

11.-1924-1925.

REPORT

OF

THE COMMITTEE APPOINTED

BY

HIS EXCELLENCY THE GOVERNOR

IN MAY, 1923

TO CONSIDER CERTAIN MATTERS WHICH
WERE DISCUSSED AT THE

MEETING OF THE BOARD OF EDUCATION

HELD ON

THE 16th MARCH, 1923, AND TO MAKE RECOMMENDATIONS.

Ordered to be printed by His Excellency the Governor.



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GOVERNMENT PRESS, ACCRA.

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Africana case

Folio

REPORT OF A COMMITTEE APPOINTED BY HIS EXCELLENCY THE GOVERNOR IN MAY, 1923, TO CONSIDER THE FOLLOWING MATTERS WHICH WERE DISCUSSED AT THE MEETING OF THE BOARD OF EDUCATION HELD ON THE 16TH MARCH, 1923, AND TO MAKE RECOMMENDATIONS:—

- (1) FEES IN GOVERNMENT SCHOOLS.
- (2) INSPECTION AND REGISTRATION OF SCHOOLS.
- (3) GRANTS TO SECONDARY SCHOOLS.

together with

*MINUTES of the Meetings of the Committee and

*RECORD of the views of witnesses.

PART I.

REPORT.

In accordance with the decisions of His Excellency the Governor as President of the Board of Education at the Meeting of the Board held on the 16th March, 1923, a Committee was, by letter from the Colonial Secretary's Office dated 22nd May, 1923, appointed to consider the following questions:—

- (a) Fees in Government Schools.
- (b) Inspection and Registration of Schools.
- (c) Grants to Secondary Schools.

The members of the Committee were:—

The Honourable the Acting Secretary for Native Affairs, Mr. C. W. WELMAN, M.A., *Chairman*.

The Acting Director of Education, Mr. R. P. W. MAYALL, M.A.

The Honourable Ofori Atta, C.B.E., Omanhene of Akim Abuakwa.

The Reverend A. W. WILKIE, B.D., Scottish Mission.

The Reverend C. W. Armstrong, Wesleyan Mission.

Mr. E. J. Enstice, Office Assistant in the Education Department, was appointed to act as Secretary.

Meetings of the Committee.

2. Meetings were held at the Office of the Secretary for Native Affairs on the 12th of June, and at the Education Office, Accra, on the 16th, 22nd, 23rd and 29th of June and the 3rd of July (two Sessions).

Attendance.

3. The Reverend A. W. Wilkie was unable to attend the second Session on July 3rd. Otherwise all members were present at all Meetings.

Persons who appeared before the Committee.

4. The following appeared before the Committee:—

The GA MANTSE (accompanied by Dr. F. V. NANKA-BRUCE).

MR. JOHN BUCKMAN.

The Honourable E. MATE KOLE, KONOR of MANYA KROBO.

The Honourable J. E. CASELEY HAYFORD, M.B.E.

The Honourable E. J. P. BROWN, O.B.E.

Extract From M.P. 3603/22.

EXTRACT FROM THE MINUTES OF A SPECIAL MEETING OF THE ACCRA TOWN COUNCIL HELD AT THE MUNICIPAL OFFICES, VICTORIABORG, ACCRA, ON MONDAY, THE 20th OF MARCH,

1922, AT 3 p.m.

Present :

JOHN MAXWELL, Esquire. C.M.G. (President).

Dr. P. S. SELWYN CLARKE, M.O.H.

Councillor M. F. INGLIS, Acting S.S.E.

Councillor Honourable T. HUTTON-MILLS B.L.

Councillor A. B. QUARTEY-PAPAFIO, B.L., and

Councillor J. GLOVER-ADDO, B.L.

Absent :

Councillor J. I. LAUDER, and

Councillor Honourable Dr. B. W. QUARTEY-PAPAFIO, M.D.

Schools.

15. It was decided to recommend, in order that the health of the younger generation be preserved, that all buildings used as schools should be inspected and, if suitable from a sanitary point of view, should be registered.

Extract From Secretariat M.P. 9978/22.

