Home are within the immediate or ultimate control of the Secretary of State. It is of importance that the nature of the relations which consequently subsist between the Colonial Office and the oversea Administrations should be present to the mind at this stage, in order that the recommendations which we shall make in Part III of this Report may be clearly appreciated.

B.—Organization of Colonial Office.

The Colonial Office itself is organized as follows:—

(a) A General Division, which is responsible for the central control of a great variety of important subjects of common interest to all or several of the Dependencies, e.g., international and inter-Imperial relations, general questions of

economic development, public health, tropical agriculture, wireless telegraphy, civil aviation, promotions and transfers, pensions, ceremonial, and so on ;

(b) Seven Geographical Departments, dealing with the following territories :—

West Indian Department.—The West Indian Islands, Bahamas, Bermuda, British Guiana, British Honduras, the Falkland Islands, St. Helena, Ascension, and Tristan da Cunha.

Far Eastern Department.—The Straits Settlements, the Malay States, Hong Kong, Mauritius, Seychelles, Fiji, the Western Pacific High Commission Territories, Weihaiwei, and business connected with Sarawak and the State of North Borneo.

Ceylon and Mediterranean Department.—Ceylon, Aden, Cyprus, Malta, and Gibraltar.

Middle East Department.—Palestine, Trans-Jordan, Iraq, and Arab areas under British influence.

West African Department.—Nigeria, the Gold Coast, Sierra Leone, and the Gambia.

East African Department.—Uganda, Kenya, Zanzibar.

Tanganyika and Somaliland Department.—Tanganyika Territory, Nyasaland, Somaliland, and Northern Rhodesia.

The function of the Administrative staffs of these Departments is to advise the higher authorities in the Office on a stream of problems and questions, very varied in character, and to carry out the Secretary of State's general decisions on policy. The details of administration are in the hands of the Colonial Governments, and, subject to these being in conformity with the general policy outlined from the Colonial Office, the latter does not interfere. The general view of Governors and senior officers of the Colonial Services who have given evidence before us does not support any suggestion that there is excessive interference by the Colonial Office in the details of the overseas work, or that in such matters as disciplinary action against individual public officers the authority exercised by the Secretary of State is other than of the greatest value in the interests of the Service. We have met with the criticism that the Colonial Office had recently tended to go beyond its proper functions in creating schemes of central organization such as the recent proposals for a unified Colonial Agricultural Service, and a Colonial Veterinary Service, and for the formation of Central Funds contributed by Colonial Governments and expended under the authority of the Secretary of State for the common benefit of the Colonies. Nevertheless, after careful consideration, we venture ourselves to make recommendations in Part III of this Report which in some respects may be

exposed to similar criticism, but which have the support of many witnesses who have given us advice with full experience of the conditions at home and overseas.

Our own conclusions are based on two facts. The Dependencies are coming more and more into contact with outside opinion— itself much more sensitive in recent years to the problems of Colonial development. They themselves in the course of their rapid development are not only exercising greater influence on external affairs, but also making a very considerable and growing demand on this country for highly educated administrative and scientific personnel. The responsibility, therefore, of the Secretary of State to Parliament and to the country requires that the Colonial Office, as the central authority for upwards of fifty distinct Services, should exercise controlling and directing powers, to secure the best use of the personnel and experience available and the most economical methods of bringing modern scientific knowledge to bear on Colonial problems, and to make available to the world at large the scientific results obtained in the Colonial Empire.

We are not to be understood as referring in any way to the control of political affairs in the Dependencies. We are concerned solely with the economy of the European personnel appointed to the service of the Crown in these territories, and the most efficient organization to be adopted by the Colonial Office and the Colonial Governments in order that from it and its work the Colonies themselves may derive the greatest benefit.

PART III.

UNIFICATION OF THE COLONIAL SERVICES.

I.—The Present Position.

At nearly every stage of our enquiry we have been faced with the difficulties arising out of the independence of each Colony's Service and the lack of a central control securing a reasonable relation between the salary schemes and other terms of service in the different Administrations, except in respect of certain services regionally grouped. The general situation is that in the past each Territory has set up its own distinct Service, and, subject to the approval of the Colonial Office, has laid down its own terms for its own staff. From time to time a successful effort has been made to co-ordinate to some extent the terms of service in neighbouring Colonies, for instance in the West African and the East African groups. In the Straits Settlements and the Malay States, too, there has been introduced an increasing element of combined Services for the whole of Malaya.

