

# 1961 *Annual Report*



BRITISH GUIANA

Public Service Commission

**NINTH ANNUAL REPORT**

**on the work of**

**THE PUBLIC SERVICE  
COMMISSION**

**BRITISH GUIANA.**

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**January - December  
1961.**

## Introduction

The year under review saw the coming into force of the new Constitution of British Guiana which gave the country full internal self-government. Part VI of the Constitution of British Guiana provides in article 96 that, save as otherwise provided in the Constitution, power to make appointments to public offices and to dismiss and to exercise disciplinary control over persons holding or acting in any such offices shall vest in the Governor acting on the recommendation of the Public Service Commission.

## Executive Public Service Commission

2. The executive authority of the Commission provided for by article 96 of the Constitution was, and still is, conditional on the making of certain regulations under section 15 of the British Guiana (Constitution) Order in Council, relating to the retirement from the public service or from service as a judge of the Supreme Court of such persons or classes of persons holding office in that service or as a judge of the Supreme Court immediately before the appointed date as may be specified by or under those regulations and for the payment of compensation, pensions, gratuities and other like allowances in such cases. Those regulations have not yet been made and, in accordance with the provisions of section 16 of the Order in Council, the power vested in the Governor under article 96 of the Constitution continues to be exercised by the Governor after consultation with the Public Service Commission.

3. The Commission is not unaware of the additional responsibility it will be called upon to bear on the assumption of

full executive powers which will take effect on the promulgation of the regulations referred to in the preceding paragraph, but will continue to seek to carry out its duties with complete impartiality, with good judgement and with expedition.

End of the  
legal exist-  
ence of old  
Commission

4. On the 5th September, 1961, the Governor, under the provisions of section 1(3) of the British Guiana (Constitution) Order in Council, 1961, made an order bringing into force the provisions of article 22 and Parts III and VI of the Constitution. This action brought to an end the legal existence of the then Public Service Commission set up under the provisions of the British Guiana (Constitution) Order in Council, 1953, the membership of which on that date was as follows:

- Mr. P.W. King, C.B.E. — 8 years' service.  
(Chairman)
- Mr. G.W.E. Cooper, — 7 years' service.  
O.B.E.
- Mrs. I. Brazao — 3 years' service.
- Mr. D.L.B. Wickham, — appointed during  
O.B.E. 1961.
- Mr. Dwarka Nath, — appointed during  
M.B.E. 1961.

5. Mr. J.N.H. Bayley and Dr. B.A.N. Collins, who had been members of the Commission, resigned their appointments on the 31st July, 1961.

Acknowledge-  
ment of  
service

6. A more fitting tribute cannot be paid to the service rendered by the Members of the Commission, especially by the Chairman, Mr. P.W. King, C.B.E., Mr. G.W.E. Cooper, O.B.E., and Mrs. I. Brazao who had all served for a number of years, than by quoting an extract from the

Governor's letter to the three Members when legal existence of the then Commission was brought to an end. His Excellency wrote:—

"You have given generously of your time, thought and energy to the work of the Commission over the years. I know that the work has been difficult but it has been of vital importance to the well-being of the country and your country should be grateful for your efforts. I hope that it will be a satisfaction to you to know that your work has greatly contributed to the laying of sound foundations on which I trust the Commissions of the future will build worthily".

*(Quoted with the Governor's permission)*

New Commission 7. The Governor, after consultation with the Premier, Dr. The Honourable Cheddi B. Jagan, M.L.A., as provided for by article 94(2) of the Constitution, appointed the undermentioned persons to be Members of the new Commission:—

- (i) Major I.O. Smith, O.B.E.  
(Chairman)
- (ii) Mrs. A.E. Rayman  
(Full-time Member)
- (iii) Mr. J.A. Agard  
(Part-time Member)
- (iv) Mrs. S.E. Low  
(Part-time Member).

Oaths of Office 8. The Governor administered the Oaths of Office to the Chairman and Members of the new Commission on 12th September, 1961, and the Commission held its first meeting on 18th September, 1961.

