



KINGDOM OF TONGA.

REPORT

ON THE

PUBLIC SERVICE

OF THE

KINGDOM OF TONGA

WITH RECOMMENDATIONS FOR REORGANIZATION.

Nukualofa, Kingdom of Tonga,

27th October, 1941.

May it please Your Majesty,

On the 29th September, Your Majesty was graciously pleased to request me to conduct an inquiry into the reorganization of the Public Service of the Kingdom of Tonga and to submit any proposals for reform which might be considered necessary or desirable. In accordance with Your Majesty's wishes the inquiry has been based as far as possible on similar lines to the examinations recently conducted into the Public Services of the Colony of Fiji and the various territories under the jurisdiction of the High Commissioner for the Western Pacific, my terms of reference being as follows:—

APPOINTMENT
AND TERMS OF
REFERENCE.

“ To review the existing organization, emoluments, and other conditions of employment of the Public Service of the Kingdom of Tonga, and to make recommendations for any changes which may be considered desirable.”

2. Owing to the time limitations placed on my secondment to the Tonga Government, it has been found necessary to confine the present inquiry and report to that section of the Tongan Public Service which is normally staffed by personnel obtained from overseas. In this connexion, however, it has been considered desirable to include Your Majesty's Ministers, in view of the fact that various positions in the Ministry have hitherto been held, from time to time, by persons appointed from outside the Kingdom.

SCOPE OF
INQUIRY.
CONFINED TO
OVERSEAS
PERSONNEL; AND
MINISTERIAL
POSITIONS.

3. The exclusion of positions held by Tongan personnel from the scope of the present report is not intended to imply that no necessity exists for the reorganization of that branch of the service. It is considered, however, that the need for reform is relatively less urgent in the case of Tongan officers, and that the work, which if it is to be done properly will involve much detailed investigation, can best be undertaken at leisure by a Committee containing both Tongan and European members.

POSITIONS HELD
BY TONGAN
PERSONNEL.
REORGANIZATION
CONSIDERED
DESIRABLE.

PART I.—REORGANIZATION.

4. The Kingdom of Tonga contains a land area of 269 square miles, divided up into over 150 islands of which, however, only 36 are inhabited. Apart from the small and isolated Niuas in the far north, the islands fall geographically and politically into the three main groups of Tongatabu in the south, Ha'abai in the centre, and Vava'u in the north. The capital of the Kingdom, Nukualofa, is situated in Tongatabu. AREA OF KINGDOM.

5. The population of the Kingdom, as shown by the 1938 Census, is as follows: POPULATION.

Tongans	..	..	..	..	32,490
Euronesians	..	..	..	..	477
Europeans	..	..	..	..	407
Other Pacific Islanders	..	..	..	..	302
Others	..	..	..	..	109
Total	..	..	..	..	33,785

(i) GOVERNMENT.

6. The Government of Tonga is a limited Monarchy, framed on lines similar to that of the United Kingdom. The machinery of Government is based on the Constitution granted to the people of Tonga by King George Tubou I in the year 1875, and consists of:— CONSTITUTION.

- (1) the Sovereign, Privy Council, and the Cabinet;
- (2) the Legislative Assembly; and
- (3) the Judiciary.

7. The composition of the Privy Council is laid down in clause 50 of the Constitution, and that of the Cabinet in clause 51 of the Constitution and section 11 of the Government Act, 1903. The Queen has the right to appoint any of her Ministers to be members of the Cabinet, whereupon they automatically become Privy Councillors, and also to appoint additional members of the Privy Council at her discretion. At the present time the personnel of the Privy Council, apart from the Queen herself, and the Cabinet are identical and consist of the following:— THE PRIVY COUNCIL AND CABINET.

- (1) the Premier (who is *ex officio* Minister for Foreign Affairs);
- (2) the Minister of Finance and Treasurer;
- (3) the Minister of Lands;
- (4) the Minister of Police; and
- (5) the Governors of Ha'abai and Vava'u.

The Chief Justice and Auditor-General are also members of the Privy Council and Cabinet by virtue of their offices, but both posts are at present vacant.

(ii) DEPARTMENTAL ORGANIZATION.

8. The organization of the various departments of the Government is along lines more or less similar to those found in a British Crown Colony or Protectorate, modified by the fact that the control of each department is in the hands of a Minister of the Crown, who may or may not be at the same time its permanent head. The present departmental organization, with the Minister responsible in each instance, is given below:— DEPARTMENTAL ORGANIZATION.

<i>Department.</i>	<i>Minister.</i>
(1) Premier's	The Premier.
(2) Audit	"
(3) Education	"
(4) Medical	"
(5) Agriculture	"
(6) Printing	"
(7) Telegraphs and Telephones	"
(8) Government Vessels	"
(9) Treasury	Minister of Finance.
(10) Customs and Post Office	"
(11) Lands	Minister of Lands.
(12) Survey	"
(13) Justice	The Chief Justice.
(14) Police	Minister of Police.
(15) Gaols	"
(16) Public Works	"

(iii) THE MINISTRY.

9. Of the five Ministerial positions detailed above, the Chief Justiceship is at present vacant, the Ministry of Finance is held by a European, while the remaining three positions are held by Tongans. The present Cabinet is therefore composed of five Tongans and one officer appointed from overseas, although in actual practice the Governors of Ha'abai and Vava'u are seldom able to attend meetings. MINISTERIAL POSITIONS.

AUDITOR
GENERAL.

AUDITOR.

RECOMMENDA-
TION I.

CHIEF JUSTICE.

TEMPORARY
APPOINTMENTS.RECOMMENDA-
TION II.APPOINTMENTS
OF EUROPEANS
TO PRIVY
COUNCIL AND
CABINET.

OBJECTIONS.

RECOMMENDA-
TION III.MINISTER OF
FINANCE AND
TREASURER.SEPARATION OF
OFFICES.RECOMMENDA-
TION IV.HEAVY DUTIES
OF PREMIER.APPOINTMENT OF
AN ADDITIONAL
MINISTER.

10. As implied in paragraph 23, it is recommended that the post of Auditor-General should be finally abolished on the ground of economy. It is not considered necessary, or on general grounds desirable, that the Auditor should have a seat on the Privy Council or Cabinet and it is accordingly recommended that, in order to prevent the possibility of any future misunderstanding, section 11 of Chapter 2 of the Law of Tonga should be amended by the deletion of the words "the Auditor-General" and section 21 by the deletion of the word "General" in the first line and the whole of the sentence "He shall sit in the Privy Council, Cabinet, and Legislative Assembly as a Minister".

11. If the recommendations already made to the Tonga Government regarding the reorganization of the Department of Justice are accepted, the position of Chief Justice will in future be filled by the temporary appointment from time to time of an officer of the Colonial Legal Service on secondment from some neighbouring territory. It is proposed that the duties of this officer should be confined to judicial work only and it is not considered desirable, nor indeed feasible, that he should be a member of the Privy Council, Cabinet, or Legislative Assembly. The appointment of the Chief Justice to a seat in the Cabinet has not always proved a success in past years and there appears to be a general feeling that even should a permanent Chief Justice be selected at a later date his duties should be solely of a judicial nature. Agreement is expressed with this view, and it is observed in passing that under the reorganization scheme the officer appointed to the newly created post of Secretary to Government will act as Legal Adviser to the administration, and that the Privy Council will cease to have any judicial functions except in land appeal cases. It is recommended, therefore, that the following amendments to the Constitution and Laws should be enacted:—

- (1) Amendment of clauses 50 and 65 of the Constitution by the deletion of the words "and the Chief Justice"; and
- (2) Amendment of section 11 of Chapter 2 of the Law of Tonga by the deletion of the words "the Chief Justice".

12. I have given the most careful consideration to the general question as to whether Europeans and other persons who are not Tongan subjects should be appointed to positions in the Privy Council or Cabinet. In actual practice during recent years the number of Ministers chosen from the "overseas" section of the Public Service has been steadily decreasing, until at the moment only one Minister is a non-Tongan. This tendency would appear to be a natural one and in accord with Tonga's political development. It has been represented, however, that there are definite objections to one or two European departmental heads having seats on the Cabinet while others are excluded, and it is difficult for such individuals, even with the best intentions, not to exert an undue personal influence in the direction of purely Tongan affairs. As it would be clearly a retrograde step to appoint all the European heads of the major departments to seats on the Cabinet, I would suggest that in future all positions on the Privy Council and Cabinet should be held by Tongan subjects. The essential function of the non-Tongan members of the Public Service is to provide the expert professional and technical advice and assistance necessary for the efficient conduct of the various Government departments and the general welfare of the Kingdom, and there would appear to be no objection to heads of departments being invited from time to time to attend meetings of the Privy Council and Cabinet to give such advice and assistance. The ultimate direction of affairs must, however, be in the hands of the Council and Cabinet, subject to the advice of His Britannic Majesty's Agent and Consul, and it is suggested for consideration that these bodies should be essentially Tongan in personnel, in the same manner as the two other divisions of the Legislative Assembly.

13. In furtherance of the above proposal it is suggested that consideration be given to the separation of the office of Minister of Finance from that of Treasurer. While this step may not be immediately practicable it is recommended that the office of Minister of Finance should eventually be held by the Premier himself and that the status of the Treasurer should be similar to that of the other European departmental heads. This would necessitate the amendment of clause 51 of the Constitution and section 18 of Chapter 2 of the Laws.

14. The main objection to the proposal made in the previous paragraph is that, apart from being *ex officio* Minister for Foreign Affairs, the Premier is directly responsible for the control of no less than eight departments. Owing to the exceptional ability of the late Premier he was able to perform with distinction the heavy duties allotted to him, but it is suggested that the time has now come when the country's representation on the Privy Council and Cabinet might be broadened by the appointment of an additional Tongan Minister who would take over certain portfolios now held by the Premier. The case for such an appointment would, of course, be greatly strengthened were Recommendation IV to be adopted, but even apart from that eventuality, I think that it should be made. I have considered the advantage said to be enjoyed by those departmental heads who have direct access to the Premier but feel that they are more apparent than real and that in any case they are more than counterbalanced by the fact that a Minister holding one or two portfolios only is able to give more careful thought and

sympathetic advice to the problems of his departmental officers. It is therefore suggested for Your Majesty's consideration, though the matter is not strictly within my terms of reference, that it might be advisable to appoint a further Tongan Minister who could take charge of, for example, the Department of Education and possibly that of Agriculture. RECOMMENDATION V.

15. There would appear to be an impression on the part of several officers that the Minister responsible for a Department must necessarily receive a salary greater than that of the permanent departmental head, who is, in nearly every case, a European civil servant. There would, however, appear to be no necessity whatsoever for such a practice and it would be contrary to the procedure in force in other countries. The Ministers, unless they are at the same time the permanent executive heads of their departments, are not expected to manage personally the ordinary routine work of the departments, but to satisfy themselves that the work is being performed properly by the permanent departmental officials and to represent the interests of the department at the meetings of Council and Cabinet. It should be emphasized, furthermore, that while the European departmental heads have to be obtained from overseas on salary scales which must necessarily be to a large extent fixed by the rates of remuneration which they could obtain in similar employment elsewhere, the same argument cannot be applied to Tongan Ministers and other Tongan members of the service. MINISTERIAL SALARIES.

(iv) CIVIL ESTABLISHMENT.

16. The Civil Service establishment of the Kingdom at present recruited from overseas is as follows:— ESTABLISHMENT.

Premier's Department	..	..	..	..	Secretary. Relieving Officer. Assistant Secretary. Storekeeper.
Audit.	..	..	..	..	Auditor.
Treasury	..	..	..	..	Treasurer. Chief Clerk.
Customs and Post Office	..	..	..	..	Collector of Customs and Chief Postmaster. Chief Harbour Master and Boarding Officer. Collector of Customs and Postmaster, Vava'u.
Survey	..	..	..	..	Senior Surveyor.
Justice	..	..	..	..	Chief Justice.
Police	..	..	..	..	Chief Inspector.
Education	..	..	..	..	Director of Education. Principal of College. Assistant Master.
Printing Office	..	..	..	..	Government Printer.
Despatch Vessel	..	..	..	..	Master.
Medical	..	..	..	..	Chief Medical Officer. Medical Officer. Sister in charge.
Agriculture	..	..	..	..	Director of Agriculture.
Telegraphs and Telephones	..	..	..	..	Superintendent. Wireless Officer. Electrician.
Works Department	..	..	..	..	Officer in charge.