The question of creating a general Colonial Service was discussed at the instance of Mr. Joseph Chamberlain in 1899, but the project was allowed to lapse in the face of the obstacles which presented themselves. In his view at that time the principal obstacle seemed to be the severity of the tropical climate in certain Dependencies, which made it impracticable to include those Territories within a single Colonial Service the members of which would have to accept the liability of serving in any region. In the last 30 years, however, the advance in the science of tropical medicine and in the provision of sanitary services in West Africa has effected nothing less than a revolution in the resisting power of Europeans to climatic conditions. We may quote a passage from Mr. Ormsby Gore's report on his visit to West Africa in 1926 (Cmd. 2744) :—

" When the cause and the method of transmission of malaria was discovered by the great work of Sir Ronald Ross and Sir Patrick Manson, the first great step was taken to make the conditions of life in West Africa more possible for Europeans. It is difficult, less than thirty years after that discovery, to realize with what scepticism it was at first received, and further to realize the difficulty which medical and administrative officers had, and indeed still have in places, in getting the danger of the mosquito adequately recognized. However, with the aid of anti-mosquito measures, and the regular use of quinine as a prophylactic, the risk of malaria in the main centres is now becoming less and less every year. The results of these measures, of sanitation generally, of improved houses and of wider knowledge of the causes of disease, are reflected in the steady decrease in the death-rate of the European officials, which has fallen from 20·6 per thousand in 1903, to 12·8 per thousand in 1924, while the invaliding rate has dropped from 65·1 to 21·7 per thousand in the same period."*

* The death-rate and invaliding-rate have continued to show a marked reduction : in 1929 they were respectively 7·7 and 10·1 a thousand.

In 1901, in order to make the conditions of service for Medical Officers in West Africa more attractive, it was decided to amalgamate the separate Medical Services of the six West African Colonies and Protectorates into a single West African Medical Staff, with liability to serve in any Territory in the group and with uniform terms of service for all members of the Staff.

In 1910, the model of the West African Medical Staff was referred to a Colonial Office Committee for the purpose of considering to what extent the Services of the East and West African Dependencies could with advantage be assimilated on the lines of the Medical Services. That Committee in an Interim Report made the following observations :—

“ There is no room for doubt, we think, as to the desirability of introducing some measure of uniformity in the rates of salary attached to similar appointments in the different Colonies ; and such a reform is especially desirable in the case of the administrative services, with which this report is mainly concerned, in view of the fact that these services are now recruited from batches of candidates who are selected from one list, undergo an identical course of training, and in many cases are not allotted definitely to their appointments, except as between West Africa and East Africa, until their two months' course of preliminary training is on the point of completion. In regard to the question of interchange there is, however, room for considerable doubt. Here it becomes a question of balancing against the advantages resulting from a wider range of experience the disadvantages of the loss of local knowledge acquired in a particular Colony. These factors, we think, may operate differently in the lower and higher ranks of the service. In the case of junior officers, who have to deal with practical administrative details rather than main lines of policy, the value of an officer's services may, we take it, be held to vary in direct ratio to the extent of his local experience. In the case, on the other hand, of an official of high standing, who can draw freely upon the knowledge of his subordinate staff in matters concerning local conditions and local practice, a wide experience may be of much higher account than local knowledge acquired at first hand. We recognize that these principles are only applicable within limits and subject to reservations, but we consider that they render impracticable any question of complete interchangeability in the lower ranks of the service, while on the other hand, we feel assured that in the higher ranks a measure of interchange intelligently directed is likely to conduce in the long run to greater efficiency, although occasionally, it may be, at the expense of temporary embarrassment.”

It is not apparent from the Committee's Report that they envisaged the possibility of a unified service for the African territories. A later passage of the Report runs :—

“ We have already stated our opinion that greater uniformity might with advantage be secured in rates of pay in the various Colonies and Protectorates. In support of this proposition we can, so far as the administrative services are concerned, advance no stronger argument than to call attention to the existing meaningless diversities”

Since the War the rapid development of the scientific services has brought especially into prominence the urgency and difficulty of recruiting the increased specialist staff required, and a series of Committees on individual branches of the Services have pressed for a more rational organization of the Colonial Services.

As a result of the Report of a Committee in 1920 (Cmd. 939), an amalgamation of the Medical Services of the East African Territories under the title of the East African Medical Service was carried out, and a corresponding step taken also in the Territories in the Malay Peninsula under the title of the Malayan Medical Service. In 1921, the West Indian Medical Conference meeting in British Guiana adopted a resolution in favour of the unification of the West Indies Medical Services, though without effect.