Public Service Commission Regulations 9. The Public Service Commission Regulations, 1961 (No. 20) were made on 19th September, 1961, under article 98 of

the Constitution of British Guiana by the Governor after consultation with the Public Service Commission.

Despatch  
of business

10. During the year 1961 the Commission held 200 meetings and dealt with the following:-

(1)	Vacancies filled .. ..	1,002
(2)	Acting appointments ..	265
(3)	Disciplinary cases .. ..	44
(4)	Petitions and appeals from Public Officers .. ..	21
(5)	Number of candidates interviewed .. ..	1,437
(6)	Premature retirements on medical grounds .. ..	12
(7)	Number of persons consulted, including Staff Associations .. ..	125

11. The figures quoted reflect an overall increase in the business of the Commission compared with the year 1960. In view of the increase in the volume of business it was necessary for the Commission to meet every week-day except Saturday and, as a result, the Commission held 58 more meetings during the period under review than during the previous year. There was an increase of about 150% in the number of appointments, i.e. new appointments, transfers and promotions. In addition to its meetings and the studying of the relevant papers for those meetings, the Commission dealt with 440 service matters by circulation of papers.

Delegation  
of the  
Governor's  
Powers

12. Under article 97(1) of the Constitution of British Guiana, the Governor, acting on the recommendation of the Public Service Commission, may, by instrument, make appropriate delegations of his powers of appointment, dismissal, and exercise of disciplinary control over Public Officers, to one or more Members of the Commission or such other authority or public officer as may be so specified.

13. The Commission, after consultation and agreement with the Staff Associations, advised the Governor as to the offices in respect of which the delegation of his powers referred to in paragraph 12 above would be appropriate and to whom such delegations should be made. Following the Governor's acceptance of this advice, the Solicitor General was requested to prepare the necessary Instruments to give effect to those delegations. It is considered that those changes, when introduced, will assist in the quick despatch of the business with which the Commission is charged constitutionally. Provision will also be made for appeals against decisions of the delegated authority in cases of discipline, in accordance with article 97(4) of the Constitution.

The Policy  
of Guianisa-  
tion

14. The Government's Policy regarding Guianisation of the Public Service was set out in Sessional Paper No. 3/1961 laid in the Former Legislative Council in May, 1961. The principle accepted by the Government and enunciated in the White Paper read as follows:-

"..... Government has, therefore, in the administration of its policy of Guianisation, accepted the principle that in all cases where there is a

Guianese officer who possesses the formal academic qualifications and who is the best Guianese candidate offering, but who lacks the requisite experience for appointment to the highest administrative or professional post, such an officer should be appointed forthwith to that post if it were reasonably certain that he was likely to develop and acquire the right qualities and attributes required for the job within a short time. There is, of course, the danger that too rapid Guianisation of "key" posts might dilute the standards in that a newly appointed Guianese officer might not – at least initially – receive the quality of assistance from his immediate junior – because of the latter's lack of experience – such as he himself was wont to give or to be expected to give to his erstwhile immediate superior. But this temporary dilution of standards is a hazard which has come to be recognised as unavoidable and transitory in other territories".

15. The Commission, acting in accordance with this principle, arranges for the advertisement of vacancies overseas only after it has been ascertained that there are no Guianese candidates with the requisite qualifications available. At 31st December, 1961, there were 104 non-Guianese holding senior administrative and technical posts in the Public Service and many of these were in the fields of medicine, engineering and geology. Of this number, 49 held pensionable appointments, while 55 were employed on contracts.

### Training

16. During the period under review



the Commission dealt with applications for training of all types and the fields in which officers were sent on training are reflected in Appendix I to this report. The policy of "training" as it affects the Public Service has been assigned to the Ministry of Finance and the Public Service Commission is now only required to interview and select candidates for specified fields of training when it is decided by the Training Section of the Finance Secretariat that training in that field is desirable and necessary. As the Commission is very much concerned with the principle of Guianisation and the efficiency of the Public Service, it is essential for the Training Section of the Ministry of Finance and the Commission to work in close liaison in the field of training.