H.C.S.,

In my opinion the time has come when no schools should be started without Government being informed. Although Government should encourage private enterprise of this nature, the youth of the country must be safeguarded. To be brought before the Board of Education at the next meeting:

Ample notice to be sent to members.

F. G. GUGGISBERG.

I have to enclose herewith extract from the minutes of a special meeting of the Accra Town Council and a minute therein written by His Excellency the Governor which he desires brought before the Board of Education for consideration at the next meeting.

I shall be grateful for your observations at your earliest convenience.

I have the honour to be

Your obedient servant,
D. J. OMAN,
Director of Education.

The subject was accordingly discussed at the next meeting of the Board of Education on the 16th March, 1923, and the following is the record of the discussion entered in the Minutes of that meeting:—

12. "Inspection and Registration of Schools."

His Excellency stated that the motion before the Board was that Government should be informed when a school is about to be begun, and the building inspected by the Sanitary Authorities to see that proper conditions of Health were secured.

The Honourable Director of Medical and Sanitary Services laid stress on proper lighting as the eyesight of pupils in insanitary buildings was affected seriously.

The Honourable Casely Hayford desired it placed on record that this rule should be so framed as not to discourage private enterprise. When the Honourable Attorney-General asked the question how the rule was to be enforced, the Honourable the Director of Medical and Sanitary Services answered that information should be given to the Government before the building was begun: the Honourable Casely Hayford quoted the cases of schools which were started in old buildings.

Having regard to the above circumstances, His Excellency decided that the Committee previously referred to, should assist the Honourable the Attorney-General by formulating the conditions under which action should be taken, as this matter must be submitted to Legislative Council."

(c) *Grants to Secondary Schools.*

In this connection Rule 101 of the Education Rules was placed on the Agenda of the meeting of the Board of Education held on the 16th March, 1923, "for consideration" and, at that meeting, was referred to the Committee which His Excellency had decided to appoint to deal with (a) and (b) above.

Rule 101 reads as follows:—

"**XV. Secondary Schools.**

101. A grant under these rules may be made to any Secondary School: provided that such school has been placed on the Assisted List by the Board and provides for such instruction in industrial or agricultural training as the Board may prescribe. Such grant shall be made on the following scale, *viz*:—

£1 per head calculated on the average attendance for a school classified as "Fair."

£2 per head calculated on the average attendance for a school classified as "Good."

The point for consideration in connection with this Rule was that, whereas by Temporary Rule 74a made in the year 1919 an increase of 100 per cent had been made in the grants payable to Primary Schools on conditions which included the payment of certain minimum rates of salary to teachers, no such increase had been made in the grants payable to Secondary Schools, although they were similarly affected by the demand for higher salaries and the rise in the prices of materials.

Rule 74 and Temporary Rule 74a read as follows:—

"Rule 74.

The grant payable to a Primary School shall be calculated on the average attendance for the year at one of the following rates:—

Standard Pupils.	Infant Pupils.
27/6 per head.	10/- per head.
25/- "	8/- "
22/6 "	6/- "
20/- "	4/- "
17/6 "	2/- "
15/- "	" "
12/6 "	" "
10/- "	" "

The sub-standards will be counted as part of the infant school or class in every respect.

Rule 74a.

(1) The grant payable to a Primary School shall be calculated on the average attendance for the year, at 100% increase, on one of the following rates :—

27/6	<i>per head.</i>	10/-	<i>per head.</i>
25/-	„	8/-	„
22/6	„	6/-	„
20/-	„	4/-	„
17/6	„	2/-	„
15/-	„		
12/6	„		
10/-	„		

provided that each uncertificated and certificated teacher is in receipt of salary according to an approved scale the minimum of which is £25 per annum to each uncertificated Assistant Teacher, £40 per annum to each 3rd Class Certificated Teacher, £50 per annum to each 2nd Class Certificated Teacher, and £60 per annum to each 1st Class Certificated Teacher; the above rates of salary to take effect from the 1st January, 1920; provided also that in the Infant Classes no child after the 30th June, 1920, is admitted under the age of six or over the age of 12.