There are thus 26 posts normally held by Europeans. In view, however, of the fact that the Chief Harbour Master and Boarding Officer also performs the duties of Master of the Government despatch vessel and Officer in charge of the Works Department, the normal European civil establishment may be said to be 24 full time officers. Of this number 18 officers are, at the moment of writing, in the Kingdom; 2 posts, that of Chief Clerk in the Treasury Department and Electrician, are vacant; the Director of Education is on leave prior to the termination of his secondment; the Principal of the Government College is on leave; the new Secretary, whose post is in process of reorganization, has not yet arrived; and the Chief Justice is, in future, to be a part time officer. NUMBER OF EUROPEAN OFFICERS.

(v) REORGANIZATION OF POSTS.

(a) Premier's Department.

17. The European establishment of the Premier's Department comprises:— ESTABLISHMENT.

Secretary.
Relieving Officer.
Assistant Secretary.
Storekeeper.

The Tonga Government have already agreed that the title of the post of Secretary, Premier's Department, should be altered to that of Secretary to Government, and that the post should be offered, on secondment for two years, to Mr. J. K. Brownlees, a member of the Colonial Administrative Service with legal SECRETARY TO GOVERNMENT.

AN ADMINISTRATIVE POST.

LEGAL QUALIFICATIONS DESIRABLE.

RECOMMENDATION VI.

SALARY.

qualifications as a Barrister-at-Law. It is intended that the change of title shall involve a change in the duties of the office and that the new officer shall be responsible, under the ultimate direction of the Premier, for the routine control of the administration. While the position demands a certain legal knowledge, since the Secretary is to be also Legal Adviser to the Government and Chief Police Magistrate, for which additional duties he is to receive a non-pensionable allowance of £100 per annum, it is first and foremost an administrative post and it is essential that the holder should be a competent secretariat officer. While an administrative official with legal qualifications is an ideal choice for the position, it is not considered that such qualifications are absolutely essential or that there is anything in the work which could not be satisfactorily performed by an experienced Deputy Commissioner for the Western Pacific or a District Commissioner in the Fiji Service. It is recommended that this key position in the Public Service should in future be invariably held by an officer of the Colonial Administrative Service, either on transfer or secondment, and that the officer should preferably be a Barrister-at-Law. It should be explained that any Colonial Administrative Service officer sent to Tonga would be on the long scale salary of £350 to £840, and that the actual position of any officer on that scale would depend on his length of service and is therefore impossible to forecast in advance. For practical purposes, however, it may be considered that an officer of the requisite seniority and experience for the position of Secretary to the Tonga Government would have had about 10 years service in the Government and would thus be entitled to a salary in the neighbourhood of £550 per annum.

RELIEVING OFFICER.

RECOMMENDATION VII.

18. It is understood that the Relieving Officer has for some time been acting as Chief Clerk in the Treasury, and that his duties are likely to be normally, though not necessarily, confined to relieving Treasury and Customs officials and generally assisting in routine Treasury work. It is recommended that the post should be transferred to the Treasury Department and that on the appointment of a Chief Clerk the Relieving Officer should be temporarily seconded to the Telegraphs and Telephones Department in order to bring the wireless accounts up-to-date.

CLERK AND STENOGRAPHER. RECOMMENDATION VIII.

19. The title of Assistant Secretary is considered to be a misnomer, in view of the fact that the duties of the office are almost exclusively of a clerical and routine nature. It is recommended that, on the retirement of the present holder, the office should be redesignated:—

Clerk and Stenographer, Premier's Department;

and that the salary scale should be the same as that of a European Grade B Female Clerk in the Fiji Service, i.e. £120 x £12—(£180) x £10—£240. It is suggested that in order to pass the Efficiency Bar at £180 the officer should be required to pass the shorthand and typewriting test detailed in Appendix V.

STOREKEEPER.

ROUTINE DUTIES.

RECOMMENDATION IX.

RECOMMENDATION X.

20. The Storekeeper, in addition to his normal work in connexion with the Government stores, has to deal with the collection of passages and freight by the Government despatch vessel, the collection of Medical Department fees, the machine shop accounts, and various other minor accounting duties. He is also engaged, for about a week every month, in assisting the Collector of Customs and Chief Postmaster. After inspecting the books, I am of the opinion that while the volume of work is too much for one officer to perform efficiently, most of it is of a routine nature and could be done by a competent Tongan clerk, provided he is subject to constant supervision. It is recommended, therefore, that a Tongan clerk should be attached to the Storekeeper's office with a view to relieving him eventually of his more routine duties and releasing him for other work. In the meantime, it is recommended that the post of Storekeeper should be transferred from the Premier's Department to the Works Department and that the work of assisting the Collector of Customs and Chief Postmaster should in future be performed by the Relieving Officer.

(b) Audit Department.

AUDITOR.

COST OF DEPARTMENT.

21. The Auditor, who is the only European in the department, is a locally appointed officer on a salary of £340 x £20—£400. In former years the Department was organized on an unnecessarily ambitious scale, with an Auditor-General, who was *ex officio* a member of the Cabinet, on a salary of £600, and a European Chief Clerk on £320. Departmental expenditure is now £847, as against £1,335 in 1929-30. In the Gilbert and Ellice Islands Colony and the British Solomon Islands Protectorate, where the Government revenue and expenditure is roughly the same, the average annual cost of the Audit Department is £385, but much of the minor work of district and departmental auditing is done by the Treasury. The system of appointing a local untrained auditor on a permanent basis and a low salary is, I suggest, wrong in principle and might conceivably lead to serious consequences. It is urged, therefore, that Tonga should either take advantage of the Colonial Audit system or else arrange for the secondment of officers from the Colonial Service to act as Auditors on a temporary basis.

22. Were the Kingdom to join the High Commission territories in having its accounts audited by the Director of Colonial Audit, it would, I consider, necessitate the appointment of one additional European and one First Class Tongan Clerk to the Treasury Department. Most of the minor auditing would then be done in the Treasury, while the main accounts would be sent to Fiji, an abstract being forwarded from there to London for checking. The Fiji audit would be supplemented by the annual or biennial visit of an Auditor from that Colony who would normally tour the districts in addition to auditing the Treasury and other headquarters accounts. The cost of the Colonial Audit system would be approximately as follows:—

(a) Auditor (allowance)	£75	
Expenses of Audit in Fiji	250	
	—	£325
(b) Travelling Expenses (of Auditor)	£50	
Expenses of Audit in London	10	
	—	£60
(c) Additional European Treasury Clerk	£280	
Additional First Class Treasury Clerk	175	
Additional Treasury Travelling Expenses	50	
	—	£505

making a total of £890, or roughly the same as at present. The main advantages of the Colonial Audit system are its comparative cheapness and the fact that the responsibility for detecting errors and irregularities is placed on the shoulders of a trained body of experts who are not in any way involved in Tongan affairs.

23. It is understood, however, that the Tonga Government would prefer to retain the present system of employing a full time local Auditor rather than joining in the Colonial Audit system. Should this be the case, I recommend that on the retirement of the present office-holder the High Commissioner should be asked to provide Auditors for the Kingdom of Tonga on temporary secondment from the Fiji or High Commission Services. It is suggested that the period of secondment should normally be three years and that it would be necessary to offer a salary of at least £550 per annum to attract the right type of officer. Provided that the salary is increased to this figure I believe that the post would prove attractive to many experienced and competent officers in the various financial departments of one or other of the Colonial territories. The Audit Department expenditure, on this system, would amount to approximately £1,000 per annum.

(c) Treasury, Customs and Post Office.

24. The European establishment of the two financial departments, which are both under the same departmental head, is as follows:—

Treasurer.
Chief Clerk, Treasury Department.
Collector of Customs, and Postmaster, Vava'u.
Chief Harbour Master and Boarding Officer.

The Treasurer also performs the duties of Controller of Customs, Post Office, and Savings Bank, and Registrar of Companies. The Chief Harbour Master and Boarding Officer is also Master of the Government despatch vessel and Officer in Charge of the Works Department. These other duties fully occupy his time and in practice he performs little work in the Customs Department.

25. The war emergency legislation is steadily increasing the volume of financial work and the departments would appear to be understaffed for efficient functioning. In spite of the continual overtime worked the Treasury Department work is in arrears. It has already been recommended that the Relieving Officer should be permanently transferred to the Treasury, and it is further recommended that the salary of the Chief Clerk should be increased to £300 x £20—£400 and that the High Commissioner be asked to select a suitable candidate forthwith.

(d) Survey Department.

26. It is understood that the main survey work in the Kingdom has been completed and it is considered that on the retirement of the present Senior Surveyor, the department should be staffed entirely by Tongan personnel. The second in command of the department at present is a trained Tongan surveyor, while a second Tongan has virtually completed his training in Suva. It is possible that the survey work still being performed will be less efficiently done if there is no European in charge of the department, but it is doubted whether this fact is of sufficient importance to justify the expenditure of £508 involved in salary and allowances to the European Senior Surveyor.



COLONIAL AUDIT SYSTEM.

COST.

LOCAL AUDIT SYSTEM.
RECOMMENDATION XI.

ESTABLISHMENT.

UNDERSTAFFING.

RECOMMENDATION XII.

RECOMMENDATION XIII.

(e) Department of Justice.

REORGANIZATION
PROPOSALS NOW
UNDER CON-
SIDERATION.CHIEF POLICE
MAGISTRATE.TEMPORARY
CHIEF JUSTICE.

APPEALS.

27. Proposals for the reorganization of this department are already under consideration by the Tonga Government. In accordance with these recommendations:—

- (1) the Secretary to Government is to act as Chief Police Magistrate (for which he is to receive an allowance at the rate of £100 per annum);
- (2) the powers of the Chief Police Magistrate are to be extended by an amendment of the Criminal Code;
- (3) the office of the Chief Justice is in future to be filled, as and when necessary, by the temporary secondment of Colonial Legal Service officers from the Fiji or High Commission Services; and
- (4) appeals from the Supreme Court are to go, not to the Privy Council as at present, but to a special Appeals Judge seconded from the Fiji Service and appointed by Your Majesty. The Appeals Judge would normally be the Chief Judicial Commissioner for the Western Pacific and would sit either in Tonga or Fiji, as found most convenient in any particular case.

ESTIMATED COST.

It is tentatively estimated that the visit of a legal officer for two periods of approximately six weeks each per annum should be sufficient to dispose of all Supreme Court work. On the assumption that the officer sent will be on the salary of a Resident Magistrate (£600 x £30—£840) it is possible to make a rough estimate of the cost of the new scheme.

Salary for 3 months on mean of scale	.. = £180
Subsistence Allowance at Fiji Rates ..	.. = £41
	£221
(Total in Fiji Currency)	.. = £221

which is equivalent to £250 in Tonga currency. No extra sum is estimated for travelling, as the amount already provided in the departmental vote should suffice. After providing for the allowance to the Chief Police Magistrate, the saving should therefore be about £300 on the minimum of the former Chief Justice's salary and £400 on the maximum, in addition to which the Kingdom will be getting a higher standard of legal officer than could be obtained before and paying them solely for the time during which they are actually engaged on judicial work. It is improbable, furthermore, that a full-time Chief Justice could be obtained in future for a salary of less than £850—£1,000. It is recommended, therefore, that the proposals for the reorganization of the Department of Justice, summarized above, should be accepted *in toto* by the Government.

RECOMMENDA-
TION XIV.

(f) Police Department.

CHIEF
INSPECTOR.UNSATISFACTORY
SELECTION FOR
THE POST.RECOMMENDA-
TION XV.RECOMMENDA-
TION XVI.RECOMMENDA-
TION XVII.

SALARY SCALE.

28. The only overseas post in the Police Department is that of Chief Inspector. Subject to the ultimate control of the Minister of Police, this officer acts as the permanent departmental head in charge of the Police and Gaols. In past years the position was filled by local appointment, or through the New Zealand Agents; the present holder is, however, an officer seconded from the Fiji Service. Police work is now recognized as being a skilled profession, demanding years of specialized training, and in view of the importance of the post of Chief Inspector and some of the unsatisfactory appointments made in the past it is considered essential that it should be invariably filled in future by properly qualified officers selected from the Colonial Service. It is recommended that:—

- (1) the title of the post be altered to that of Superintendent of Police, to bring it into line with positions of similar status and responsibility in other territories;
- (2) the Colonial Office be asked to have it made a scheduled post in the unified Colonial Police Service; and
- (3) the High Commissioner be requested to undertake in future the selection of suitable candidates for the post, on transfer or secondment from Fiji or the High Commission territories.