17. The Committee appointed by the Government on 11th August, 1960, to examine and co-ordinate local in-Service training throughout all Departments and to prepare comparative schemes for the purpose of training Guianese for higher posts in the administrative and technical branches of the country's Public Service, submitted its report to the Government. In its report the Committee made recommendations which should be very useful guides to the Commission when considering the claims of candidates for training and advising the Governor on the conditions which should be attached to such training.

18. The Commission observed with some disappointment, that a few Guianese who had been awarded conditional scholarships or grants to assist them to complete their professional training, failed to carry out the terms of agreement with the

Government to serve for a specified number of years in the field in which they were trained. The Commission sincerely hopes that the conditions attached to awards in the future will be faithfully observed by the recipients.

19. Mr. F.S. Megnin, O.B.E., United Nations Adviser on Training to the Government, who took up his assignment in 1961, arranged in co-operation with the University College of the West Indies Extra-Mural Department, a series of lectures on the Theory and Practice of Personnel Management for senior officers of the Public Service. The Commission noted that the purpose of the lectures was to draw attention to certain factors, other than pay and leave allowances, which affect the morale of the Service. The Commission considers that lectures or courses of this nature would improve the efficiency of the Service.

20. In order to improve the efficiency of those in the typist grades a course of training in typewriting was arranged for a number of those officers. The United Nations Adviser to the Government, in consultation with the Principal, Technical Institute, and the A.I.D. Adviser in Business Education, arranged for 25 new entrants to the stenotypist and typist/clerk grades of the Service to attend the course. The latest report on the candidates' work reflects steady progress in all but a few cases.

### Recruitment

21. The Service suffered from an unusually large number of resignations, particularly from the clerical classes, during the year 1961. These totalled 170 from the Classified Clerical Service, of

which 100 were men and 70 women. The wastage was high and the number of suitably qualified candidates was not sufficient to meet the consequential vacancies resulting from the resignations and from the promotion of officers to senior posts. The Commission, in selecting candidates for appointment into the Classified Clerical Service, elicits from them preference as to the Departments in which they would wish to serve. It has not always been possible to meet their wishes due to the high incidence of vacancies and the necessity to fill the most important ones as quickly as possible.

22. The Commission considered the broader issue of recruitment in the clerical grades and expressed some concern over the relatively low standard of new entrants into the Service. The Commission's view is that this factor, together with the numerous resignations, is impairing the efficiency of the Service very considerably and the introduction in 1962 of improved salaries should not only encourage applications from a better type of candidate but should also have a stabilising effect in that the promising officers would cease constantly to be on the lookout for posts outside the Service commanding higher rates of remuneration.

23. The Commission, during this period, selected a number of candidates for training as Administrative Cadets. The Commission was nevertheless disappointed that no Guianese Honours Graduates of the required quality applied. The Commission considers that it is essential to attract and retain the services of such candidates who, after adequate training and experience gained while in training

as Administrative Cadets, would form the nucleus of an efficient cadre of junior administrative officers from which the needs of an expanding service might be met.

Procedure  
in the  
filling of  
vacancies

24. Under existing procedure vacancies are advertised by Staff Vacancy Circular inviting applications from interested officers who are in receipt of a certain salary and above. The Commission considered it a great disadvantage in the present system under which its Members are required to consider the claims of as many as fifty-odd officers, in some and in others many more for comparatively junior posts in the Service. The Commission is therefore considering how best the public interest may be served without lessening the assurance that all reasonable claims to promotion will always be considered. The solution to the problem would seem to lie in the proper classification of the Service into well-defined grades. Under the procedure described above the result has been that numerous applications are received from officers, irrespective of the grades, so long as their salaries are not less than that stated in the advertisement. The Commission is hopeful that early consideration will be given to the Structural Review Commission's report.

