COLONIAL OFFICE

Report of the Commission on Higher Education in West Africa

Presented to Parliament by the Secretary of State for the Colonies
by Command of His Majesty
June 1945

LONDON
HIS MAJESTY'S STATIONERY OFFICE
Price 3*s.* 0*d.*

Cmd. 6655

MEMBERS

The Right Hon. WALTER ELLIOT, M.C., M.P., D.Sc., M.B., Ch.B., F.R.S. (*Chairman*).

H. J. CHANNON, D.Sc., B.A.

J. R. DICKINSON, M.C.

J. F. DUFF, M.A., M.Ed., Ll.D.

Sir GEOFFREY EVANS, C.I.E., M.A., J.P.

JULIAN HUXLEY, M.A., D.Sc., F.R.S.

A. CREECH JONES, M.P.

B. MOUAT JONES, D.S.O., M.A.

K. A. KORSAH, C.B.E., D.C.L.

The Rev. I. O. RANSOME KUTI, M.A.

EVELINE C. MARTIN, M.A.

MARGARET READ, M.A., Ph.D.

E. H. TAYLOR-CUMMINGS, M.B.E., M.D.

Professor A. E. TRUEMAN, D.Sc., F.R.S.

G. E. SINCLAIR (*Secretary*). (Colonial Administrative Service).

The estimated cost of the preparation of this report (including the expenses of the Commission) is £12,815 os. od. of which £263 os. od. represents the estimated cost of the printing and the publishing of this report.

CONTENTS

MAPS

To Colonel The Right Honourable OLIVER STANLEY, M.C., M.P., Secretary of State for the Colonies.

PREFACE

We were appointed by the Secretary of State for the Colonies with the following terms of reference:—

"To report on the organisation and facilities of the existing centres of higher education in British West Africa, and to make recommendations regarding future university development in that area."

The setting up of the Commission was announced in the House of Commons on 13th June, 1943. Two of our members were also members of the Commission for Higher Education in the Colonies (the Asquith Commission). Our three African members arrived in England early in September, 1943.

From the end of September until early in January, 1944, we took preliminary evidence in London. This included oral and written evidence from many bodies and individuals in Great Britain interested in education in West Africa: missionary societies, former principals of West African colleges, former Governors of West African dependencies, the Medical Advisers to the Secretary of State, the main commercial and industrial enterprises operating in West Africa, and the West African students in Britain. We took evidence also from individuals with wide experience of university development in Great Britain and in India.

During this time we despatched questionnaires to each of the four West African Governments and to the Principals of the Medical School, Yaba, and the Higher College, Yaba, in Nigeria, Achimota College, in the Gold Coast, and Fourah Bay College, in Sierra Leone. We asked the Governors of the four West African dependencies to publish on our behalf a press notice inviting members of the public to submit memoranda on the problem we had been instructed to consider. We gave notice that, as a general rule, we would take oral evidence in public; and we invited applications from individuals and representative bodies who wished to give oral evidence. We asked the Governors to arrange for us to travel widely in West Africa and to see the educational systems as a whole and as a part of the general life of the communities.

On the 15th of January, 1944, we left by air for West Africa. We spent three weeks in the Gold Coast, five and a half weeks in Nigeria and two weeks in Sierra Leone. During the visit to Sierra Leone four members of the Commission made a visit to the Gambia, which was unfortunately shortened to a few hours by a delay in air transport—the only delay of the tour. We wish to acknowledge the courtesy of the British Overseas Airways Corporation in putting the experimental "York" at our disposal to remedy the delay so caused. The same four members were able to visit Dakar, the administrative headquarters of French West Africa, at the invitation of the Governor-General, to meet the Director of Education there, and to see at first hand the French system and its methods. For this invitation and the courtesy extended during this visit, we wish to record our sincerest thanks.

In West Africa the Commission carried out a very active programme. Sometimes we worked as a body; more often we separated into small detachments. Everywhere we met an open welcome from Africans and Europeans both in the towns and in the outlying stations and villages. We visited the colleges, all grades of schools from secondary to infant schools, night classes, technical courses, Army technical training units, farm schools, land

resettlement schemes, research institutes, hospitals, health services, native authorities, municipal authorities, mines, ports and labour organisations. In addition we attended many receptions organised for us by our African and European hosts. We took oral evidence from over eighty representative bodies and individual witnesses, often before crowded audiences. We received, in response to the press notice already mentioned, some 300 memoranda. These numbers in themselves are an indication of the interest aroused by our enquiry. Everywhere people were anxious that we should see for ourselves the wide range of social development to be found, and spared no effort in helping us to build up a balanced picture of West Africa.

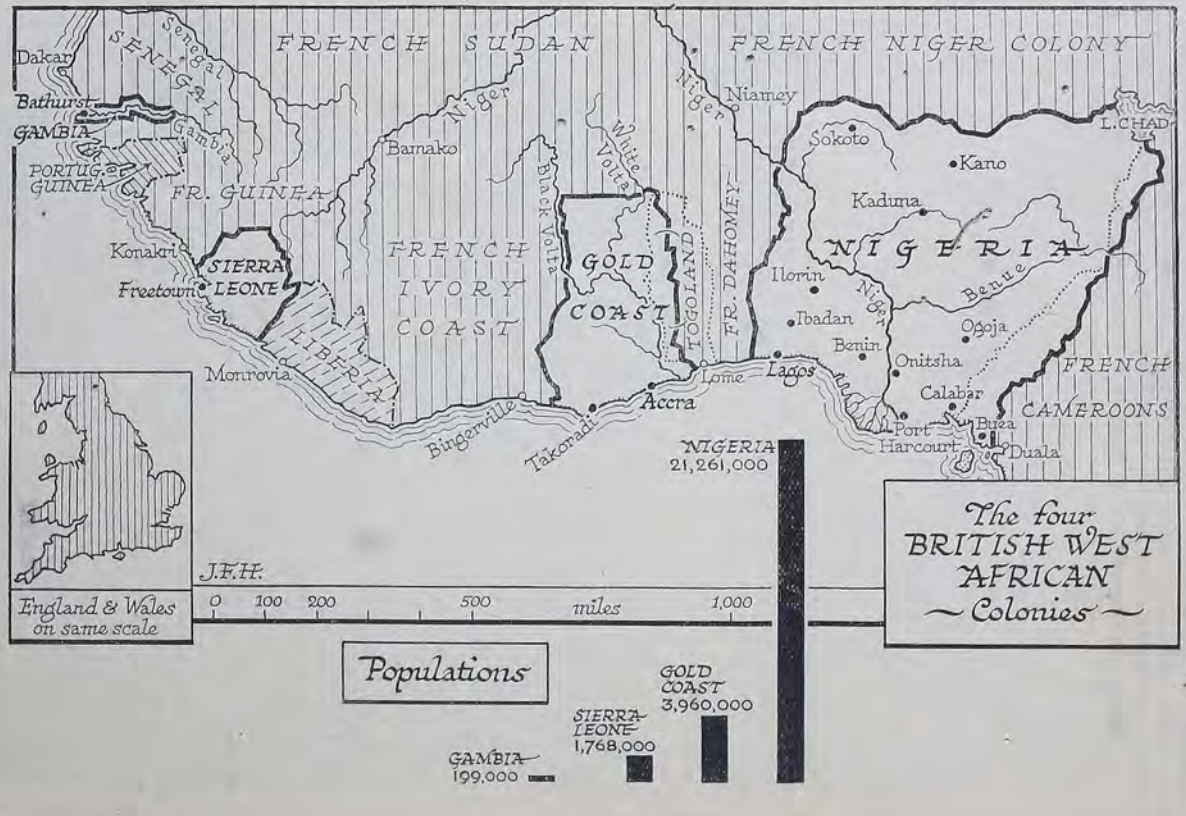
We wish to record our deep sense of gratitude to the Governors and all the officers serving under them, and especially to the Education Departments, which short-staffed as they were, made such excellent arrangements on our behalf and collected so much information for us. We wish to thank our liaison officers, Mr. G. B. Cartland and Mr. J. B. Flynn in the Gold Coast, Mr. D. W. Russell and Mr. C. T. Quinn-Young in Nigeria, and Mr. W. J. Davies, M.B.E., in Sierra Leone, who accompanied us on most of our journeys, for their untiring help in making our day-to-day arrangements while we were in West Africa. We owe also a great debt of gratitude to our hosts in West Africa, who, in the midst of wartime difficulties, threw their homes open to us as we travelled round. It was largely due to their kindness that we were able to complete, according to schedule, so strenuous a tour.

We left West Africa by air early in April and arrived in England on the 10th of April, 1944, with a mass of evidence to collate.

Since then we have been meeting in England and working out our recommendations. The West African Governments at our request have supplied us with further information on some points. We wish to thank them, and all those interested in this problem, for the patience with which they have waited for us to complete our report. Since we returned to England we have spent 33 days meeting together, for the most part in London; but we also had the good fortune to be for nearly a week the guests of Durham University in Durham Castle, and for four days in Oxford the guests of Westfield College, at St. Peter's Hall. Their hospitality under war conditions we desire to recognise with most cordial thanks.

During these long discussions we have found ourselves in unanimous agreement that the need for the extension of higher education, and of university development, in West Africa, is urgent, and that the time is ripe. We also find ourselves in agreement on many of the detailed steps to be taken. However, on the policy required to achieve the general aim, there has arisen a difference of views which it has proved impossible to reconcile. We therefore submit a majority and a minority report.

We desire to express our deep gratitude to our Secretary, Mr. G. E. Sinclair. Mr. Sinclair's knowledge of West Africa and his organising ability were both heavily drawn upon in carrying through the tour, with its numerous detached parties. He contributed in very great measure to the success of the visit. The technical preparation of the report, involving the collation of masses of evidence has been a work of immense labour for him, which all the Commissioners wish to recognise. Our stenographers, Miss E. I. Craik, and Miss S. M. Llong, came out from England and travelled with us the length and breadth of West Africa, carrying out their duties, often under trying conditions, with care, cheerfulness and great efficiency, and we take leave of them with warm appreciation of their services.


The four BRITISH WEST AFRICAN Colonies
FRENCH SUDAN
FRENCH NIGER COLONY
SENEGAL
Dakar
Bathurst
GAMBIA
Gambia
Senegal
PORTUG. GUINEA
FR. GUINEA
Konakri
SIERRA LEONE
Freetown
LIBERIA
Monrovia
FRENCH IVORY COAST
Bamako
Niger
Black Volta
White Volta
GOLD COAST
TOGOLAND
FR. DAHOMEY
Niamey
Sokoto
Kano
Kaduna
L. CHAD
NIGERIA
Ilorin
Ibadan
Benin
Lagos
Lome
Accra
Takoradi
Bingerville
Benue
Ogoja
Onitsha
Calabar
Port Harcourt
Buea
Duala
FRENCH CAMEROONS
England & Wales on same scale
J.F.H.
0 100 200 500 miles 1,000
Populations
NIGERIA 21,261,000
GOLD COAST 3,960,000
SIERRA LEONE 1,768,000
GAMBIA 199,000

MAP I

REPORT OF THE COMMISSION ON HIGHER EDUCATION IN WEST AFRICA

CHAPTER I

WEST AFRICAN BACKGROUND

1. The expression " British West Africa " may convey to the mind of one who is not well acquainted with the British dependencies in Africa, the impression that British West Africa is one large compact territory, whereas in fact it is merely an expression used to describe four separate territories each administered by the British Government, under the form of administration commonly known as the Crown Colony system. The boundaries of the territories are not even contiguous; they are separated from each other by large territories, administered by several foreign powers.

2. The four British West African dependencies are: (1) Gambia, which is about the size of Wales, and has a population of about 200,000.* It is situated at the point where the continent of Africa bulges out into the Atlantic 2,600 miles from England; (2) Sierra Leone, which is about the size of Eire, and has a population of about 1,768,000.* It is situated 500 miles south of Gambia, from which it is separated by two territories, under the French and Portuguese governments respectively; (3) the Gold Coast, which is about the size of Great Britain, has a population of about 3,960,000,† and lies about 1,000 miles east of Sierra Leone, from which it is separated by two foreign territories, the Republic of Liberia and the French Ivory Coast; (4) Nigeria, which is about four times the size of Great Britain, has a population of some 21,260,000.† It is situated east of the Gold Coast, from which territory it is separated by Togoland, under French mandate, and the French colony of Dahomey. The distance between Gambia, the nearest of these dependencies to Great Britain, and Nigeria, the furthest away, is almost equal to the distance between London and Moscow.

3. Each of the dependencies of British West Africa is administered by a Governor with the advice of an executive council; the laws are made by the Governor with the advice and consent of a legislative council, consisting of Africans and Europeans in the colony.

4. Prior to the advent of British rule in West Africa, these territories were ruled in smaller, sometimes very small, units. These native states, as organized bodies, now exercise important administrative functions within the framework of the colonial constitutions. They are increasingly concerned with the administration and finance of education.

5. This is the first Commission appointed by the British Government on which West African representatives have served. It is worthy of note that our three African members who come respectively from the colonies of Sierra Leone, Gold Coast and Nigeria, are all past students of Fourah Bay College, a college founded by the Church Missionary Society in 1827, which was affiliated to Durham University as long ago as 1876.

Missionary societies in West Africa, as in many parts of the British Empire, have been the pioneers of educational institutions, and we are assured that West Africans will always have a deep sense of gratitude for the sacrifices which the hundreds of missionaries have made, and for their devotion to the cause of humanity. The work of education was begun, and for many years carried forward, almost entirely by missionary effort. The mission schools are now largely financed by the colonial Governments, which also

NOTE.—For convenience in this report we have sometimes used the term " West Africa," in the place of the more accurate but longer term " British West Africa ".

* 1931 Census. † Estimated (1942 Blue Book).

provide the inspectorate and the machinery for maintaining academic standards. The Governments have also provided a certain number of schools, mainly secondary and technical, and the villages themselves have taken the initiative in starting a great number of small or " bush " schools which subsequently qualify for Government recognition and assistance. It is however true to say that education in West Africa is still for the most part, in one way or another, under the management of religious bodies.

6. Our Commission was required, by its terms of reference, " to report on the organisation and facilities of the existing centres of higher education in British West Africa, and to make recommendations regarding future university development in that area." While pursuing these injunctions we have had, as may well be imagined, innumerable discussions on " What is the purpose of a university?" That general discussion must always, at the end of any given time, stand adjourned; but there is amongst us a wide agreement about the immediate purpose of a university or university bodies in West Africa; which we now set down. This purpose should be, to equip those students who will have to attack and solve the special problems of West Africa, (who, in the nature of things will nearly all be Africans,) with the skill for their tasks. Furthermore, to transmit, to those who are taking up professional study, not only existing knowledge—knowledge of medicine, of agriculture, of engineering, of teaching—but also the intellectual disciplines, and standards, without which that knowledge may be merely lumber, or worse. Lastly, and most important, to make available to all students who wish, and are able to avail themselves of it, a survey of principle, an access to thought, a training in objective thinking, such as will enable them to take their place in the world of learning of to-day as equals, in every sense of the word, capable of comradeship with their contemporaries in any land, deserving and receiving, in their chosen fields, the confidence and support of their own people.

