

1949
NEW ZEALAND

PUBLIC SERVICE COMMISSION

(THIRTY-SEVENTH REPORT OF THE)

Presented to Both Houses of the General Assembly by Command of His Excellency

To His Excellency Lieutenant-General Sir Bernard Cyril Freyberg, Victoria Cross, Knight Grand Cross of the Most Distinguished Order of St. Michael and St. George, Knight Commander of the Most Honourable Order of the Bath, Knight Commander of the Most Excellent Order of the British Empire, Companion of the Distinguished Service Order, Governor-General and Commander-in-Chief in and over His Majesty's Dominion of New Zealand and its Dependencies.

MAY IT PLEASE YOUR EXCELLENCY,—

We have the honour to submit the following report on the Public Service.

CONTENTS

	PAGE
INTRODUCTORY	3
STAFF EMPLOYED—	
Numbers Employed 1948 and 1949	3
Review of Increases and Decreases	3
STAFF RECRUITMENT AND TURNOVER—	
Recruitment	3
Resignations	4
PUBLIC SERVICE SALARIES MUST BE COMPETITIVE—	
Professional and Clerical Divisions	4
Retention of the Best Brains	4
PAYMENT FOR RESPONSIBILITY—	
New Zealand Lagging Behind	4
Higher Salaries Paid Outside the Service	5
Action Taken in United Kingdom, Australia, and United States	5
Report by the "Chorley" Committee	5
SHORTHAND-TYPISTS, TYPISTS, AND MACHINISTS—	
Staffing in Wellington and Other Centres	6
Typing School	6
Hostel Accommodation	6
MARGINS AND ANOMALIES COMMITTEE—	
Investigations and Sitings	6
Tradesmen and Labourers	6
Maximum for Basic-grade Clerks	6
Margins for Skill and Responsibility	7

CONTENTS—*continued*

	PAGE
GOVERNMENT SERVICE TRIBUNAL—	
Tribunal for Public Service Under Commission Control	7
Over-all Tribunal	7
Government Service Tribunal Act, 1948	7
GENERAL SALARY INCREASE—	
Government Service Tribunal: Order No. 1	7
VARIETY OF WAGE-FIXING AUTHORITIES—	
Many Authorities	7
Anomalies in Salary and Wage Rates	7
Different Automatic Maxima for Clerks	8
Co-ordination of Various Authorities or a Single Authority	8
CONDITION AND EFFICIENCY OF THE PUBLIC SERVICE—	
Turnover of Staff	8
Recruitment of Juniors	8
SPECIAL INCREMENTS FOR MERIT	8
STAFF TRAINING, EDUCATION, AND WELFARE—	
Training in Departments	8
Central Courses	8
Value of Training	9
Bursaries	9
Examination Barrier	9
Good Morale	9
Appointment of Welfare Officer	9
O AND M—	
Review of Work, Methods, and Procedures	9
Statutory Responsibility	9
Campaign for Better O and M	10
Steps Taken by Commission	10
Results Achieved in Practice	10
OFFICE ACCOMMODATION	11
HOUSING OF PUBLIC SERVANTS ON TRANSFER	11
HOSTEL ACCOMMODATION	11
RIGHTS OF APPEAL—	
Changed Procedure Suggested	11
The "In a Great Degree" Clause	12
SENIORITY	12
REPORT ON OFFICERS—	
Report Form Under Review	13
Success Depends on Reporting Officers	13
Necessity for Reports	13
Place in Promotion Policy	13
INTEGRITY OF THE PUBLIC SERVICE	13
NEW FUNCTION—	
Workers' Compensation	13
EXERCISE OF COMMISSION'S POWERS OUTSIDE WELLINGTON—	
Branches in Auckland and Christchurch	13
Representation in Other Centres	13
ADMINISTRATIVE APPOINTMENTS	14
RESEARCH IN PROBLEMS OF PUBLIC ADMINISTRATION—	
Need for Research	14
Research Officer, Public Service Commission	14
Foundation for Social Research	14
RECOMMENDED LEGISLATION—	
Persons in Security Positions	14
Public Service Association Representation on Commission	14
Appeal Rights	14
Positions Exempt From Commission Control	15
Political Disabilities Removal Act, 1936	15
Consolidation of Public Service Act	15
ACKNOWLEDGMENT	15
APPENDICES:—	
Table I—Public Service Classification List, 31st March, 1948: General Summary of Classification by Departments	16
Table II—Public Service Classification List, 31st March, 1948: Summary of Classification by Classes	17
Table III—Temporary Employees at 1st April, 1948	18
Table IV—Representatives of Public Service Commission Outside Wellington	19

REPORT

INTRODUCTORY

SOME aspects of Public Service staffing, organization, legislation, and accommodation are far from satisfactory ; and the Service suffers from the fact that whatever is controversial has more news value than the merely factual. To keep some sense of perspective, therefore, it should be said at once that the New Zealand Public Service can well stand comparison with any Civil Service in the world for competence, integrity, honest work, and loyal co-operation regardless of political changes ; while comparison with outside standards, commercial and professional, may be even more to the advantage of the Public Service. So much can be said without complacency and without questioning the need for much improvement.

STAFF EMPLOYED

Excluding some 20,000 workmen employed under Regulation 150, mainly on public works, the total staff in Departments under Public Service Commission control at 1st April, 1949, was 31,155 (permanent, 27,739 ; temporary, 3,416), compared with 29,806 (26,784 and 3,022) a year earlier. The net increase of 1,349 in the past year is mainly in the—

State Fire Insurance Office (increase, 300) : Due to extended responsibilities in workers' compensation insurance from 1st April, 1949.

Health Department, including Mental Hygiene (increase, 250) : Recruitment from England of professional and nursing staff ; extension of activities under social security. The Department is still short of doctors, dentists, and nurses.

Department of Scientific and Industrial Research (increase, 175) : Extension of activities and transfer of tradesmen to permanent staff.

There were reductions in some Departments, notably—

Rehabilitation, where staff was reduced from 950 to 847. As the work of this Department continues to decrease, there will be no difficulty in placing officers to advantage, as the lack of trained staff is still felt by other Departments, some of which are directly concerned with rehabilitation matters.

Food Control : With the elimination of all rationing except for butter, staff of the Food Control Office was very considerably reduced. The few who remain to deal with butter rationing have been absorbed into the Industries and Commerce Department.

War Assets Realization Board : During the year, the Board was wound up and many of the staff transferred to other Departments. Those who remain to deal with surplus assets still to be disposed of have been absorbed into the Stores Control Section of Treasury.

STAFF RECRUITMENT AND TURNOVER

A continuing problem is recruiting and retaining staff for the Public Service in the face of outside competition that is attractive in immediate rewards. This is evidenced by the fall in recruitment figures for boy cadets, and by the high rate of staff turnover.

The Commission has given close attention to recruitment and published a new careers booklet which was widely distributed and favourably received. In spite of all efforts, however, the number of boy cadets for the Clerical Division fell 25 per cent. below last year's figures. On the other hand, the recruitment of girl cadets doubled.