In 1920, also, a Committee reported on the Colonial Veterinary Services (Cmd. 922). As regards grading and salary scales that Committee recommended "as great a degree of uniformity as possible" between Tanganyika Territory (then recently brought under British civil administration) and the East African Protectorates; and as regards interchangeability of staff between neighbouring Colonies they reported in the following terms:—

"With a view to offering brighter prospects of promotion and advancement to the members of the smaller veterinary departments, your Committee recommended that, where possible, the system should be introduced whereby the staffs of neighbouring Colonies and Protectorates would be interchangeable. This would secure to all officers of those departments the prospect of rising to higher and more responsible positions, wherein not only would the remuneration earned be greater but their work also would be more scientifically valuable."

The Colonial Medical Services Committee to whose report we have already referred (Cmd. 939) stated that the ideal organization would be as a unified Service, but they considered that it was not at present possible. The difficulties which gave rise to this impression were set out as follows:—

". . . . each Colony is a separate Government and

"(a) Pays its own Medical Officers with funds derived from local taxation, with the exception of a few cases where local revenue is supplemented by a grant-in-aid from the Imperial Treasury.

"(b) In some Colonies the selection of candidates for medical appointments is made by the Secretary of State, whereas in others only the senior officers are so appointed, the junior officers being recruited locally and appointed by the Governor.

"(c) There is a wide divergence between the salaries paid on first appointment in the various Colonies. In some Colonies the salaries of the Medical Officers must be regarded as retaining fees to local practitioners for doing certain Government work, and not as remuneration for whole time appointments.

"(d) Racial difficulties obtain in some Colonies to a greater extent than in others.

"(e) The regulations as to private practice and the opportunities for such practice differ very widely.

"(f) In most Services the appointments are pensionable, but in a few they are not. Moreover, pension scales are not uniform.

"(g) The regulations as to leave and passage differ widely in the various Colonies.

"(h) In many Colonies knowledge of one or more local languages is very desirable."

The advantages which the Committee saw in unification may be summarized as :—

- (a) the recognition of the Colonial Medical Service as a distinct branch of the public Medical Service of the Empire :
- (b) the enhanced status of the Colonial Services in the view of the medical profession :
- (c) an increased attraction for recruiting purposes.

The Committee did definitely recommend that the term "Colonial Medical Service" should be adopted forthwith for appointments purposes, with if possible a single system of entry by competitive examination common to all the public Medical Services, viz., Royal Navy, Army, Royal Air Force, and India "as is done by the Civil Service Commissioners for the various Offices of the Civil Service." Other recommendations of this Committee were :—

- (a) that failing a completely unified Service the Colonial Medical Service should be organized in groups corresponding to the grouping of the Dependencies according to the geographical divisions of the Colonial Office :
- (b) that the complete assimilation of the Medical Services in East and West Africa should not for the present be considered on account of the prevailing economic conditions :
- (c) that the policy of the unification of services and amalgamation of neighbouring units should be adopted wherever possible :
- (d) that throughout the Colonial Medical Service a uniform nomenclature should be adopted for the designation of medical appointments :
- (e) that the interchange of officers in the Colonial Medical Service should be facilitated alike in the interest of the officers and the Service, and that all reasonable expenses of transfer should be met from public funds :
- (f) that a further review of the Colonial Medical Service should be undertaken after five years in the light of the experience gained in order that, if justified, further steps might be taken towards the formation of a 'still more' unified service.

The next important stage in this question was reached at the discussion of the subject by the Colonial Office Conference in 1927—the first Conference of its kind to be convened by the Secretary of State for the Colonies. We quote from the published Summary of Proceedings of the Conference (Cmd. 2883) :

" . . . there was a widespread feeling in many Dependencies, and particularly in the smaller Colonies, that in present circumstances, owing to the fact that there was no unified Colonial Service, officers, particularly in the scientific and technical branches, laboured under serious disabilities in the matter of transfers and had in many cases few or no prospects of ultimate promotion. The prevalent opinion was succinctly set out in the following extract from one of the memoranda :