7. To carry out the review of education above referred to, and to translate, or attempt to translate, those ideals into terms of students, subjects, and equipment, terms which will deserve support both from the peoples of West Africa and of Great Britain, is a stubborn undertaking. These ideals must appeal both to the African and the British communities, for they will not bring results unless they carry conviction to both.

8. Great Britain in her contacts with West Africa has shown a kaleidoscopic variety of interest during the centuries since the first hazardous voyages of English seamen to the coast. In Elizabeth's reign merchants of west-country ports and London were already concerned, under royal patronage, with " orderly traffique and trade of merchandize " in the Gambia, and in the seventeenth and eighteenth centuries trade in gold, ivory, pepper and slaves was considered by a succession of chartered companies to be an enterprise well worth pursuing in spite of the depredations of climate and rival Europeans.

With the humanitarian agitation of the late eighteenth century and the final victory of the abolitionists in Parliament in 1807, new interests were gradually taking the place of those that were coming to an end, and government, merchants, missionaries, explorers, philanthropists were at times in an uneasy partnership, at others in open variance, in their plans for the future relations between West Africa and England. As late as 1865 the House of Commons resolved that Great Britain should take the earliest opportunity of withdrawing from every position on the West African coast except Sierra Leone. Yet the persistence of those who had come to the coast for commercial, missionary, or scientific interests made that decision of little more authority than Canute's command to the waves. Responsibilities which had been undertaken, and contacts which had been made, proved more lasting than resolutions for withdrawal.

9. The mood of discouragement was succeeded by a remarkable period of renewed vigour and development, which has continued into the present day. Energy came again to the churches. Trade developed on a large scale. Administration, both central and local, began to revive, after the chaos which the repeated fluctuations had brought about, or encouraged. The new developments of trade were particularly noteworthy. The abolition of the slave trade left at first only minor items such as ivory, gold dust, certain woods and gums, as articles of legitimate commerce. Then came the growing demand for palm oil. At the end of the 1820's the West African exports were under £150,000 annual value. By the end of the century the figures frequently approached £2,000,000. Nevertheless, it was not until the twentieth century that the big economic developments, capable of sustaining a real improvement in the condition of the people, began to take place.

10. This slow development, and the successive improvement and deterioration of relations, between Britain and Africa were due to a variety of causes. High amongst them must be placed the heavy sickness and mortality rates which existed amongst Europeans until recent years. A large part of the difficulty of gaining and maintaining touch was also due to the complex conditions of living amongst the West African tribes, and in particular to their innumerable languages. The life of a European on the coast was short, and when he died or went home everything had to be begun again. The health conditions certainly have recently improved out of all recognition. Too much emphasis, however, should not be placed upon the health position alone. In the first fifteen years of the Colony of Virginia, not now regarded as a particularly unhealthy spot, 7,000 of the 8,000 who had landed were dead, leaving only 1,100 survivors—about one out of every eight. Yet there was never any lack of pioneers eager to tackle these conditions. In West Africa, on the other hand, contacts with the outside world tend to wither away. Unless vigorous and definite new efforts are undertaken from time to time, development languishes.

11. As Europeans in their search for trade frequently in the past showed carelessness towards African interests, or pure selfishness, so West Africa, during these centuries of contact, exhibited to the full that combination of interest and wariness, which is a hallmark of Africa all over. The interest of the West African in the rest of the world is unfeigned and profound; he is neither abashed nor appalled by strange thoughts or circumstances, however novel they may be. He displays a remarkable resilience and cheerfulness, no matter how terrible the assault of circumstances upon him. Accordingly, he has always been a fighter—and, oddly enough, considering his own specialised environment, a wanderer. The Negro is depicted in battle, in the frescoes of Crete of the second or third millennium B.C. He is found, in our time, in the pages of Herman Melville, wielding a harpoon in the waters of the Antarctic, and " bound round the world after the White Whale."

12. His suspicion, for all that, is also profound. This is scarcely to be wondered at. The relations of the West African peoples with the rest of the world, and to a considerable extent with each other, have been, for a very large part, on the basis of frank hostility. The hand of every man was against them. The story of African contact with the outer world is inextricably bound up with the story of the slave trade. In some parts of West Africa, though not in all, this has left a bruise in racial memories which even yet is not to be carelessly touched. African sensitiveness upon the subject of slavery is extreme.

In Southern Nigeria the penalty for kidnapping a freeman into slavery was death. Legend describes how even the wise tortoise, suspected of this

crime, was brought to trial; and, the accusation having been proved, " the executioner drew the sword in his presence, and sheathed it in his absence ".

13. In spite of all this, the other ruling African attitude, that of interest, must be given equal weight. The West African might be described as a xenophil. His suspicion of groups does not extend to individuals. " The stranger ", as such, is universally known, and admitted. Once admitted, he rapidly becomes, whether European or African, a friend. Each of these two emotions has to be taken into account, and allowed for.

14. The whole physical lay-out of this immense region is calculated to discourage intercourse and to foster isolation. The dominant feature of West Africa is its huge belt of tropical rain-forest, nearly the depth of England from the Midlands to the Channel, and as wide as the Atlantic from there to Newfoundland. " West Africa " starts where the coastline begins to turn eastward, below Dakar, and ends, for purposes of demarcation, some 1,500 miles away, where the coastline pivots on two gigantic mountains, one, Cameroon, on the land, 13,000 feet high, and the other, Fernando Po, 10,000 feet high, in the sea 70 miles away. There the coastline begins to strike southward again. The great " West Coast " running almost due East and West for all those miles, and wholly within the tropics, has been, till the opening up of the air routes, on the road to nowhere. It faces towards the enormous and almost unbroken waste of the South Atlantic, whose only bounds are, to the West, Cape Horn, and to the East, the Cape of Good Hope, and which has no Southern shore before the Antarctic Continent. Nobody went along the West Coast of Africa unless he had very good immediate reason for his journey, and the further along the coast, the truer this became. This remoteness finds its final example around the Bight of Benin. The Portuguese reached Benin City in 1485, but it was still a place of mystery in the 1890's—although the distance from Benin City, to the mouth of its river on the sea, is only 73 miles.

15. The land frontier of West Africa is even more of an insulation. It is the Sahara. The extent of this barrier has literally to be seen to be realised. Only nowadays, coming from Africa to Europe by air travel, and taking the enormous views which air travel affords, does one get an adequate picture of the break in communications which the great desert means. The desert reaches the sea on a 1,000 mile front, from the Senegal river to the Atlas mountains, a barren, absolutely inhospitable coast, which must have been one long terror to the early mariners working south along it. But that is merely the water-front of the desolation. At the spot where the Tropic of Cancer cuts the coast, almost midway in this stretch, one has the formidable thought that there is no river, and scarcely even any running water, between there and the Nile, clear across the continent, 3,000 miles away. As the tropical forest of the coast is left behind, the landscape changes everywhere to savannah forest, then to orchard-bush with scattered trees only, then to thorn-bush country, and lastly, to the arid preludes to the desert itself. All roads out of West Africa, save one, lead either to the desert, or to the sea. To attempt to cross either was an undertaking indeed.

16. The one exception is north-eastward, where the Benue river comes down to join the Niger. That direction leads by Lake Chad towards the better watered region of Darfur, and so to the upper course of the Nile. Though the distances are great, that has been the traditional route of mass travel between West Africa and the rest of the world, from prehistoric times until to-day. It was last used on a significant scale as recently as the end of the 19th century, when Rabeh the Egyptian came that way, an adventurer with an army. He set up an empire in the region of Bornu and ruled till he was killed in battle, exactly in the old style. His coming still remains, in the

minds of living men, a cardinal date for many of the Northern Nigerian inhabitants—" I was a child under Rabeh," " When Rabeh came, my father was a man." He was in the tradition of the old invaders. It was down this road, the peoples felt subconsciously, that armies always came.

17. We have already seen how Europe came to West Africa; by sea. The culture, as well as the civilisation, of Asia, came by land. It came largely by the Nile-Niger traverse that has just been described, although the influence of Islam travelled also directly across the desert from North Africa, in the long toilsome journeys of the caravans. But the land-borne impact coming from Asia was no more able forcibly to penetrate the forest than was the sea-borne impact from Europe. This was partly because of the sheer obstacle of the trees, and the strength they added to the resistance of the inhabitants, and partly, we may suppose, to the death of horses and cattle, from the tsetse fly and the killing parasite, the trypanosome, which the tsetse fly carries. Consider first the actual obstacle. You may reach a tropical forest on a broad front—you must pass through it by files. It is like a town a thousand miles long. The paths lead to perfectly definite spots, from one village to another. Every village is a road-block; the path comes to the village, breaks up to enter the houses, regathers itself, and leads out on the other side. There is no reason why the path should skirt the village, and it does not do so. There is no way round the village, unless you fell trees and cut bush to make a new path for yourself; and no invading army from overland was ever able to do this for any distance.

18. The obstacle of the tsetse fly is yet greater. Even to-day the horse can live only with difficulty in the forest. The tsetse fly still kills the incoming cattle. There are no cattle in the forest, save for a few thousands of " dwarf cattle " which have a tolerance to the trypanosome in much the same way as the wild game. The absence of horses, the absence of oxen, meant that there were neither animals for war, nor for draught, anywhere in the forest. If they were brought in, by invaders or by settlers, they all died. There were, accordingly, no wheels. In these regions the wheel, in every form (even the potter's wheel), was unknown. There were therefore no roads as we know them.

19. Agriculture, the basis of society, was founded purely on tillage, and hand tillage at that. The main aspects of agriculture involving animals and the use of animals, the use of animal manure for instance, were unknown. The plough and its furrow were unknown. The tools of agriculture were the heavy African hoe, and its indispensable forerunners, the axe and the chopping-knife. There is not a rood of ground in the forest which can be used without first being cleared; and, in this system of agriculture, any cleared ground can only be used for two or three years before it is returned again to bush fallow, which is to say, to scrub forest, which will have to be cleared once more in a few years time.

20. In such circumstances agriculture became intensely local and operated by family groups. Property in land, though well-recognised, consisted of " rights ", often of bewildering complexity, rather than of any kind of fee-simple. Yet, the trees such as oil-palms, which were not cut down and which survived the clearing-fires, were sometimes separately owned by families or by individuals. Such trees are not necessarily adjacent; they may lie a considerable distance from each other. British West Africa has scarcely known the " plantation " system, and except for Cameroon, where the Germans ousted the native proprietors by force, it has practically no working examples of this type of production. Undoubtedly this puts West African production at a great disadvantage, in some respects, in yield, quality of product and marketing arrangements, compared with the plantation production of, say,

the Dutch East Indies; but the peasant, here as elsewhere, simply will not consider systems which come between him and the soil. The controversy upon the advantages of large-scale as against peasant production, considered each in their widest aspects, is far too long and intricate to be gone into here. Suffice it to say that the admitted efficiency of " plantation " production has to be set against other advantages possessed by a peasant society—for example, its special quality as a way of life.

21. No one nowadays is likely to recommend the wide divorce of a people from its soil. But in some areas of West Africa the population is already pressing hard upon the means of subsistence, and in all West Africa the peasant, producing and marketing any export crop for the world market, has to compete with the most efficient world producer, working under the best conditions for that particular crop. Furthermore, without improved agricultural production, even for home use, the West African peoples must find themselves faced indefinitely with hard times and high mortality. Whether such progress is to be made by improved small-holding production, or by agricultural co-operation, or along new lines, such as large-scale agriculture carried on by village or tribal units on the tribal lands, is still a question for the future.

22. These problems urgently demand the closest possible study. This will have to be carried out jointly by Western specialists, and by Africans who can combine local knowledge and popular support with a scientific knowledge of the economic and agricultural problems in question. Experience in other parts of the world shows that alterations in the agricultural system of a country can only be smoothly and successfully carried through with the help of organisers drawn from the country itself, and enjoying quite exceptional confidence from its people.

23. The agricultural systems differ according to the climate. In the forest belt, the typical village is surrounded by a sea of bush, from which stand out the tall palms and giant cotton-woods or other forest trees. In the bush are patches on which the undergrowth has been cut and burnt. In these cleared areas are grown the root-crops, the leguminous plants, the plantains, and the grains, which provide the staple diet of the people. After two or three years' cropping the soil becomes exhausted, and the plot is allowed to revert to bush. Another area of forest is felled, burnt, and planted. After several years of " bush fallow " the previous areas are again taken back into cultivation.

This, the traditional system of the forest region, is not at all haphazard. Its essential object is to permit the accumulation of humus and to allow the deep-rooting bush vegetation to penetrate to lower levels of the soil and draw thence the elements which had been removed by the " surface " crops. It worked all right while the pressure on the land was not acute, and the resting period could be kept sufficiently long to allow the soil to recuperate. But in many areas, as, for instance, amongst the Ibos living on the light sandy soils east of the Niger, in the last few decades this fallow period has been reduced below that necessary to allow the soil to recuperate. The crops begin to be less and less adequate. As a result the period of bush fallow is continually reduced. Furthermore, soil erosion on a serious scale sets in.

24. Soil erosion is a phrase all too familiar to agriculturists everywhere. Its effects are evident in all parts of West Africa to a greater or less degree. Soil erosion has a particular intensity when it is carried out by a rainfall representing a depth of from five to ten feet of water poured in a few months of each year upon exposed soils baked by a tropical sun. The rainwater tears its way down the slightest slopes, gullying them back into great raw

wounds in the earth, and rushing the soil into the sea. The size of the Niger delta shows that this action is no event of yesterday. There is little doubt, however, that it has increased considerably during the last fifty years or so. Man certainly cannot arrest it entirely; but he can certainly make it worse; and, it is hoped, can make things better. For example, in the Protectorate of Sierra Leone the burning of the hillsides, in order to plant upland rice, has resulted in immense loss of soil and the subsequent abandonment of whole areas. The development of the delta lands, for the cultivation of swamp rice, will, it is hoped, relieve the pressure on the upland tracts, and allow regeneration to take place.

25. The forest belt with its heavy and well-distributed rainfall is really best suited for the cultivation of tree or orchard crops. So long as the soil has cover, it is protected from wash; but when exposed, as it is in the cultivation of annual crops, the loss by erosion is an ever-present menace. Once this sets in, rapid deterioration inevitably results.