Following is a summary of all juniors who joined the Service in the "recruiting season" from December, 1948, to March, 1949 :—

Clerical cadets—						
boys	..	..	..	..	..	223
girls	..	..	..	..	..	229
						452
Clerical assistants	..	..	..	..	..	75
Shorthand-typists and typists			..	..	..	195
Apprentices	..	..	..	..	..	108
Draughting cadets	..	..	..	..	..	79
Rural field cadets	..	..	..	..	..	15
Technical trainees	..	..	..	..	..	69
Student dental nurses		..	..	..	..	81
Others	..	..	..	..	..	45
						1,119

The educational attainments of clerical cadets were :—

	Boys.	Girls.
University Entrance	83	61
Endorsed School Certificate	36	15
School Certificate	57	78
Substitute Public Service Entrance	47	75
	223	229

The turnover of staff still causes concern, and resignations show no sign of reduction. A survey of recent resignations in Wellington showed that three-fifths of the men who resigned did so for higher pay or better prospects. Of the women who resigned, only one-fifth did so for these reasons.

PUBLIC SERVICE SALARIES MUST BE COMPETITIVE

With the exception of typing staff in Wellington and nursing staff, the female staff position is reasonably satisfactory. Shortage of males is the main problem. The Service is in great need of professional men—doctors, dentists, engineers, architects, scientists, surveyors—and of young men of good education and calibre for the Clerical Division. There are two aspects to the problem—first, we must be able to recruit these people in greater numbers; then, hold them and reduce the serious losses that have been taking place.

We have difficulty in attracting sufficient young men for the Professional and Clerical Divisions; many are leaving the Service for higher pay or seemingly better conditions. If these two problems are to be overcome, Public Service salaries must be in line with those offered in private enterprise. Until they are, it will always be difficult to retain sufficient of the best brains to maintain maximum efficiency in the Service.

PAYMENT FOR RESPONSIBILITY

New Zealand is lagging behind in recognizing the need to pay adequate salaries to those who take the major responsibilities in the government of the country. Cabinet Ministers receive only £1,170 per annum, plus a house or house allowance; their predecessors in 1863 were paid £1,250. Ministers are, as far as the Commission is aware, the only persons paid by the State who have not even had restored to them the statutory

reductions made in 1931. The heads of Departments (or departmental general managers) receive salaries ranging from £1,225 in the case of the smallest Departments to £2,025 for the Secretary to the Treasury.

The Commission is aware of much higher salaries being paid to business heads in private enterprise and in State organizations. For instance, the Chairman of the new Licensing Commission is paid £2,250 and the two members of the Commission £1,750 each; but the Director of Education only £1,625, and the Secretary of the Department of Scientific and Industrial Research only £1,475. The salary of the Governor of the Reserve Bank is £3,000, compared with £2,025 for the Secretary to the Treasury. Distinctions of this kind are not compatible with payment for responsibility and must, in the long-run, be harmful to public administration in New Zealand. In many cases the responsibilities of executives in private and State-owned organizations are not as great as those of many Permanent Heads.

Realizing that a similar state of affairs existed, Governments in both the United Kingdom and in Australia have recently increased the salaries of their departmental heads, while the President of the United States has made recommendations to Congress for legislation to increase the pay of heads of Departments.

In the United Kingdom a Committee headed by Lord Chorley "to advise Ministers as to the general level of remuneration of the higher posts of the Civil Service—administrative, professional, scientific, and technical—and on any particular principles involved" reported in February, 1949. The Committee's recommendations for the administrative class were :—

Permanent Secretary to the Treasury	..	Increase from	£3,750	to	£5,000
Other Permanent Secretaries	..	..	£3,500	..	£4,500
Deputy Secretary	..	..	£2,500	..	£3,250
Under-Secretary	..	..	£2,000	..	£2,500
Assistant Secretary (maximum)	..	..	£1,700	..	£2,000

From the Chorley Report (Cmd. 7635) we quote :—

None of our witnesses have argued that Civil Service salaries should be related to the highest individual salaries that can be attained in the most highly competitive professional and commercial posts, and we are satisfied that they should not be so related. The Civil Service is and will remain a service in which dazzling individual rewards are inappropriate. The Civil servant does not have to assume the individual and financial risks that arise in commerce and in industry. The constitutional responsibility for his decisions rests with Ministers. On the other hand, undue importance should not be attached to this, as it is more than counterbalanced by the great weight of responsibility arising from the vital and urgent public interests which are continuously dependent upon the work of senior Civil servants. The heaviest jobs in the other professions and in commerce and industry are not more exacting than those undertaken by senior Civil servants (page 5); and

... we should have wished to recommend £5,000 for the Permanent Heads of Several Departments where we think the burden of responsibility is particularly heavy . . . £5,000 is the salary of a Minister of Cabinet rank . . . We do not think that equality of salary would be incompatible with the proper relationship between a Permanent Secretary and his Minister . . . (page 9).

Salaries of some administrative posts in the Commonwealth Public Service were substantially increased in 1947, some by as much as £1,000 per annum. The highest rate paid was £3,500, and few were less than £2,000.

Also, in the United States of America the Hoover Commission, which was set up to make recommendations on governmental reorganization, has submitted a report on personnel policy. In this report the Commission concludes that salary ceilings for professional, scientific, technical, and administrative personnel are so low that many of the best men and women have left the Government Service. Increases for heads and assistant heads of agencies ranging from 75 per cent. to 100 per cent. have been proposed.

Government is an important business in New Zealand and salaries should be such as to attract and hold able administrators. Increases to a figure of £2,500 per annum would be fully warranted, having regard to outside incomes.

The Public Service Commission has no power to deal with salaries over £1,025.

SHORTHAND-TYPISTS, TYPISTS, AND MACHINISTS

While staffing is reasonably satisfactory in other centres, it is still difficult to attract sufficient applicants for these positions in Wellington, where, notwithstanding immigration from the United Kingdom, approximately 20 per cent. of established positions remain unfilled. Insufficient girls take up this form of employment in Wellington, where the demand is much greater than elsewhere. Business organizations also have difficulty in securing shorthand-typists.

To meet the acute shortage of typing staff the Commission re-opened in Wellington at the beginning of March, 1948, the school for training copy typists. Up to the end of August, 1948, it had trained forty-six pupils, the majority of whom passed the final test at thirty words per minute. In February of this year the school was reorganized to provide tuition on a wider basis. The subjects of shorthand, type-writing, and English are now taught to the standard of the Junior Shorthand and Typewriting Examination.

In a further effort to overcome the difficulty in Wellington, the Commission has encouraged girls to transfer from other centres, hostel accommodation being provided for them.

MARGINS AND ANOMALIES COMMITTEE

Our report for 1948 mentioned the setting-up of the Margins and Anomalies Committee and the decision in the case of the Printing Office tradesmen. The investigations and sittings of the Committee were spread over a long period. The final reports were submitted to the Minister nearly a year after the Committee was first set up.