(2) The following grants calculated on the average attendance may be awarded in respect of Infant Classes in lieu of those set out in section (1) of this Rule :—

30/- per head.

25/- per head.

provided that the age limit referred to above is maintained; that the infant classes, are taught in at least three separate and suitable class rooms by qualified teachers; that all the pupils are provided with suitable desk accommodation or tables and chairs in lieu thereof, and that the equipment and apparatus are suitable for the respective classes and that the instruction is thoroughly efficient. (To take effect as from the 1st October, 1919, to the 30th of September, 1921)”.

The continuance of this Rule until the 30th September, 1922, approved in paragraph 15 of the minutes of the meeting of the Board of Education held on the 18th March, 1922.

Reference to this Rule in paragraph 13 of minutes of the meeting of the Board of Education held on the 16th March, 1923.

School Fees.

6. The question of School Fees was discussed by the Educationists' Committee of 1920. See paragraphs 319 to 321 on pages 70 and 71 of their Report, published by the Gold Coast Government as Sessional Paper IV—1919-1920. The main conclusion of that Committee was :—

“ that all Missions should have perfect liberty to decide whether or not school fees should be charged in their schools, and, if charged, what the amounts should be ”

and

“ that similar freedom should be exercised by Government in respect of all Government schools, particularly as there is no evidence to show that in towns where Government and Mission schools are established, the attendance at the latter suffers. ”

The Educationists' Committee of 1920 were, however, not unanimous on this point, and two of its six Members have recorded a minority opinion.

After considering the paragraphs of the Report of the Educationists' Committee of 1920 above referred to, we unanimously concurred in the opinion of that Committee that both Government and Missions should have liberty to fix their own fees.

Unfortunately, there was not the same unanimity on the question referred to us, whether at the present time the fees charged in Government Primary schools should be increased. The Chairman, the Acting Director of Education, and the Honourable Ofori Atta were opposed to any increase on the following grounds :—

- (a) On the evidence of the Honourable J. E. Casely Hayford, the Honourable E. Mate Kole, the Head Teacher of the Government Junior Boys' School, Accra, and the Head Teacher of the Government Senior Boys' School, Accra, an increase in the fees would be a hardship and would increase the difficulties of those who already find it difficult to meet the cost of education, and would result in keeping many of the most promising boys away from school. In this connection it must not be lost sight of that school fees do not constitute the whole cost of attending School. There is the cost of books and of suitable clothes. The subjoined table shows that although there is one fixed fee for the Infant Classes and one fixed fee for all the Standards, the annual cost of attending school is graded from £2 5s. for the youngest Infant boy to £5 13s. 11d. for the youth in Standard VII. It is this which has led the majority of the Committee to diverge from the view which was agreed to by all before we began to take evidence, that there should be detailed grading of fees for Standard classes.

**ANNUAL COST IN RESPECT OF BOYS IN ATTENDANCE AT THE
GOVERNMENT SCHOOLS, ACCRA.**

Standard.	Fee payable per year.	Cost of Books, etc.	Clothing Scouting, etc.	Total.	Remarks.
	s. d.	£ s. d.	£. s. d.	£. s. d.	
VII ..	5 0	2 3 3	3 5 8	5 13 11	Information supplied by I. S. Lamptey, Principal Teacher.
VI ..	5 0	2 3 3	3 0 8	5 8 11	
V ..	5 0	2 0 4	2 15 8	5 1 -	
IV ..	5 0	1 9 1	2 15 8	4 9 9	
III ..	5 0	1 4 11	2 15 8	4 5 7	
II ..	5 0	0 13 6	2 10 0	3 8 6	
I ..	5 0	0 13 6	2 10 0	3 8 6	
Infant Class.					Information supplied by G. W. Thompson, Principal Teacher.
III. ..	2 6	0 6 6	1 18 0	2 7 0	
II. ..	2 6	0 6 0	1 18 0	2 6 6	
I. ..	2 6	0 4 6	1 18 0	2 5 0	

- (b) There does not appear to be sufficient cause for increasing the present fees. The advantage to revenue is hardly worth considering, especially as those members of the Committee who favour an increase recommend a scale of fees less than that suggested by His Excellency the Governor, which would bring in less than half the amount of approximately £1,000 estimated in connection with His Excellency's suggestion. The argument that fees should be increased because people value what they pay for has not much force in present circumstances on the Gold Coast. It is not at present necessary to apply this stimulus, since education is valued by the people to an extent far beyond the capacity of the existing schools.