26. The chief indigenous crop tree is the oil palm. It is important not only as a cash crop but as an essential element in the nutrition of the people. But within recent years in large areas of the Gold Coast and western Nigeria, it has been displaced as a cash crop producer by the cocoa tree. The rapid rise of the West African cocoa industry is one of the romances of tropical agriculture, for the Gold Coast within fifty years has become by far the largest producer of cocoa, and its crop is now the chief item in the world's cocoa-market.

27. The spread of the cocoa tree, and the development of the great export industry which has resulted from its cultivation, illustrate several points of special interest. The tree was first introduced into West Africa by an African. It came from the neighbouring island of San Thomé, to which it had been brought from Brazil. The African peasants themselves eagerly took to planting it. No pressure was necessary. After a run of fifty years, the cocoa orchards are now suffering from various diseases, which are the cause of much concern for the future. Science has already disclosed many of the causes of these diseases, and research on a large scale is now being liberally, though belatedly, endowed with the aim of devising remedies. In its economic aspect the marketing of the crop has led to friction, which at times has become acute, between the primary producers and the commercial agencies. A Commission, the Nowell Commission,* was recently appointed and reported shortly before the outbreak of the present war. Both the scientific investigations now proposed and the commercial reorganisation suggested by the Nowell Commission would require skilled African workers, who in numbers and in quality are at present unprocurable.

28. Here, as elsewhere, the introduction of new crops and new techniques has brought both advantages and risks in its trail. If the African cultivator becomes convinced that a new departure is profitable he will adopt it, though, like other farmers all over the world he wants to be sure of the facts before he takes the plunge. To the case of the cocoa-tree may be added ground-nuts, the great crop of the Gambia and Northern Nigeria, and also extensively grown in other parts of West Africa. American cotton is also being cultivated on a large scale. Citrus fruits, cassava, sweet potatoes and tomatoes are being more and more grown and used; yet not one of these crops is indigenous.

29. It is necessary to repeat, however, that agricultural innovations, whether in Europe, or in America, or in Africa, are attended by danger often not appreciated till long afterwards, and on which science, when asked for remedies, sometimes has little at first to say. This is especially true when

* Report of the Commission on the marketing of West African Cocoa. Cmd. 5845, 1939.

the production has reached a high degree of mono-culture. To raise the level of agricultural production and to utilise fully the natural resources of a country requires an immense amount of patient exploratory investigation, to be followed by extensive work. The problems to be solved are innumerable and the workers in the past have been all too few. The need for trained men is already great; it will be far greater in the future.

30. There are special problems arising out of local conditions in Northern Nigeria. Here, though cattle flourish, and the rainfall lends itself to arable cultivation, cattle do not form part of the traditional farming system. Nigerian cattle are owned by tribesmen—the Fulani—who are cattle-breeders and cattle-keepers, by profession. They are the remnants of a recent wave of conquest. The cultivating peasant has no cattle on his holding. The Fulani have no cultivation. The peasant is beginning to realise that cattle manure is good for his land, and tries to come to an arrangement with the Fulani to corral cattle at night in certain fields which he intends to cultivate later on. Careful and laborious investigations, extending over the last 25 years, have now proved that in Northern Nigeria as elsewhere a system of mixed farming involving the keeping of cattle by the farmer himself results in far bigger profits, and will, through the manure produced by the cattle, keep up the fertility of the land far better than the old system. There are signs that these improved methods are now being taken up at an ever increasing rate.

31. Improvement in farming methods is still rather complicated by the history of the cattle-keepers as nomads and conquerors. No nomad likes to sell his cattle. One tribesman, asked why he would not get rid of some rather old and useless-looking stock replied that they were his trek oxen. Enquiries proved that his family had remained in their then location for two generations. Again, the Fulani, as conquerors, maintained till recently a very strict discipline amongst themselves. The initiation of the youths into manhood, for instance, involved, till very recently, tests of endurance of a most searching kind. The flogging of the youths by the elders in the presence of the tribe recalls the tales of the initiation of the Spartans. The qualification of one's dairyman by public beatings administered by his seniors, and pushed almost to the point of death, exemplifies one of the difficulties in interchanging African and European values.

33. The various general factors described above have their bearing on the social structure of West African life. The intensely local agriculture in the forest-belt, and the maintenance of wide areas of bush around the villages, must, without question, have had an influence on the size of the native units of administration. These are usually small, and sometimes tiny. In Sierra Leone the protectorate alone, with 1,672,000 inhabitants, contained 221 separate states. The Gold Coast Colony proper (which is the coastal portion of what is generally known as " the Gold Coast "), is somewhat smaller, with a smaller number of inhabitants (1,574,000)*. The number of separate states here, 60, is still very large. The picture in the Eastern Provinces of Nigeria is even more striking. This area contains nowadays 100 Native Administrations with independent " Treasuries ", many of which represent artificial amalgamations of clans. Where cattle-keeping is possible and where the horse is used, in Northern Nigeria, it is noticeable that the units of government are larger; though even there the states are not large, either in population or in territory, judged by European standards.

34. These units, till the coming of the paramount power, were the final authorities for life and death, war and peace, and, in short, conducted themselves as sovereign units in no way subordinate to each other, nor owning

* 1931 Census.

any common allegiance. In Ashanti or in Yoruba-land, the areas of sovereignty are larger than those mentioned above. They may run up to a population of some 600,000* in the case of the Ashantis, and of some 1½ million* in the case of the Oyo Yorubas. Even so, they partake of the nature of confederations rather than of highly organised unified "kingdoms" such as Europe has shown in modern times. It will be seen that the opportunities for men to gain experience in handling the large units of the modern world are not numerous. The finding of a sphere where such talent can be discovered and exercised is a very great and real difficulty.

35. It is necessary to keep in mind both the origins of the native authorities and their present powers and growing importance. These authorities are the real constituent entities of all British West Africa, whether of the plain or of the forest. Through them the European officials work. With the native authorities lies the future. Education, public works, are functions of a local authority all over the world, and those in Africa are no exceptions. But the Asantehene, the head of the Ashantis, who discussed at length with us the grievances common to all local authorities the world over—such as the insufficient return to his locality of revenues which the central government drained away,—is also the head of a military confederacy which twice within the last 150 years has carried its arms right down to the sea, against the British as well as against the Africans, and even as late as 1900 laid siege to the British in Kumasi, the capital, itself. Again, the Sultan of Sokoto, deeply concerned over the scanty and inferior water-supply of Sokoto City and his desire to obtain sanction of the central government for a local loan to improve the city supply, is also the Sarkin Musulmi, or Leader of the Muslims, and the religious senior of all the great Northern Emirs; responsible for functions affecting the very life of the Mohammedans, such as declaring the rising of the moon of Ramadan—the month of the fast. The government of the town of Ibadan is divided between two authorities, civil and military, which derive from the old organisation of Ibadan as a military camp against the Northern Emirs. This system is in process of modification but even yet has by no means been abolished. A town organised partly as a civil administration and partly as a military camp inevitably provides many problems in time of peace.

36. In general, native authorities manage the land on behalf of the community. In return the people used to give service in arms and in kind, and payment of various dues. Now service in kind is being replaced by taxation. Land is leased to strangers from other tribes and fees are obtained from courts and markets, and royalties are drawn from mines and timber. From these revenues are built roads and water supplies, markets and schools and dispensaries; from these revenues are paid the salaries of the councillors and the growing civil services of these local governments. Where the authority is a large one it has been able to take over many of the local services. Kano administration, for example, in one year of this war was able to undertake work for the Army and Air Force to the extent of over £1,000,000. All these revenues however are very small indeed judged by European standards. Sometimes authorities are tiny in extent, and direct taxation has not yet come into being or gives a minute yield. There, the revenues are so small that they scarcely suffice for the salaries of the few court officials and elders, and no local services can be undertaken. In the forest regions hereditary office carries with it many democratic checks. Nearly all important questions, for instance, are hotly and lengthily debated in open meeting places in the towns and villages, where all sections of the community make their voice heard through their representatives.

---

* 1931 Census.

37. The peculiar circumstances of the forest communities have been accentuated in many parts of the country, by the numerous perfectly distinct languages spoken by peoples living closely together and, indeed, frequently intermingled. There are for example three main separate languages in the forest area of the Gold Coast, with a dozen more in the Northern Territories. There are some fifteen languages in Sierra Leone, and an indeterminately large number in Nigeria, where the Jos plateau alone, the size of Wales, has from a dozen to twenty. There is no *lingua franca*. Hausa is extensively spoken in the North, but it is in no way a current speech in the Southern areas. In Yoruba, the tongue of several million people in Nigeria, one single word may have six completely separate meanings, according to its pronunciation, and as these differing sounds are extremely subtle, it is doubtful if more than a dozen or two Europeans so far can really talk the language at all. The mistakes made by an African in speaking English may be paralleled several times over by the mistakes made by an Englishman in speaking many of the African tongues.

38. This again has an immediate bearing on the problems both of administration and of education. A region where each language presents considerable difficulty, where a painfully acquired knowledge may become largely useless if an official is moved a few miles from his previous location, is a region where responsibility must inevitably remain largely with the people of the soil, and where therefore they must receive adequate training to enable them to exercise it.

39. The language-making habit of the West African is so great that a constant struggle has to be kept up to prevent him from establishing new languages out of English itself. Already there is the Creole "patois" of Sierra Leone, a tongue born in Freetown, of English origin, but quite unintelligible at first hearing to any Englishman. It is now spreading amongst the tribes inland. There is also pidgin English, differing according to the different colonies. It is a kind of translation from the African, and has at least the merits of a translation, that the idea to be conveyed is rephrased, and the hearer can decide whether it has been correctly grasped or not. Thus, when a farmer applying for a gun-licence gives us his reason that "dem bush-meat chop my farm too much" he is stating what, in officialese, would probably run "the depredations of the larger wild animals are making my agricultural operations almost entirely unremunerative". Opportunities for misuse of words, or misunderstanding of their precise meaning, are markedly greater in the second sentence than in the first.

40. It is not English alone that is subject to this constant remaking. Hausa also is developing a pidgin called "baraki" or "barrack" Hausa. The purity of English accent and the accuracy of English vocabulary, which can be acquired by educated Africans, whether in the Old World or the New, and the advantage which these powers give their users, make it necessary that at all costs the King's English, the language of educated men, must be at the command of the West African generally.

41. In this connection the great extension in the teaching of English through the army in the war must be borne in mind. The teaching of English for periods of an hour a day or more has been an essential part of the instruction in arms. During this war it was carried out for much larger numbers than ever before and at an intense pressure, since it was done by people whose lives literally would later depend upon it. Views upon the extent to which this knowledge will remain differ. Without doubt it has broadened horizons of every kind.

42. Where and how the transition to English from the " mother-tongue " is to be made at school, falls outside this review. Suffice it to say that those best qualified to speak attach an increasing importance to the primary stages of education being given in the language of the home. When for instance this language is only spoken in a few villages, and in a number of divergent dialects, the ideal becomes impossible. Then the child may have to pass through at least one difficult African tongue, a tongue of instruction, to reach English, the tongue of education—as though we should all find ourselves being taught Greek in Arabic. The extent of the handicap which this imposes on the African student is difficult for us nowadays to conceive. It imposes as much as a year's delay or more on the African student even in the best conditions. These problems cry aloud for the scientific investigation of education in Africa if it is to be really attacked for the people as a whole.

43. There are other problems, both technical and psychological, inherent in the use of the most important of the new instruments of popular instruction, the radio. The jostle of languages makes it certain that only a small fraction of listeners at any one time will be able to hear a transmission in their own language. African music also is highly idiomatic. A Fanti or Ga song or tune would evoke no more than an academic interest from a Yoruba or an Ibo audience; and of course the words would be totally incomprehensible. Transmissions in a foreign tongue are exhausting to the listener save under the very best technical conditions, and these are rarely achieved as yet, since West Africa is not an easy country from the radio point of view. There is only one large radio station, that at Accra, built under war conditions. There, the radio engineers and the artists radiate programmes made up according to the best information at their disposal; but they emphasise that they are without any thorough knowledge of how their transmissions are faring, or what impressions, apart from news, they are conveying. Here again a lengthy and painstaking investigation, conducted on the spot, in close collaboration between the most expert Western engineers and listener-researchers, and African linguists and listeners, is indispensable, before any pronouncement at all can be made as to the educative possibilities of the radio for West Africa. A similar comment may be made about the film. Years of work are necessary before full reliance can be placed on either of these new departures. The old tried methods of the individual teacher with his book or his tools—methods which, in the case of 90 per cent. of West Africans, are as new and as exciting as any electrical or mechanical devices—must be, for long enough, the sheet-anchors of learning. There is no short cut.

44. Indeed, the problem of books is important enough to deserve a report to itself. In most of these languages no original books of any kind exist, nor has it entered anyone's head to compose any. The only book is the Bible, in one of the many translations which the indefatigable industry of the missionaries, here as elsewhere pioneers and main transmitters of education, have made available. Even in the school books the innumerable dialects interpose themselves. We are apt to forget what a debt we owe to those who produced the King's English, the minted sovereigns of speech. If one can imagine the irritation that would be caused in Lancashire by finding that the whole of a child's algebra or biology had to be recited by it in broad Somerset under penalty of failure in its examinations, one can gain a faint impression of the indignation felt by parents who find their own ways of speaking corrected (and in their view without authority) by books drawn up in some other dialect which, often by pure haphazard, was the first to attract the attention of the codifiers of grammar and vocabulary. Till within the last ten or fifteen years there was no original book in Hausa by a Hausa author, excepting certain chronicles which had survived destruction by

the Fulani invaders. A Government officer in the North, with the encouragement of a recent grant from Government funds, has founded during the war one of the first newspapers in that tongue, which one of his two Hausa sub-editors, by a brilliant stroke of journalism, has entitled " Truth is Worth More Than a Penny." The staff has set itself the task, in the intervals of bringing out this journal, not only of translating into Hausa the masterpieces of world literature, but also of creating a new literature of Hausa origin. It will inevitably be a good long time before this can compare with other literatures.

45. All this multiplicity of tongues however gives the African scholar an outlook on languages differing altogether from that of his schoolboy British contemporary. Latin is simply one more language. Greek, to the Africans who reach Greek, simply another; it is true, with an unfamiliar script; but a script no more unfamiliar than that of Arabic, which to the northern Mohammedans is a normal culture language. Greek thought, Greek settings, Greek wars, Greek rituals, would be much more familiar and recognisable to him, once the initial unfamiliarity had been overcome, than the ideas that he will eventually encounter in English. Compare, for instance, the mental adjustment required to read and understand the trial and death of Socrates, with that necessary to master the Gold Standard, or the workings of the Liverpool Cotton Exchange.