After examining the wage data obtained from private firms, after hearing witnesses, examining recent local authorities' and other awards and agreements, considering the question of indirect or unseen payments and further relevant data, the Committee unanimously agreed on the following key recommendations, with effect from 1st October, 1947 :—

	Proposed Rates.		Existing Rates.	
	Hourly.	Yearly.	Hourly.	Yearly.
Labourer	s. d.	£	s. d.	£
Skilled labourer	3 4	345	3 2 $\frac{1}{4}$	331
Tradesman	3 6	365	3 3 $\frac{3}{4}$	345
With advancement to	4 0	415	3 9	390
	4 1*	425*	(Various)	

*Where he is regarded as being a first-class tradesman in all phases of the particular trade as practised in the branch of the Department concerned and has served at least ten years at his trade, including three years continuously (or five years intermittently) as a tradesman in the State Services.

A unanimous recommendation could not be made on the clerks' case, the employee members proposing that the maximum salary for the basic-grade clerk be £460 a year (instead of £425), with a reduction in the number of intermediate steps, and these set at higher amounts. The official side thought the maximum of £425 should remain, but favoured a reduction in the time taken to reach this amount. This would have provided the same maximum as that unanimously recommended for tradesmen. Moreover, the clerk would have reached his maximum in a period of time more comparable with a tradesman's apprenticeship term.

Separate recommendations were also made on other issues. The employee side recommended a general increase in the clerical scales together with a review of the higher executive salaries, and a further lifting of the maximum for tradesmen to the £460 a year it had recommended for the basic-grade clerk. The official side could not support the proposal for a general increase, but did consider that there had been a contraction of margins sufficient to warrant some readjustment. The official side's proposal was to lift the present maximum (£1,025) of the appointing authority's salary-fixation powers and, within the new salary range thus provided, generally adjust margins for skill and responsibility after a review of all positions above that of basic clerk.

The unanimous recommendations and the separate reports were submitted to Government, which decided to refer all issues (other than the case for printing tradesmen) to the Government Service Tribunal.

GOVERNMENT SERVICE TRIBUNAL

The question of establishing a tribunal to prescribe salaries and conditions of service for groups within the Public Service, as the Railways Industrial Tribunal does for Railways employees, had been under consideration for some time. Two approaches to this problem were open—a Tribunal which would affect only those branches of the Public Service that come under Commission control, or an over-all tribunal covering the Public Service, Railways, Post and Telegraph, Teachers, Police, Reserve Bank, National Airways, and other Government agencies. The Commission favoured the second alternative, as this would give more uniformity in conditions among State employees generally, much as the Court of Arbitration does for employees outside the State Services.

The Government Service Tribunal Act, passed in December, 1948, provides for a three-member Tribunal for the Public Service under Commission control. However, the way is open under it for other State organizations to come within the scope of the new Tribunal at a later stage, and this would undoubtedly be desirable.

The Tribunal membership has been announced as:—

Judge Stilwell	..	..	..	Chairman.
Mr. E. Casey	...	..	..	Government member.
Hon. R. Eddy, M.L.C.	..	..	..	Employee member.

The two first-named are also Chairman and Government member respectively of the Railways Industrial Tribunal.

GENERAL SALARY INCREASE

With the setting-up of the Tribunal the Public Service Association lodged a formal claim for extending to the Public Service the general increase of £10-£15-£22 a year awarded to Railways and Post and Telegraph employees as from 1st July, 1948. The Commission agreed, and the Tribunal made an order granting the increases claimed.

VARIETY OF WAGE-FIXING AUTHORITIES

In the various branches of Government Service, salaries and wage scales are now fixed by many different bodies. There are anomalies in salary and wage rates, and in margins for skill and responsibility, and these are often cited to support claims for higher pay. They tend to be perpetuated because of the number of different wage-fixation authorities. A decision by Authority X to increase the wage-rate of Group A in order to correct an anomaly is apt to be regarded by Authority Y as a precedent for increasing the wage rate of Group B, thus recreating the anomaly. This starts a "leap-frogging" process which can go on indefinitely.

A particularly vexatious anomaly is that the limit of automatic progress for clerks is much higher in some of the State Services than in others. In the Public Service it is £447, in the National Airways Corporation £485, and in the Bank of New Zealand £580, while in the Reserve Bank it is even higher, these maxima having been set by different authorities.

One remedy would be to co-ordinate the various authorities now operating ; another, perhaps better, would be to have a single authority (linked with the Arbitration Court) to determine salary and wage scales for all Government Services, including public corporations of all kinds.

CONDITION AND EFFICIENCY OF THE PUBLIC SERVICE

Section 15 of the Public Service Act, 1912, requires the Commission to report annually on the condition and efficiency of the Service. It is unlikely that it will ever be able to report that these are in every way satisfactory, and it is freely admitted in our introductory paragraph and other sections of this report that we cannot say so for the year under review.

With continuing conditions of full or "over-full" employment, the turnover of staff is still abnormal. As a consequence, work is often done by inadequately trained or qualified people, and the standard of work falls. Similarly, the recruitment of juniors is much below requirements, with a resultant effect on the allocation of work.

The Commission is endeavouring to lessen the effect of adverse conditions on the efficiency of the Service by the active recruitment of juniors, as referred to above, the recognition of ability and initiative, the training of staff, and encouraging an interest in improvements in organization and methods of work.

SPECIAL INCREMENTS FOR MERIT

The most practical method of recognizing special merit and ability is by special salary increments. Rises are normally granted annually, but the Commission encourages Departments to pick out their best juniors and recommend accelerated promotion. During the war years little was done owing to the difficulty of doing justice to the large number of officers absent from Departments. To-day there is no reason why those who show special ability and efficiency should not be brought to notice early—the executives of the future will be found this way. Permanent Heads are taking full advantage of this policy in their recommendations for the current year.

STAFF TRAINING, EDUCATION, AND WELFARE

STAFF TRAINING

With ever-changing staffs, plus the continued losses of younger male officers and the difficulty in recruiting sufficient young people of good calibre to replace them, the need for staff training is more important than ever. We must train to get the best from what we have.

In Departments, off-the-job training programmes have been more closely related to current work. As a result of central training, teaching techniques have improved, and the short-course method has been more widely used. A few Departments have made good use of the T.W.I. (Training within Industry) programme to give supervisors an organized method for on-the-job training.

The controlling officers' courses referred to in our last report have been continued. Courses for cadets were held in the four main centres to cater for those who entered the Service during the year, while two central courses were held for officers in the Class IV - Class V range recently appointed to supervising duties.

It is sometimes asked, as indeed it should be, how can the value of training be measured? Precise measurement of results is, of course, difficult—that is true of all education. Staff training, however, is a necessary part of good staff administration. It is aimed at greater efficiency—at both technical competence and a human understanding of the purpose and effects of administrative action. Effective training should manifest itself in an understanding by senior officers of the problems that beset the Administration, in the absence of deadwood in systems and organization, and, throughout the Service, in a thorough knowledge of procedure and of the reasons behind policy. Improvements in the methods used to gain these results must constantly be sought.