' While co-ordination of political machinery in the non-self-governing Colonies is manifestly impracticable and doubtfully desirable, there would seem to be considerable scope for closer

co-ordination in the administrative system ; not so much in matters of procedure but in respect of the higher personnel of the local Administrations in all departments, administrative and technical. Individual Colonies tend to become watertight compartments : the business of Government is conducted in a well-worn groove : there is not sufficient diffusion of experience and specialized knowledge to secure the steady development of this group of units as a whole. Transfers of officers seem to be opportunistic rather than systematic. The poorer Colonies have no regular facilities for calling for the advice of visiting experts in matters in which they cannot afford to employ a full-time man. Officers in the technical services in particular feel themselves hemmed in by local influences and may and often do succumb to them. They are out of touch with their colleagues in other Colonies, and there is little to promote inter-Colonial *esprit de corps* or a sense of Empire service. The general atmosphere, in short, is provincial rather than Imperial.' "

The Conference appointed a Sub-Committee to frame a scheme for the creation of a Colonial Scientific and Research Service, available for the requirements of the whole Colonial Empire. In their Report to the Conference (which is an enlightening document on the whole organization of the scientific branches of the Colonial Services), the Sub-Committee supported the principle of the ultimate creation of a unified Colonial Research Service, through the development of separate unified Research Services in the different branches of science, Medical, Agricultural, Forestry, and possibly Veterinary. The Sub-Committee recommended that the time had come for the organization of a Colonial Agricultural Research Service, and the Conference approved the general principles and objects of such an organization, and requested the Colonial Office to appoint a Committee to work out the details. The Conference also agreed that the question of wider grouping of services should be explored service by service, in order to ascertain what might be suitable areas for its application.

In 1928, the Colonial Agricultural Service Committee, appointed by the Secretary of State in pursuance of the recommendation of the Conference, made its Report (Cmd. 3049) in which was recommended the creation of a unified Colonial Agricultural Service, to include not only Research staff, but all qualified officers who might be selected out of the Agricultural Departments of the Colonial Governments. The Committee proposed a definite scheme of salaries for this unified Service, and we draw attention especially to their view that the creation of the Service, with its prospect of a wide and varied career, would in itself put recruiting on an entirely new basis.

In 1929, there appeared the Report of the Colonial Veterinary Service Committee (Cmd. 3261) which recommended the creation of a unified Service, graded by classes, with a proposed scheme of salaries. In particular Colonies, where specially severe climatic conditions or the high cost of living called for some special rate of emoluments, the Committee proposed that local allowances should be given in addition to the basic rates of salary.

II. Difficulties of Unification.

We have referred to this series of Reports in order to show that expert opinion is evidently moving towards the view that the present system of individual self-contained Services in each Colony has had its day. The increased specialization of staff and the need for specialist advice is responsible for a growing recognition of the limitations imposed by the maintenance of a system which had its value under other conditions.

The difficulties which have been hitherto regarded as forbidding such a project may be briefly set down :—

(1) the difference in the climatic and other conditions of life in the several Dependencies ;

(2) the difference in the scale of salaries and other terms of service of officers serving in similar branches of the several Colonial Administrations ;

(3) the personal inclinations of many officers for service in particular Territories ;

(4) the consideration that, in the case of many branches of the Colonial Services, and particularly the Administrative branch, the efficiency of officers requires them to be conversant with the language, customs, etc., of the local peoples ;

(5) the reluctance of many of the Colonial Governments to support any appreciable modification of the existing system of self-contained Services for each Colony, and their power in certain cases to reject financial or other proposals which have been hitherto regarded as necessary steps towards any unification.

Before we offer our observations on these objections in detail we desire to state unreservedly that there is a real value in a merely nominal unification of Colonial Services, considering the authority which the Secretary of State is in a position to exercise over appointments and terms of service. There is probably in present circumstances not so much movement of officers in the Indian Civil Service from one Provincial Administration to another or between a Province and the Government of India as there is inter-Colonial movement of officers in the Services of the different Dependencies. But the Colonial Services are deprived of that advantage and prestige which by reason of its being a unified Service accrues to the Civil Service in India. We venture to think that a part at least of the recruiting value of the Tropical African Services Course at Oxford and Cambridge is derived from the impression thus conveyed of an "African Civil Service."

III. Advantages of Unification.

There is in existing circumstances a considerable measure of inter-Colonial transfers more particularly in the senior appointments. It may fairly be said that the highest appointments

in the Colonial Services are under the present system open to any officers recognized to be of outstanding merit. But what is to our mind a matter of doubt is whether, particularly in the smaller or more remote Colonies, officers of special ability do obtain recognition, or obtain it in time, by having the chance of showing their capacity in sufficiently responsible positions. We believe that the chief advantages to be gained from a unification of the Colonial Services would be—

(1) A wider recognition of the principle of inter-Colonial movement of officers particularly in the professional and technical branches of the Service ;

(2) The increased prospect of a career of oversea public service unlimited to a particular Dependency or a particular regional group of Dependencies, and of promotion on the ground of merit to the highest appointments in the Colonial Service ;

(3) A great addition to the prestige of Colonial service, with its consequent effect both on recruitment and on serving officers.