29. I have carefully considered the salary of the post, which is at present £405 x £22 10s. 0d.—£450. While the present salary scale is admittedly insufficient it is not possible to raise it to that of similar positions in the Gilbert and Ellice Islands Colony or the British Solomon Islands Protectorate, which are on scales of £500 x £20—£600 and £600 x £25—£700 respectively. A candidate for the position of Superintendent would normally, however, be of the grade of Inspector of Police in Fiji and therefore on a salary scale ending at £450 (Tongan currency). It is considered, therefore, that if the salary of the post be fixed at £400 x £25—£500 it will attract a good class of officer who, after reaching his maximum in Tonga, would be able to look forward to a re-transfer either as Superintendent in one of the High Commission territories or as Assistant Superintendent in Fiji. The fact

that it is proposed that the position should be a scheduled Colonial Police Service post, whereas the Inspectorships of Police in Fiji are not, should prove an additional attraction to a keen young Police Officer. It is recommended, therefore, that the post of Inspector of Police should be a scheduled Colonial Police Service position carrying a salary of £400 x £25—£500.

RECOMMENDATION XVIII.

(g) Education Department.

30. The European establishment of the Education Department consists of:— ESTABLISHMENT.

Director of Education.

Principal of College.

Assistant Master.

The reorganization of the Department, already approved and now in progress, will result in the handing over of academic secondary education to the denominational missionary colleges and the removal of the present Government College into the country, where the curriculum will be purely agricultural and technical. The Government, however, will continue to be responsible for the inspection of primary and secondary schools and colleges and will also conduct a Teachers' Training Course. The post of Director of Education is at present vacant and it is understood that the Tonga Government are anxious to obtain an educational officer from Great Britain for the position. It will be necessary to increase the salary of the post to at least £650 per annum if a suitable candidate is to be obtained through the Colonial Office. It is recommended that:—

REORGANIZATION OF DEPARTMENT.

DIRECTOR OF EDUCATION TO BE APPOINTED FROM ENGLAND.

RECOMMENDATION XIX.

- (1) the Colonial Office be asked to have the post of Director of Education made a scheduled post in the unified Colonial Education Service;
- (2) the salary should be fixed at £650; and
- (3) the High Commissioner should be requested to arrange for the selection of a suitable candidate from the United Kingdom.

RECOMMENDATION XX.

RECOMMENDATION XXI.

The duties of the post will consist of the dual functions of running the Teachers' Training Institution and inspecting schools.

31. It is suggested that as a trial, and for the sake of economy, the educational programme might be arranged so as to enable the Director of Education to perform both these duties with the assistance of a purely Tongan staff. If the course of instruction at the Teachers' Training Institution is organized on a six months syllabus the remainder of the year could be devoted to inspecting work. The Tongan Inspectors would, of course, carry on their duties, under the supervision of the Director, throughout the year.

POSSIBILITY OF REDUCING STAFF.

32. In view of the unlikelihood of a Director of Education being obtainable from the United Kingdom until the end of the war it is recommended that the Principal of the Government College should act as Director for the time being, on his present salary plus an acting allowance, and that on the appointment of the new Director he should be transferred or, if necessary, retrenched. It is further recommended that the Assistant Master, who is now over 50, should be retired on pension and the post abolished. It is proposed later that the new Principal of the reorganized College shall be a member of the Colonial Agricultural Service and not primarily an educational officer.

RECOMMENDATION XXII.

RECOMMENDATION XXIII.

33. It has been suggested to me that the title of Director should be in future changed to that of Supervisor of Education, in view of the fact that the educational policy of the Kingdom has now been decided upon and the new officer would merely be required to see that this policy is carried into effect. It might, furthermore, be easier to fill the appointment at the salary suggested if the title were changed to that of Supervisor. On the other hand it has been represented that the Tongans are attached to the present title and would consider the change to be derogatory to the importance of the position. In view of the conflict of opinion on the subject I would suggest that the most suitable title for the post should be decided upon by Privy Council before the Secretary of State is asked to select a candidate.

CHANGE OF TITLE OF DIRECTOR.

RECOMMENDATION XXIV.

(h) Printing Office.

34. The Printing Office appears to be most efficiently run by the present Government Printer, who is the only overseas appointment in the department. No change is recommended except the increase of the salary of the Printer from £350, with a personal allowance of £20, to a flat rate of £400 per annum.

EFFICIENCY OF DEPARTMENT.

RECOMMENDATION XXV.

(i) Despatch Vessel.

35. The Master of the Government despatch vessel *Hifofua*, who is the only European employed on the ship, is in addition Chief Harbour Master, Boarding Officer and Officer in Charge of the Works Department, his total emoluments from all sources amounting to £350. The arrangement is not altogether satisfactory, as the *Hifofua* is usually at sea and the Master is naturally unable to devote

CONJOINT DUTIES OF MASTER.

more than spasmodic attention to his other duties. It is recommended elsewhere that a Committee should be appointed to investigate the organization of the Works Department with a view to the possibility of appointing a full-time European Superintendent. In the meantime, however, the appointment of a Tongan Clerk in the Storekeeper's office should enable the Storekeeper to devote part of his time to the supervision of the machine shop.

SALARY.
RECOMMEN-
DATION XXVI.

36. The salary of the Master would appear to be unduly low and it is recommended that he be placed on the same incremental scale as the Chief Officer of the R.C.S. *Nimanoa* (£300 x £15—£360). The *Nimanoa* is owned by the Gilbert and Ellice Islands Colony Government and is employed on duties similar to that of the a.v. *Hifofua*.

(j) Medical Department.

ESTABLISHMENT.

37. The European establishment of the Medical Department is as follows:—

Chief Medical Officer.
Medical Officer, Vava'u.
Sister in charge, Nukualofa Hospital.

RECOMMEN-
DATION XXVII.
RECOMMEN-
DATION XXVIII.

It is recommended that the Colonial Office should be asked to schedule the posts of Chief Medical Officer and Medical Officer in the Colonial Medical Service and that all future appointments to them should be made, by arrangement with the High Commissioner, from the membership of that unified body.

SALARIES.

38. As long as there is no avenue of promotion open to a Medical Officer appointed to the Tonga Service it is presumably necessary to offer a financial inducement greater than would be required were the officer able to look forward to eventual transfer to a senior post elsewhere. Provided, however, that the recommendations made in the previous paragraph are agreed to, it is considered that the salaries for Medical Officers can be placed on the same footing in relation to those paid in the High Commission territories as in the case of the other Departments. The long scale salary for Medical Officers in Fiji or the High Commission territories is £600 x £30—(720) x £30—£840, and it is recommended that new appointments to the Tonga Service should be on the following scales:—

RECOMMEN-
DATION XXIX.

Chief Medical Officer	..	..	£750 x £50—£850
Medical Officer	..	..	£600 x £30—£720

A Junior Medical Officer stationed in Tonga, provided he is a member of the unified Colonial Medical Service, would be able to look to eventual transfer to some other territory on the long scale of his salary, while the Chief Medical Officer would, if suitable, be eligible for appointment as a Medical Officer (Grade I) in Fiji or as the Senior Medical Officer in one of the High Commission territories.

(k) Department of Agriculture.

RECOMMEN-
DATION XXX.

39. The only overseas appointment in the Agricultural Department is at present that of Director of Agriculture. The officer holding this post has already applied, with the approval of the Tonga Government, for admission to the Colonial Agricultural Service. It is recommended that the Colonial Office be asked to add the post to the schedule of unified service positions and that all future candidates be selected, through the High Commissioner, from the general body of the Colonial Agricultural Service. The present Director is undertaking the pioneering work of organizing the department and developing new agricultural crops in the Kingdom, but once this work has been done it is considered that the salary of the post can be reduced to a scale of £600 x £30—£750, which should be sufficient to attract a keen young officer. The salary would compare favourably with that paid to the Officer in Charge of the Agricultural Department in the British Solomon Islands Protectorate, who is on the long scale of £400 for 2 years; x £20—£500 x £25—(600) x £30—£720.

RECOMMEN-
DATION XXXI.

RECOMMEN-
DATION XXXII.

40. It is further recommended that at the first opportunity a junior Agricultural Officer should be selected on a salary scale of £400 for 2 years; x £20—£500 x £25—£600, in order to take charge of the proposed Government Agricultural College. This position should also, it is submitted, be a scheduled Colonial Agricultural Service post and it is recommended that the High Commissioner should be requested to select a suitable officer, with an aptitude for teaching, for the work.

(l) Telegraphs and Telephones Department.

ESTABLISHMENT.

41. The European establishment of the Department is as follows:—

Superintendent.
Wireless Officer.
Electrician.

The salaries paid to the Superintendent and Wireless Officer are abnormally low and it is recommended that they be increased to a maximum of £550 in the case of the Superintendent and £360 in the case of the Wireless Officer. The title of Electrician would appear to be a misnomer, in view of his duties, and it is suggested that it be altered to Technician.

RECOMMEN-
DATION XXXIII.
RECOMMEN-
DATION XXXIV.

42. I understand that no proper books of account have been kept in the department since 1932, which may result in a serious position unless rectified. It is manifestly impossible for the present departmental staff to undertake the work of bringing the books up-to-date and it is recommended that, on the appointment of a Chief Clerk to the Treasury, the Relieving Officer should be seconded to the department for this purpose (*vide* Recommendation VII) and that, on the completion of the work, the Treasury Department should undertake the duty of keeping the wireless books, the necessary particulars being furnished to them by the Superintendent.

RECOMMEN-
DATION XXXV.

(m) Works Department.

43. At present the only European attached to the Works Department is the Officer in Charge whose services, however, are only occasionally available, since he is at the same time Master of the Government despatch vessel, and Chief Harbour Master and Boarding Officer. It is recommended elsewhere that the Storekeeper, at present attached to the Premier's Office, should be transferred to this Department and that on his being provided with Tongan assistance he should be required to exercise a general supervision over the work of the machine shop.

CONJOINT
DUTIES OF
OFFICER IN
CHARGE.

44. Although I have heard a considerable number of criticisms concerning the Works Department, it would appear to run reasonably well considering the lack of supervision, and it is not considered that any major improvement can be effected in the organization of the Department unless the Government is prepared to sanction the appointment of a full-time European Superintendent. In view of the fact that the departmental expenditure amounts to over £10,000 a year, without considering the programme of defence works, and that the economies which could be made by an efficient Superintendent would probably go a long way towards the sum required for his salary, it is recommended that a Committee should be appointed by Privy Council to investigate the working of the Department and to report whether the appointment of a European Superintendent would be justified.

EMPLOYMENT OF
FULL-TIME
SUPERINTEN-
DENT.

RECOMMEN-
DATION XXXVI.

PART II.—TERMS AND CONDITIONS OF SERVICE.

IMPORTANCE OF
EFFICIENT
PUBLIC SERVICE.

PRESENT
POSITION OF
TONGAN SERVICE.

REASONS FOR
DEFECTS.

45. In a small service such as that of the Kingdom of Tonga it is vitally necessary that every officer, and certainly every European officer, should be capable of pulling his weight; there can be no room for any inefficient individual who has to be carried by the efforts of others. It is necessary, therefore, that officers appointed to such a service should be selected even more carefully, if possible, than those working in the larger services where the unsuitability of one or two officials would not have the same disastrous effect on the administration as a whole. It will, I think, be generally agreed that the European branch of the Tongan Public Service is not, and has probably never been, as efficient as could be desired. This is not to say that there are no keen and energetic officials in Tonga, but taking the service as a whole it would seem evident that the tax-paying public is not getting the best value for its money. For this unsatisfactory state of affairs there are, in my submission, several reasons, which may be summed up under the headings of:—

- (1) the method of recruiting officers;
- (2) the general conditions of employment; and
- (3) the virtual absence of the incentive to efficiency offered by the prospect of eventual promotion and transfer to more responsible work.

It will be my endeavour in the remaining pages of this report to deal with these defects in detail and to suggest means by which they can be remedied.

(i) RECRUITMENT.

METHOD OF
RECRUITMENT.

46. Although on rare occasions officers have been transferred to Tonga from the main body of the British Colonial Service, the normal channel of recruitment to the Public Service has been through the Tonga Government Agents in New Zealand, Messrs. Spedding Limited, of Auckland. On a vacancy occurring, the procedure is for the Government to notify the New Zealand Agents, who thereupon advertise in the press for suitable candidates. Any applications received are then forwarded to the Premier and the final selection of the successful candidate is made by the Privy Council. I do not consider that a commercial firm such as Messrs. Spedding Limited is adequately equipped to secure officers with the very special character and qualifications necessary to make successful administrative, professional, or technical officials in a tropical territory and I can see little hope of improvement in the calibre of officer selected as long as this method of recruitment is adhered to.

THE BRITISH
COLONIAL
SERVICE.

ADVANTAGES OF
RECRUITING
THROUGH
COLONIAL
OFFICE.