EDUCATION

In the Public Service there are many jobs which require specific educational qualifications, and officers who aspire to these are encouraged by the Commission to equip themselves properly. Bursaries have been made available, on a competitive basis, to officers wishing to take an Honours course, or a degree in science or engineering. Ten bursaries have also been awarded to enable officers to take the course for the Diploma of Public Administration at Victoria University College.

On the grounds that the basis for promotion is, and should be, efficiency on the job, the Commission has recently decided to eliminate the examination barrier at the top of Class V, the lowest supervisory grade. Nevertheless, examinations are still desirable, and we shall continue to encourage all officers to further their formal studies. Educational qualifications will remain a factor in promotion policy.

WELFARE

Staff welfare is the concern of the departmental personnel officer, but it is impossible for him to assume direct responsibility for all phases of welfare. His prime duty is to see that controlling officers are aware of the principles involved and to encourage them to take an active personal interest in their staff. Effective staff training will itself tend to remove some causes of discontent.

Employment of increasing numbers of women in the Public Service raises welfare problems of a special nature. In July, 1948, the Commission appointed to its staff a Welfare Officer (Female Staff) with responsibility for the investigation of individual and group problems, complaints, working-conditions, health, requests for assistance in obtaining board, and the provision of amenities such as rest-rooms, recreation-rooms, and canteens. Results have amply justified the appointment.

O AND M

If the Public Service is to continue to function efficiently, its work, methods, and procedures must be kept continually under review. We must be alert to see that—

- (a) Unnecessary tasks are cut out.
- (b) Ways are found of doing jobs with less staff.

To the extent that many tasks are matters of Government policy, the first of these remedies is beyond reach of the Commission, but the second lies in the Commission's own hands, and has been applied extensively during the past year.

Departmental heads and controlling officers are responsible for efficiency; the Commission itself also has an express responsibility under the Public Service Act. Amongst its statutory functions are :—

1912, section 12 (1)—

As often as necessary to carry out the directions and provisions of this Act, and ensure the establishment and continuance of a proper standard of efficiency and economy in the Public Service, the Commission shall cause any Department to be inspected . . .

1946 Amendment—

(1A) The Commission may from time to time take such further action as it thinks fit to ensure efficiency and economy in the Departments under its control.

Under this authority, a campaign was begun for better organization and methods. It is a continuing drive to prune overgrown organizations and devise simpler ways of doing things—in short, to cut out “red tape.”

It has become known in the Service as “O and M,” a name taken from the English Civil Service, where the movement originated. In the United Kingdom there is a central O and M Division in Treasury as well as specialist O and M officers in many other Departments. Of their work, it was said in the fifth report from the Select Committee on Estimates, House of Commons (7th August, 1947, p. vii):—

... the purpose of O and M in the Civil Service is to secure maximum efficiency in the operation of the Government's executive machinery; and, by the expert application of scientific methods to organization, to achieve economy in cost and labour. The operations of the O and M service, although not directed primarily to securing reductions in staff, almost invariably result in the more economical use of staff.

The idea has spread to Europe, America, and countries of the British Commonwealth. Not only in New Zealand, but also in Canada and Australia, the need for quick, cheap, simple methods has taken on a new urgency.

The main steps so far taken by the Public Service Commission have been—

- (a) The holding of a three-day conference of departmental Inspectors on organization and methods (mentioned in our last report).
- (b) The appointment of Inspectors in Departments which previously did not have them.
- (c) A suggestion to Departments to look into the possibility of establishing output standards as a yard-stick on unit production and on staffing requirements.
- (d) A request that O and M Committees be set up in all Departments to examine methods one by one and to stimulate a flow of ideas from staff of all ranks. Twenty-six Departments (two out of three) have set up these Committees, generally to their immediate advantage.
- (e) Reminder to all public servants that suggestions are invited and in suitable cases will be rewarded.
- (f) Publication of *O and M Review*, a quarterly digest of local and overseas material on O and M work. It is widely circulated throughout all Departments, and is proving an inspirational force in the promotion of “ideas from everywhere.”

Some examples of what has been accomplished in the field of O and M may be of interest:—

- (1) (a) Mechanization of pay system has eliminated salary cards, typing, repetitive work, and overtime. The work is done faster by less staff.
- (b) The addressing of circulars by hand used to take an hour and a half per 100. It is now done mechanically at the rate of 100 every five minutes.—*Agriculture*.
- (2) An amalgamation of import control forms has obviated the typing of 150,000 forms each year.—*Customs*.
- (3) Forty forms have been amalgamated or abolished. The life-assurance policy form has been redrafted to reduce typing by 50 per cent.—*Government Life*.
- (4) By converting words into numbers, the index of 1,000 awards can be kept up to date and an annotation service provided to all users.—*Labour and Employment*.
- (5) Over 11,000 man-hours were saved at Auckland alone by a new routine for issuing and revising income-tax assessments.—*Land and Income Tax*.
- (6) (a) A new system of cards instead of files to control house repairs has eliminated 108,000 handlings of files each year at Auckland and Wellington alone.
- (b) At the same two branches, the number of repair forms to be typed has been cut down from 72,000 to 36,000 per annum by redesigning the forms so that they “register” with one another at one strike of the typewriter.—*State Advances Corporation*.

OFFICE ACCOMMODATION

We still have the problem of inadequate office accommodation. This will not be solved until large new buildings are erected, particularly in Wellington and Auckland. In many offices, conditions are detrimental to good work. Everything possible is being done to improve those conditions by redesigning and renovating the offices, installing better lighting, ventilation, and heating. However, only a limited amount of work can be done in premises held on short-term leases from private landlords.

During the year some urgent demands have been met by converting old buildings to offices, erecting temporary offices, and to a small degree by acquiring privately owned space. It is becoming more difficult, however, to arrange new leases in view of strong competing demands.

Plans have been prepared for extensions to existing buildings and the conversion of other buildings which will provide relief in Auckland, Hamilton, Gisborne, Napier, Hastings, Wellington, Nelson, and Dunedin.

The need for permanent new buildings in the four main cities and in some smaller towns cannot be too strongly stressed if the work of Departments is to be carried out economically and efficiently.

HOUSING OF PUBLIC SERVANTS ON TRANSFER

During the year the Housing Bureau in the Public Service Commission's Office arranged houses for some 370 officers on transfer. Multiple exchange of houses has been the chief means at its disposal in solving the housing problem of transferred public servants. As a general rule, it can be said that an officer who makes his former tenancy available to the Bureau has good prospects of obtaining a home as a result of a multiple exchange.

At present 237 public servants throughout New Zealand have their applications for assistance recorded with the Bureau; 156 of these cases are unable to secure their former private tenancy for a successor nominated by the Bureau, which renders their settlement much more difficult.