Annual  
Confidential  
Reports

25. The Commission examined 2,891 annual confidential reports on public officers during the period under review and reiterates the comments made in the 1960 annual report that it is unfortunate that officers are not informed of their short-comings until their annual confidential report is being completed. It is the responsibility of each Permanent Secretary and Head of Department or Supervising

Officer to bring the short-comings to the officer's attention at the time they are first observed.

26. The Commission noted that many of the reports submitted on officers were not sufficiently illustrative of the officers' strong and weak points and considered that having regard to the fact that these reports were one of the factors used by the Commission in assessing officers' claims for promotion, it was most important, for the efficiency of the Service, that reporting officers should present as full a picture as possible of the officer concerned.

27. The Commission also noted the high incidence of sick leave occurring in certain Departments and confidential reports reflected that such leave was taken in multiples of 3 days on several different occasions. This was the pattern appearing in some officers' reports and on many such occasions the Commission found it necessary to inform the officers concerned that it had noted the number of occasions such leave had been taken and expected an improvement in the future. The Commission considers that in such cases it is the responsibility of the Permanent Secretary or Head of Department to have the officers medically examined to determine the nature of their illness and its remedy.

28. In consultation with the Staff Associations it is proposed to introduce new forms of annual confidential reports in 1962 and the United Nations Training Adviser to the Government will be arranging for a course of instructions to be given to Reporting Officers on the use of

the forms.

29. The Commission observed that, notwithstanding General Order 47(3)(i), in some cases annual confidential reports were not submitted on officers if they were in receipt of the maximum of the salary scale. Annual confidential reports should be submitted on an officer's work whether he is receiving the maximum of his salary scale or not.

Acting  
Appointments

30. It was necessary to issue two circulars during the period under review drawing the attention of Permanent Secretaries and Heads of Departments to the need for early submission of recommendations for acting appointments. In many cases, prior to the issue of these circulars, the recommendations were submitted after officers had completed their acting appointments and the Commission was asked to advise the Governor to give his formal approval to such appointments. Since the issue of these circulars submission of recommendations has improved but the Commission wishes to emphasise the impropriety of asking it to advise on acting appointments that had been put into effect before approval had been sought.

Overseas  
Service  
Aid Scheme

31. The United Kingdom Government acknowledged that many territories which were approaching self-government relied upon Her Majesty's Overseas Civil Service and upon contract overseas officers for the staffing of key posts in their Public Services. It was considered that, although many of those territories were carrying out a programme of building up a local Service as rapidly as possible, it would not be in their interest to lose expatriate officers too quickly. The

United Kingdom Government therefore proposed that, in order to enable overseas Governments to retain the services of officers and to encourage serving officers to remain so far as independent territories are concerned, the undermentioned arrangements should be made and financed by that Government on the following basis:

- (i) The payment of inducement pay and allowances to overseas officers;
- (ii) the assumption of full responsibility for the share of pension attributable to the inducement element in salaries;
- (iii) the payment to overseas staff of education and children's allowances similar to those payable to members of the United Kingdom Civil Service, who are posted overseas;
- (iv) the meeting of half the cost of passages necessary to enable children to see their parents once each year (the other half being borne by the local government); and
- (v) the sharing equally with the local government of the cost of any future compensation scheme.

32. Mr. W.G. Wilson, O.B.E., of the Department of Technical Co-operation, visited British Guiana in October, 1961, and *inter alia* was empowered to complete the list of designated officers (i.e. those overseas officers who qualify for benefits under the Overseas Service Aid Scheme) in consultation with the Secretary to the Commission.

Staff of  
the  
Commission

33. Mr. C.F. D'Ornellas was appointed to the new post of Secretary, Public Service Commission, created in the 1961 Estimates. The other senior members of the Commission's Secretariat are as follows:-

(i) *Principal Personnel Officer*

Mr. W.O. Dow proceeded on vacation leave during mid-1961 and Mr. L.R. Harewood, Assistant Secretary, was appointed to act for him.