These are not merely attractions in the interest of recruitment, but sound and essential principles to be applied in the interest of the keenness and efficiency of the Public Service. As an ideal, unification has, as we have shown, received at least lip service on many previous occasions. Some of the practical difficulties which years ago loomed so large do not now appear so formidable, while fresh obstacles which now obstruct the road might then have been brushed aside. But the need of efficient service, the penalties of failure, the complexity of the Government machine, the opportunity of results of first-rate importance, all these are greater now. If a more economical and, in our opinion, more effective organization is to be achieved, the present is now the time for it, for, if we delay, it may become for ever impracticable.

If the objections we have mentioned are examined, we would first draw attention to the fact that by various means the rigour of life in the tropics for Europeans has been very appreciably mitigated. Recent experience shows that the deterrent effect of, for instance, the climate of West Africa has not to anything approaching the old degree the adverse influence on recruitment and transfers. It still admittedly exists, particularly in the minds of parents, but it is no longer a formidable hindrance. In the case of Colonial Agricultural Scholars, who are required to undertake that on completing their scholarship term they will accept appointment in any of the Colonies, we understand that it is rare to find an applicant who declines the offer of a scholarship on account of the liability to serve in West Africa. As for transfers

and promotions, of the last fifty offers made (the information was received at the end of January) two only were declined for health reasons.*

To the objection that terms and conditions of service in the different Dependencies show so much variety, we would reply that it has been in fact found possible to remove many of the "meaningless diversities" which at one time existed, and that very considerable progress has been made in the assimilation of the terms and conditions of service in the four West African Colonies and in the East African group. As between East and West Africa there is sufficient relation between the terms of service, the scale of salaries, etc., to enable transfers to be carried out without undue difficulty. In Tropical Africa a sustained if not intensive effort has been directed to obtain a measure of uniformity. The results suggest that some relation between the scale of salaries and other terms of service, not necessarily in the sense of the adoption of identical schemes, could be also expected if a similar effort were to be directed to the Colonial Empire as a whole. This view is supported by the recent successful attempt to remove an old difficulty in respect of pensions for mixed Colonial service, and further by the testimony of those expert Committees which have, in the case of the Agricultural and Veterinary Services, recently considered it practicable even to recommend the adoption of a uniform scheme of salaries throughout all the Dependencies.

As regards the personal inclinations of officers for service in a particular Territory, this factor must naturally remain prominent so long as separate Services exist for each Colony, with the impression that the prospect of ultimately obtaining a transfer is remote. In a system of unified Services one need not hesitate to assume that such personal inclinations (which could in practice be met to an extent no less than is possible at present) are not so likely to be pressed. The need for a knowledge of the local language and peoples, especially in the case of the Administrative staff, is a difficulty which we appreciate. But it is not a difficulty in the way of a unification of the Colonial Administrative Service. The same difficulty exists for instance in India, while there is probably as much variety of local languages within Nigeria as in the whole of the rest of the Dependencies put together. We do not for a moment suggest that, during their early years of service, officers of such branches of the Services as the Administrative or Police should be normally moved from one Colony to another. Possibly in the case of such officers some minimum period of service in the Colony of first appointment should be usually required before a transfer would be considered. For the higher appointments, a personal knowledge of local languages and peoples

* One concerned a transfer from South Africa to East Africa and the other from the West Atlantic to West Africa.

is, according to the evidence before us, not so essential as the selection of the best officers from the widest field. The wider an officer's experience the more adaptable he may be expected to show himself in regard to local conditions at first novel to him, while at the same time he is equipped with a store of comparative knowledge. Nor do we suggest that the system should be carried to the length of becoming a positive hindrance to the local promotion of officers of first-rate ability. Our recommendations elsewhere in this Report—in the matter of the long salary scales for instance—will have made it clear that we have no such intention. Our sole object is to remove obstacles to the promotion of the best officers wherever they may be serving.