HOSTEL ACCOMMODATION

More hostel accommodation in Wellington for young public servants is being constantly sought. A property at Tinakori Road, Wellington, was purchased during the year. This will provide room for 26 girls. Another property in Boulcott Street, Wellington, has been bought and will accommodate 40 boys. However, there are many young people still on the waiting-lists, and many more could be recruited to Wellington if accommodation were assured. Plans are being prepared for the erection of a new hostel.

RIGHTS OF APPEAL

Last year the Commission recommended amending legislation to provide a changed procedure for appointments and appeals. Two points are at issue; firstly, we feel there should be no right of appeal against appointments to jobs graded above £800 per annum; secondly, that the "in a great degree more suitable" clause, which operates too much in favour of the public servant as against an outsider, should be abolished.

While appreciating that public servants generally are loath to forgo rights they have gained over the years, the Commission feels bound to press for amending legislation to enable it to discharge fully its responsibility for the efficient administration of the Public Service.

The procedure suggested last year for the making of senior appointments was as follows :—

- (a) The Commission, as now, to advertise vacancies and normally set up a selection committee to advise on the suitability of applicants and of other available persons.
- (b) Where the position to be filled is that of a Permanent Head or closely related position, the Commission to have regard to the views of Ministers on the suitability of a proposed appointee.
- (c) The Commission, before announcing an appointment, to advise applicants of the intended appointee, and applicants then to have a right to make any representations to the Commission further to their application.
- (d) In the light of such representations and of any other facts, the Commission to make a final appointment ; no appeal to lie against appointments to senior positions filled in accordance with this procedure, but otherwise appeal rights to remain as at present.

Such a procedure is considered to protect adequately the rights of an officer.

On the second point, appointments of outside applicants to jobs within the Service can be made only where the outside applicant is *in a great degree* more suitable for appointment than the applicant from within the Service. Surely, in the interests of efficiency generally, the appointment of the most efficient applicant should be made, irrespective of whether he grew up inside or outside the Public Service. Preference could continue to be given to the public servant where suitability was equal.

SENIORITY

The Commission is charged with the statutory function of appointing to a vacant position the most efficient and suitable officer available, and it is only where two officers are deemed equal that reference is made to relative seniority. This requirement necessitated maintaining master personnel records in strict order of seniority, and the addition to the permanent staff of 13,000 former temporary employees (under the provisions of the Public Service Amendment Act, 1946) has so increased this work and the preparation of the annual list of employees for gazetting as to require a review of existing office methods.

A simplified formula for determining seniority has been devised and will come into operation on the 1st April, 1950. The advantages claimed for the new method are :—

- (a) Scope for mechanization of records.
- (b) Elimination of much of the work now necessary to determine relative seniority among a staff of nearly 28,000 permanent employees.
- (c) Facility of reference, in that relative seniority could be determined very simply by reference to the annual list.
- (d) Expedition in the preparation of the annual list.

On the introduction of the new formula, seniority will be determined by reference to maximum salary coupled with the year of entry to that grade. Where this does not resolve seniority as between two officers, the officer with the longest continuous permanent service is deemed to be the senior. This method limits the determination of seniority to three readily ascertainable factors, all of which will appear in the annual list, thereby enabling every officer to ascertain his seniority in relation to any other officer in the Service.

REPORTS ON OFFICERS

Reports on officers were called for on 31st January, 1948, and further reports are required on 30th September, 1949. For groups of officers within Departments the reports are valuable and generally reliable, but their use is limited when comparing officers in different Departments.

The form of report is under constant review and the Commission has welcomed suggestions and criticism from officers.

The Commission recognizes that the success of the reporting system depends on the reporting officers. Full instructions are given, and special emphasis is placed on their responsibility to the officers they mark.

Although reports often upset staff, some system of regular reporting is necessary, but we would like it known that the Commission considers reports are not the main, or only, factor in promotion policy. They represent but one element in the processes of assessing the best applicant for any job.

INTEGRITY OF THE PUBLIC SERVICE

The ethical standard of public service in New Zealand remains on a high plane, despite individual lapses now and then. In such a large and complex organization as our Service there are bound to be occasional deviations from the strict code of conduct. During the year three serious cases received ample press publicity at the time, viz. —

- (1) Acceptance of a £10 bribe by a clerk in the Building Control Office at Auckland.
- (2) Theft of £994 by forgery of workmen's time-sheets and lorry hire by a clerk of the Ministry of Works at Whenuapai. (£575 recovered.)
- (3) Conspiracy between a clerk of the Marketing Department and the owner of the Timaru Egg Floor to defraud the Government of egg subsidies totalling £1,861 3s. 4d.

In all three cases the offenders were convicted and sentenced by the Courts.

The integrity of the Public Service and the probity of its members in general are not open to question if these isolated incidents are viewed in proper perspective—that is to say, against a background of 30,000 employees.

NEW FUNCTION

As from 1st April, 1949, all employers' liability insurance was taken over by the Crown from private companies by authority of the Workers' Compensation Amendment Act, 1947. The Commission was faced with the problem of finding 300 additional staff for the State Fire and Accident Insurance Office. Nearly all these vacancies were filled in time by recruitment outside and by transfers from other Departments.

EXERCISE OF COMMISSION'S POWERS OUTSIDE WELLINGTON

The setting-up of small branch offices in Auckland and Christchurch has fully justified the Commission's policy of delegation of functions. Individual officers and Departments have benefited by the prompt and more personal attention that can be given to staff problems on the spot. Recruitment and transfer of staff, liaison with local controlling officers, staff-training assistance, cadet instruction short courses, inspection of Departments, and problems of office accommodation are all dealt with by the Commission's staff in Auckland and Christchurch. There is little doubt that the establishment of these offices is fostering a spirit of *esprit de corps* among Service personnel in these cities, and this in itself assists in promoting the efficiency of the Service.

In other centres the Commission uses the services, on a part-time basis, of senior officers in Departments, who act as its representatives. This has proved satisfactory and has greatly facilitated the making of appointments.

ADMINISTRATIVE APPOINTMENTS

The undermentioned administrative appointments have been made:—

Broadcasting (appointed by the Governor-General): Mr. W. Yates, Director, succeeding Professor J. Shelley.

Government Printing: Mr. R. E. Owen, Government Printer, succeeding the late Mr. E. V. Paul.

Internal Affairs: Mr. A. G. Harper, appointed Under-Secretary on the retirement of Mr. J. W. A. Heenan.

Maori Affairs: Mr. T. T. Ropiha, Under-Secretary and Maori Trustee, succeeding Mr. G. P. Shepherd.

Public Trust—

Mr. H. W. S. Pearce, Public Trustee, succeeding Mr. W. G. Baird.

Mr. G. E. Turney, Assistant Public Trustee, succeeding Mr. C. J. Playne.

Mr. D. R. White, Assistant Public Trustee, succeeding Mr. H. W. S. Pearce.