- (c) The present is not an opportune time for increasing people's burdens.

The Acting Director of Education and the Honourable Ofori Atta were of opinion that if the fees were increased at all, the increase should be a small one and the additional revenue should be used for providing more primary schools. On this condition the Honourable Ofori Atta would be prepared to support a moderate increase.

The Reverend Mr. Wilkie and the Reverend Mr. Armstrong were in favour of a moderate increase in the fees charged in Government Schools, MR. WILKIE specifically favouring the adoption of a scale similar to that recommended by the Honourable E. J. P. Brown in giving evidence, *viz* :—

Infants, Class I.	..	..	..	3d.
Classes II and III.	..	..	..	4d.
Standards I and II.	..	..	..	6d.
Standards III and IV.	..	..	..	9d.
Standards V and VI.	..	..	..	1/-
Standard VII	..	..	..	1/3 or 1/6.

The following statement was made by the Reverend Mr. Armstrong in support of his position :—

“ My position has nothing to do with revenue. I notice all witnesses agreed that people valued what they paid for. Mr. Hayford was emphatic about that—Messrs. Brown and Buckman very emphatic. Those who receive the benefit of education should pay for it. The burden, slight as it is, should fall on those who receive education to a greater extent than on those who do not. The question of revenue should be kept apart.”

The Reverend Mr. Wilkie was of opinion that the proceeds of the moderate increase in fees supported by him should be reserved for the development of education.

7. We are of opinion that the Government should be allowed discretion to lower fees or not to charge fees according to the locality of the school.

8. We are unanimous in recommending that the fees for girls should not be raised above the present figures.

Inspection and Registration of Schools.

9. We discussed this subject very fully. We realise the importance of the health considerations which have given rise to the proposal that all schools, that is to say even those which are neither Government Schools nor Assisted by the Government, shall be inspected and registered but we are also much impressed with the desirability of not hampering or discouraging in any way private educational enterprise. In present conditions in the Colony the Government and the Missionary bodies are unable fully to meet the demand for education, which depends largely and must for a considerable time depend for its fulfilment on private schools, starting in a humble way. There seems to be an apprehension that the Sanitary Authorities might insist on a standard with regard to school buildings for example, which would exclude many cases in which good work is being done without detriment to the health of the pupils in humble buildings or even in the open air. We arrived at the conclusion that while it is desirable that there should be some control to guard against grossly unhealthy conditions, no hard and fast requirements should be set up and a wide discretion should be exercised as to the conditions under which children are permitted to be taught according to circumstances and locality. A higher standard, for example, could be demanded in a Municipal Town than in a country village.

10. In connection with any legislation which may be necessary to give effect to our recommendations, we are of opinion that the term “ school ” should be defined. We suggest as a definition “ any assembly of not less than ten pupils for the purpose of receiving regular instruction.”

11. We are unanimous in making the following recommendations :—

- (a) All schools, both those about to open and those already in existence, should be registered with the Education Department. Application for registration should be made to the Head Chief of the Division in which the school is, and he will forward it with his recommendation to the District Commissioner, who will forward it to the Director of Education. The Register should be kept at the Office of the Director of Education, and he will issue a Certificate to every school registered.
- (b) Notification should be sent to the Head Chief of intention to open a school. Failure to notify within three months after opening should render the offender liable to a penalty not exceeding five pounds.
- (c) Schools already established must notify within three months of the coming into force of the requirement.