47. The recent unification of the main branches of the Colonial Service has immensely improved the standard of selection of officers and, with the standardization of salaries and general conditions of service throughout most of the Colonial Empire, it would not be an exaggeration to say that the calibre of Colonial Government officials to-day is far higher than in the past. In this general improvement none have benefitted more than the smaller Colonies and Protectorates who, before unification, were unable by themselves to offer terms of employment and scope for promotion sufficiently attractive to ensure the selection of the best personnel available. It is urged, therefore, that the Tonga Government should take advantage of this unique fund of skilled and specialized officers offered by the Colonial Service and, in future, appoint its European officials through the usual channels of recruitment to that body. In recommending this change it should be emphasized that no alteration is intended in the present independent status enjoyed by the Kingdom of Tonga. All officers would still be appointed in the usual way by Your Majesty and while actually serving in Tonga would form part of the Tongan Public Service. The main practical differences, as compared with the situation at present, would be that:—

- (1) the Kingdom of Tonga would obtain the services of a higher standard of officer;
- (2) these officers, for the purposes of promotion and transfer, would be regarded as forming part of the Colonial Service as a whole and would be eligible for consideration when vacancies occurred in other territories in the same manner as officers in those territories would be considered for transfer when vacancies occurred in Tonga; and
- (3) officers who were members of one of the unified branches of the Colonial Service would be liable, under certain conditions, to compulsory inter-Colonial transfer.

RECOMMENDA-
TION XXXVII.

As the primary pre-requisite for building up a satisfactory Public Service for the Kingdom of Tonga it is recommended, therefore, that the method of selecting overseas candidates for public appointments through the Government Agents in New Zealand should be abandoned as a general principle except in certain exceptional instances mentioned below, in favour of selection by the Colonial Office or High Commissioner from the general body of candidates for, or serving members in, the British Colonial Service.

48. On page 15 of this Report the posts which it is considered should normally be filled by means of overseas appointments have been divided into three classes. The posts included in Classes I and II are as follows:—

CLASS I AND
II POSTS.

Class I—

Chief Justice.
Secretary to Government.
Treasurer.
Chief Medical Officer.
Director of Agriculture.
Director of Education.

Class II—

Medical Officer.
Auditor.
Superintendent of Telegraphs and Telephones.
Collector of Customs and Chief Postmaster.
Superintendent of Police.

These eleven posts are the key positions in the Public Service, as far as the European personnel is concerned, and it is essential that they should be held by the very best officers obtainable. It is recommended that appointments to both classes should invariably and without exception be filled by personnel from the Colonial Service, selected by the Colonial Office or High Commissioner.

RECOMMENDA-
TION XXXVIII.

49. The maximum of the salary scale in the case of Class I and II posts is in no instance under £500 per annum. In the case of certain appointments in Class III, however, the salary scales are in some instances too low for the posts to attract officers from the other territories and difficulty might at times be experienced in filling the office through the High Commissioner. In the event of a vacancy occurring in a Class III appointment, therefore, it is recommended that the High Commissioner should still be notified and requested to select a candidate for the office, but that, should His Excellency state his inability to find a suitable officer, the appointment should be filled through the Government Agents in New Zealand. In the case of most of the posts in Class III it is, furthermore, to be hoped that Tongan or local candidates with the necessary qualifications will be available, in which case it is considered that they should be given preference, unless there is good reason to the contrary, over all other applicants for the post.

CLASS III POSTS.

RECOMMENDA-
TION XXXIX.

LOCAL
CANDIDATES.

(ii) THE COLONIAL UNIFIED SERVICES.

50. Mention has been already made of the various Colonial Unified Services. For each of these Services a Schedule is published from time to time of offices normally filled by members of that Service. Once a scheduled office becomes vacant, therefore, it is filled by the Secretary of State from the general fund of officers in, or candidates for, that particular Service. The advantages of the higher posts in any territory being scheduled is obvious, since a much better class of officer is available to fill them than would otherwise be the case. It is recommended that the Secretary of State for the Colonies be requested to include the following posts in the Public Service of the Kingdom of Tonga among the scheduled offices in the appropriate Unified Colonial Service and that, in return, the Tonga Government should undertake that none of these posts will in future be filled except through the High Commissioner for the Western Pacific.

ADVANTAGES OF
SCHEDULING
POSTS.

RECOMMENDA-
TION XL.

POSTS WHICH IT IS RECOMMENDED SHOULD BE SCHEDULED IN THE
COLONIAL UNIFIED SERVICES.

<i>Post.</i>	<i>Title of Unified Service.</i>
(1) Chief Justice	Colonial Legal Service.
(2) Secretary to Government	Colonial Administrative Service.
(3) Chief Medical Officer	Colonial Medical Service.
(4) Medical Officer	Colonial Medical Service.
(5) Director of Agriculture	Colonial Agricultural Service.
(6) Senior Agricultural Officer and Principal of Agricultural Col- lege	Colonial Agricultural Service.
(7) Director of Education	Colonial Educational Service.
(8) Superintendent of Police	Colonial Police Service.

(iii) GENERAL CONDITIONS OF SERVICE.

51. Should my recommendations regarding the future selection of officers for the Tongan Public Service be approved, it will be necessary to assimilate the general conditions of service in Tonga to those obtaining in the Colonial Service as a whole. Quite apart from the change in selection, however, it is recommended that the conditions of service for European officers should be standardized and improved in the interests of general efficiency. The cost of the various changes recommended will be found to be astonishingly low, and in certain instances a net saving will result, while the improvement in service conditions will justify

SERVICE
CONDITIONS IN
TONGA AND
COLONIAL
EMPIRE.

INTEGRATION
RECOMMENDED.

CONDITIONS
GOVERNING
SALARIES OF
EUROPEAN
STAFF.

itself by increasing the efficiency of the staff. It should be emphasized that when it comes to filling a vacancy in the Civil Service, not with Tongans but from outside the Kingdom, the Government comes into direct and open competition, not only with other Governments but with a number of non-government professional occupations, and that if the salary and other conditions of service are markedly inferior to those offered elsewhere any candidates offering will usually be inefficient and second-rate, and thus expensive in the long run. In the following pages the changes necessary to integrate the conditions of service with those in other territories, and thus permit the free secondment and transfer of Colonial Service officers, will be dealt with under the headings of Salaries, Leave and Leave Passages, Pensions, and Quarters.

(iv) SALARIES.

LOCAL SALARY
SCALES.

ADVANTAGES OF
LIVING IN
TONGA.

LOCAL ALLOW-
ANCE NOT
RECOMMENDED.

RECOMMEN-
DATION XLI.

52. In general it may be said that the salaries paid to European officers in the Tongan Service are low when compared with similar posts in the Colonial Services, and in particular with those in the Fiji and Western Pacific Services. It is realized, however, that the financial resources of the Kingdom would not permit the payment of salaries on the same scales as those granted in the other Pacific territories, and fortunately the conditions of life in Tonga are so much better than elsewhere in the Pacific that many officials have preferred in the past, and will no doubt continue to prefer in the future, to serve here on a lower salary rather than transfer to less favoured territories. Unlike the British Colonies and Protectorates in the Pacific, Tonga possesses a delightful semi-tropical climate, similar in many respects to that of Bermuda. With a mean temperature of 74 degrees, relatively low humidity, an average annual rainfall of 63 inches, and a fertile soil, Tonga is essentially a country where a European can live indefinitely and, if desired, retire in; women and children from temperate climates maintain excellent health and many European families have lived here continuously for two or more generations. The cost of living in Tonga is, furthermore, very much lower than in the High Commission territories. In view of these advantages it is considered that suitable officers will still be attracted to the Service, notwithstanding the fact that salaries on the whole are not on as lavish a scale as in the more tropical and unhealthy territories. In particular, it is felt that there is no justification here for the payment of a local duty allowance similar to the allowance of £50 per annum paid to officers serving under the less attractive and more expensive conditions obtaining in the Gilbert and Ellice Islands Colony and the British Solomon Islands Protectorate.

53. Full details regarding the salary scales recommended (in Tonga currency) for each of the full time overseas posts in the Kingdom are detailed in the following tables, which show also the present salaries of the various posts and those of equivalent posts in the Western Pacific High Commission Services.

TABLE OF REVISED EMOLUMENTS RECOMMENDED FOR ADOPTION.

Post.	Present Salary Scale.	Salary of Equivalent Position in Western Pacific High Commission Service.	Revised Emoluments Recommended.	Remarks.
Chief Justice	£650 x £25—£750	CLASS I POSTS. £750 x £25—£900	.....	To be filled by temporary secondment as necessary.
Secretary to Government	£600 x £30—£630	On Administrative Service long scale salary. £750 x £25—£900	£600 x £30—£630	Receives non-pensionable allowance of £100 as Chief Police Magistrate.
Treasurer	£500 x £25—£600	£880 x £40—£1,000	£500 x £20—£600 x £25—£700.	
Chief Medical Officer	£850 x £50—£950	£400 for 2 years; x £20—£500 x £25—£600 x £30—£720	£750 x £50—£850	Present salary includes personal allowance of £50 x £50—£100.
Director of Agriculture	£720 x £40—£840	£750 x £25—£900	£600 x £30—£750.	
Director of Education	£460 x £20—£520	CLASS II POSTS. £600 x £30—£720 x £30—£840	£650.	
Medical Officer	£700	(No comparable post.)	£600 x £30—£720	Present holder of post receives salary £330 + pension £370.
Auditor	£400	£500 x £20—£600	£550.	
Superintendent of Telegraphs and Telephones	£420 x £20—£460	£500 x £20—£600 x £25—£700	£400 x £20—£500 x £25—£550.	
Collector of Customs and Chief Postmaster	£350 x £20—£450	£500 x £20—£600	£420 x £20—£500.	
Superintendent of Police	£405 x £22 10s. 0d.—£450	£500 x £20—£600	£400 x £25—£500.	
Collector of Customs and Postmaster, Vava'u	£375 x £20—£425	CLASS III POSTS. £420 x £20—£500	£375 x £20—£425.	
Government Printer	£370	(No comparable post)	£400	Present emoluments include Personal Allowance of £20.
Chief Clerk, Treasury Department	£280 x £20—£320	£270 x £20—£450	£300 x £20—£400.	
Wireless Officer	£280 x £20—£320	£320 x £20—£360	£300 x £20—£360.	
Chief Harbour Master and Boarding Officer, etc.	£300	(No comparable post)	£300 x £15—£360	Receives also £50 as Officer in charge of Works Department.
Relieving Officer	£280 x £20—£320	(No comparable post)	£280 x £20—£320.	
Sister in charge	£300	£200 x £10—£250 Free board; Uniform, £12	£300.	
Electrician	£260 x £20—£300	(No comparable post)	£260 x £20—£300.	
Storekeeper	£240 x £20—£280	£300 x £20—£450	£240 x £20—£300.	
Clerk and Stenographer, Premier's Department	£225	(No comparable post)	£120 x £12—£180 x £10—£240.	

BASIS OF
SALARY SCALES.

54. In general my endeavour has been to adjust the salaries of the heads of departments so that they are in no case less than that of the second in command of the analogous department in the High Commission territories and, wherever possible, are in excess of that salary. The various other offices have been dealt with on a similar principle. A secondary aim has been to create a ladder of promotion between Tonga and the High Commission territories, so that an officer entering any of the services on the bottom rung will be able, if he is keen and efficient, to climb by the gradual process of promotion and transfer to the very top. In the Treasury and Customs Departments, for example, there are 25 posts in the High Commission Services (including Tonga), and I have tried to fit in the Tongan salary scales so that an officer joining as a Clerk and Customs Officer in the Gilbert and Ellice Islands Colony on £270 or as Relieving Officer in Tonga on £280 may be able to rise, step by step, to an eventual Treasurership in the Gilbert and Ellice Colony or the British Solomon Islands Protectorate on a maximum salary of £900. Similar theoretical ladders can be made out for most of the other departments.

(v) LEAVE.

PRESENT LEAVE
RULES.

55. In the Kingdom of Tonga officers are eligible for six weeks' vacation leave in respect of each year's service or 3 months in respect of two years' resident service. Accumulated vacation leave up to six months may be granted to an officer after four years' service from the date of his appointment or his return from his last leave.

RECOMMENDA-
TIONS OF
PLYMOUTH
COMMITTEE.

56. Leave conditions are being rapidly standardized throughout the British Colonial Empire in conformity with the recommendations of a Committee which sat in 1932 under the chairmanship of the Earl of Plymouth. The Committee divided the Colonies into four groups, the basis of division being partly geographical and partly climatic. In accordance with this classification, Tonga is grouped with:—

Barbados,	Jamaica,	Trinidad and Tobago,
British Guiana,	Leeward Islands,	Windward Islands,
Ceylon,	Kenya,	Western Pacific;
Fiji,	Malaya,	
Hong Kong,	Mauritius,	

and the Committee's recommendations regarding leave are:—

(a) For senior officers—

a tour of two to three years with five days' leave for each month of resident service, excluding the voyage period;

(b) For junior officers—

a tour of three to four years with four days' leave for each month of resident service, excluding the voyage period.