Stamp Duties: Mr. F. R. Macken, Acting Commissioner of Stamp Duties and Secretary of Land and Deeds, succeeding Mr. J. Caradus.

Valuation: Mr. C. G. S. Ellis, Valuer-General, succeeding Mr. F. H. Waters.

RESEARCH IN PROBLEMS OF PUBLIC ADMINISTRATION

In recent years there has been a need for research in all fields of human activity. Organization has now reached a point so complex that the wide tolerances and rough-and-ready measurements of previous years have ceased to be sufficient. Under an intelligent form of democracy, where the Government plays such a large and direct role in setting the course of economic and social affairs, public servants must interpret the facts objectively and impartially. Greater accuracy through effective research has become indispensable.

The Commission is concerned with the efficiency of the methods and organization used in carrying out public policy. It must be its constant aim to review past and present administrative methods and achievements and to be always on the lookout for improvements. The Commission already has its own research officer to keep it up to date on present-day facts, but from a broad viewpoint there is need for an impartial body which can undertake critical constructive research into problems of administration. The Institute of Public Administration has made a modest beginning in organizing study groups to analyse particular problems, but its members are nearly all full-time public servants lacking the time and the detachment from everyday problems to devote the necessary energy to research. The Commission therefore welcomes the proposal to establish a Foundation for Social Research similar to the New Zealand Council for Educational Research. It hopes that, if set up, such a Foundation will include amongst its activities research into problems of government.

LEGISLATION RECOMMENDED

We have recommended that clear legislative authority be given to the Commission to move from security positions in the Public Service persons with communist or like affiliations, and that they should have the right of recourse to the Public Service Board of Appeal against dismissal or reduction in salary.

The Commission has recommended that, having regard, *inter alia*, to the setting up of the Government Service Tribunal, the provision in the Public Service Amendment Act, 1946, for Public Service Association representation on the Commission should be repealed.

As to appeal rights, our recommendations have been the subject of some misunderstanding, if not misrepresentation. We have not suggested, and do not suggest, any change in the procedure for filling, or in the rights of appeal concerning, positions

with salary up to £800. For higher positions we have urged a modified procedure (page 16 of our 1948 report and page 12 above) that is meant to ensure fair consideration of every applicant's claims, including the right of representing his case personally to the Commission before a final appointment has been made, and at the same time to give certainty and finality to these higher appointments once they have been made.

Aiming to hold the scales fairly between persons already in the Public Service, who on the score of experience will always have very strong claims to advancement, and possible appointees from outside the Service, our recommendation is that the law should provide for preference to the senior applicant already in the Service when he and another are equally the most suitable and efficient applicants available: subject to this, the Commission to be required to appoint the most efficient and suitable person available, whether from inside or outside the Public Service.

We have recommended that a number of important Public Service positions that are now exempt from the Act should be brought under it. The case for reconsidering such exemptions is illustrated by an appointment made recently, the Director of Broadcasting. Not doubting that the proper appointment was made—members of the Commission were, in fact, consulted, and concurred in it—we yet remarked that because of the present law the new holder of the office loses, after thirty-five years' service, his Public Service status and its security of tenure. Appointed instead under the Broadcasting Act, he has a term of three years, at the end of which the then Ministers will determine whether he remains. If the principle of non-political appointment has any validity, hardly any position seems more fitting for it than this one. Yet it remains exempt.

The Commission has also recorded its belief that the interests of the country and of the Public Service would be well served by the partial reversal of the changes in statute and regulations made in 1936, changes that allowed and encouraged the active participation of public servants in party political activities. A review can, we think, be reasonably consistent with both officers' rights of citizenship and their obligation to render loyal and disinterested service to whatever Government holds office.

We would be amongst the first to acknowledge that issues raised by these recommendations admit of reasonable differences of opinion. In a measure they are apt to be controversial, and not less so in this election year. Indeed, it is reasonable to expect that interested organizations will be active in demanding promises and pledges before the proposals have been calmly examined on their merits. Against this, it should be an encouraging circumstance that both parties in the Legislature, and, of course, the country as a whole and the Public Service particularly, have a common interest in good administration that far outweighs any differences on this or that detail. Hence one might hope that administrative questions could be kept distinct from party political controversy.

Apart from any changes in substance, the Public Service Act badly needs to be consolidated: this has not been done since the original Act was passed in 1912. A draft consolidating and amending Bill has been prepared, and the Commission would welcome its being referred to a Committee of the Legislature for examination.

ACKNOWLEDGMENT

The Commission gratefully acknowledges the helpful co-operation it has enjoyed from officers throughout the Service.

All of which is respectfully submitted for Your Excellency's consideration.

R. M. CAMPBELL, Chairman,	} Members,
G. T. BOLT	
A. H. O'KEEFE	

Public Service Commission.

Office of the Public Service Commission, Wellington, 20th June, 1949.

TABLE I—PUBLIC SERVICE CLASSIFICATION LIST, 31ST MARCH, 1948: GENERAL
SUMMARY OF CLASSIFICATION BY DEPARTMENTS

Department.	Number of Officers.	Total Salaries, at Rate as at 31st March, 1948.	Classification Salaries, Year Ending 31st March, 1949.	Scale Increase.	Appointed 1st April, 1948.	
					Number of Officers.	Salaries.
		£	£	£		£
Agriculture	1,427	637,890	658,280	20,390	1	350
Air	645	265,930	277,525	11,595	7	2,385
Army	326	116,640	119,900	3,260	8	2,855
Audit	187	93,260	96,880	3,620	..	..
Broadcasting	681	261,215	271,835	10,620	4	1,105
Census and Statistics	111	44,145	46,095	1,950	..	..
Crown Law	12	11,420	11,535	115	..	..
Customs	513	223,205	229,210	6,005	..	..
Education	779	342,405	355,430	13,025	..	..
Government Insurance	168	66,295	69,110	2,815	1	325
Health (excluding Mental Hygiene)	1,738	619,695	643,615	23,920	15	5,265
Health (Division of Mental Hygiene)	1,680	623,045	628,643	5,598	7	2,260
Industries and Commerce	466	196,205	205,125	8,920	..	..
Internal Affairs	595	224,395	231,955	7,560	5	1,745
Island Territories	16	7,240	7,550	310	..	..
Justice and Prisons	608	263,965	268,635	4,670	1	265
Labour and Employment	682	274,000	286,955	12,955	..	..
Land and Deeds	136	62,540	63,920	1,380	..	..
Land and Income Tax	1,128	421,605	441,790	20,185	..	..
Lands and Survey	1,086	457,155	477,160	20,005	1	175
Maori Affairs	506	206,445	216,515	10,070	..	..
Marine	258	122,576	126,710	4,134	..	..
Marketing	236	92,032	95,364	3,332	..	..
Mines	181	89,425	93,270	3,845	10	5,055
Ministry of Works	2,890	1,268,947	1,316,977	48,030	1	425
Navy	442	150,600	154,989	4,389	3	1,550
Police	19	7,795	7,965	170	..	..
Prime Minister's	184	78,410	82,025	3,615	..	..
Printing and Stationery	369	159,797	161,100	1,303	69	21,215
Public Service Commission	110	50,350	52,480	2,130	1	325
Public Trust	953	419,040	434,505	15,465	..	..
Rehabilitation	652	252,495	263,400	10,905	5	2,070
Scientific and Industrial Research	695	306,029	321,842	15,813	..	..
Social Security	1,284	457,910	478,950	21,040	3	815
Stamp Duties	135	54,605	56,500	1,895	..	..
State Advances Corporation of New Zealand	1,044	412,945	431,305	18,360	..	..
State Fire Insurance	339	125,495	131,415	5,920	..	..
State Forest Service	624	251,273	262,179	10,906	1	350
State Hydro-electric	1,591	648,936	665,015	16,079	1	375
Tourist and Health Resorts	301	110,012	113,847	3,835	1	425
Transport	267	114,835	119,155	4,320	..	..
Treasury	328	134,940	140,385	5,445	..	..
Valuation	244	100,010	104,560	4,550	..	..
Totals	26,636*	10,827,152	11,221,601	394,449	148	50,095
Appointed 1st April, 1948	148	..	50,095	..	..	..
Totals, 31st March, 1948	26,636*	10,827,152	..	..	..	..
Totals, 1st April, 1948	26,784*	..	11,271,696	..	..	..