46. So far this review applies primarily to the coastal and forest area. The forest and coastal communities have an outlook quite independent both of the East and of the West. The picture in the Northern Provinces of Nigeria differs considerably. The northern regions look inland, and are, so to speak, littoral states round the great dry sea of the Sahara. Their religion is Islam, their culture is Mohammedan, their clothes, their habits, their agriculture, are all from the arid lands. They have horses, oxen, camels. Their units of government are larger. Their administration is centralised—they have, for instance, a long tradition of direct taxation, the " haraji," a traditional form of income tax, and the " jangali," or cattle tax. Yet they are deeply influenced by the heavily watered lands of the south, rich in oils and fats, a market for their cattle, and an employer of their seasonal labour, wealthy by their standards, and in close touch with all the devices and the education of the West, which lies at their back-door. From time immemorial the Hausa traders have travelled and settled throughout the length and breadth of the southern regions. They have their own quarter in most of the large towns; and when in any of these out-lying settlements the word goes round that there is coming " a big man from Kano," the greatest of the northern walled cities, interest rises, among the Hausas, and respect is accorded as to a visitor from home.

47. The Mohammedan provinces are by no means wholly Mohammedan. Throughout them there dwell, often in large numbers (in Zaria province, for example, a third of the whole), the pagans. The pagans are a phenomenon of their own, the aboriginals of a pre-European conquest. Their characteristic dwellings are collections of bee-hive shaped mud huts, closely adjacent, built on no system, and surrounded by a stockade of high prickly euphorbia. Their costume is nothing at all, and this not only from poverty, though they are generally poor, but from preference. They regard clothing as unnecessary or undesirable, and leading to bad habits, such as stealing. But they are horse-users, cattle-keepers, when they can get cattle, and hard-working and skilful agriculturists. They approach new problems with an outlook of their own. They are not interested in the Koran, or any of its injunctions or prohibitions. Consequently there is nothing to prevent them taking up Western learning, which they are beginning to do; and so the Moslem sees

a certain danger of finding himself between the hammer and the anvil; his coastal neighbours, each year better educated, each year coming up to take more of the better-paid posts which he is so far unable to provide with fully trained staffs—and his erstwhile subjects, the pagans, on the spot, and only too anxious to accept all the opportunities for emancipation that the new learning can give them. A pagan has, in some cases, actually become a school teacher for Moslem boys, because no qualified Moslem teacher could be found for the post. All this seems to the Mohammedan populations to be contrary to the order of nature, and will, at no very distant date, set up the strains which such circumstances inevitably produce. One or two far-sighted Emirs realise the approaching danger; but the steps being taken to meet it, they know, are not adequate. We are well aware that the steps which we propose for higher institutions, situated, as they must be, very largely in the coastal regions, may at first actually accentuate this disadvantage. It is impossible to hold back the coast and the forest till the North is level with it, and it is impossible under present conditions to locate a university or university college in the North; but special steps should be taken to ensure an adequate share, without question, in the new educational advances, by students from the North.

48. Two points accentuate the educational difficulties of the Moslem North. Firstly, it was only at the beginning of this century, that British administration was extended so as to bring into its system the great Emirates. Indeed, Lord Lugard, who inspired and led the advance, was an active figure in London affairs until the spring of 1945. The forces used during this incorporation were tiny*—rather those of an embassy than of an army—and the arrangements arrived at aimed in every case, at the least possible disturbance of the status quo. Amongst other things, it was agreed that there was to be no insistance on the teaching of English. Also, that Islam was to remain the official religion. Consequently no missionary activities were to be carried on without the express sanction of the Moslem authorities. So the immense impetus which the churches have transmitted elsewhere in Africa has been lacking, and in particular their work on education. The influence of the missionaries on education in West Africa can here be estimated by the method of differences, and it is striking indeed. As is inevitable, many people of influence and foresight amongst the Mohammedans now turn round and blame the British because for example, they did not sufficiently stress the supreme importance, throughout the educational course, of English. When the answer is made " You were against it ", the reply comes " You knew better. You should have insisted." It is the one accusation from which no-one who has accepted the responsibility of Government can shake himself free. All the more since the tradition of Islam is the tradition of submission to the Will of God, the acceptance of authority and direction. Lacking direction from rulers, action lags. It is difficult for many of the conceptions worked out in the forest to be applied in the plains. For example an enlargement of indirect rule in the North would mean an increase in the personal power of the hereditary Emir. The dovetailing of the new ways into this power has yet to be accomplished.

49. Secondly, Islam has its own attitude towards women. Its attitude in West Africa towards women's education is an attitude of the greatest caution, not to say hostility. Compared with other parts of West Africa, where the women's side of the house often holds a position of great authority, this is a double handicap. On the Coast it is taken for granted that the women have their own position, unquestioned, and, in the matriarchal states,

* The force which took Kano consisted of 700 Africans and 38 Europeans.
" History of Nigeria " Burns.

of a peculiar importance. Indeed, in the case of the Queen-Mothers in the Ashanti tribes, they have the first word in the selection of the ruler. (It is worth while noting that they exercise this, neither as Queens, nor as mothers, for they are not necessarily either, but rather as combining the weight of traditional place, such as that of a learned abbess of the 13th century, with the personal influence of a powerful leader of society in Victorian England.) This outlook, however circumscribed, is difficult for the Moslem sages to regard as anything but heathenish. The Christian ideal is also unacceptable. Meanwhile, the pagans have no inhibitions about the proper sphere of women. The conception of purdah, or even of the veil, would seem even further out of the question to a pagan woman than to anybody, man or woman, in Great Britain. The whole question of the improved position of women is being argued out, and indeed has been argued out, in many modern Islamic states; but the readjustments necessary before such a change in thought can be made in West Africa are far-reaching. Meanwhile, the old conceptions act as a heavy brake upon the progress desired by the Moslem communities themselves. The hospitals, for example, to be acceptable to Islamic opinion, should in theory provide wards for the Moslem women into which male visitors are not admitted. The difficulties of medical treatment, particularly for women, in backward Mohammedan countries are well known. The employment of Moslem women teachers is inevitably hedged about with every kind of restriction.

50. Nevertheless, the contribution of Islam to West Africa has been great and Islam has still its own part to play in African education. Xenophon tells that the ancient Persian ideal of education was that a boy should be taught to shoot with the bow, to ride the horse, and to speak the truth. The parallel conception of Islam, that education is essentially the inculcation of a code of conduct, is a factor which cannot be neglected in any system of education designed to appeal to West Africa as a whole. The building of character is a vital part of education. The two great schools of thought, Christian and Mohammedan, which have preached their gospels in West Africa, have always had before them perfectly definite ideals of character and conduct, however far believers may have fallen short in practice. These ideals have been accepted by great figures, and have been embodied in doctrines known for many centuries and spread far and wide throughout the world. The Koranic schools were instituted originally to instruct youth in the Book of a world religion. It is necessary to put on record that in 1931 the number of Koranic "schools" in Northern Nigeria is given, according to census figures, as 33,426, all purely voluntary, all maintained by the people themselves, and the scholars as 183,374. Although the vast proportion of these schools are purely Koranic, there are also, included in this figure the "Ilimi" or "law schools" which aim at a general education, including history, geography, Mohammedan law and custom. The Koranic schools of West Africa are in essence simply "a teacher under a tree" and may represent in many cases merely a patter-acquisition of texts and sayings in a foreign and incomprehensible tongue. Their origin, however, was the oldest of conceptions in the field of education, a pupil willing to learn and a teacher ready to teach. They were not intended for material ends but to help the scholars to understand man and his relations to things visible and invisible. West Africa will require always to remember, and often to reinforce itself from, those aspirations which, after all, fired the men who brought it contacts with the outside world, other than those of the trader, or the man with the club, the sword, and the gun.

51. A picture of West Africa must be the picture of a people leading a hard life; largely isolated from world influences, and actively and successfully

resisting many attempts to change their customs and habits by force. It is also the picture of a land where the vast majority of children, even to-day, receive no schooling at all. The percentage of children at school, in selected areas, reaches proportions comparable with those of some parts of Europe. In the coastal and forest regions as a whole it comes down to 17 per cent.; it drops to under 2 per cent. in Northern Nigeria and to an even lower figure for the Northern Territories of the Gold Coast. Two questions arise, " Is it desirable for West Africa to undertake, now, new education intended to reach Western university standards? " and " Even if such an extension is desirable, should it not be preceded by a further extension of primary and secondary education? " In other words, " Why higher education? "

52. In the coastal regions, for a hundred years and more, the mission schools have afforded some acquaintance with the three R's, some access to Western languages and Western thought to those who were willing and could afford to learn. It is important to remember, in estimating the interest of the West African boy or girl in education, and his or her family's desire to take advantage of the facilities that exist, that hardly anywhere in West Africa, in any institution, primary, secondary or higher, is education free. In some cases it is, of course, provided free of charge to the individual scholar, by way of scholarships—but this means that a stringent process of selection has usually to be applied. Yet education is attractive, both to the young people and to their parents, and the present schools are totally insufficient for those who are eager to attend.

53. Next, the need for educated Africans already far outruns the supply, present and potential. This holds good even for those who leave the elementary schools and become clerks without further training and who are at present much the most numerous. It is illustrated by the fact that both Government and commercial firms frequently attract teachers from schools into other walks of life. It is said that this is primarily due to the lower level of salaries paid in the teaching profession, and no doubt this is true—but the fact remains that if an educated African remains in the schools, he is not available for commerce. Yet educated Africans who can pass up the ladder of commerce to the higher posts, will become one of the country's most urgent needs, both commercially and politically. If an educated African leaves the school for the counting-house, or the Government office, his place as a teacher has to be filled by someone whose qualifications are less, not equal, and this in a country where, in general, the qualifications of teachers are admittedly lower than is desirable. Accordingly, many teachers, in Africa as elsewhere, remain in the schools, at considerable sacrifice to themselves.

54. Nowadays the knowledge begins to be widespread, that there is an altogether higher standard of health, of comfort, of nutrition, which can be attained by a modern community, but by an educated community only. Malaria is still the common lot of practically everyone in West Africa, man, woman, and child. Infection by trypanosomes (the organism of sleeping sickness) covers in some areas perhaps 20 per cent. or more of the West African populations. The characteristic tropical diseases are widely prevalent. There is often a resultant lowering of vitality, which leads in a great many cases to a permanently subnormal level of existence. A book might be written, as many books have been written, on this aspect of the problem alone. An ample supply of good water, a knowledge of the laws of sanitation, and an adequate standard of nutrition, will go a long way to prevent the illnesses of which the African is all too conscious. Progress in such matters is closely bound up with a wider extension of education and improvement in economic conditions.

55. Further, there is the knowledge that universal education is the practice amongst the Europeans both in their own countries, and wherever they go. Any suggestion of holding back in educational development arouses instantly the ever latent suspicion to which reference has already been made. " If education is not a good thing, why are you educated?" " If manual training is the proper avenue to understanding, let us see you limit yourselves to manual work." A small boy in another part of Africa, discussing the question of classical education, said to a member of another educational commission, years ago, " We desire to learn Latin because it is your secret language, from which you derive your power ". A free access to Horace may disabuse him of that belief. Mere argument certainly will not. No partnership can succeed if one partner is denied, or even thinks he is denied, the facilities and privileges open to the other. " Neither is the father jealous of his child, nor the teacher of his pupil." It is the glory of a true partner to have trained someone anxious and fit to stand by his side and confront the world's difficulties.

56. When one looks for the root from which West African education sprang one comes back, everywhere and always, to the missionaries. It was the Christian missions who first came out to the Coast without desire for fee or reward. It was the congregations in Britain and America who provided the first development funds, the pennies of poor people, expended without reckoning of capital or interest. It was the Churches in both their African and European membership who first made Africanisation a working creed, and produced the first, and still by far the greatest, large-scale African organisation on the Western model. Finally, it was, and still is, the Churches, who have made it possible to talk of West African education, higher, middle, or lower, as a fact and not merely as an ideal. It is impossible for the full education of some thirty million people, of many religions, to be permanently undertaken by religious organisations controlled from another country thousands of miles away. The time is coming when the Churches will no longer be able to afford either the men or the money to continue the expansion of their educational work at its past rate, since education has now become the aim of West Africa as a whole. The Churches may rightly say however, that it was their work, long and patiently persisted in, throughout both Britain and West Africa, that has made co-operation between the two countries thinkable. This assertion, truly made, gives them the right to be heard on all these subjects, both now and in the future. It is only in the extension of the inspiration which combined ardour and service, that progress in education, and lasting co-operation between the two peoples, will be permanently secured.

57. A forward move in education, with all the urgency that conditions in Britain and West Africa will permit, is justified and indeed demanded, on every ground—that of historical development, of economic necessity, and of the fulfilment of a trust. But the second question remains—" Why higher education? " " Does not the picture just given point, without question, to a general spread of primary and secondary education, rather than of higher education? " To this the answer is simply that the advance must go on all along the front. Schools are not, and especially in Africa to-day, cannot be, simply links in an educational chain. Primary education is a stage in schooling, but it must also inevitably be regarded as a complete course in itself. Secondary education is a training for general immediate activity, a basic education enabling the student to go on to technical training, as well as a preparation for further learning, either professional or general. To suggest that University standards can only be based on universal popular education is to ignore the whole history of universities themselves. The great scholars of earlier centuries were not the product of a universal literacy in every artisan's or peasant's hut. It was the very reverse. The education

of the many was made possible by the prolonged and intense study of the few.

West Africa is in an epoch of its own. Total illiteracy and high standards of learning will exist side by side for many years to come. Only its own members can raise the mass of their own people.

58. In any case, university study by West Africans has been for generations in full swing. African doctors, African lawyers, African teachers, African churchmen, have for sixty years and more, in small but increasing numbers, passed into, and through, the universities of Great Britain, Europe, and America. What has happened is that these facilities are no longer adequate. That development is a first stage, and a most creditable and honourable stage, in the history both of West Africa and of Great Britain.