The last of the difficulties set out above—that which may arise from the apprehensions of certain Colonial Governments—seems to us to be the one which most calls for attention. We have already quoted the passage in the Report of the Colonial Office Conference (1927) which explained the prevalent opinion in the Colonies on this question. We make no suggestion as to the degree of political autonomy which each Colonial Government at present or hereafter may enjoy. Our plea for the realignment of the Colonial Services is directed only to the "rationalization" of the staff organization as it concerns the personnel normally recruited in this country. Our sole aim is to assure the maintenance and improvement of the quantity and quality needed for the Public Service overseas, and the efficiency and prospects of serving officers. We believe that our proposals are calculated to raise the prestige of the Colonial Service, and to secure, as far as is humanly possible, that the best officers shall have the chance of rising to the top. Participation in a scheme of unified Services would, it seems to us, bring substantial benefits to all Colonies which rely for their supervisory personnel on recruitment from home. For the smaller Colonies it would have additional and special advantages.

The proposals which we make involve in the first place the recognition of a single Colonial service, and in the second place, within this larger whole, the unification of special services such as Agriculture, Medicine, Education, etc.

It is an issue of the very first importance from the point of view of Colonial development. Much of the information on which it rests cannot be present in the minds of Governors or their advisers overseas, since it relates particularly to questions of Home recruitment, and to the difficulties of individual Colonies. It is therefore a project which can best be promoted from home, and in which the Colonial Office must naturally take the initiative. Unification does not, as we have already suggested, necessarily involve undue interference with the local staff in any Colony. The Colonial Audit Service is an example of a service which calls for virtually no interference in practice with the Governor's control of the staff

of his Administration.* Nor is a provision of central funds an essential first stage, though some scheme of related salary scales would be involved, and would, in certain instances, we think, require an inconsiderable revision of existing salary schemes in particular Dependencies. Similarly, some assimilation of other terms of service would be needed, such as leave and passage conditions, and in particular, the grant of free passages to officers on transfer. The terms of future appointments would have to provide that appointment would be to the Colonial Service in one of its particular branches for duty in the first instance in a territory stated, but with a liability to serve in future anywhere within the Colonial Empire.

We recommend that this considered proposal be brought to the notice of the Governors and other Colonial representatives for discussion at the forthcoming Colonial Office Conference. The support of the oversea Governments is, we recognize, essential if the project is to be launched under conditions favourable to its success. Thereafter a Committee should, we suggest, be appointed to draw up a complete and detailed scheme for each branch of service, together with the general and special regulations which would be required to bring the new policy into effect.

* We recognize, of course, that both the position and work of the Colonial Audit Service is of a very special character. Virtually, it constitutes a staff of officers appointed by the Secretary of State to audit on his behalf the accounts of Colonial Governments.

PART IV.

SUMMARY OF RECOMMENDATIONS.

1. In the case of all appointments now made through the machinery of the Private Secretary (Appointments) the appointments staff should cease to be in the position of Private Secretaries and the Appointments Branch should be incorporated in the Colonial Office as a permanent part of a Personnel Division of the Office. (Page 20).

2. A Colonial Service Appointments Board, consisting of a Chairman and two members—all to be nominated by the Civil Service Commission—should be set up as a standing, independent Board for the final selection of candidates for all such appointments, their selections being submitted to the Secretary of State on whose authority the appointments would then be made. The Board should also have the oversight of the machinery of recruitment for all first appointments. (Page 21.)

3. The Promotions Branch of the Colonial office should be separated from the General Division, and should be developed as a section of the proposed Personnel Division. (Page 30.)

4. The Promotions Committee should be reorganized on a smaller scale. (Page 30.)

5. In the selection of Governors, prior consideration should be given to the suitability of officers holding high offices in the Colonial Services. (Page 31.)

6. The long salary scale system should be retained but

(a) the scales should be prolonged up to £1,000 in cases where at present they stop short of four figures by a small margin. (Page 33.)

(b) Above some middle point in the scale a number of posts of suitable importance should be designated as higher-grade posts to be filled by selection on the sole basis of merit from among all officers on the scale whether in the upper or lower half. (Page 33.)

7. Free passages on leave should be granted to officers and their families by Colonial Governments. (Page 35.)

8. The arrangements for the various courses of instruction should be carried out in the proposed Personnel Division of the Colonial Office. (Page 36.)

9. With regard to the Tropical African Services Courses, it is desirable to aim at creating an effective link between the separate courses by means of a combined examination in the subjects of instruction common to each course. The desirability of instituting parallel courses at centres other than Oxford and Cambridge should be borne in mind in relation to the scale of recruitment. (Pages 36 and 37.)