(ii) *Assistant Secretaries*

Mr. W.R. St.C. Best.  
Mr. G.C. Fung-On.  
Mr. B. DaS. Jardine (acting).

(iii) *Administrative Assistants*

Miss M.M.H. MacAndrew.  
Mr. D.O.S. Moses.

(iv) *Senior Clerks*

Mr. V. McK. Newton.  
Mr. D. Sam.  
Mr. B.W. Vigilance.  
Mr. I. Alli (acting).  
Mr. P. Brumell (acting).

34. The Commission places on record its appreciation of the high standard of work done during the year under review by all members of its loyal and competent staff, including the more junior members whose names are not listed above. Special mention must be made of the zeal and efficiency of its very hard-working Secretary.

Acknowledgement

35. In concluding its report, the Commission would wish to acknowledge the co-operation and assistance which it continues to receive from Permanent Secre-



taries, Heads of Departments and other officers, as well as from those representatives of Staff Associations who have been consulted by the Commission from time to time. The Commission also wishes to thank the various Public Service Commissions of the Commonwealth which have sent copies of their annual reports for its information. Finally, the Commission would wish to record its appreciation of the help and guidance which it has received from time to time from His Excellency the Governor.

Chairman: *I.O. Smith*

Member: *A.E. Rayman*

Member: *J.A. Agard*

Member: *S.E. Low*

*C.F. D'Ornellas,*  
Secretary.

*APRIL, 1962.*

APPENDIX I

TRAINING

<i>Number of courses awarded</i>	<i>Department or Ministry</i>	<i>Type of Course</i>
1	Prisons	12 weeks training in General Prison work, Wakefield Staff College, United Kingdom.
3	Audit	3-week Second Course of Audit Instruction at the Central Office of the Overseas Audit Department, London.
1	"	3-week Methods Course in Records and Filing at H. M. Treasury, United Kingdom.
1	Social Assistance	Economics and Social Administration.
2	Public Service Commission	9-month Overseas Service Course 'B' (Administrative Cadets).
1	Local Government	"
1	Forest	9-month post-graduate course in the Imperial Forestry Institute.
1	"	Course in Timber Practice.
1	Education	4-month attachment to an English County Education Authority.

<i>Number of courses awarded</i>	<i>Department or Ministry</i>	<i>Type of Course</i>
1	Analyst	2-month post-graduate course at Government Chemists Laboratories in the United Kingdom.
1	"	6-month course of training in Handwriting at the Forensic Scientific Laboratories, Cardiff.
1	Labour	8-week Factory Inspector's Course.
1	Housing	3-month U. N. Fellowship to study latest techniques in Town and Country Planning, Europe and North America.
2	Essequibo Boys' School	Course leading to the City and Guilds Craft Certificate.
1	Posts and Telecommunications	5-month course in Postal Administration in the United Kingdom.
1	"	3-month course at British Post Office Traffic Training School.
1	Natural Resources	9-month certificate course in Public Administration at the University College of the West Indies.
1	Inland Revenue	6-month course in Estate Duty and Evaluation in the United Kingdom.
1	"	6-month course in Colonial Income Tax Law and Practice in the United Kingdom.

<i>Number of courses awarded</i>	<i>Department or Ministry</i>	<i>Type of Course</i>
1	Customs and Excise	3-month course in Indirect Taxation, Protective Customs Duties, Excise Duties, etc.
2	"	6-month course at Regional Training School, Trinidad.
1	Social Welfare	2-year Diploma course in Social Science at the University College of the West Indies.

I.C.A. COURSES

1	Agriculture	9-month University course in Agricultural Extension Work, U.S.A.
1	"	6-month study of Snapper Fishing, Fish Meal Production, Trawling Methods, etc., U.S.A.
1	"	84-day course in Modern Laboratory Techniques to determine grades of milk, U.S.A.
1	"	4-month training course in Cattle Breeding and Range Management, U.S.A.
1	Public Works	3-month training course in Preparation of Data of Electronic Computer and in Location techniques, U.S.A.