59. So far this survey has dealt with the difficulties under which the West African has worked. But that is only half of the picture. The other half, equally important, though it must occupy a shorter space, is what he has accomplished in spite of these difficulties. The development of these territories in the last 40 years has been the result of Africans and Europeans working together. The establishment of law and order, the construction of roads, railways, harbours, airports and modern towns; the increased crops, including the export crops, and the growth of the mining industry ; the rising standard of living of the people, including the improvements in health and educational services ; the armies which West Africa has raised and sent overseas during this war and the last ; and the steady building up of representative government—in all these developments the Africans, with the guidance of European skill and experience, have played a great part. They have contributed their share through their labour, through their growing numbers of technicians and through professional men, through their churches, and through their chiefs and other leading public men. Through the spread of education, they have taken an increasing share of responsibility in all the activities which have together raised the standard of living of their own peoples. But Africans at times complain, and not without reason, that the history of their country is often written as though nothing had happened till the Europeans arrived. In fact, by that time the main work had been done. The whole land was populated, in places densely populated, with a tough and vigorous stock, often highly organised and with many achievements already to their credit. They had in fact subdued the tropics. When an African was asked " Have many Africans seen lions? " he replied, " Yes, but not nearly as many Africans as Londoners have seen lions." The West Africans have built up solidly constituted peasant states. They have made their own agriculture. Locally they have smelted ore and worked metals to a high degree of skill. They have organised guilds, such as those of the Awka blacksmiths, whose centre is on the Niger, but whose skill and standards are recognised throughout Nigeria, and trades, such as the remarkable fish trade from the coast to far inland—conducted almost entirely by women buyers and organisers. All this in the heart of the deep forest, or in the arid plains. West Africans do not, in fact, see lions, or even elephants. The animals have given up the contest. Only the insect disputes with man the mastery of this sub-continent.

60. The insect indeed takes a heavy toll. But there is enough surplus vitality left in African man when he has paid this toll, to show that zest in life of which his sculpture or his music are only examples, but which is typified in the smoke from a thousand miles of bush-clearing fires that one can see, from the windows of an aeroplane, or in the endless drumming that one can hear, looking in moonlight towards any African village. Negro music

is familiar to Europe in American settings. But this music in America is strikingly limited in scope as compared with the African stock. The African in his own land sings about work, about hunting, about money, about women, about canoeing, about planting, about war—in short, about all the things that men dwell naturally upon in their minds.

61. The West African's enormous zest overflows into song as it does into his elaborate organisations and rituals, whose language we have scarcely yet begun to decipher, which the rest of the world will never decipher, and whose lessons it will never read, without African tuition. Every now and then one comes on flashes which would light up much of our own forgotten history if they could but be made to last. Ancient European or Asiatic legends have counterparts, alive, and vigorous, governing the lives of many African people to-day. There are many things in West Africa still only half understood. The broad sandals of certain chiefs, for instance, made broad so that the ruler's foot shall not touch the earth at any point ; the earth it is said, is very strong, and the ruler very strong, and if these two strong things touch, the current will " short ", so to speak, and the power will be lost. Where this custom is followed, if a chief has to be deposed, his sandals are simply taken away, and then his foot touches the earth, power is no longer stored in him, and his strength is gone. The conceptions behind this—and so many other beliefs—have still to be unravelled. Africa is one of the source continents, and can strengthen our age, though, mis-handled, it can certainly weaken it. To clear the channels of thought and of confidence between Africa and the Western world may well be to open up a reinforcement of the spirit, of which both may stand greatly in need in the years ahead of us.

62. In any case great developments are under way. Far-reaching changes are inevitable. The West Africans have gone to the wars. They have been instructed in the handling of new machinery. Their troops have been trained to the highest levels, the levels of the airborne units, and, as the Secretary of State pointed out in Parliament, they formed a substantial part of the airborne forces landed far behind the Japanese lines in the heart of Burma, in one of the most adventurous exploits even of this war. We do not know what views the soldier will take of affairs when he returns; but they will certainly have changed from the views with which he set out. Again, coal, the pillar of industry, exists in West Africa, and sooner or later this is bound to take its place in the pattern of our time. There are, in Southern Nigeria, coal-seams up to five feet thick, occurring in strata which extend for hundreds of miles. The existence of lignite beds in Sierra Leone and also in Southern Nigeria, to a hitherto unsuspected extent, has only recently been verified. The manganese and gold of the Gold Coast, and the diamonds of the Gold Coast and Sierra Leone are already well recognised factors in world economy.

63. Somewhere, in West Africa within a century, within half a century—and what is that in the life of a people—a new African state will be born. It will be strong. Its voice will be listened for, wherever there are Africans or African-descended communities, and that is to say both in the Old World and in the New. It will have a vital need for counsellors, its own counsellors. Now is the time, and the time is already late, to train them for their work.

CHAPTER II

THE EDUCATIONAL BACKGROUND

Primary Education

1. A device sometimes employed to describe the educational system in a country is that of a pyramid, the broad base of which is the primary schools, narrowing to the apex of higher education at the top. Except in one respect it is a fundamentally misleading simile, for it implies that the aim of all education is the university. But it does at least show in diagramatic form that all higher education is based upon an extensive foundation of primary education. The itinerary of the Commission recognised this fact by including many visits to primary schools in different parts of the West African territories. This essential glimpse into the groundwork of modern education in West Africa made it possible for us to see the existing educational system* as a whole, primary, secondary and higher, and to appreciate the complex problems of educational development at every level. The figures and maps on pp. 29 and 30 shew the numbers of children attending school in each territory and the uneven distribution of schooling in the various areas.

2. Since our concern is with the development of higher education, we make no attempt to examine or pronounce on the primary schools as they exist to-day. We think however that there are certain leading questions which we should put, because the answers to them throw some light on our conclusions.

3. The first question is about the place of modern primary education in the life of the West Africans. How far is it an alien growth, and how far have the West African people made it their own, and what does that involve? The answer to this question lies partly in the history of the growth of schools in West Africa, and partly in certain salient features of the present primary schools.

4. In the British West African colonies the provision of education has been due largely to the work of the Christian missions, and much of the credit for the present progress must be given to them. With encouragement, but at first with little financial support, from the colonial Governments, the missions from the outset of their work established infant and primary schools in the towns and villages within the orbit of the local church or mission station. As the African churches became more self-governing and self-supporting, they gradually took over the responsibility for maintenance and extension of the schools, since Christian parents wanted their children educated and were prepared to pay fees to get this education.

5. This close connection between church and school, and the almost universal payment of school fees† (graded according to the type and grade of school), show that the African people have made these schools their own and no longer regard them as something planted on them from outside. The great majority of the primary schools and all the types and grades of the so-called‡

* For terms used in West Africa in describing the various grades of school see Appendix II.

† School fees are usually higher in the towns than in the villages, and increase as the pupils advance up the school; for instance, in Southern Nigeria annual fees in infant classes vary from 3s. in rural areas to between 12s. and 20s. in the towns; in the highest forms, they vary from 20s. in the rural areas to between 50s. and 90s. in the towns. Similar ranges of fees are paid in the other three West African Colonies.

‡ See Appendix II.

" bush " schools to-day are not so much the direct concern of the missions nor of the government as of the people acting through their churches. Missions still provide a number of Europeans mainly for the supervising staff, and in girls' schools some of the teaching staff. Government lays down conditions with regard to curriculum and qualifications of staff, and, after periods of inspection and approval, gives grants-in-aid to schools reaching a certain standard. But the main impetus in the starting of new schools, and the steady maintenance of existing schools, is from the people.

6. There are two important qualificafions to be made to this statement. The first is that in Northern Nigeria mission activity has been restricted, mainly out of deference to the feelings of the Moslem population and in accordance with treaty promises. Here we find the centres of Koranic instruction in most towns and villages, where boys, and occasionally girls, learn to memorize and sometimes to read the Koran as part of their training for adult life. In the last 10 years in Northern Nigeria and the Northern Territories of the Gold Coast the Government policy has been to establish schools on western lines in connection with the native authorities. In Southern Nigeria, the Gold Coast Colony and Ashanti, and the Protectorate of Sierra Leone, a number of native administration schools have grown up in the past 10 years—schools which are beginning to show the same eagerness of the people for primary education as is seen in the church schools.

7. Some figures from Southern Nigeria will illustrate this growth of what might be called the " people's " schools for which the local community were originally responsible. These figures illustrate also, in the increase of pupils in the native administration and assisted schools, and in the slight decrease in Government schools, the effect of the Government's policy of developing primary education by assisting locally responsible bodies, rather than by the extension of Government schools.

Numbers of pupils in infant and primary classes

	1933.	1942.
Government	8,000	7,000
Native Administration schools	1,000	8,000
Assisted schools	51,000*	82,000*
Non-Assisted schools	88,000*	179,000*

* Estimates only.

(The non-assisted schools are mainly " bush " schools under church or mission auspices.)

8. The second qualification to the first statement in paragraph 5 is that this interest in and responsibility for primary education on the part of the people is by no means universal and is in fact limited to the areas which have been longest in contact with Europeans. In Southern Nigeria 17.7 per cent. of the school-age children attend school, in Northern Nigeria no more than 1.7 per cent. In the Gold Coast Colony and Ashanti about 15 per cent. of the children attend school, in the Northern Territories under 1 per cent. In Sierra Leone, in the colony about 43 per cent. of the children attend school, in the protectorate just over 2 per cent. In the Gambia, in Bathurst about 51 per cent.of the children attend school, in the protectorate about one-quarter of 1 per cent. These figures are shewn in diagram form in maps 2, 3 and 4, on pages 29 and 30. All these maps show how education has developed more rapidly in those areas which have been longest in contact with European influence. The maps of Nigeria, the Gold Coast and the Gambia illustrate the contrasting development of education, comparing the coastal and forest

belts, which are largely non-Mohammedan, with the open country further inland, which in Nigeria and the Gambia is predominantly, and in the Gold Coast to some extent, Mohammedan.

9. This emphasis on the origin of the majority of the primary schools and on the part played by parents in the payment of fees, and by the churches in school management is called forth by the need for answering the question how far the schools in West Africa are still an alien growth. On the whole we think that they have been and are being adopted by the people as part of their present-day life. This tendency is also evident in the increasing interest shown by many native authorities in the schools for which they have responsibility. In addition, however, education departments in all the territories have played an increasing part in the last 25 years in the supervision and inspection of schools, in planning future educational policy and in administering grants available for educational work.

10. It is in connection with educational policy that we put our second leading question. What is the present function of the primary schools and how is it related to the economic activities of the people? Here again the answer lies partly in the historical development of the schools. When the missions began their educational work they imported the English elementary school curriculum of their day, namely the three R's, religious instruction and, in general, though not universally, a minimum of practical work. Their ex-schoolboys were employed as teachers and clerks, and the main demand of Government and of commercial firms was for boys who knew a little English and could read and write. Both because of the original brand of primary education introduced, and because there was a constant demand for clerical employees, the literary emphasis in the education persisted, and is characteristic of the majority of primary schools to-day in spite of the efforts that are being made to relate education more closely to the life of the community. Education in the primary stages therefore has been, and still is to a great extent, a basic training for wage earning, mainly in clerical work.

11. The great majority of West Africans however are not wage earners but peasant farmers. If primary education is to spread much more widely than at present, is it of a suitable kind for the children of peasant farmers and for the artisans in rural areas? From what we were able to see of the primary schools at work, and from the evidence given in all the territories, it is clear that something like a revolution will have to take place in the curriculum and in the methods of teaching in the primary schools in rural areas, if the schools are to make their proper contribution to the future development of these peasant communities. There are signs in all the territories that both Governments and missions are well aware of the need for a re-orienting of the basic school curriculum, both to meet the needs of the people living in the rural areas and to bring it more into line with modern educational ideas. The place at which this new policy will have to be put into effect is in the teacher training institutions, and we shall return to this in Chapter V.

12. The third question is this. Is it feasible and desirable to expect a system of primary education to spread over the whole of each territory, so that in a given period of years all children of school age will have facilities for attending school? Problems relating to this main issue were urged on us by witnesses in many places, and we ourselves could hardly fail to see that in the eyes of many people this was a far more important issue than the provision of higher education for the few. It was also of course directly related to the previous question, the type of primary education to be given. The Gold Coast was at the time of our visit the only territory which had

drawn up, for the Colony and Ashanti, a plan by which a basic school training was to be made available for every child within the next 20 years. The Government of Sierra Leone had a 10-year plan for educational development which we discussed with the Director of Education, and the Governments of Nigeria and the Gambia had had such long period plans, which were however under revision. In none of these last three plans however was universal schooling contemplated. The main difficulties in the way of extending this basic education and of making it available for everyone are lack of finance and teachers and other staff, with an added difficulty in areas such as Northern Nigeria where there is yet no general interest in modern education.

13. How far the primary education of girls lags behind that of boys all over West Africa is shown by the ratio of the number of girls to the total numbers of pupils in the primary schools. This ratio is in Nigeria only one to five, in the Gold Coast one to four, in Sierra Leone one to four, and in the Gambia one to five. It is clear that a great increase in the education of girls is an urgent necessity.

14. The question which we had to ask ourselves continually was not: " Is universal primary education desirable? " We were all agreed that in the long run it was the necessary basis for progress in political and economic life. Our main problem was this: In view of the immense need for money and people to promote universal primary education, what were the ways in which the necessarily heavy expenditure on higher education could be justified, and were there any direct ways in which the development of higher education could assist in the spread of primary schools of the right type? We have enlarged on this relationship throughout the report. We would emphasise only three points. The first is our main contention, that a sound and rapid development of primary education can only take place if there is a development of facilities for higher education. For we believe that the primary schools should ultimately be staffed by teachers who have had at least a secondary education, and that the latter should be staffed by teachers who have had some post-secondary education in a university or college. The second point is that knowledge of the country, and of its resources and possibilities in the light of modern science, must be studied at the highest levels in order to make this knowledge available for the schools at all stages. In this way rural science and practical skills can be related to the three R's in the primary school curriculum. The third contention is perhaps a matter of faith; nevertheless we are prepared to back the people in this. It is that when Africans have their own centres of higher education, they will learn there not only the knowledge required for a degree, but the way and the will to serve their less fortunate fellow-countrymen. It must eventually be by African money and African men and women that universal primary education will be made possible.

15. We end this section by paying our tribute to the teachers, the parents and the children who are making the " bush " schools and the primary schools the foundations of the educational system. Some of the children will have the chance of climbing up a ladder to the secondary schools and even further. The majority will not. We make suggestions elsewhere in chapter V, para. 23 (4) for bringing to this majority some form of youth service and of adult education that will make their efforts worth while.

The Secondary Schools*

16. By our terms of reference we are bound in our assessment of the present secondary schools to consider whether they have reached a level upon which a university structure can be built, though we know well that there are other

* See Appendix II for terms used to describe various grades and types of school in British West Africa.

criteria of at least equal importance. The secondary school must always have a broader function that that of feeding the university. It must aim at giving a balanced course which must not be solely, or even mainly, conceived as a foundation for a university career. The secondary school will give the best help in the urgently needed speeding-up of West Africa's development if it concentrates on high standards and sends out not only to the university but into a wide variety of callings, well educated young men and women of character who will play a full and worthy part in the social, economic and political life of their neighbourhood. For our particular purpose, the present extent and the probable expansion of secondary education are relevant factors. But quality matters even more than quantity.