10. Every encouragement should be given to the development of arrangements for study leave whether at home or in Colonial Territories. (Page 37.)

11. Every encouragement should be given to the fullest interchange in practice between the Secretariat and the rest of the Administrative Staff in a Dependency. (Page 38.)

12. A longer term of duty than is customary at present should be adopted in the case of officers of the Colonial Services who are attached for temporary service in the Colonial Office. The system should be developed, so as to permit of the attachment of senior as well as junior officers, and of an increase in the number of officers concerned. (Page 41.)

13. The members of the Administrative staff of the Colonial Office who in accordance with the existing policy are to be afforded an opportunity of gaining overseas experience early in their careers should be given opportunities subsequently of renewing their personal impressions of tropical conditions. (Page 41.)

14. A single Colonial Service should be created, and within this larger whole unified special services should be organized with the necessary degree of assimilation of the terms of service in the separate Dependencies. (Page 53.)

In conclusion we desire to record our very real feelings of gratitude to our Secretary, Mr. G. E. J. Gent, whose wide knowledge of the subject matter of our enquiry and unfailing resourcefulness have been of the greatest assistance to us.

N. F. WARREN FISHER (*Chairman*).
 HESKETH BELL.
 JOHN BUCHAN.
 A. G. CHURCH.
 J. B. FARMER.
 R. W. HAMILTON.
 R. S. MEIKLEJOHN.
 CYRIL NORWOOD.
 WALTER R. B. RIDDELL.
 H. A. ROBERTS.
 R. R. SCOTT.
 G. J. F. TOMLINSON.
 S. H. WILSON.

G. E. J. GENT,
Secretary.

24th April, 1930.

ANNEX I.

List of Oral Witnesses.

- Ainslie, J. R. (Director of Forests, Nigeria).
- Amery, Right Honourable L. S., M.P. (lately Secretary of State for the Colonies).
- Bland, E. M., C.M.G. (General Manager, Nigerian Railways).
- Bottomley, Sir Cecil, K.C.M.G., C.B., O.B.E. (Assistant Under-Secretary of State, Colonial Office).
- Byatt, Sir Horace, G.C.M.G. (Governor of Trinidad).
- Byrne, Brigadier-General, Sir Joseph, K.C.M.G., K.B.E., C.B. (Governor of Sierra Leone).
- Caldecott, A., C.B.E. (Malayan Civil Service).
- Carmichael, Lieutenant-Colonel Sir James, Kt., C.M.G., C.B.E., R.E. (Crown Agent for the Colonies).
- Clifford, Sir Hugh, G.C.M.G., G.B.E. (lately Governor of the Straits Settlements and High Commissioner for the Malay States).
- Cowell, H. R., C.M.G. (Assistant Secretary, Colonial Office).
- Dowbiggin, H. L., C.M.G., C.B.E. (Inspector-General of Police, Ceylon).
- Evans, Ifor, M.A. (Fellow and Tutor of St. John's College, Cambridge).
- Fiddian, A. (Assistant Secretary, Colonial Office).
- Fletcher, Sir Murchison, Kt., C.M.G., C.B.E. (Governor of Fiji and High Commissioner for the Western Pacific).
- Fleure, Professor H. J., D.Sc. (Department of Geography and Anthropology, University College of North Wales).
- Fox Strangways, V. (Administrative Officer, Nigeria).
- Furse, Major R. D., D.S.O. (Private Secretary (Appointments) to the Secretary of State for the Colonies).
- Green, J. F. N. (Assistant Secretary, Colonial Office).
- Grigg, Lieutenant-Colonel Sir Edward, K.C.M.G., K.C.V.O., D.S.O., M.C. (Governor of Kenya).
- Grimble, A. F., C.M.G. (Resident Commissioner, Gilbert and Ellice Islands Colony).
- Grindle, Sir Gilbert, K.C.M.G., C.B. (Deputy Under-Secretary of State, Colonial Office).
- Guillemard, Sir Laurence, G.C.M.G., K.C.B. (lately Governor of the Straits Settlements and High Commissioner for the Malay States).
- Hallifax, E. R., C.M.G., C.B.E. (Secretary for Chinese Affairs, Hong Kong).
- Harding, A. J., C.B.E. (Director of Colonial Audit).
- Huddleston, A. J. C., C.M.G., O.B.E. (Financial Secretary to the Government of the Sudan).
- Hussey, E. J. R. (Director of Education, Nigeria).
- Hutson, Sir Eyre, K.C.M.G. (lately Governor of Fiji and High Commissioner for the Western Pacific).
- Jardine, D. J., O.B.E. (Chief Secretary, Tanganyika Territory).
- Jelf, A. S., C.M.G. (Colonial Secretary, Jamaica).
- Kidd, A. H. (Secretary, University Grants Committee).
- Lambert, Sir Henry, K.C.M.G., C.B. (Senior Crown Agent for the Colonies).