- (d) There should be a maximum penalty of five pounds for carrying on a school without a Certificate.
- (e) Six months' notice should normally be given by the Director of Education of intention to withdraw a Certificate and strike a school off the Register unless certain specified conditions are remedied, but the Head Chief shall have discretion to suspend a school immediately and report to the District Commissioner, and a District Commissioner or Inspector of Schools may similarly suspend a school and report to the Director of Education.
- (f) The following formula indicates what in our opinion should be the conditions for the granting of a Certificate :—

A Certificate shall not be withheld except where it appears to the Director of Education that the teaching is of a pernicious or harmful nature or that the teacher is morally unfitted to instruct the young or that the children are not being taught under reasonably healthy conditions.

- (g) There should be a right of appeal to the Governor from the decision of the Director of Education to refuse or withdraw a Certificate.
- (h) Inspectors of Schools and District Commissioners should be specially instructed to advise Chiefs as to essential points in connection with their responsibility for recommending schools for registration.

Grants to Secondary Schools.

12. We recommend that grants under Rule 101 should be at one of the following rates :—

- (a) £4 per head.
- (b) £3 per head.
- (c) £2 per head.
- (d) £1 per head.

calculated on the average attendance for the year.

13. We place it on record that we assumed Temporary Rule 74a was still in force, although our attention was drawn to the fact that no reference to re-enactment appears in the Minutes of the Meeting of the Board of Education held on the 16th March, 1923.

14. We are of opinion that there should be a single permanent Rule confirming the grants to Primary Schools on the increased scale and obviating the periodical re-enactment of Temporary Rule 74a.

15. A record of our discussions has been kept and is available for reference, although it has not been considered necessary to append it to this Report.

16. We desire to place on record our appreciation of the services rendered by Mr. E. J. Enstice as Secretary to the Committee, by which our work has been much facilitated.

C. W. WELMAN, *Chairman*.
P. MAYALL.
OFORI ATTA,
OMANHENE OF AKIM ABUAKWA.
ARTHUR W. WILKIE.
C. W. ARMSTRONG.

Accra, 22nd August, 1923.

PART II .

*Minutes of the Meetings.

PART III.

*Record of the views of witnesses :—

1. Questions put to witnesses regarding School Fees and Registration of Schools.
2. Evidence of the Ga Mantse.
3. Evidence of Mr. John Buckman.
4. Evidence of the Honourable E. Mate-Kole, Konor of Manya Krobo.
5. Evidence of Honourable J. E. Casely Hayford, M.B.E.
6. Evidence of the Honourable E. J. P. Brown, O.B.E.
7. Letter from the Right Reverend Bishop F. I. Hummel.
8. Letter from Mr. I. S. Lamptey, Government Senior Boys' School, Accra.
9. Letter from Mr. George W. Thompson, Government Junior Boys' School, Accra.

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*RECORD of the views of witnesses.

PART I.

REPORT.

In accordance with the decisions of His Excellency the Governor as President of the Board of Education at the Meeting of the Board held on the 16th March, 1923, a Committee was, by letter from the Colonial Secretary's Office dated 22nd May, 1923, appointed to consider the following questions:—

- (a) Fees in Government Schools.
- (b) Inspection and Registration of Schools.
- (c) Grants to Secondary Schools.

The members of the Committee were:—

The Honourable the Acting Secretary for Native Affairs, Mr. C. W. WELMAN, M.A., *Chairman*.

The Acting Director of Education, Mr. R. P. W. MAYALL, M.A.

The Honourable Ofori Atta, C.B.E., Omanhene of Akim Abuakwa.

The Reverend A. W. WILKIE, B.D., Scottish Mission.

The Reverend C. W. Armstrong, Wesleyan Mission.

Mr. E. J. Enstice, Office Assistant in the Education Department, was appointed to act as Secretary.

Meetings of the Committee.

2. Meetings were held at the Office of the Secretary for Native Affairs on the 12th of June, and at the Education Office, Accra, on the 16th, 22nd, 23rd and 29th of June and the 3rd of July (two Sessions).

Attendance.

3. The Reverend A. W. Wilkie was unable to attend the second Session on July 3rd. Otherwise all members were present at all Meetings.

Persons who appeared before the Committee.