17. For the population of about 27,000,000 in British West Africa, there are 43 recognised secondary schools containing in 1942 a total (in round figures) of 11,500 pupils, of whom 10,000 were boys and only 1,500 girls. But these totals do not tell us much. Our Tables I-IV in the Appendix III reveal some extraordinary anomalies. For instance, Gambia with 4 secondary schools obtained 5 passes in school certificate, Gold Coast with 7 secondary schools obtained 195 passes. Sierra Leone's 10 secondary schools entered 39 pupils for school certificate. Gold Coast's 7 secondary schools entered 285. These tables show that among the schools we are considering there is a vast range in size of schools and in the proportion of pupils who complete the course. But there are other anomalies of distribution which the tables do not show at all. For instance, more than half the population of Nigeria is in the Northern Provinces, but of the 30 secondary schools shown for Nigeria in Table I, only one is in the North. In Sierra Leone, there are 9 secondary schools in Freetown; the Colony proper including Freetown has a population under 100,000*; whereas the Protectorate with a population of over 1,600,000 has only one secondary school. Gold Coast's 7 secondary schools are all in the Colony proper; Ashanti and the Northern Territories have none. These examples show clearly (*a*) that secondary education is still almost confined to areas on or near the coast, and (*b*) that where it exists at all it is apt to exist in units much too small to be economic.

18. While our tables indicate the total provision of secondary schools, their quality is harder to assess. Still, an attempt must be made. There is of course a wide range of efficiency, but some general impressions remain, some of weak points, others of merits. In the following paragraphs we draw special attention to noticeably weak points, but we are unanimous in holding a high opinion of the keenness and potentialities of the pupils.

19. If one makes some slight allowance for the facts that English is not their native language, and that, in spite of the modifications made by the Cambridge Syndicate for local requirements, the examination remains one devised for pupils with a totally different environment and background, their results in the school certificate examination are undoubtedly good. As our figures show, of the 884 secondary school pupils who were candidates in 1943, 620 obtained a school certificate—a proportion of just over 70 per cent. But the results in an external examination can be misleading. Teachers can learn the "tricks of the trade," can cram rather than educate, and can cultivate rote memory rather than real understanding. It seemed that many teachers had learnt the "tricks of the trade," and African boys and girls certainly have good verbal memories. Where ill-qualified teachers are employed, something like cramming inevitably results, especially as the certificate examination approaches. Numerous witnesses assured us that this was the case, and that it leads to a narrow concentration on the syllabus just when the boys' and girls' education should be broadening their outlook.

* 1931 Census.

We do not doubt that this often occurs. On the other hand, the classes that we had the chance of questioning seldom failed to respond to general questions (though they naturally often made mistakes). And though they are much more likely than English boys, if asked for the meaning of a word, to give its dictionary definition *verbatim*, they can also, nine times out of ten, re-phrase that definition in their own words, proving that they have not merely learnt it but also understood it. For keenness to learn, for interest in the world at large, and for obvious enjoyment of their schooling, their average level is remarkably good; and these are really the most essential things if a boy or a girl is to profit by a higher education.

20. We are often told that their keenness, about which there can be no question, was prompted simply by the desire to get on in the world and not by educational enthusiasm pure and simple. But we must use realistic and not Utopian standards of criticism. In what country in the world does the economic incentive not stimulate the desire for education?

21. Excessive devotion to bookwork is a real danger. Some witnesses informed us that this fault was commoner in West African than in English schools. It is not unknown in the latter. The safeguard should lie in a wide range of school activities outside the classroom, so that the pupil cannot think of his school-life in terms of lessons alone. We saw evidence in numerous schools of real enthusiasm for football and cricket, for scouting, for singing, and for the making and acting of plays. But obviously we cannot generalise, either as to the proportion of schools where there is an adequate range of these activities, or as to the proportion of pupils enjoying them where they exist. We can only stress the great importance of this side of school life for every school.

22. There are three serious criticisms to be made. Like all generalisations they are not true of all the schools we saw. And not one of them is a criticism of the "raw material," i.e., of the boys and girls themselves.

23. In each of the dependencies efforts are being made to extend the teaching of science in the secondary schools. Progress is necessarily limited owing to the inadequate provision of laboratories and equipment, and the difficulty of securing suitably qualified teachers. In a large proportion of the schools the laboratories are unattractive rooms with little apparatus, and the teachers strive earnestly to cover the examination syllabus with little attempt at demonstration or experiment. In general it is only in the Government schools that science teaching is reasonably good. In the mission schools the difficulties of expense and staffing have seldom been overcome. Yet they must be overcome if the mission schools are to justify their claim to full secondary status.

24. It is not surprising therefore that when we asked individual pupils which subject they liked best, science was scarcely ever given as the answer. Yet, in our view, if agriculture, local industry and health services are to be rapidly developed in West Africa, it is essential that the schools should encourage an increased appreciation of science and of scientific methods. We recognise the difficulties which have to be overcome if this is to be achieved. It is clear that in West Africa few schools can spend as much as is desirable on science teaching, and also that at present it is impossible to obtain much equipment; things that almost every British school takes for granted, such as gas and electricity services, are simply unobtainable in most African schools. But special difficulties call for special efforts. Science teaching from a text-book without practical work for the pupils is a sheer waste of time. If simple laboratories are planned and apparatus carefully chosen for the purpose, the development of science teaching need not be disproportionately expensive.

25. We believe that much could be done if the science curriculum were designed to bring it into closer relation with the life and environment of the pupils. Even if the examination syllabus of the more senior pupils is for the present unchanged, we suggest that efforts should be made to rouse the interest of the younger boys and girls in their surroundings. Much use should be made of local material for these early science lessons. We saw a few instances where science teachers had set up simple experiments (such as demonstrations of plant respiration) or had encouraged the collection of local biological material; in those schools the teaching of science and the interest shown by the pupils were on a different level from that found elsewhere. It is apparent to us that in general the standard of science teaching will only be improved when properly qualified teachers are available, with sufficient knowledge to make use of local material as a basis for much of the early instruction.

26. The standard of spoken English is, generally speaking, unsatisfactory. The average level of fluency is good, and the written work in English, though it naturally tends to be more formal than that of the English schoolboy writing his mother-tongue, reaches a decent standard of accuracy. But in oral work the position is much less good. There are schools where, though clearly teacher and class understand each other, the visitor from England could hardly follow the English of either. This should be recognised, and special attention paid to careful phonetic training in the areas where this difficulty is found. Pending the development of much more advanced courses for African specialists in the phonetics of English, the specialist teacher of English in any secondary school ought if possible to be an Englishman. We heard the argument that, so long as the Africans understood each others' English and could write correct English, it did not matter if their pronounciation diverged widely from that of Englishmen. We cannot accept this argument, which would tolerate a serious limitation of the personal contacts between Africans and Europeans.

27. The low level of many secondary school teachers' academic qualifications is shown in Appendix III, and is also mentioned in our chapter on teacher training. It is still common to find classes being prepared for the school certificate examination by teachers whose own education stopped at the school certificate level. It is essential that the teacher should be thoroughly at home in the subjects that he professes to teach and should have a wide margin of knowledge and interests beyond the level prescribed for his pupils. Out of that margin come all the things that add life and variety to his teaching, the things that make the difference between cramming and real education. Considering this handicap, many of the teachers deserve great praise for their efforts. But the academic qualifications of secondary teachers must be drastically raised before the schools as a whole can give a good secondary education.

28. One result of this is that there is practically no sixth form work in the schools. The curriculum ends with school certificate. In the long run this must be altered. But for some time to come, and largely because of the need to learn English and then use it as the medium of education, pupils will probably not take the school certificate till an average age substantially higher than in England. The average age of candidates taking the Cambridge certificate examination from West African schools in 1943 was apparently 20 years 1 month. (A large percentage of the candidates were unable to state the date of their birth, so that the figure just quoted must be treated with caution. But it must represent something like the truth.) While this state of things lasts, we feel that it is wiser to collect those pupils who are to continue beyond school certificate into a college, than to encourage the formation of very small sixth forms containing " schoolboys " aged well over twenty. Pupils will

therefore enter college before they have been able to specialise to any great extent in their subjects (this is not an unmixed disadvantage), but also without having had much chance to learn how to find things out for themselves. A good sixth form in Great Britain can give this chance of independent study, and it is most valuable. But under present conditions, work beyond the school certificate stage must be postponed from school to college in West Africa.

29. Inevitably the best schools are those with most teachers who have a first-hand knowledge of the educational standards of a highly-developed country, in most cases Great Britain. We met Africans trained in England who were doing quite first-class work in secondary schools, in the training of character no less than in their teaching. But for a rapid raising of standards, still more for a rapid expansion of good secondary schools, enough Africans with the right qualifications simply cannot be found, and we believe that a very substantial strengthening of the secondary schools by the employment of more Europeans of high qualifications is highly desirable. (This is not to be regarded as an alternative to bringing as many selected Africans as possible to Great Britain to complete their training, until the proposed teacher training courses are established in West Africa, but as an additional measure as discussed in Chapter V.) It would be a temporary "priming of the pump" at the secondary school level. The more successful it is, the sooner will the need for it cease. It may not be easy to find the recruits, and it will certainly be expensive. But no other policy will bring about rapid improvement, nor give such effectual help to our long-term proposals for enabling Africans to reach the highest university standards in their own country. We have considered whether such a policy of strengthening the secondary schools should not precede the development of university institutions. As an alternative to the setting up of university standards we reject it. The need for highly trained Africans is too great to be met in any other way than by training them in their own country, and the secondary schools can already provide, albeit somewhat unevenly, the necessary minimum from which to build higher. But as a supplement to our proposals we can hardly exaggerate its importance. In this connection we heartily welcome the proposals of the McNair Committee* (paragraphs 476-484 of their Report) for a scheme by which school teachers in England could take a teaching post abroad for a substantial period without losing pension rights or prospects of promotion on their return.

30. We were impressed with the wastage from the teaching profession due to the counter-attractions of other forms of employment. We consider it essential that the conditions of service should be such as to ensure continuity and an adequate status to the profession and to secure a decent standard of living for those who are entrusted with the education of the future citizens of British West Africa.

31. There is some danger lest the very strong demand for more secondary education (intensely strong in some parts of West Africa) should lead to the setting up of more secondary schools by missions, native authorities, or private individuals, with no guarantee and no likelihood that they will reach a bare minimum of efficiency either in the qualifications of the staff or in premises and equipment. Once such schools are in existence it is difficult for the Government to suppress them, since their proprietors can misrepresent the Government's action as an attempt to keep the African from education. Nevertheless, we think the nettle should be grasped, that minimum standards

* Report on the Supply, Recruitment and Training of Teachers and Youth Leaders. Board of Education. Published by H.M. Stationery Office, 1944.

of staffing, premises and equipment should be clearly laid down, and that schools not reaching such standards should not only receive no Government grant but should not be allowed to call themselves by any such name as secondary school, high school, or grammar school until they can reach a satisfactory standard, though *bona fide* efforts to that end should be encouraged. Such schools exist and they are a source of weakness in every way. This makes it all the more necessary that the training of well-qualified secondary school teachers should be expedited.

32. On the vexed question of the right examinations for African schools, we can only say this. Ultimately African schools should take an examination set in Africa. But until such an examination is accepted by British universities and professional bodies as equivalent to an English qualification, Africans will inevitably look askance at it.

33. It is still fairly common for West African secondary schools to enter pupils for the Cambridge junior certificate. While secondary education in any country is still in the earliest stage of development a junior examination of this type has the merit of offering a goal that can be reached, and reached at a reasonable age. But wherever it is used it is regarded by many parents and employers as a terminal point, whereas, in fact, its standards are altogether too low to mark the end of a secondary course. We consider that if pupils are to receive secondary education at all, they should go beyond the junior to the full school certificate, and we hope that in West Africa the use of the junior certificate will cease at an early date.

34. The secondary education of girls everywhere in West Africa, except in Freetown and Bathurst, lags behind that of boys. The ratios of the numbers of girls to the total numbers of pupils in the secondary schools in the various territories are:—in Southern Nigeria one to eight, in Northern Nigeria one to sixteen, in the Gold Coast one to eight, in Sierra Leone two to five, in the Gambia (Bathurst only) two to three. We have remarked in Chapter I that in the non-Mohammedan areas of West Africa women have always exerted a strong influence. If they are to continue to make their full contribution to the life of West Africa, it is essential that the secondary education of girls should catch up with that of boys.

35. There are discouraging things in the picture. In their comparative scarcity, in their lack of highly educated staff, and in their defective or non-existent science teaching, the secondary schools of West Africa to-day somewhat resemble the emerging secondary schools of England some forty years ago; and in England the biggest single factor in raising standards was the increased flow of graduates, especially in science, that the modern universities were able to produce in spite of the defects of the schools which supplied them. All the discouraging things are remediable, though this will take both time, which is grudged by a people rightly anxious for progress to be accelerated, and money, which is at the root of so many West African difficulties. Great efforts and patience will be needed. But our last word on the secondary schools is quite definitely a word of hopefulness. The root of the matter is there. There are good schools, and there are more schools doing some good work under great difficulties. There are boys and girls working hard without losing their liveliness of mind and body. Many of the schools are boarding-schools which use their extra opportunities to make school life not merely the sum total of lessons, but a practical training in citizenship as members of a real society. Strict discipline is cheerfully accepted. Self-government on the lines of English schools is a known objective. Given the proper opportunities the boys and girls of West Africa will respond to the full.

Some observations on the Relation of Education to Political, Social and Economic Development

36. Before we pass on to the main section of our Report, namely the higher education of the few, there are one or two general points which we should like to make about the education of the many. A rapid general advance in the standard of living in West Africa will hardly be achieved until the masses of the people themselves are able to understand what advances are possible and are willing to work for such progress. At the same time we believe that if knowledge of these standards and the determination to achieve them is to be spread rapidly, it must be done largely by Africans themselves. We have made our recommendations for providing wider opportunities in higher education in order that there may be an increasing flow of skilled and responsible Africans who will be able to help the mass of their own people in a drive forward towards better standards. If such aid is to be fully effective, it is essential that the masses of the people should be able to help themselves; it will not be effective if they are allowed to lag far behind, and are wholly unable to understand the world of ideas and activities into which the colleges and universities introduce their students.