- Leach, T. A., M.A. (Secretary of the Appointments Board, University of Bristol).
- Maxwell, Sir George, K.B.E., C.M.G. (lately Chief Secretary to Government, Federated Malay States).
- May, R. N., B.Sc. (Secretary, National Union of Students).
- Mayhew, Arthur, C.I.E. (Member and Joint Secretary of the Advisory Committee on Education in the Colonies).
- Montgomery, Sir Hubert, K.C.M.G., C.B., C.V.O. (Assistant Under-Secretary of State, Foreign Office).
- Morison, L. J. (Assistant Secretary, Board of Education).
- Mynott, A. R. (lately Warden of Mines, Federated Malay States).
- Oppé, A. P. (Assistant Secretary, Board of Education).
- Ormsby Gore, Right Honourable W., M.P. (lately Parliamentary Under-Secretary of State for the Colonies).
- Owen, G. H. R. St. J. (Assistant District Officer, Tanganyika Territory).
- Passfield, Right Honourable Lord (Secretary of State for the Colonies).
- Poulton, W. F. (Chief Veterinary Officer, Uganda).
- Risley, Sir John, K.C.M.G., C.B., K.C. (Legal Adviser, Colonial Office and Dominions Office).
- Robinson, R. L., O.B.E. (Technical Commissioner, Forestry Commission).
- Sharman, J. D. (Director of Public Works, Gold Coast).
- Shearer, Professor E., M.A., B.Sc. (Professor of Agriculture and Rural Economy, University of Edinburgh).
- Smith, F. W. H. (Assistant Secretary, India Office).
- Stanton, Dr. A. T., C.M.G. (Chief Medical Adviser to the Secretary of State for the Colonies).
- Stockdale, F. A., C.B.E. (Agricultural Adviser to the Secretary of State for the Colonies).
- Thomas, T. S. W., C.M.G., O.B.E. (Governor of Nyasaland).
- Thomson, Sir Graeme, G.C.M.G., K.C.B. (Governor of Nigeria).
- Vernon, R. V., C.B. (Assistant Secretary, Colonial Office).
- Vischer, Hanns, C.B.E. (Member and Joint Secretary of the Advisory Committee on Education in the Colonies).
- Wood, A. E. (Director of Education, Hong Kong).

ANNEX II.

**List of Territories with which the Secretary of State for the Colonies
is concerned.***Eastern and Pacific :—*

Ceylon.

Mauritius.

Seychelles.

Straits Settlements.

Federated Malay States :—

Perak.

Selangor.

Negri Sembilan.

Pahang.

Unfederated Malay States :—

Brunei.

Johore.

Kedah.

Kelantan.

Perlis.

Trengganu.

North Borneo.

Sarawak.

Fiji.

Gilbert and Ellice Islands Colony.

British Solomon Islands Protectorate.

New Hebrides.

Tonga.

Hong Kong.

Wei-hai-wei.

East African :—

Kenya Colony and Protectorate.

Northern Rhodesia.

Nyasaland Protectorate.

Somaliland Protectorate.

Tanganyika Territory.

Uganda Protectorate.

Zanzibar.

West African :—

Nigeria

British Cameroons.

The Gold Coast

Ashanti.

Northern Territories.

British Togoland.

Sierra Leone.

The Gambia.

West Indian and Atlantic :—

Bahamas.
 Barbados.
 Jamaica
 Turks and Caicos Islands.
 Leeward Islands :—
 Antigua.
 Dominica.
 St. Christopher and Nevis.
 Montserrat.
 The Virgin Islands.
 Trinidad
 Tobago.
 Windward Islands :—
 Grenada.
 St. Lucia.
 St. Vincent.
 Bermuda.
 British Guiana.
 British Honduras.
 Falkland Islands.
 St. Helena.

Middle Eastern and Mediterranean :—

Palestine.
 Trans-Jordan.
 Aden.
 Cyprus.
 Gibraltar.
 Malta.

'Iraq.