FIJI LEAVE
RULES.

57. In applying the Committee's recommendations, Fiji has taken the longer of the optional tour periods in each instance and "15 years' public service" as the criterion of a "senior" officer. In view of the healthier and less tropical conditions obtaining in Tonga there can be no justification for granting leave conditions on a more generous scale than in Fiji and it is considered therefore that the reorganized Fiji leave rules (those adopted in respect of the High Commission territories are necessarily more liberal) should form the basis for the proposed Tonga rules. Suggested New Leave Regulations in detail form Appendix I to this Report, but the recommendations made may be summarized here in brief:—

RECOMMENDA-
TION XLII.

- (1) that for the purposes of the Leave Regulations officers who have completed 15 years in the Public Service of the Kingdom, or other Public Service, should be classed as "senior" officers, and that all other officers should be classed as "junior" officers; subject to the proviso that an officer who has attained the age of 35 years may, in special circumstances, be regarded as a "senior" officer for leave purposes irrespective of his length of service.
- (2) That for "senior" officers the length of tour without vacation leave should be three years, and for "junior" officers four years.
- (3) That no officer should be allowed to exceed the respective periods of three and four years' service except on public grounds, and then only with a certificate of fitness signed by a Government Medical Officer.
- (4) That for "senior" officers the leave ratio should be five days in respect of each completed month of resident service, and in the case of "junior" officers four days.
- (5) The applicable leave should be exclusive of the actual period of the voyage to and from Tonga, not exceeding a maximum period for such voyages by normal routes—e.g. four days each way to New Zealand, 10 days each way to Australia, and 40 days each way to the United Kingdom.

58. As regards sick leave, in cases where the illness is not occasioned by the officer's neglect or misconduct, it is recommended that the rules already adopted in the cases of Fiji and the High Commission territories should be approved here; i.e.:—

- (1) That an officer who is invalidated out of the Kingdom, not owing to his own neglect or misconduct, should be granted the vacation leave which he has earned, to be followed, if necessary, by a period not exceeding six months on full pay, which may be extended by a further period of up to six months on half pay.
- (2) That local sick leave, not occasioned by an officer's neglect or misconduct, should be limited to 28 days on full pay in any one year, provided that on the recommendation of a Government Medical Officer, that period may be extended to 42 days.

Recommendation (2) above would supersede the present Civil Service Regulation 37, which permits the grant of sick leave not exceeding 10 days at any one time, or 28 days in a year.

59. It is considered that the grant of study and duty leave, not permitted by the rules at present in force, is important, as the extra knowledge and experience thus gained by an officer is of direct benefit to the Government. It is recommended, therefore, that as in the case of Fiji and the High Commission territories:—

"An officer who is required to undertake or who undertakes with the approval of the Privy Council any duty or course of study while on vacation leave may be granted such extension of leave, if any, on full salary as is necessary to enable him to complete the duty or course and to enjoy an aggregate period of leave (exclusive of the period occupied by the voyages between the Kingdom and the country where the leave is spent) clear of duty or study equal to half the period of vacation leave granted to him."

60. Local leave not exceeding one day at a time or seven days in a year is at present permitted by Civil Service Regulation 36. In view of the limited European personnel, most of whom could not be spared for more than a day at a time without elaborate reorganization of duties, it is not considered that the generous local leave allowance permitted in Fiji should be adopted for Tonga, and it is recommended that Regulation 36 should be retained unaltered.

61. Various other recommendations for the improvement of leave conditions for European officers, based on the rules now adopted in the case of Fiji and the High Commission territories, are contained in the draft Leave Regulations forming Appendix I. It is recommended that they be approved as there set out.

(vi) LEAVE PASSAGES.

62. The present Leave Passage Grants for Tongan Public Servants, as laid down in Amended Civil Service Regulations 188 to 191, are as follows:—

- (1) Passage grants, not exceeding a maximum of two adult return passages, may be granted to officers proceeding on leave to Australia or New Zealand after three years' service. The grant is, however, limited to a maximum sum per return passage which is at present lower than the minimum return fare by the cheapest route.
- (2) Any officer may be permitted to proceed on leave to Europe at the discretion of the Privy Council, in which case he is entitled to a grant of £50, or £100 if accompanied by his wife and family.

63. The Leave Passage Grants summarized above are clearly inadequate and unsatisfactory and it would appear improbable that the Secretary of State would permit the appointment of Colonial Service Officers, and in particular members of the Unified Services, to the Tongan Service unless and until they have been brought more into line with the suggestions of the Plymouth Report, as already adopted in the case of Fiji and the High Commission territories. The leave passage grants recommended are detailed in Appendix I. In brief, it is recommended that:—

- (1) For the purposes of leave passage grants officers should be divided into two classes:—
Class I. Officers of the Colonial Unified Services.
Class II. Other European officers.
- (2) Officers shall be eligible for free passages on leave to an "approved country"; that is:—
 - (a) in the case of all officers in Class I: the United Kingdom, Australia, or New Zealand;
 - (b) in the case of "senior" officers in Class II who are in receipt of a salary of not less than £600 per annum: Australia or New Zealand, or, in respect of every alternate vacation leave, the United Kingdom;
 - (c) in the case of officers in Class II not included above whose homes are in Australia: Australia or New Zealand; and
 - (d) in the case of all other officers of Class II: New Zealand.

SICK LEAVE
RECOMMEN-
DATION XLIII.

STUDY AND
DUTY LEAVE.
RECOMMEN-
DATION XLIV.

LOCAL LEAVE.

RECOMMEN-
DATION XLV.

RECOMMEN-
DATION XLVI.

PRESENT LEAVE.
PASSAGE
GRANTS.

CONSIDERED
UNSATISFAC-
TORY.

RECOMMEN-
DATION XLVII.

COST OF
RECOMMENDED
CHANGES.

64. It is not considered that the cost of the above scheme will be much greater than that of the present grants, in view of the fact that only seven officers at the most will be entitled to passage grants under Recommendation (2) (a) and only one (the Treasurer) under (2) (b). Savings will furthermore be effected owing to:—

- (1) the length of tour for junior officers being increased to four years; and
- (2) the abolition of the passage grant to Australia for Class II officers domiciled in New Zealand.

PASSAGE GRANTS
FOR OFFICERS'
FAMILY.
RECOMMEN-
DATION XLVIII.

65. In view of the fact that it is clearly in the interests of the Public Service that any officer appointed to the Kingdom should be able to be accompanied by his family, it is recommended that the rule in force in Fiji and the High Commission territories should be adopted; i.e. that:—

Free passages by a route approved as a normal route should be provided by the Government, as in the case of the officer:—

- (a) for his wife; and
- (b) for his dependent children under the age of 17 years, up to the equivalent of one adult passage by a normal route and by the grade of accommodation approved for the officer;

once in each direction in respect of each tour, provided that they reside with the officer in the Kingdom for not less than 12 months during the tour. It should be emphasized that the fact that an officer stationed in the Kingdom can always be accompanied by his wife and children is one of the main attractions of the service from a European officer's point of view.

APPROVED
LEAVE ROUTES.
RECOMMEN-
DATION XLIX.

66. In Clause 13 of the draft Leave Passage Regulations it is suggested that the normal routes between the Kingdom and the various approved countries should be as follows:—

- (a) The United Kingdom: via New Zealand and the Panama Canal;
- (b) Australia: by direct boat or via New Zealand;
- (c) New Zealand: by direct boat;

and that the grades of accommodation approved for officers should be:—

- (a) For officers in receipt of salary not less than £500 a year: minimum first class;
- (b) for other officers: minimum second class.

RECOMMEN-
DATION L.

Various other minor matters concerning the grant of leave passages are set out in detail in the draft Regulations, and are recommended for adoption *in toto*.

(vii) RETIREMENT AND PENSION.

PENSIONABLE
POSTS.

67. It is recommended that all positions on the permanent establishment held by Europeans should be pensionable, and that the pensions legislation in force in the Kingdom should be brought into line with that now enacted throughout almost the whole of the Colonial Empire by the adoption of the model Colonial Pensions Ordinance, a copy of which is being forwarded separately to Your Majesty, in place of the present Pensions Act (Chapter 70 of the Laws). The main differences between the pensions legislation now in force and that recommended is as follows:—

MODEL PENSIONS
ORDINANCE.
RECOMMEN-
DATION LI.
COMPARISON
OF PENSIONS
LEGISLATION.

- (1) the Government may, under the suggested Ordinance, require an officer to retire at any time after he is 55 or, in special cases 50;
- (2) the normal retiring age is fixed at 55 or, in special cases with the approval of Privy Council, 50 years; an officer may, however, with the approval of the Government, stay on in the service indefinitely after he has reached 55;
- (3) the annual rate of pension is fixed at 1/600th of an officer's pensionable emoluments for each complete month of service, instead of at 15/60th of his salary plus 1/60th for each year served after 10;
- (4) the estimated value of free quarters is fixed at 15 per cent of the initial salary of the officer's appointment, or the actual salary if non-incremental, instead of at one-sixth of the actual salary of the office;
- (5) the power to grant a pension at a higher rate in cases of special merit has not been reproduced; and
- (6) in lieu of a full pension officers are granted the option, under certain conditions, of taking a pension at three-fourths of the full rate together with a gratuity equal to ten times the amount of the reduction so made in the pension.

COST OF
RECOMMENDED
PENSIONS
LEGISLATION.

68. After carefully comparing the present Pensions Act with the model Ordinance, I am of the opinion that owing to the changes in the annual pension rate, the method of estimating the value of free quarters, the definition of pensionable emoluments, and for various minor reasons, the adoption of the new Ordinance might eventually result in an annual saving to the Government rather than in any increased expenditure. The following table represents a comparison

of the present Act with the suggested Ordinance and shows the comparative pension which would be payable to an officer retiring on a salary of £500 after varying periods of service. COMPARISON OF PENSIONS PAYABLE.

<i>Years of Service.</i>	<i>Present.</i>	<i>Model.</i>
	£	£
10	125	100
15	167	150
20	208	200
25	250	250
30	292	300
35	333	333

It will be seen that the model Ordinance results in a lower pension being payable to an officer during the earlier years of his service. After 25 years' service, however, the rates coincide, after which the new scheme is slightly advantageous to the officer. Under the present Act an officer reaches the maximum limit of two-thirds of his final pensionable emoluments after 35 years' service, and under the recommended Ordinance after 33 years and 4 months.

(viii) WIDOWS' AND ORPHANS' PENSIONS.

69. There is at present no arrangement in force in the Kingdom by which European officers may contribute to any Widows' and Orphans' Pension Fund and an officer dying suddenly while in the Public Service might leave his wife and family completely destitute. It is considered that, in the interests of the Service, steps should be taken immediately to remedy this position. Officers serving in the High Commission Territories are permitted to contribute to the Fiji Widows' and Orphans' Fund and it is recommended that the Government of Fiji should be asked to extend the privilege to all male European officers appointed to pensionable posts in the Public Service of the Kingdom of Tonga. The only expense which would be caused to the Government by this proposal would be an annual contribution of 2½ per cent of the total contributions of the various officers towards the cost of administration of the Fund. This nominal payment, estimated to amount to less than £15 per annum, is out of all proportion to the manifest advantages to the European personnel of the Service which would result from the Tonga Government coming into the scheme. NECESSITY FOR WIDOWS' AND ORPHANS' PENSIONS SCHEME.

70. The contributions of individual officers are at a compulsory rate of four per cent, and an optional rate of six per cent, of the officer's salary, the pension payable being calculated actuarially according to the relative ages of husband and wife. Draft regulations to govern the payment of contributions and other related matters are submitted in Appendix III, and it is recommended that these should be enacted by Privy Council if and when the right of Tonga Government servants to contribute to the Fiji Fund has been secured. Full particulars regarding the scheme are contained in Ordinance No. 3 of 1914 of the Colony of Fiji. RECOMMENDATION LII.

(ix) QUARTERS AND FURNITURE.

71. It is observed that all overseas officers are entitled to free quarters with the exception of:— RATES OF CONTRIBUTION.

- (1) Relieving Officer;
- (2) Assistant Secretary;
- (3) Storekeeper.

No satisfactory reason can be found for this differentiation and it is recommended that:— RECOMMENDATION LIII.