*Including officers absent with the Armed Forces, but excluding officers on loan to other services and on leave without pay.

TABLE II—PUBLIC SERVICE CLASSIFICATION LIST, 31ST MARCH, 1948: GENERAL
SUMMARY OF CLASSIFICATION BY CLASSES

Class.	Number of Officers.	Total Salaries, at Rate as at 31st March, 1948.	Classification Salaries, 31st March, 1949.	Scale Increase.	Appointed 1st April, 1948.	
					Number of Officers.	Salaries.
		£	£	£		£
Administrative (including officers outside Public Service Commission control)—						
Overscale (£1,776-£2,025)	3	5,800	5,875	75	..	..
.. (£1,526-£1,775)	13	20,650	21,175	525	..	..
.. (£1,276-£1,525)	25	34,850	35,775	925	..	..
.. (£1,026-£1,275)	16	19,000	19,600	600	..	..
Sub-total	57*	80,300	82,425	2,125	..	..
Professional—						
Overscale	97	115,875	118,300	2,425	..	..
Special (£785-£1,025)	445	380,115	393,645	13,530	3	2,675
I (£685-£735)	232	156,825	164,470	7,645	..	..
II (£610-£635)	155	93,850	97,175	3,325	..	..
III (£560-£585)	98	54,530	56,555	2,025	..	..
IV (£510-£535)	141	70,150	73,910	3,760	..	..
V (£460-£485)	96	42,510	45,660	3,150	..	..
VI (£425)	46	18,450	19,550	1,100	..	..
VI (£400)	41	15,475	16,400	925	..	..
VI (£375)	29	10,175	10,875	700	1	375
VI (£350)	7	2,300	2,450	150	1	350
VI (£325)	6	1,830	1,950	120	..	..
VI (£295)	8	2,120	2,360	240	..	..
VI (£265)	4	960	1,060	100	..	..
Sub-total	1,405*	964,965	1,004,360	39,395	5	3,499
Clerical—						
Overscale	18	20,150	21,100	950	..	..
Special (£785-£1,025)	283	236,985	240,775	3,790	..	..
I (£685-£735)	351	243,560	247,885	4,325	..	..
II (£610-£635)	381	236,035	240,135	4,100	..	..
III (£560-£585)	666	380,885	387,685	6,800	..	..
IV (£510-£535)	812	420,620	430,620	10,000	..	..
V (£460-£485)	1,395	652,960	672,725	19,765	2	970
VI (£425)	1,819	758,675	773,075	14,400	3	1,275
VI (£400)	473	177,825	189,200	11,375	2	800
VI (£375)	431	151,250	161,625	10,375	2	750
VI (£350)	495	162,015	173,250	11,235	..	..
VI (£325)	390	115,300	126,750	11,450	..	..
VI (£295)	249	66,075	73,455	7,380	..	..
VI (£265)	508	119,715	134,620	14,905	..	..
VI (£235)	516	106,620	121,260	14,640	1	235
VI (£205)	254	45,145	52,070	6,925	1	205
VI (£175)	83	12,775	14,525	1,750	1	175
Sub-total	9,124*	3,906,590	4,060,755	154,165	12	4,410
General—						
Overscale	1	1,025	1,150	125	..	..
£785-£1,025	63	51,590	52,835	1,245	1	825
£736-£784	16	12,135	12,135	..	..	..
£635-£735	249	167,920	172,505	4,585	..	..
£586-£635	200	121,425	124,600	3,175	..	..
£536-£585	491	274,975	280,585	5,610	..	..
£486-£535	835	428,295	437,315	9,020	..	..
£426-£485	1,852	845,150	861,330	16,180	4	1,820
£401-£425	1,980	790,655	834,355	43,700	16	6,800
£376-£400	1,650	635,293	643,835	8,542	8	3,185
£351-£375	2,115	769,810	785,789	15,970	19	7,070
£326-£350	837	284,203	291,491	7,288	6	2,090
£296-£325	2,902	860,607	887,408	26,801	37	11,200
£266-£295	795	212,818	225,733	12,915	8	2,280
£265 and under	2,035	402,716	445,899	43,183	32	7,015
Sub-total	16,021*	5,858,617	6,056,956	198,339	131	42,285
Educational—						
£351-£1,029	29*	16,680	17,105	425	..	..
Totals	26,636*	10,827,152	11,221,601	394,449	148	50,095
Totals, 31st March, 1948	26,636*	10,827,152	..	..	..	..
Totals, 1st April, 1948	26,784*	..	11,271,696	..	..	..

*Including officers absent with the Armed Forces, but excluding officers on loan to other services and on leave without pay.