4. The following appeared before the Committee:—

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Absent :

Councillor J. I. LAUDER, and

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Schools.

15. It was decided to recommend, in order that the health of the younger generation be preserved, that all buildings used as schools should be inspected and, if suitable from a sanitary point of view, should be registered.

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Ample notice to be sent to members.

F. G. GUGGISBERG.

I have 22/9/22 to enclose herewith extract from the minutes of a special meeting of the Accra Town Council and a minute therein written by His Excellency the Governor which he desires brought before the Board of Education for consideration at the next meeting.

I shall be grateful for your observations at your earliest convenience.

I have the honour to be

Your obedient servant,
D. J. OMAN,
Director of Education.

The subject was accordingly discussed at the next meeting of the Board of Education on the 16th March, 1923, and the following is the record of the discussion entered in the Minutes of that meeting:—

12. "Inspection and Registration of Schools."

His Excellency stated that the motion before the Board was that Government should be informed when a school is about to be begun, and the building inspected by the Sanitary Authorities to see that proper conditions of Health were secured.

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Having regard to the above circumstances, His Excellency decided that the Committee previously referred to, should assist the Honourable the Attorney-General by formulating the conditions under which action should be taken, as this matter must be submitted to Legislative Council."

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The point for consideration in connection with this Rule was that, whereas by Temporary Rule 74a made in the year 1919 an increase of 100 per cent had been made in the grants payable to Primary Schools on conditions which included the payment of certain minimum rates of salary to teachers, no such increase had been made in the grants payable to Secondary Schools, although they were similarly affected by the demand for higher salaries and the rise in the prices of materials.

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provided that each uncertificated and certificated teacher is in receipt of salary according to an approved scale the minimum of which is £25 per annum to each uncertificated Assistant Teacher, £40 per annum to each 3rd Class Certificated Teacher, £50 per annum to each 2nd Class Certificated Teacher, and £60 per annum to each 1st Class Certificated Teacher; the above rates of salary to take effect from the 1st January, 1920; provided also that in the Infant Classes no child after the 30th June, 1920, is admitted under the age of six or over the age of 12.

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and

“ that similar freedom should be exercised by Government in respect of all Government schools, particularly as there is no evidence to show that in towns where Government and Mission schools are established, the attendance at the latter suffers. ”

The Educationists' Committee of 1920 were, however, not unanimous on this point, and two of its six Members have recorded a minority opinion.

After considering the paragraphs of the Report of the Educationists' Committee of 1920 above referred to, we unanimously concurred in the opinion of that Committee that both Government and Missions should have liberty to fix their own fees.

Unfortunately, there was not the same unanimity on the question referred to us, whether at the present time the fees charged in Government Primary schools should be increased. The Chairman, the Acting Director of Education, and the Honourable Ofori Atta were opposed to any increase on the following grounds :—

- (a) On the evidence of the Honourable J. E. Casely Hayford, the Honourable E. Mate Kole, the Head Teacher of the Government Junior Boys' School, Accra, and the Head Teacher of the Government Senior Boys' School, Accra, an increase in the fees would be a hardship and would increase the difficulties of those who already find it difficult to meet the cost of education, and would result in keeping many of the most promising boys away from school. In this connection it must not be lost sight of that school fees do not constitute the whole cost of attending School. There is the cost of books and of suitable clothes. The subjoined table shows that although there is one fixed fee for the Infant Classes and one fixed fee for all the Standards, the annual cost of attending school is graded from £2 5s. for the youngest Infant boy to £5 13s. 11d. for the youth in Standard VII. It is this which has led the majority of the Committee to diverge from the view which was agreed to by all before we began to take evidence, that there should be detailed grading of fees for Standard classes.