- (1) all European officers should be eligible to receive free quarters or, at the option of the Privy Council, a non-pensionable allowance in lieu; and that
- (2) where an allowance in lieu of quarters is being paid it should not exceed the actual rent in a case where the officer is renting a house, or the cost of board and lodging minus the cost of board alone, in a case where the officer is accommodated in a boarding-house, nor should it exceed in any case the sum of £36 for a single officer or £50 for a married officer whose wife is living with him in the Kingdom. OFFICERS ENTITLED TO QUARTERS.

72. Of the 24 officers at present on the civil establishment, the following seven are entitled to "partly furnished" quarters:— RECOMMENDATION LIV.

Secretary to Government;
 Chief Inspector of Police;
 Chief Medical Officer;
 Medical Officer;
 Sister in charge, Nukualofa Hospital;
 Director of Agriculture. OFFICERS ENTITLED TO PARTLY FURNISHED QUARTERS.

In the case of the Secretary to Government and the Chief Inspector the privilege has only recently been granted on the positions being filled by officers seconded from the Colonial Service.

RECOMMEN-
DATION LV.

As in the case of the provision of quarters, no satisfactory reason can be discovered for any distinction in treatment between officers, while the fact that certain officers receive favoured treatment is an inevitable cause of discontent in the Service as a whole. Officers transferred or seconded from the Colonial Service will certainly expect their quarters to be partly furnished, and it is recommended, therefore, that all European officers in the Tongan Public Service living in Government quarters should be entitled to have them "partly furnished" and that, as funds permit, the necessary issues of furniture should be made to each house. I understand that it is the practice of the Government at the present time to allow officers seconded or transferred to the Kingdom to bring their own furniture at Government expense. If partly furnished quarters are provided for all officials the very heavy freight rates now being paid on officers' private furniture would be saved and it is anticipated that this saving would go far towards paying for the cost of providing the extra furniture.

APPROVED LIST
OF FURNITURE.

73. I have compared the official list of furniture as supplied to officers entitled to partly furnished quarters with those approved in the case of the High Commission territories. The list is on a generous scale and certain minor amendments only are needed to make it entirely suitable for officers transferred from other services. The suggested amendments are as follows:—

Additions to List.

Bedroom—1 bed and pillows.
wardrobe (unless built in).
Kitchen—stove.
cupboard (unless built in).

Deletions from List.

Kitchen—shelving.
Bathroom—shower.
Verandah—roller blinds.
Sitting-room—lounge.
Storeroom—shelving.

It is intended that shelving and showers should still be provided, but that they should be deleted from the list of furniture as being in the nature of fixtures.

RECOMMEN-
DATION LVI.

An amended furniture list, containing the changes suggested above, is given in Appendix IV and it is recommended that the list be approved by the Privy Council and published in the Gazette.

(x) MEDICAL ATTENDANCE.

PRESENT RULES
CONSIDERED
SATISFACTORY.

74. Section 3 of the Medical Service Regulations, 1935, states—with reference to the scale of fees to be charged by Government Medical Officers—that:—

"Subject to such conditions as the Premier may impose no such fees and charges shall be payable by Government Officers for services rendered to themselves or to their wives and children save and except that in the case of wives the prescribed fees for midwifery and major operations only shall be payable and in the case of children the prescribed fees for major operations only shall be payable by the Officers concerned."

This procedure is regarded as perfectly satisfactory and no change is recommended.

(xi) SERVICE EXAMINATIONS.

LANGUAGE
EXAMINATIONS.

CONSIDERED
NECESSARY.

75. A matter which causes some surprise to officers who have served in other territories is the absence of any regulations requiring officers to be able to speak the language of the country and the fact that, in actual practice, few officers can speak more than a word or two in Tongan. It would seem hardly necessary to emphasize the importance of officers learning the language of the people among whom they have to work and, indeed, a measure of proficiency in the local language is now required by all Colonial Governments in the case of their administrative and, in many instances, their departmental staff. In the case of Europeans serving in the Kingdom it is not considered necessary that a high degree of skill in Tongan need be required, but it is urged that, with certain exceptions, all officers should be expected to pass at least an oral test.

RECOMMEN-
DATION LVII.

76. It is recommended, therefore, that:—

- (1) an official Examination Board in the Tongan language should be set up, with the Premier as Chairman;
- (2) all European officers, other than the Treasurer and the Chief Medical Officer, appointed to posts in the Public Service should be required to pass a lower standard oral examination in the Tongan language within three years of their appointment; provided that this requirement should not apply to an officer on temporary secondment nor, if so decided in any particular case by the Privy Council, to an officer transferred from another territory;
- (3) the standard required in this examination should be the ability to understand and to converse in Tongan with facility. It is suggested that the examination might be held in two parts—Conversation and Translation; and that
- (4) failure to pass the examination within the stipulated time should in the absence of an explanation satisfactory to the Privy Council, debar the officer from confirmation in his appointment or lead to his further increments being stopped until such time as he succeeds in passing.



77. The only other Service Examination recommended is the shorthand and typewriting test for the Clerk and Stenographer, Premier's Department, suggested in paragraph 19. Detailed particulars of this examination and the language test recommended above are contained in the draft Service Examinations Regulations set out in Appendix IV.

SHORTHAND AND
TYPEWRITING
TEST.
RECOMMEN-
DATION LVIII.

(xii) TRANSFER AND SECONDMENT OF OFFICERS IN THE TONGA SERVICE.

78. Bound up with the recommendation that officers of the Tongan Service should be recruited from the main body of the Colonial Service is the almost equally important question of the transfer and secondment of officers in the Tongan Service to other territories. The stultifying effects on Europeans of long service in a small and isolated country such as Tonga cannot be over-estimated. To persons who have not experienced such conditions I doubt if they can be really explained: the mind vegetates, the trivial everyday problems of official routine appear of almost insuperable difficulty and, as a consequence, everything is postponed until the last moment; the importance to the world of one's decisions, and local affairs in general, becomes progressively magnified as the sense of humour degenerates; while private life is made unhappy by the incessant gossip and feuds of the various social cliques caused, once again, by the too limited horizons of the country. Fortunately these effects of an isolated environment are far more apparent in the High Commission territories than in Tonga, where the conditions of life are so very much better in every respect. Nevertheless, even in Tonga, an energetic young official soon loses his keenness and I feel strongly that to keep an officer serving in the Kingdom for more than 10 years is neither to the benefit of the officer himself nor the Government. Promotion, furthermore, if confined to local opportunities, is slow and uncertain and after long years of waiting on the maximum of his incremental scale an officer has probably lost heart and energy to such an extent that he is scarcely suitable for promotion when it finally comes his way.

TRANSFER TO
COLONIAL
SERVICE.

EFFECTS OF
SERVICE IN
ISOLATED
COUNTRIES.

DESIRABILITY
OF TRANSFER.

79. It is realized, however, that while there are several officers in the Tongan Service who are entirely suitable for transfer and secondment to the main Colonial Service there are others who have not the necessary attainments. It is recommended, therefore, that by arrangement with the British Government, His Britannic Majesty's Agent and Consul should be requested to submit the usual Personal Record Form P/2 and Annual Confidential Report (Form P/2A or P/2B) to the High Commissioner in respect of every officer considered by His Excellency to have the character, qualifications, and ability necessary for transfer to the British Colonial Service, provided that such report need not be submitted in respect of any officer at present serving in the Kingdom who states in writing that he does not wish to be considered for such transfer. It should be mentioned that even should a transfer be offered to an officer there is no liability on him to accept it, unless he is a member of one of the Colonial Unified Services.

RECOMMEN-
DATION LIX.

NO LIABILITY
TO ACCEPT
TRANSFER.

(xiii) APPLICATION OF NEW CONDITIONS TO EXISTING STAFF.

80. It is suggested that, if the foregoing recommendations for the reorganization of the Tongan Public Service are accepted, the new salaries, terms, and conditions should be applied in their entirety in respect of all new appointments to the service. With regard to existing European personnel it is recommended that:—

APPLICATION OF
RECOMMEN-
DATIONS TO
PRESENT STAFF.
RECOMMEN-
DATION LX.

(1) *The Leave and Leave Passage Regulations.*—Officers should be given the option of staying under the old regulations or coming under the new, such option to be exercised within three months of the enactment of the new Regulations.

(2) *The Pensions legislation.*—Officers should be given a similar option, exercisable within 12 months of the enactment of the new Ordinance.

(3) *Widows' and Orphans' Pensions.*—Officers may elect to become contributors within 12 months of the 1st January, 1942.

(4) *Language Examination.*—This should be required of all officers, with the exceptions detailed in the Regulations.

81. It is recommended that the following procedure should be adopted with regard to the twelve increases in salary suggested in the Report.

RECOMMEN-
DATION LXI.

(1) To be granted forthwith in the case of:—

- Government Printer.
- Chief Harbour Master, etc.
- Storekeeper.

(2) To be granted only on the post being filled through the Colonial Service:—

- Director of Education.
- Medical Officer.
- Chief Clerk, Treasury Department.

(3) To be granted on the post being scheduled in the Colonial Police Service:—

Superintendent of Police.

(4) To be granted to present holders only in the event of their being considered by His Excellency the High Commissioner to be of a standard sufficiently high to make them eligible for transfer:—

Treasurer.

Auditor.

Superintendent of Telegraphs and Telephones.

Collector of Customs and Chief Postmaster.

Wireless Officer.

(xiv) FINANCIAL EFFECT OF PROPOSALS.

82. It will be appreciated that owing to the nature of some of the proposals contained in the foregoing Report, the financial effect cannot in every case be stated with precision. The following estimates are the best that can be prepared on the information available:—

FINANCIAL EFFECT OF REORGANIZATION PROPOSALS.

(a) Salary Scales.

Name of Post.	On minimum of new scale.		On maximum of new scale.	
	Increase.	Decrease.	Increase.	Decrease.
Class I—	£	£	£	£
Chief Justice .. .. .	....	300	....	400
Secretary to Government	200	....	180	....
Treasurer .. .. .	....	....	100	....
Chief Medical Officer .. .. .	....	100	....	100
Director of Agriculture .. .. .	....	120	....	90
Director of Education	190	....	130	....
Class II—				
Medical Officer .. .. .	....	100	20	....
Auditor	150	....	150	....
Superintendent of Telegraphs and Tele- phones .. .. .	....	20	90	....
Collector of Customs and Chief Postmaster	70	....	50	....
Superintendent of Police .. .. .	....	5	50	....
Class III—				
Government Printer	30	....	30	....
Principal of Government College .. .. .	....	350	....	400
Senior Surveyor .. .. .	....	458*	....	458*
Chief Clerk, Treasury Department	20	....	80	....
Wireless Officer	20	....	40	....
Chief Harbour Master and Boarding Officer, etc. .. .. .	....	....	60	....
Assistant Master, Education Department .. .. .	....	260	....	320
Storekeeper .. .. .	....	....	20	....
Clerk and Stenographer, Premier's Depart- ment .. .. .	....	105	15	....
	£680	£1,818	£1,015	£1,768
Net Decrease in Expenditure		£1,138		£753

* After allowing for payment of extra £50 per annum to present Supernumary Surveyor.

(b) Additional Posts.

Name of Post.	Minimum of Salary Scale.	Maximum of Salary Scale.
	£	£
Minister of Education (and Agriculture?)	400	400
Senior Agricultural Officer and Principal of Agricultural College	400	600
Total Increase	£800	£1,000

(c) Leave Passage Grants.

(i) *To Australia and New Zealand.*—It is not considered that the Regulations will result in any marked change in the expenditure on leave passage grants to Australia and New Zealand, as the cost of the extra passage now permitted in respect of an officer's children would appear to be counterbalanced by the increase in the length of a tour for "junior" officers from three to four years, and the abolition of the privilege of proceeding to Australia for Class II officers domiciled in New Zealand.

(ii) *To the United Kingdom.*—On the assumption that all Class I and Class II posts in the Kingdom will eventually be held by officers transferred or seconded from the Colonial Service, it may be estimated that a maximum of two officers (averaging 2 adult fares per officer) will proceed on leave to the United Kingdom per annum. At £150 for each return fare from New Zealand to London, via Panama, the cost is £600. Subtracting the £100 per married officer, already permitted, the net additional cost per annum is estimated to be approximately £400. Since no "junior" officers of Class II are entitled to leave in the United Kingdom, they do not effect the position whether they are members of the Colonial Service or not.

It should be noted however, that as leave to the United Kingdom has been stopped, except in exceptional circumstances, for the duration of the war, the introduction of the new Leave and Passage Regulations will result in no increase in expenditure until after the war is over.

(d) The New Pensions Legislation.