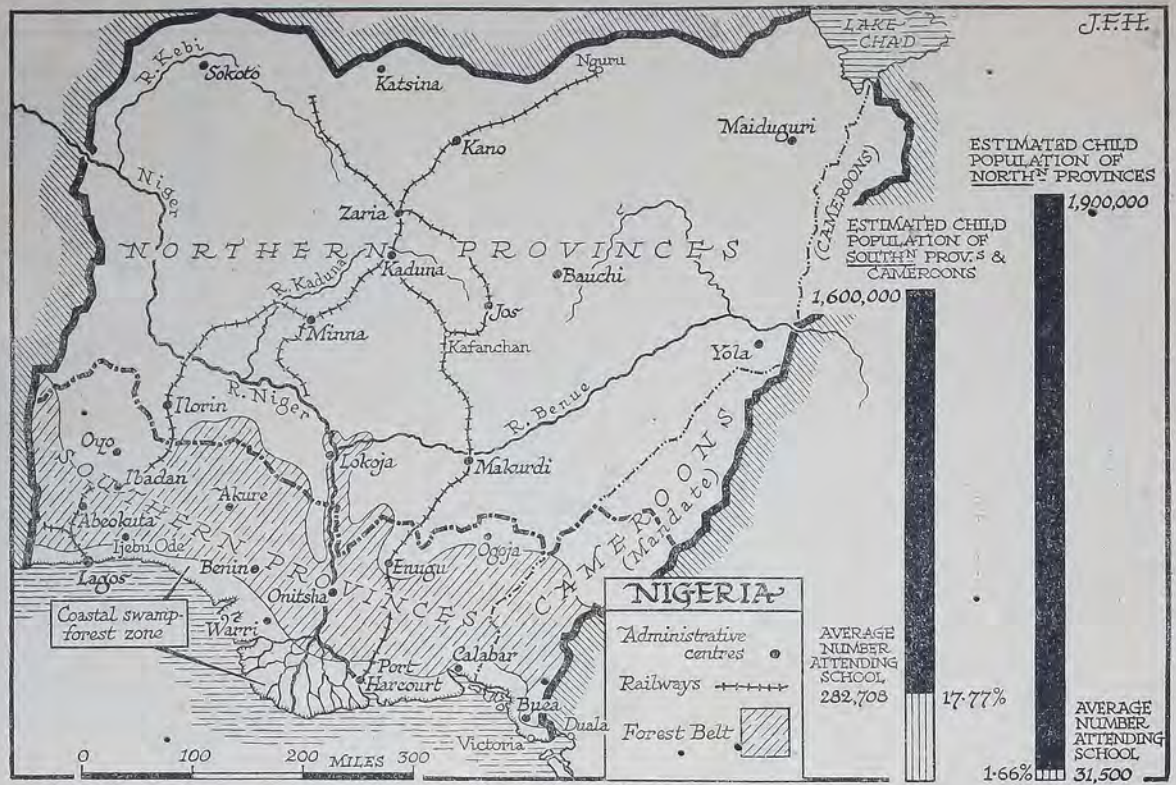
37. First of all we endorse the opinion expressed in the Mass Education Report* that adult education, and especially adult literacy, is an essential foundation of intelligent citizenship in the modern world. Parts of West Africa are still backward and undeveloped. They will not remain so long. As economic development advances, so must also the political education of the people in the practical duties of citizenship and of democratic local self-government. Ability to read and write, to understand the course of events and to form judgments on government policy is one of the necessary steps to this end. We make practical proposals later on about the way in which centres of higher education can further the cause of adult education.

38. In the second place, we are deeply concerned about the backwardness of women's education, especially since all improvements in the homes and in the bringing up of children will be delayed until a great drive is made to educate the women and girls. We have stated elsewhere in our Report our belief that improvement in general health and in hygienic conditions of living must be one of the main targets in the general progress of the people. The health and hygiene of the masses of the people in West Africa are largely in the hands of the women. While the women and girls are uneducated, little or no progress can be made.

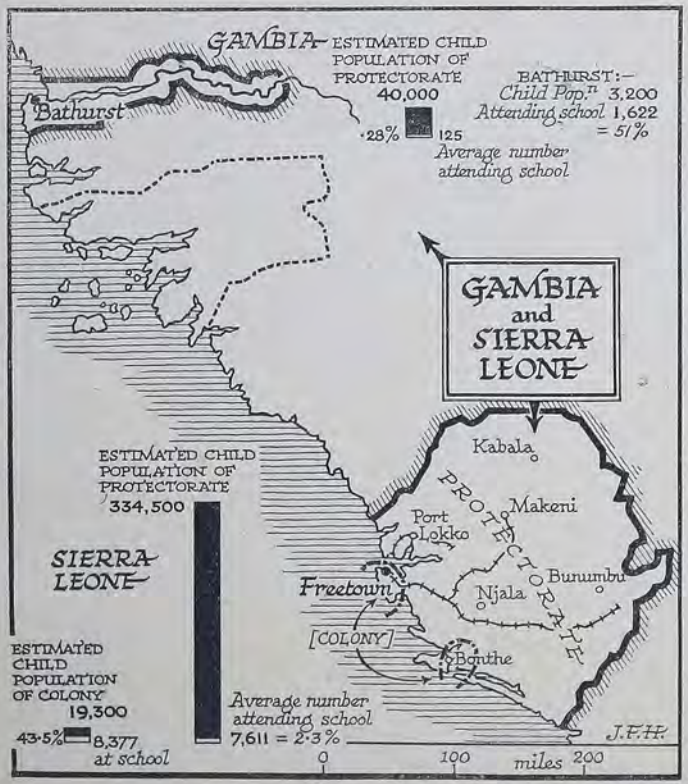
39. Thirdly, the standards of production generally, of foodstuffs, economic crops, local industries and crafts, are all far too low. Any great increase in the wealth of the country is unlikely unless the people accept new technical knowledge, new methods of production, new incentives to produce more goods and increase their distribution. We refer elsewhere to the need for improved agricultural methods, and to the need for further facilities for technical training at every level. Advances in these directions, however, will not be used to the best effect unless the schools and adult classes awaken new incentives and point the way to new achievements.

40. In the fourth place the schools, the youth services and adult education must make a contribution to the wise use of leisure. Many of the traditional forms of leisure-time activities, in which the people in the villages joined together, are in danger of dying out. To help young people both to enjoy

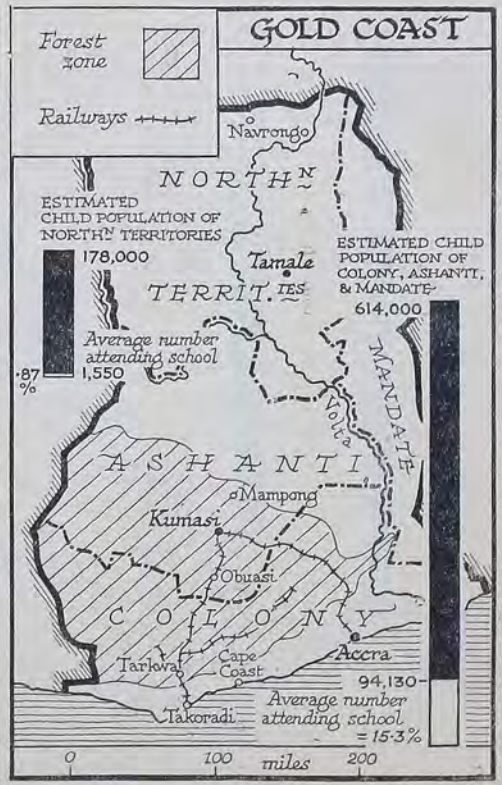
* "Mass Education in African Society". A report of the Colonial Office Advisory Committee on Education in the Colonies. Published by H.M. Stationery Office in 1943 as Colonial No. 186. Price 1s.



MAP 2. School Population.



MAP 4



MAP 3

School Population

their leisure and to cultivate a strong sense of practical citizenship some of the traditional forms of amusement should be fostered and developed, and new interests such as libraries, debating societies, women's institutes, and scouting should be encouraged. Already some schools are providing a new stimulus to old and new forms of the drama, music, and dancing; many of them encourage athletics and some are able to maintain libraries. All schools might with advantage take a greater share in encouraging such activities. We shall refer to this again in Chapter V in connection with the training of teachers.

41. Finally, we look to the schools and to all community activities for the training of character. It is impossible to give that character training in the centres of higher education if the seeds have not been planted in the earlier years at school. In the old African traditional life behaviour and moral standards were taught in the home and in the community. Every year now more children in West Africa spend a great part of their time in school. During that time they are away from the influence of their parents and thereby miss the training they used to undergo as they worked in their family group. It is now therefore the duty of the schools to supplement the character training of the home, especially in helping boys and girls to meet the new problems which contact with the modern world is bringing into every town and village.

42. Many of the young pupils of to-day will later have to fill positions of responsibility, and their responsibilities will extend to people far beyond the group to which they owe a traditional loyalty. This will call for the practice of tolerance, for objective thinking and for work carried out in the spirit of disinterested service. For the discharge of these responsibilities, character will be as essential as intellectual attainment, and sound judgment more important than a school certificate. In fitting young people to play a useful part in a wider community the schools have a most important responsibility. Standards are changing and traditional authority is challenged, but we believe that the sound commonsense of the African peoples will find the way to achieve this most difficult and important object of education.

CHAPTER III

THE HIGHER COLLEGE YABA, ACHIMOTA COLLEGE, FOURAH BAY COLLEGE

Present Facilities for Higher Education in West Africa

1. The present stage in the development of higher education in each colony has been attained in the face of many difficulties. Until recent years the numbers of students seeking higher education have been small, and the standard of their previous general education has in many cases held them back. This has been due largely to the shortage of qualified staff both in the primary and secondary schools, and to the comparatively slow development of the latter. In addition, English is a foreign tongue to nearly all of the students and they are severely handicapped by having to study in a language which is not the language of their homes; many students also lack facilities in their homes for study or discussion of their student interests.

2. Of recent years the schools have produced far more students, better qualified for further study, who have sought higher education in all its forms. This expansion of student numbers is reflected both in the growth of the colleges providing post-secondary courses in West Africa and in the number of students who have come to the British universities.

3. In each of the three largest colonies there has been some provision for post-secondary education, but this has varied in a most marked manner.

4. The oldest institution, Fourah Bay College in Sierra Leone, was founded and is largely maintained by the Church Missionary Society. It has for nearly 70 years been affiliated with the University of Durham. Its students are drawn both from Sierra Leone and from the other parts of West Africa which until 1929 made no provision for higher education. They normally pursue the course for the pass B.A. degree of Durham University and in some cases the courses for that university's diploma in theology or education. The college has been maintained, especially in recent years, in the face of great difficulties.

5. In the Gold Coast there was no provision for higher education until 1929, when a higher department, known as the "University Department", was opened at Achimota. This has been developed as an extension of the school. Both were founded and are maintained wholly by the Gold Coast Government, though they are governed by an independent council containing a large majority of non-official members, both African and European. The university department at Achimota prepares students mainly for the external Intermediate examinations of the University of London in arts and science. It also prepares students for the London external degree of B.Sc. (Engineering), although the numbers taking this course have been small.

6. In Nigeria the general development of higher education began with the opening of the Medical School in 1930, and the Higher College, Yaba, which was formally opened in 1934. These institutions were founded, and are maintained, by the Nigerian Government. Their students work for the Nigerian local medical qualification and Nigerian diplomas in science, engineering, survey, agriculture, forestry and animal health. They only rarely take external examinations, the training provided being mainly vocational and related to posts available in Government service. The college has provided arts courses and maintains courses for the training of teachers.

7. We now describe in more detail the Higher College, Yaba, Achimota College, and Fourah Bay College. Descriptions of the schools providing specialist courses in Nigeria will be found in later chapters, the Medical School in Chapter VI, the Schools of Agriculture, of Forestry and of Animal Health in Chapter VII and the Survey School in Appendix VI.

THE HIGHER COLLEGE, YABA

Introduction

8. Facilities for higher education in Nigeria are much more varied than in the sister dependencies. Courses of approximately the same length as those given in Great Britain are provided in agriculture, forestry, medicine, veterinary science and engineering. Save for engineering these courses are given in schools situated at the headquarters of the appropriate government department to which students proceed after receiving their fundamental training in science at the Higher College, Yaba. On the successful completion of their courses at these schools the students receive the Yaba diploma.

9. The Higher College, Yaba, was formally opened in 1934 after occupying temporary buildings for the previous three years. Its immediate object was to fit students to receive various forms of training in Nigeria so that they might take responsible positions in the service of the different government departments. It was recognised that in the early years of this ambitious programme the standards reached would not be those of university degrees, but the intention was that they should progressively rise to that level. In the words of Sir Donald Cameron at the opening ceremony, " As the level of attainment of students who matriculate at Yaba rises in proportion to the improvements in the schools from which those students come, the standard of the work at the college will rise in a corresponding degree, and we look forward to the time when it will be possible for men and women to obtain at Yaba external degrees of a British university." The Higher College, Yaba, is concerned exclusively with post-secondary education, and its buildings were designed for this purpose from the start.

10. Three of the six separate blocks of buildings are devoted to the subjects of physics, chemistry and biology, and engineering; the fourth provides for administrative purposes and a library, and the fifth for lecture accommodation; the sixth accommodates the students.

11. The physics building contains a laboratory for a class of thirty-five students, all the benches of which are fitted with both direct and alternating current, a lecture room for forty-five students, and a dark room and preparation room; there is also a workshop, well equipped for metal and wood working, where the engineering students construct engineering models and scientific apparatus for use in the laboratories.

12. The chemistry section of the block of buildings, which serves both for biology and chemistry, contains an elementary laboratory for sixteen, and a senior laboratory for twenty students, with balance and preparation rooms; the biology section has two laboratories, one for twenty and the other for thirty-five students. The engineering block contains a drawing office and a lecture room, each for twenty students, and a store room.

13. The upper floor of the administrative building serves as a library, which is airy and reasonably adapted for present needs. It contains some 3,600 volumes, mainly text books and works of reference in science; the annual expenditure on books has seldom exceeded £60 in any one year, and the total expenditure has been £910. On the ground floor of this building there are the usual offices and a small staff common room.

14. The residential block of buildings contains four large dormitories which accommodate eighty-eight students in all, and four large common and dining rooms served from a kitchen well equipped with electrical apparatus. Medical attention is provided through the services of a visiting medical officer who also gives guidance as to the dietary of the students.

15. The lecture accommodation is provided by a hall for two hundred students and six lecture rooms each of which is adequate for thirty students; two of these latter rooms are in use for other purposes, one for mechanics and the other as a room for models of building construction.

16. Occupation of the buildings for war purposes prevented us seeing a number of them under normal conditions. But from our inspection it was clear to us that the design, furnishings and fittings of the laboratories and classrooms were admirable. The standard of the scientific equipment and apparatus varies from subject to subject, but in broad terms it may be described as fully adequate for the scope of the work which the college is at present undertaking.

Courses

17. The courses given at the College may be classified under three headings. First, the science courses for students who are to become Assistant Agricultural, Forestry, Medical, Survey or Veterinary Officers.