TABLE III—TEMPORARY EMPLOYEES AS AT 1ST APRIL, 1948 (OTHER THAN WORKMEN)

Department.	Male.		Female.				Drafting and Computing.	Engineers, Technicians, and Operators.	Inspectors and Instructors.	Testers.	Supervisors, Overseers, and Foremen.	Medical Officers.	Storekeepers and Storemen.	Miscellaneous.	Totals.
	Clerks.	Clerical Assistants.	Clerical Assistants.	Typists.	Clerical, Miscellaneous.	Sub-total.									
Agriculture	5	2	6	5	..	24	..	..	3	10	4	..	1	16	58
Air	11	6	16	12	..	45	1	..	..	..	..	..	4	19	69
Army	20	30	49	5	..	104	..	..	..	..	..	..	11	17	132
Audit .. .. .	..	1	4	..	..	5	..	..	..	..	..	..	..	..	5
Broadcasting	12	3	3	7	6	21	..	3	..	..	..	..	1	13	35
Census and Statistics	3	17	9	4	..	33	..	..	..	..	..	..	..	..	33
Crown Law .. .. .	..	..	..	1	..	1	..	..	..	..	..	..	..	4	16
Customs	1	5	3	3	..	12	..	..	..	..	..	..	..	..	10
Education	4	13	27	5	4	53	..	6	..	..	2	..	..	39	100
Government Insurance .. .. .	..	1	6	2	..	9	..	..	..	..	..	..	..	..	9
Health (excluding Mental Hygiene)	5	3	28	6	..	42	..	..	1	..	..	17	1	71	133
Health (Division of Mental Hygiene) .. .. .	..	..	4	..	..	4	..	3	..	..	..	2	1	34	44
Industries and Commerce	28	14	27	13	3	85	..	3	21	..	4	..	..	6	119
Internal Affairs	16	12	13	8	2	51	..	..	..	..	..	..	..	58	109
Island Territories .. .. .	..	..	..	1	..	1	..	..	..	..	..	..	..	..	1
Justice and Prisons	3	2	2	6	..	19	..	..	..	..	..	..	..	64	83
Labour and Employment	9	5	7	4	..	25	..	..	..	..	12	..	..	21	58
Land and Deeds .. .. .	..	1	2	1	..	4	..	..	..	..	..	..	..	3	7
Land and Income Tax	23	19	27	3	..	72	..	..	8	..	..	..	..	3	83
Lands and Survey	17	7	8	7	..	39	3	..	4	..	69	..	..	7	122
Maori Affairs	10	6	8	5	..	29	..	..	..	..	52	..	..	2	83
Marine	1	2	4	5	..	12	..	2	2	..	1	..	1	4	22
Marketing	32	4	18	11	1	66	..	2	1	..	9	..	2	18	98
Mines	6	2	1	1	..	10	..	3	..	..	6	..	..	8	33
Ministry of Works	32	21	5	16	1	75	37	39	4	..	222	..	15	125	517
Navy	4	3	23	3	..	33	1	2	1	..	1	..	4	25	67
Police .. .. .	..	..	1	1	..	2	..	..	..	..	..	..	..	..	2
Prime Minister's	7	2	3	..	..	12	..	..	..	..	..	..	..	8	20
Printing and Stationery .. .. .	..	..	2	2	..	4	..	..	..	..	..	..	..	15	19
Public Service Commission .. .. .	..	7	7	1	..	15	..	..	..	..	..	..	..	..	15
Public Trust	2	..	3	..	..	5	..	..	..	..	..	..	..	7	12
Rehabilitation	15	19	14	7	..	55	..	..	..	..	..	..	1	228	284
Scientific and Industrial Research	2	4	11	2	..	19	1	19	..	..	2	..	6	39	86
Social Security	25	35	35	14	..	109	..	..	..	..	1	..	..	1	111
Stamp Duties	1	2	5	2	..	10	..	..	..	..	..	..	..	..	10
State Advances Corporation of New Zealand	6	26	20	17	..	69	..	..	..	..	..	..	..	17	86
State Fire Insurance .. .. .	..	3	9	8	..	20	..	..	..	..	..	..	..	..	20
State Forest Service	3	3	3	1	..	10	1	..	..	..	5	..	..	..	25
State Hydro-electric	10	10	2	6	..	28	4	14	..	..	8	..	4	30	88
Tourist and Health Resorts	1	3	14	5	3	26	..	..	..	..	..	..	..	12	38
Transport	8	12	3	6	..	29	..	..	8	..	..	..	..	1	38
Treasury	16	12	26	10	..	64	..	..	..	..	..	..	..	..	64
Valuation	2	3	2	7	..	14	..	..	..	..	..	..	..	49	63
Totals	330	326	466	223	20	1,365	48	90	60	10	398	19	60	972	3,022*

*Including officers absent with the Armed Forces.

TABLE IV.—REPRESENTATIVES OF THE PUBLIC SERVICE COMMISSION OUTSIDE
WELLINGTON AS AT 20TH JUNE, 1949

Auckland	..	..	C. G. S. Ellis	..	..	Assistant Public Service Commissioner, Endeans Buildings, Queen Street. P.O. Box 1484. Phone 45-850.
Whangarei	..	..	D. O'Donoghue	..	..	Public Trust Office.
Hamilton	..	..	D. Wilson	..	..	State Advances Corporation.
Paeroa	..	..	M. J. Thomas	..	..	Works Department.
Te Kuiti	..	..	N. J. Till	..	..	Lands and Survey Department.
Taumarunui	..	..	C. H. Butcher	..	..	Justice Department.
New Plymouth—						
Representative	..	..	O. W. Bamfield	..	..	Public Trust Office.
Assisted by	..	..	R. F. Spragg	..	..	Rehabilitation Department.
Hawera	..	..	F. L. Barr	..	..	Public Trust Office.
Gisborne	..	..	R. S. Moloney	..	..	Public Trust Office.
Tauranga	..	..	J. P. Joyce	..	..	Public Trust Office.
Rotorua	..	..	G. H. Frater	..	..	Social Security Department.
Napier—						
Representative	..	..	J. G. McGhie	..	..	Public Trust Office.
Assisted by	..	..	W. E. Cockroft	..	..	State Advances Corporation.
Hastings	..	..	R. W. Hope	..	..	Public Trust Office.
Dannevirke	..	..	R. S. Gillies	..	..	Public Trust Office.
Palmerston North—						
Representative	..	..	A. C. Watts	..	..	Social Security Department.
Assisted by	..	..	F. B. Ainsworth	..	..	Agriculture Department.
Wanganui—						
Representative	..	..	L. J. Brooker	..	..	Maori Affairs Department.
Assisted by	..	..	C. A. Hendry	..	..	Public Trust Office.
Masterton	..	..	J. W. D. Mardon	..	..	Public Trust Office.
Nelson—						
Representative	..	..	A. A. Williamson	..	..	Works Department.
Assisted by	..	..	F. M. Gundry	..	..	Public Trust Office.
Blenheim	..	..	R. H. Bell	..	..	Lands and Survey Department.
Greymouth	..	..	L. T. Wylie	..	..	Public Trust Office.
Hokitika	..	..	N. E. Wilson	..	..	Land and Deeds Department.
Westport	..	..	A. C. Bascand	..	..	Marine Department.
Christchurch	..	..	D. A. Hunn	..	..	P.S.C. Representative, High Street Postoffice, P.O. Box 1258. Phone 41-928.
Timaru	..	..	W. R. Millier	..	..	Public Trust Office.
Oamaru	..	..	M. H. R. Jones	..	..	Public Trust Office.
Dunedin—						
Representative	..	..	A. Bell	..	..	Public Trust Office.
Assisted by	..	..	{ A. M. George	..	..	Agriculture Department.
			{ G. C. Brown	Land and Deeds Department.
Invercargill—						
Representative	F. H. Muirhead	Public Trust Office.

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