While the financial effect of the introduction of the new Pensions legislation is difficult to forecast, it is believed that it will result, over a long period, in a slightly decreased expenditure under that head, due to the fact that the pension payable to officers is actually less for the first 25 years of service. The right to a Gratuity and Reduced Pension results in a heavy initial payment to an officer on his first retirement, but this is balanced by the reduced pension payable in subsequent years.

(e) Widows' and Orphans' Pension.

As stated in paragraph 64, it is estimated that the total payments to the Fiji Widows' and Orphans' Pension Fund, as far as the Tonga Government is concerned, would not exceed £15 per annum.

(xv) MISCELLANEOUS.

83. Certain minor matters not dealt with elsewhere in the report are considered briefly below:—

(a) *Allowances.*—It is recommended that the Personal Allowance paid to the Government Printer should be merged in salary, if the increase recommended to this officer is granted. No change is recommended in the car and other allowances at present being paid to officers.

(b) *Travelling and Subsistence Allowance.*—No change is recommended in the existing scales of Travelling and Subsistence Allowances, which have been evolved in response to the special conditions obtaining in the Kingdom.

(c) *Application of Colonial Regulations.*—The extent to which Colonial Regulations should apply to officers of the Colonial Service, and in particular to members of the Unified Colonial Services, appointed to posts under the Tonga Government, is deferred for decision by the Secretary of State.

(d) *Transfer Arrangements.*—It is recommended that the rules governing the passages, etc., of officers transferred between the Tongan Public Service and the Colonial Service should be governed by Colonial Regulations 95 to 100.

(e) *Civil List.*—It is recommended that the Tonga Government should either publish an Annual Civil List, giving the records of service of all officers employed on a salary basis, or else approach His Excellency the High Commissioner with a view to particulars of Tonga Government officials being incorporated in the Fiji and Western Pacific High Commission Civil List. The convenience of having the records of service of officers in an accessible form will be readily apparent.

(xvi) TRAINING OF TONGANS FOR GOVERNMENT SERVICE.

84. With the limited resources of the Government it is obvious that the Kingdom cannot afford to pay European salary rates for any work which can be performed by Tongans, and in view of the fact that the people of Tonga have had the advantages of European education for several decades it is unfortunate that so many posts in the Kingdom have still to be filled by European personnel. The administrative and technical ability shown by Tongans who have been educated abroad demonstrates that, given the necessary training, the mental powers of the Tongan are in no way inferior to those of the European. This being so one cannot but be surprised that any positions in the Government, with the exception perhaps of the heads of the more technical departments, are still held by overseas personnel.

MISCELLANEOUS
MATTERS.RECOMMENDA-
TION LXII.RECOMMENDA-
TION LXIII.RECOMMENDA-
TION LXIV.RECOMMENDA-
TION LXV.TRAINING OF
TONGAN
OFFICIALS AN
URGENT
NECESSITY.

GOVERNMENT
RESPONSIBILITY.

85. It is clear that few Tongans are sufficiently well off to be able to make provision for the education of their children outside the Kingdom, and the responsibility for the training of the leaders of the next generation must, therefore, to a large extent rest with the Government. I am confident that the proposals contained in this report will, if approved, result in the regeneration of the European branch of the Tongan Civil Service, but more harm than good would be done by these reforms if they resulted, at the same time, in the creation of a privileged class of European office-holders and the postponement of the day when the work at present being performed by Europeans can be taken over by the Tongans themselves. I would emphasize, therefore, that the suggestions set out in the foregoing pages are intended merely to bridge over a transition period, and it is strongly recommended that with their adoption the Tonga Government should at the same time commence a long-term policy of having suitable candidates trained, if necessary abroad, with the deliberate aim of taking over as many as possible of the positions at present held by overseas personnel.

RECOMMEN-
DATION LXVI.

TRAINING
INSTITUTIONS.

86. Tongan Medical Practitioners and Surveyors are already being trained in Fiji, while attention is invited to such institutions as the Wireless School and the Nurses School in Suva, to the Dental School in Apia, and to the possibility of having suitable Tongans trained in technical work of all kinds at the Suva Technical School. It is recognized, however, that the standard of education provided by these institutions is in many instances not advanced enough to enable graduating students to take over, without further study, the class of work at present being performed by Europeans and it is urged that in such cases the Government should not hesitate to send the best Tongan students to schools, and where necessary Universities, in Australia or New Zealand, and in special cases perhaps the United Kingdom, in order to obtain the necessary technical competency. In the past occasional members of the Tongan nobility have from time to time been educated abroad, to the great benefit of the Kingdom, and it is hoped that both Prince Tuboutoa and Prince Jione Gu, now at Sydney University and Newington College respectively, will be successful in obtaining degrees that will qualify them eventually to take over at least two of the Government Departments now being run by Europeans. All that is recommended here is the bold extension of this principle with the deliberate end in view of the Tongan taking over the staffing of the Public Service. Such a programme of replacement must necessarily take a long time to work out in its entirety, but it is considered that immediate steps should be taken to select and train candidates for at least eight out of the ten Class III posts at present held by Europeans.

RECOMMEN-
DATION LXVII.

I have the honour to be,

Your Majesty's obedient servant,

H. E. MAUDE,

Administrative Officer and Chief Lands Commissioner,
Gilbert and Ellice Islands Colony.

27th October, 1941.

APPENDIX I.

LEAVE AND LEAVE PASSAGE REGULATIONS—EUROPEAN OFFICERS.

1. These Regulations may be cited as the Leave and Leave Passage (European Officers) Regulations, 1942. SHORT TITLE.
2. The following classification of officers shall apply for the purposes of these Regulations:— CLASSIFICATION OF OFFICERS.
- Class I. All officers of the Unified Colonial Services.
Class II. Other European Officers.
3. In these Regulations the term—
- “ approved country ” means the country to which the officer is eligible for free passages on leave; that is:—
- (i) in the case of all officers in Class I: the United Kingdom, Australia or New Zealand;
- (ii) in the case of senior officers in Class II who are in receipt of a salary of not less than £600 a year: Australia or New Zealand, or, in respect of every alternate vacation leave, the United Kingdom;
- (iii) in the case of officers of Class II not included above whose homes are in Australia: Australia or New Zealand; and
- (iv) in the case of all other officers of Class II: New Zealand.
- “ free passage ” means a passage between the Kingdom of Tonga and the approved country of the officer provided by and at the expense of the Government;
- “ minimum tour ” means a tour of 36 months in the case of senior officers and 48 months in the case of junior officers;
- “ senior officer ” and “ junior officer ” mean respectively an officer who has completed and an officer who has not completed fifteen years public service in the Kingdom or elsewhere: provided that the Privy Council may direct that any officer who has attained the age of thirty-five years shall be regarded as a senior officer irrespective of the length of his service;
- “ tour ” means a period during which an officer resides in the Kingdom, counting from the date of first appointment or return from last leave until the day preceding the date of departure on leave and includes any period of local sick leave. In the case of an officer appointed from overseas his tour of service shall count from the date of disembarkation in the Kingdom;
- “ vacation leave ” means leave with full salary following a tour, at the rate of five days in respect of each completed month of resident service in the case of senior officers and four days in respect of each completed month of resident service in the case of junior officers.
4. Unless otherwise stated in these Regulations, leave is granted at the discretion of the Privy Council. LEAVE GRANTED AT DISCRETION OF PRIVY COUNCIL.
5. Except as provided in Regulation eight, an officer will not be granted vacation leave unless he has completed a minimum tour and will not ordinarily be called upon to serve a tour exceeding 36 months in the case of senior officers and 48 months in the case of junior officers; provided that the Privy Council may as an exceptional measure direct that an officer should serve a longer tour if necessary in the public interest, but subject to the officer being medically examined and declared fit. SERVICE QUALIFYING FOR LEAVE.
6. The service of officers transferred between the Kingdom of Tonga, the Colony of Fiji and the Western Pacific High Commission is counted as continuous for purposes of leave and passage grants, the territory to which the officer is transferred accepting obligations on account of service in the former territory. LEAVE OF TRANSFERRED OFFICERS.
- 7.—(1) Subject to the provisions of the Regulations following, periods of vacation leave shall not exceed a maximum of six months at any one time. VACATION LEAVE ON CONCLUSION OF TOUR.
- (2) An officer who is granted a passage to the United Kingdom will be required to spend at least half of his leave in Europe.
8. An officer may be granted vacation leave before completing a minimum tour:— VACATION LEAVE BEFORE COMPLETION OF MINIMUM TOUR.
- (a) on medical grounds;
- (b) on the ground of urgent private affairs;
- (c) on the ground of public interest;
- (d) prior to retirement, subject, if the officer is retiring at his own request, to the approval of the Privy Council.
- 9.—(1) Extensions of leave with full salary may be granted on the ground of ill-health for any period not exceeding six months, and, when there is reason to believe that the officer will ultimately be fit for further service, for a further period with half salary not exceeding six months. EXTENSIONS OF LEAVE ON GROUNDS OF ILL HEALTH.

TO UNDERTAKE
STUDY OR
COURSE.

(2) An officer who is required to undertake or who undertakes with the approval of the Privy Council any duty or course of study while on vacation leave may be granted such extension of leave on full salary as is necessary to enable him to complete the duty or course and to enjoy an aggregate period of leave (exclusive of the period occupied by the voyages between the Kingdom and the country where the leave is spent) clear of duty or study equal to half the period of vacation leave granted to him.

TO FIT IN WITH
SHIPPING
ARRANGEMENTS.

(3) An officer who applies for an extension of leave to fit in with shipping arrangements when returning to the Kingdom by a normal route may be granted such extension on full pay, provided that the period of extension does not exceed the period of leave which he would lose were he required to return by the boat next before the expiration of his leave. Provided further that when an officer is required to return by the boat next before the expiration of his leave, the unexpired portion may be added to the next period of vacation leave. Similarly any extension so granted will be deducted from the officers's next period of leave.

ON GROUNDS OF
PUBLIC
INTEREST.

(4) Extensions of leave may also be granted to officers on the ground of public interest. Unless otherwise directed, such extensions will be granted with full salary.

ON OTHER
GROUNDS.

(5) Extensions of leave granted on any grounds other than those mentioned above will be without salary.

LEAVE FOR
VOYAGES.

10.—(1) An officer who is granted leave under the foregoing Regulations will be granted, in addition, leave with full pay for the period of his voyages, subject to the following maximum periods if the officer does not proceed by a route which is approved as a normal route:—

- (i) on leave to the United Kingdom—40 days each way,
- (ii) on leave to Australia—10 days each way,
- (iii) on leave to New Zealand—4 days each way.

(2) An officer who is granted leave under the foregoing Regulations and who, with the approval of the Privy Council, proceeds to a country other than his approved country will ordinarily be granted, in addition, leave for the period of the journeys to and from the country to which he proceeds, or for the normal period of the voyage by the shortest route, whichever is the less.

OFFICER'S
PASSAGES.

11. An officer will be provided with free passages, by a route approved as a normal route, to and from his approved country, on every occasion on which he is granted leave, except:—

- (a) when proceeding on leave on urgent private affairs before having completed a minimum tour, or on returning from such leave; and
- (b) on leaving the Kingdom prior to retirement at his own request before having completed a minimum tour.

PASSAGES OF
WIVES AND
CHILDREN.

12. Subject to the exceptions in Regulations nine, free passages by a route approved as a normal route will be provided by the Government, as in the case of the officer:—

- (a) for his wife; and
- (b) for his dependent children under the age of seventeen years, up to the equivalent of one adult passage by a normal route and by the grade of accommodation approved for the officer;

once in each direction in respect of each tour, provided that they reside with the officer in the Kingdom for not less than twelve months during the tour.

NORMAL ROUTES.

13. The routes approved as normal routes for the purposes of these Regulations between the Kingdom and the undermentioned approved countries are as follows:—

- (a) the United Kingdom: via New Zealand and the Panama Canal.
- (b) Australia: by direct boat or via New Zealand.
- (c) New Zealand: by direct boat.

14. If an officer, or the family of an officer, eligible for a free passage is permitted to travel by a route which has not been approved as a normal route, he (or they) will be granted reasonable travelling expenses (i.e. cost of steamer, air, or rail passages, but not incidental expenses) provided that in the absence of special circumstances the cost to the Government shall not exceed the cost which would have been incurred had he (or they) proceeded by an approved normal route. A similar principle will be followed in the case of a person who is eligible for an allowance under Regulations seventeen and eighteen.

GRADE OF
ACCOMMODATION.

15. The grades of accommodation approved for officers travelling from and to the Kingdom on leave are as follows:—

- Officers in receipt of salary not less than £500 a year: minimum first class.
- Other officers: minimum second class.

On one-class vessels minimum rate accommodation will be provided for all officers.

BOOKING OF
PASSAGES.