**ANNUAL COST IN RESPECT OF BOYS IN ATTENDANCE AT THE
GOVERNMENT SCHOOLS, ACCRA.**

Standard.	Fee payable per year.	Cost of Books, etc.	Clothing Scouting, etc.	Total.	Remarks.
	s. d.	£ s. d.	£. s. d.	£. s. d.	
VII ..	5 0	2 3 3	3 5 8	5 13 11	Information supplied by I. S. Lamptey, Principal Teacher.
VI ..	5 0	2 3 3	3 0 8	5 8 11	
V ..	5 0	2 0 4	2 15 8	5 1 -	
IV ..	5 0	1 9 1	2 15 8	4 9 9	
III ..	5 0	1 4 11	2 15 8	4 5 7	
II ..	5 0	0 13 6	2 10 0	3 8 6	
I ..	5 0	0 13 6	2 10 0	3 8 6	
Infant Class.					Information supplied by G. W. Thompson, Principal Teacher.
III. ..	2 6	0 6 6	1 18 0	2 7 0	
II. ..	2 6	0 6 0	1 18 0	2 6 6	
I. ..	2 6	0 4 6	1 18 0	2 5 0	

- (b) There does not appear to be sufficient cause for increasing the present fees. The advantage to revenue is hardly worth considering, especially as those members of the Committee who favour an increase recommend a scale of fees less than that suggested by His Excellency the Governor, which would bring in less than half the amount of approximately £1,000 estimated in connection with His Excellency's suggestion. The argument that fees should be increased because people value what they pay for has not much force in present circumstances on the Gold Coast. It is not at present necessary to apply this stimulus, since education is valued by the people to an extent far beyond the capacity of the existing schools.

- (c) The present is not an opportune time for increasing people's burdens.

The Acting Director of Education and the Honourable Ofori Atta were of opinion that if the fees were increased at all, the increase should be a small one and the additional revenue should be used for providing more primary schools. On this condition the Honourable Ofori Atta would be prepared to support a moderate increase.

The Reverend Mr. Wilkie and the Reverend Mr. Armstrong were in favour of a moderate increase in the fees charged in Government Schools, MR. WILKIE specifically favouring the adoption of a scale similar to that recommended by the Honourable E. J. P. Brown in giving evidence, *viz* :—

Infants, Class I. . . . .	..	..	..	3d.
Classes II and III. . . . .	..	..	..	4d.
Standards I and II. . . . .	..	..	..	6d.
Standards III and IV. . . . .	..	..	..	9d.
Standards V and VI. . . . .	..	..	..	1/-
Standard VII . . . . .	..	..	..	1/3 or 1/6.

The following statement was made by the Reverend Mr. Armstrong in support of his position :—

“ My position has nothing to do with revenue. I notice all witnesses agreed that people valued what they paid for. Mr. Hayford was emphatic about that—Messrs. Brown and Buckman very emphatic. Those who receive the benefit of education should pay for it. The burden, slight as it is, should fall on those who receive education to a greater extent than on those who do not. The question of revenue should be kept apart.”

The Reverend Mr. Wilkie was of opinion that the proceeds of the moderate increase in fees supported by him should be reserved for the development of education.

7. We are of opinion that the Government should be allowed discretion to lower fees or not to charge fees according to the locality of the school.

8. We are unanimous in recommending that the fees for girls should not be raised above the present figures.

Inspection and Registration of Schools.

9. We discussed this subject very fully. We realise the importance of the health considerations which have given rise to the proposal that all schools, that is to say even those which are neither Government Schools nor Assisted by the Government, shall be inspected and registered but we are also much impressed with the desirability of not hampering or discouraging in any way private educational enterprise. In present conditions in the Colony the Government and the Missionary bodies are unable fully to meet the demand for education, which depends largely and must for a considerable time depend for its fulfilment on private schools, starting in a humble way. There seems to be an apprehension that the Sanitary Authorities might insist on a standard with regard to school buildings for example, which would exclude many cases in which good work is being done without detriment to the health of the pupils in humble buildings or even in the open air. We arrived at the conclusion that while it is desirable that there should be some control to guard against grossly unhealthy conditions, no hard and fast requirements should be set up and a wide discretion should be exercised as to the conditions under which children are permitted to be taught according to circumstances and locality. A higher standard, for example, could be demanded in a Municipal Town than in a country village.