16.—(1) When an officer's passages, either on first appointment or when proceeding on leave, or those of his family are provided from public funds the passages will be booked either by Government, its Agents, or the Crown Agents for the Colonies.

(2) The approval of the Premier, which will only be granted in special circumstances, will be required before an officer or his family will be permitted to travel by other than a British vessel at Government expense.

17. An officer who is granted leave on urgent private affairs before completing a minimum tour of service may be granted an allowance towards the cost of his passage from the Kingdom bearing the same proportion to half the cost of the return passage, by an approved normal route or grade, for which he would have been eligible if he had completed his prescribed minimum tour, as the number of months of resident service which he has completed bears to a minimum tour, and a similar allowance in respect of his wife and dependent children subject, to the provisions of Regulation twelve above, if she (or they) accompany him or follow him within a period of three months.

PASSAGES IN
RESPECT OF
LEAVE ON
URGENT PRIVATE
AFFAIRS.

18. An allowance as provided in Regulation seventeen may be granted to an officer in respect of passages from the Kingdom for himself and his wife and dependent children, subject to the provisions of Regulation twelve above, when the officer is retiring at his own request, and is granted vacation leave under Regulation eight (d).

PASSAGES ON
VOLUNTARY
RETIREMENT
BEFORE
COMPLETING
MINIMUM TOUR.

19.—(1) If an officer is granted vacation leave to be spent elsewhere than in his approved country, the particular arrangements to be made in his case with regard to the period of leave to be allowed in respect of voyages and the passage allowances in respect of himself and his wife and dependent children shall be determined by the Privy Council; subject, except as provided below, to the expense incurred by the Kingdom not exceeding that which would have been incurred if the officer had proceeded to his approved country.

LEAVE SPENT
ELSEWHERE
THAN IN
APPROVED
COUNTRY.

(2) If the officer's home is in the country to which he is permitted to proceed on leave, the arrangements will be made with due consideration to the desirability of his being enabled to reach his home without undue expense and to spend a reasonable time there.

20.—(1) An officer proceeding on leave must furnish the Secretary to Government with his leave address.

NOTIFICATION
OF LEAVE
ADDRESS.

(2) An officer arriving in Europe on leave will report his arrival and address to the Under Secretary of State at the Colonial Office and to the Crown Agents for the Colonies.

(3) An officer arriving in New Zealand or Australia on leave should furnish the Government Agents, Messrs. Spedding, Ltd., in Auckland, or Messrs. Burns, Philp & Co., Ltd., in Sydney, with his address.

21. An officer may, in case of illness, be absent on full pay, without forfeiting vacation leave, for a period not exceeding twenty-eight days in any one year, provided that on the recommendation of a Government Medical Officer that period may be extended to forty-two days. Such illness must be duly certified by a medical officer within forty-eight hours of the officer first absenting himself, failing which the officer will be considered absent without leave unless he is on field duty or on an island where it is impossible to obtain a medical certificate provided the head of his department is satisfied that the officer's illness is genuine.

LOCAL SICK
LEAVE.

22. The leave of officers employed on a purely temporary basis, when not specified in an agreement or in the terms of appointment, shall be at the discretion of the Privy Council.

TEMPORARY
OFFICERS.

23. Nothing in these Regulations shall give any officer a right to any leave, passage, or other privilege.

LEAVE NOT A
RIGHT.

24. The provisions of these Regulations shall apply:—

- (1) to every officer appointed to the Public Service of the Kingdom after the date of approval of the Regulations; and
- (2) to every officer serving in the Kingdom at the date of approval of the Regulations, unless not later than three months after such date he gives notice in writing to the Premier of his desire that the provisions of the Regulations referred to in Regulation 25 of these Regulations shall apply to him, in which case they shall continue to apply accordingly.

APPLICATION OF
REGULATIONS.

25. Without prejudice to the provisions of Regulation 24 of these Regulations, Civil Service Regulations Nos. 33, 34, 35, 37, 38, 39, 40, 41, 42, 43, 44, 188, 189, 190, 191, 192, 193, and 194 are hereby repealed in so far as they apply to European officers employed in the Tongan Civil Service.

REPEAL.

SUPPLEMENTARY REGULATIONS APPLYING ONLY TO OFFICERS WHOSE LEAVE IS TO BE SPENT IN THE UNITED KINGDOM.

26.—(1) In the case of officers whose leave is to be spent in the United Kingdom a leave certificate in the approved form will be sent to the Secretary of State; a copy will be furnished to the officer proceeding on leave; and a copy will be sent to the Crown Agents whether the officer's salary is to be paid through them or not.

LEAVE
CERTIFICATE.

(2) The Crown Agents require a specimen signature of any officer who receives leave salary or any other payment through them for the first time in his service. In the case of such an officer a specimen signature on the prescribed form should be attached to the usual form of application for leave.

MEDICAL
CERTIFICATE.

27.—(1) In the case of an officer proceeding on leave to the United Kingdom, a statement shall be furnished showing whether or not he is to be examined on arrival by one of the Consulting Physicians to the Colonial Office.

(2) The officer should accordingly present himself to the Chief Medical Officer, or to the Medical Officer of the District where he is stationed, for medical examination shortly before his departure. No fee will be payable for this examination.

(3) The Medical Officer will complete the form of Medical Certificate in duplicate and will himself forward it under confidential cover to the Secretary to Government. He should also hand to the officer concerned, after his examination, a form of Medical Advice stating whether or not he should visit a Consulting Physician for medical examination on his arrival in the United Kingdom, and giving such advice as to precautions during the voyage, etc., as may be appropriate.

RECORD OF
HEALTH
DURING TOUR.

28. If an officer is required to be examined by one of the Consulting Physicians, the Premier shall transmit full information regarding the officer's health record during his last tour of service and a medical report of his state of health before proceeding on leave. The officer will be furnished in writing with medical advice as to any precautions which he should take during the voyage and his subsequent leave.

ILLNESS WHILE
ON LEAVE.

29. Any officer who falls ill so as to require medical attendance while proceeding on leave of absence to the United Kingdom, or during such leave, and remains ill for a week, must report the fact to the Colonial Office, and he shall, if required, send at his own expense periodical reports from his medical attendant as long as he remains under medical care.

Approved in Privy Council this _____ day of _____, 1942.

Clerk to Privy Council.

APPENDIX II.

WIDOWS' AND ORPHANS' PENSION REGULATIONS—EUROPEAN OFFICERS.

1. These Regulations may be cited as the Widows' and Orphans' Pension (European Officers) Regulations, 1942. SHORT TITLE.
- 2.—(1) With the exceptions mentioned in section three of these Regulations every officer appointed to a pensionable post in the Civil Service of the Kingdom of Tonga on or after the first day of January, 1942, shall be required, from the date on which he commences to draw any of the salary of the post, to contribute to the Fiji Widows' and Orphans' Pension Scheme, in accordance with the provisions of, and at the rates prescribed in, Ordinance No. 3 of 1914 of the Colony of Fiji or any Ordinance amending or replacing the same. WHO SHALL BE CONTRIBUTORS.
- (2) With the same exceptions every officer appointed to a pensionable post in the Civil Service of the Kingdom of Tonga before the first day of January, 1942, may within twelve months after that date by written notice to the Premier elect to become a contributor and if he so elects he shall contribute as from the first day of the month next after that in which his notice was received by the Premier. WHO MAY BECOME CONTRIBUTORS
- (3) Any contributor who is transferred to the Civil Service of the Kingdom of Tonga from the Civil Services of the Colony of Fiji or one of the Western Pacific High Commission Governments shall continue to contribute under the provisions of the above-mentioned Ordinance. CONTRIBUTIONS OF TRANSFERRED OFFICERS.
- 3.—(1) The following shall not be eligible to be contributors:— WHO SHALL NOT BE CONTRIBUTORS.
- (a) officers, non-commissioned officers and men of the active list of the British Imperial naval or military forces temporarily employed by the Government of the Kingdom of Tonga in either a military or a civil capacity;
- (b) females; and
- (c) any officer the maximum of whose scale of salary (or whose actual salary if he is not on an incremental scale) is less than sixty pounds a year.
- (2) The following shall not be eligible to become contributors—persons who have attained their fifty-fourth birthday. WHO SHALL NOT BECOME CONTRIBUTORS.
- (3) No officer shall be required to become a contributor if and for so long as he is contributing to a Widows' and Orphans' Pension Scheme for officers of the Government of any British Colony or Protectorate other than the Colony of Fiji or one of the Western Pacific High Commission Governments. WHO MAY BUT NEED NOT BECOME CONTRIBUTORS.
- 4.—(1) Every officer shall within three months of his becoming a contributor notify to the Secretary to Government in writing:— INFORMATION TO BE FURNISHED BY CONTRIBUTORS.
- (a) his name in full;
- (b) the date of his birth; and
- (c) whether he is married or single;
- and if married:—
- (d) the full name and date of birth of his wife, if still living; and
- (e) the names, sex, and dates of birth of all children still living.
- (2) Every officer who marries while a contributor shall within three months notify the date of his marriage to the Secretary to Government and state the date of birth of his wife.
- (3) Every contributor shall notify to the Secretary to Government within three months from the date of the event:—
- (a) the birth of any child born to him;
- (b) the marriage of any female child under 21; and
- (c) the death of his wife, or of any of his children of a pensionable age.
- (4) Birth, marriage or death certificates must be furnished in support of the information required above.

Approved in Privy Council this day of , 1942.

Clerk to Privy Council.

APPENDIX III.

RECOMMENDED LIST OF FURNITURE FOR PARTLY FURNISHED
QUARTERS.

<i>Room.</i>	<i>Furniture.</i>
Bedroom	2 single beds, with mattresses and pillows. 1 dressing table. 1 washstand. 1 wardrobe (unless built in). 1 chair. 1 chest of drawers.
Kitchen	1 table. 1 chair. 1 meat safe. 1 stove. 1 sink. 1 cupboard (unless built in).
Bathroom	1 bath. 1 chair.
Dining Room .. .	1 table. 6 chairs. 1 sideboard.
Verandah	3 canvas deck chairs. 1 small table.
Sitting Room .. .	2 small tables. 6 easy chairs.

APPENDIX IV.

SERVICE EXAMINATIONS—EUROPEAN OFFICERS.

1. These Regulations may be cited as the Service Examinations (European Officers) Regulations, 1942. SHORT TITLE.

A. ORAL LANGUAGE EXAMINATION.

2. All European officers appointed to posts in the Public Service of the Kingdom of Tonga, other than the Treasurer and the Chief Medical Officer, will be required to pass a lower standard examination in the Tongan language; provided that the requirement shall not apply to an officer on secondment nor, if so decided in any particular case by the Privy Council, to an officer transferred from another Government. ORAL LANGUAGE TEST.

3. The standard required in the examination will be the ability to understand and to converse in the Tongan language with facility. The examination will be held in two parts:— STANDARD REQUIRED. SYLLABUS OF EXAMINATION.

(a) *Conversation*.—Conversation of a simple character with one or more Tongans who are conversant with no other language than their own and who are unknown to the candidate previous to the examination. 20 minutes. 150 marks.

(b) *Translation*.—Viva voce translations from Tongan into English and *vice versa*. 15 minutes. 100 marks.

To obtain a pass the candidate must obtain at least 55 per cent of the aggregate total marks.

4. The examination will be held by the Tongan Language Examination Board twice yearly in June and December on dates to be notified in the Gazette. Officers desiring to be examined should notify the Secretary to Government at least three days before the date of the Examination. DATE OF EXAMINATION TO BE PUBLISHED IN GAZETTE.

5. Officers will be required to pass the examination by the following dates, except where otherwise stated by the Privy Council:— PERIOD ALLOWED FOR PASSING.

(i) in the case of officers serving at the 1st January, 1942, before the 1st January, 1945;

(ii) in the case of officers appointed after the 1st January, 1942, within three years of appointment.

6. Failure to pass the examination within the stipulated time will, in the absence of an explanation satisfactory to the Privy Council, debar the officer from confirmation in his appointment or lead to his further increments being stopped until such time as he succeeds in passing. FAILURE TO PASS WITHIN STIPULATED PERIOD.

B.—SHORTHAND AND TYPEWRITING EXAMINATION.

7. Before passing the Efficiency Bar at (£180) the Clerk and Stenographer, Premier's Department, will be required to pass:— SHORTHAND AND TYPEWRITING TEST.

(a) a shorthand test at the rate of 80 words a minute for five minutes. Thirty minutes will be allowed for transcription. To secure a pass errors must not exceed two per cent;

(b) a typewriting test at the rate of 30 words a minute for 10 minutes.

Approved in Privy Council this day of , 1942.

Clerk to Privy Council.