10. In connection with any legislation which may be necessary to give effect to our recommendations, we are of opinion that the term “ school ” should be defined. We suggest as a definition “ any assembly of not less than ten pupils for the purpose of receiving regular instruction.”

11. We are unanimous in making the following recommendations :—

- (a) All schools, both those about to open and those already in existence, should be registered with the Education Department. Application for registration should be made to the Head Chief of the Division in which the school is, and he will forward it with his recommendation to the District Commissioner, who will forward it to the Director of Education. The Register should be kept at the Office of the Director of Education, and he will issue a Certificate to every school registered.
- (b) Notification should be sent to the Head Chief of intention to open a school. Failure to notify within three months after opening should render the offender liable to a penalty not exceeding five pounds.
- (c) Schools already established must notify within three months of the coming into force of the requirement.

- (d) There should be a maximum penalty of five pounds for carrying on a school without a Certificate.
- (e) Six months' notice should normally be given by the Director of Education of intention to withdraw a Certificate and strike a school off the Register unless certain specified conditions are remedied, but the Head Chief shall have discretion to suspend a school immediately and report to the District Commissioner, and a District Commissioner or Inspector of Schools may similarly suspend a school and report to the Director of Education.
- (f) The following formula indicates what in our opinion should be the conditions for the granting of a Certificate :—

A Certificate shall not be withheld except where it appears to the Director of Education that the teaching is of a pernicious or harmful nature or that the teacher is morally unfitted to instruct the young or that the children are not being taught under reasonably healthy conditions.

- (g) There should be a right of appeal to the Governor from the decision of the Director of Education to refuse or withdraw a Certificate.
- (h) Inspectors of Schools and District Commissioners should be specially instructed to advise Chiefs as to essential points in connection with their responsibility for recommending schools for registration.

Grants to Secondary Schools.

12. We recommend that grants under Rule 101 should be at one of the following rates :—

- (a) £4 per head.
- (b) £3 per head.
- (c) £2 per head.
- (d) £1 per head.

calculated on the average attendance for the year.

13. We place it on record that we assumed Temporary Rule 74a was still in force, although our attention was drawn to the fact that no reference to re-enactment appears in the Minutes of the Meeting of the Board of Education held on the 16th March, 1923.

14. We are of opinion that there should be a single permanent Rule confirming the grants to Primary Schools on the increased scale and obviating the periodical re-enactment of Temporary Rule 74a.

15. A record of our discussions has been kept and is available for reference, although it has not been considered necessary to append it to this Report.

16. We desire to place on record our appreciation of the services rendered by Mr. E. J. Enstice as Secretary to the Committee, by which our work has been much facilitated.

C. W. WELMAN, *Chairman*.
 P. MAYALL.
 OFORI ATTA,
 OMANHENE OF AKIM ABUAKWA.
 ARTHUR W. WILKIE.
 C. W. ARMSTRONG.

Accra, 22nd August, 1923.

PART II .

*Minutes of the Meetings.

PART III.

*Record of the views of witnesses :—

1. Questions put to witnesses regarding School Fees and Registration of Schools.
2. Evidence of the Ga Mantse.
3. Evidence of Mr. John Buckman.
4. Evidence of the Honourable E. Mate-Kole, Konor of Manya Krobo.
5. Evidence of Honourable J. E. Casely Hayford, M.B.E.
6. Evidence of the Honourable E. J. P. Brown, O.B.E.
7. Letter from the Right Reverend Bishop F. I. Hummel.
8. Letter from Mr. I. S. Lamptey, Government Senior Boys' School, Accra.
9. Letter from Mr. George W. Thompson, Government Junior Boys' School, Accra.

II.—1924—1925.



REPORT

OF

THE COMMITTEE APPOINTED

BY

HIS EXCELLENCY THE GOVERNOR.

IN MAY, 1923

TO CONSIDER CERTAIN MATTERS WHICH
WERE DISCUSSED AT THE

MEETING OF THE BOARD OF EDUCATION

HELD ON

THE 16th MARCH, 1923, AND TO MAKE RECOMMENDATIONS.

Ordered to be printed by His Excellency the Governor.



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