18. Second, the course for engineering students which extends over four years and includes two months' practical work each year in the vacations; arrangements for this practical work are made by the Director of Public Works.

19. Third, the courses for secondary school teachers. The training of science teachers has naturally been the more important aspect of the teacher training activities, although some attempt has been made to provide courses for both Government and mission school teachers not concerned with science. In this arts course, which has been temporarily discontinued for the reasons given in paragraph 33, the subjects were English language and literature, geography, history, elementary mathematics or Latin. In the science course, two subjects are taken: either mathematics and physics, or chemistry and biology. The course for teachers now follows the general pattern in universities in Great Britain; the academic course extends over three years while a fourth year is devoted to the theory and practice of education with teaching practice held in six selected secondary schools in Lagos. Since 1933, 60 students have completed the course and 53 of these are still teaching. In 1944 there were 66 students in training as teachers.

20. The length of the general courses, and of the professional courses which follow them and the location of the professional schools are as follows:—

Subject	Length of general course at Yaba (years)	Length of subsequent professional course (years)	Location of professional school	Approximate distance from Yaba by rail or road (miles)
Agriculture ...	2	2	Ibadan	108
Forestry	2	2	Ibadan	108
Engineering ...	4	—	—	—
Medicine	1½	5	General hospital, Lagos.	6
Surveying ...	2	2	Oyo	141
Veterinary Science	1½	5½	Vom	733
Teacher Training	3	1	—	—

The professional schools are discussed in Chapters VI, VII and VIII.

Staff

21. The present academic staff numbers 9; it may be divided into two groups. The first group comprises members of the staffs of government departments who have been subsequently appointed to the staff of the college; the second those directly recruited to the staff. Among the former are the Acting Principal who is also lecturer in science; these Europeans, together with the African assistant to the lecturer in mathematics and physics, have all spent varying periods of service in the Nigerian Education Department. In this group also is to be included the officer who is seconded every two years from the Public Works Department for the teaching of engineering subjects. In the second group are the European lecturers in chemistry and zoology, and the African lecturers in botany and physics. All the lecturers hold full-time posts while on the staff of the college. Eight of them hold bachelor or higher degrees of British universities, and the other the teaching diploma of the college itself. Four members also hold British professional teacher training

qualifications; two others have held junior posts on the staffs of universities in Great Britain, and are the only members of the staffs of the West African colleges with university teaching experience in Great Britain. Of the three African members of staff, two have obtained by study in Great Britain, B.Sc. honours degrees of London University after first completing the three years science course at Yaba in physics and mathematics, and in chemistry and biology respectively.

Finance

22. As to the finances of the college, the cost of its buildings was about £40,000. This expenditure was met from Nigerian Government funds with the inclusion of a sum of some £6,000 for buildings and some £4,000 for equipment from the Sir Alfred Jones Bequest. The recurrent expenditure in 1934-35 was £9,567, of which the main items were £4,883 for salaries, £3,250 for scholarships tenable at the college and £1,363 for general upkeep. By 1943-44, the expenditure had risen to £16,137, salaries accounting for £11,051, scholarships £1,300, general upkeep £1,976 and general transport £1,692; this latter sum appears to be a consequence of removals caused by the war. The annual expenditure on equipment, apparatus, laboratory materials, text books and library additions and replacements has been of the order of £600. Apart from the fees the cost of maintaining the college is met exclusively by the Government of Nigeria. During the period 1937-43, eleven scholarships were awarded to students for study in the United Kingdom. The total cost of these overseas scholarships, which were tenable for periods of from one to three years, was £3,114.

23. The policy regarding fees is a liberal one. The inclusive fee for Nigerian students is £50 a year. This fee has, however, only been paid infrequently, first because up to one-third of the students receive free places on the results of the entrance examination; second, because for the rest the fee is reduced to £15 in the case of students unable to pay the full fees; even this reduced fee may be paid by instalments after qualification, and if the student fails to qualify, the fee is remitted. Whatever fees are paid, they are payable only for the first three years of a course irrespective of its length. In the case of students coming from other territories, for whom the fee is £75, the fee is however payable for the full period of the course. Further, students who enter as prospective teachers for mission schools are educated free of cost provided they undertake to teach for five years in the mission schools after their training is completed. This system was adopted in the hope of raising the quality of science teaching in mission schools; it is however not been very fruitful because many of the students have proved incapable of completing the course, or have entered other employment.

Admission

24. Admission to the college is through a competitive entrance examination in which the subjects are English, geography, history, chemistry, physics, biology and mathematics, and there are usually some 150 candidates for the 35 to 40 places annually available. The inclusion of the science subjects in the entrance examination means that the field from which students are drawn is limited largely to the pupils of Government secondary schools, where facilities for science teaching are further advanced than in the mission schools. As a result, the college, the work of which is so largely concerned with science, does not draw on as wide a field as would be available if science teaching of adequate standard in the schools were more widespread or an alternative method of selection were used.

25. Admission to the college is through a competitive examination because the number of available places is largely restricted to the prospective vacancies

in the different Government services. This limitation presents great difficulties. It is natural that students should wish to enter the professions in which the conditions of service exert the greatest appeal, and in Nigeria, as in Great Britain, students prefer professions such as medicine which are associated with the amenities of life in towns. In consequence, the staff of the college is confronted with the difficult task of allocating the students to professions in accordance with the needs of the Government departments rather than in accordance with the students' desires. We do not need to enlarge on the obvious handicaps which such a system presents.

26. The number of students admitted to the college in 1934 was 18; by 1940 the new admissions had increased to 30 and during the last four years have remained approximately constant at 36. The total strength of the student body has correspondingly increased from 67 in its earlier years to about 95 since 1939. Some 365 students have entered the college since its foundation in 1930. Since the college is an institution designed to prepare students for the departmental services of the Nigerian Government, its students have been very largely drawn from Nigeria, although a few students have come to it from the Gold Coast, Dahomey and Sierra Leone. All its students, save two, have been men. The age of admission usually varies between 19 and 23 years, although in the case of medical and veterinary students it may reach 25 years.

27. In February, 1945, there were 193 students from Nigeria in Great Britain and Eire. 138 of these were studying in the universities, and were divided by subjects as follows:—medicine 45, law 30, social science 16, moral science 1, languages 5, other arts 6, science 8, mathematics 2, engineering 7, architecture 1, music and art 1, commerce 8, teacher training 3, other subjects 5. The remaining 55 students were engaged in other courses in Britain: of these about half were law students (see Appendix IV).

Employment of students

28. Analysis of the information supplied to us concerning the history of 181 students after they had left the college, illustrates how far the college is succeeding in its purposes of providing men for higher posts in Government service. From this information it appears that 58 students have been absorbed by educational services including 36 as science teachers; 31 by the Public Works Department, including 19 in the engineering grade; 22 by the Medical Department, including 20 as assistant medical officers; 19 by the Agricultural Department including 15 as assistant agricultural officers; 3 by the Forestry Department as forest supervisors; 8 by the Survey Department, including 6 as surveyors; in addition 31 students became clerks either in Government or other services while 9 entered industry in various capacities. These figures, and other figures submitted to us, lead us to think that about 80 per cent. of these 213 students are still holding the type of post to which their education at the college had been directed.

29. That the numbers of students have not increased further is due to a variety of factors. It must obviously depend on the fact that the number of admissions is limited to the likely future vacancies in the different Government departments. Indeed only in medicine are new students admitted each year; in agriculture, forestry, veterinary science, engineering and surveying, the courses begin only in alternate years.

30. We were informed, however, that the needs of certain of the Government departments could not be met by the present output of the college, and that insufficient numbers of students capable of completing the courses entered the college. This may be due in part to the conditions of service following

the completion of certain of the professional courses being insufficiently attractive to potential students, rather than to a general lack of a sufficiency of students of the desired quality. As we have said earlier, only one in four of the candidates for entrance gains admittance, and this might imply too rigorous an entrance examination. Nevertheless during the period 1935-43, 30 students left the college because of failure in the junior examination which is held at the end of the science courses, while 20 students who completed these courses failed in their final examinations. Thus 20 per cent. of the students who pass the entrance examination fail to complete the courses on which they have embarked.

Examinations

31. While the students at Fourah Bay and Achimota Colleges are prepared for certain of the examinations of the universities of Durham and London respectively, the Higher College, Yaba, has discouraged its students from the taking of London external degree examinations. This has been done in order that the curricula in certain subjects might be related to local background and in the hope that, with curricula less restricted by the limits of external examinations, the courses might receive broader treatment. As part of this policy of building up its own standards, the college holds, as we have said, its own entrance examinations even though its prospective entrants have all taken the Cambridge school certificate examination.

32. We are in full sympathy with the objects of this policy. Nevertheless it has, in practice, hindered the progress of the college. It has meant, for instance, that in contrast to that of the sister colleges, knowledge of its work in Great Britain is extremely limited. Yet its laboratories and their equipment and the standard reached in its science teaching are the best in British West Africa. Further, the fact that its students receive diplomas which have so far not been recognised outside Nigeria, has given them a sense of frustration; for Nigerian students like any others naturally prefer to be measured against the internationally recognised standards of British degree examinations. This is illustrated by the fact that without encouragement, some students have presented themselves as candidates for the London examinations. Thus in the period 1934-1943, 17 students have passed the London Intermediate science, 5 the Intermediate arts, 6 the Intermediate commerce and 1 the B.A. (Honours) examination. The strong desire to achieve an external standard is further shown by the fact that evening classes giving courses for the London Intermediate arts examination are conducted by private endeavour in Lagos and elsewhere.

Effect of the war

33. The college has suffered grievously from the effects of the war, for its buildings were requisitioned for war purposes. As a result, it has had to endeavour to carry on its work firstly in part at Achimota College in the Gold Coast and in part at the Church Missionary Society Grammar School, Lagos; later at Umuahia and now at Igbobi which is some two miles from the site of the college. The loss of its laboratories must have presented serious problems in the maintenance of the standard of its science teaching in a territory where, as we have pointed out in chapter II, laboratory facilities are so poor; the temporary loss on war service of members of its staff concerned with the arts courses, has meant that these courses have had to be discontinued. We sympathise with both the students and the staff in this serious dislocation of their work. It is indeed a tribute to their enthusiasm that the college has survived these grave difficulties. The fact that 32 students resigned during the years 1941-43 is not surprising, particularly when it is

remembered that the majority of these students were arts students whose courses had, because of loss of staff, been reduced to one subject.

34. Since the college had only just begun its work in newly adapted premises at Igbobi when we visited Lagos the second time, we were unable to obtain first-hand impressions of its corporate activities. In its earlier days, the college was conducted on a modified secondary school system; this method was abandoned when it was realised that it was unsuitable to the growing maturity of the students and would hinder them in the later acceptance of responsibility. We were informed that the vigour of the student societies varied with the interest taken in them by members of the staff, and that keen interest and skill was shown in games. But as we say, we ourselves can express no views as to the part which the corporate life the college plays in the development of the student in the wider sense.

General observations

35. We conclude our account of the Higher College, Yaba, with some general observations. As we have said earlier, the step which the Government of Nigeria took around 1930 to provide opportunities for Nigerians to obtain training of a standard which would enable them to enter the Government services and eventually attain the professional level was, in the prevailing circumstances of finance and the standard of secondary school education, one which was commendably bold. It was bold because the college began its work in 1932, although until 1928 King's College, Lagos, was the only school in Nigeria where any serious attempt to teach science was made, and it has fallen to this school, together with the Government schools at Ibadan and Umuahia where science was first taught in 1929, to act as the main feeders of the Higher College. In our opinion, the deficiencies in the school education, particularly in science, in addition to factors already mentioned, have made it difficult to carry out the programme of development which was planned. We have discussed the problems of secondary education in chapter II. Here we would emphasise that the students entering the Higher College have been handicapped by the deficiencies of their school training and have found it difficult to reach the high standard which the staff has endeavoured to establish.

36. Whatever the policy may have been we recognise that lack of funds made it inevitable that the departmental schools should be carried on at the headquarters of the Government departments through which their teaching staff could alone be provided. This has meant, as we show in paragraph 20, the separation of the students during their professional courses into small groups widely separated from each other. In consequence the college has lacked that impetus to the development of wider interests which results when teachers and students of different subjects share a common corporate life. It has meant also that the professional education has been too narrowly vocational and has lacked the wider qualities which it should possess. Even though we recognise the difficulties, we were surprised that there was no machinery whereby representatives of the staffs of the Higher College and of the different professional schools could meet for discussion of policy, the more so since the diploma which the student receives at the end of his professional course is that of the Higher College.

37. We are of the opinion that two facts, first, that the principal of the college has not hitherto been specially engaged for the post, but seconded from the Education Department, and second, that there has been no governing body, have reacted against the progress of the college. Its administration by the Acting Principal on behalf of the Director of Education, who consults the Governor and the Chief Secretary when questions involving major decisions arise, cannot have provided the college with the help which would have been

available through a governing body of the accepted type. We realise that there exists an advisory body, the chairman of which is the Director of Education. Its members include the acting principal and one member of the staff of the college, principals of secondary schools in Lagos, leading Africans resident in Lagos, with a representative from the Ex-Students' Union and since 1944, from the Nigerian Union of Teachers. We were informed that this advisory body had not played an important part in the work of the college, and we regard it as unfortunate that the departments other than that of education are not represented on it.

ACHIMOTA COLLEGE

Introduction

38. The building of Achimota was intended, according to Sir Gordon Guggisberg's speech in 1924, to provide " an institution at which the African youth will receive, first and foremost, character training of such a nature as will fit him to be a good citizen; secondly, the higher education necessary to enable him to become a leader in thought, in the professions, or in industry among his fellow countrymen. . . . Achimota, as I see it, will be more of the nature of a university college than of a secondary school." He suggested that one of its first tasks would be to give general and technical education to the teachers necessary for staffing secondary schools and for improving the primary schools. " Achimota College is the stepping-stone towards the university which it is the ardent desire of the African to have, and which it is no doubt the duty of the Government to take a share in giving as soon as, but not before, the time is ripe. Further there is no reason whatever why Achimota should not itself expand into a university when it has done enough to enable sufficient secondary schools to be started. . . . In planning the administration I have therefore thought it advisable to consider the project of the college eventually becoming a university." But, he added, " In view of the great cost of providing the highly qualified staff required by the university, it is more than likely that when the time comes the people of the Gold Coast will not be the only ones who will welcome the idea of a university in West Africa."

39. When the college was opened, with the Rev. A. G. Fraser as its first principal, these aspects of its development had evidently been kept in mind and Mr. Fraser was first asked to educate boys from 16 upwards. He refused to do this since he believed that African boys of that age, owing to their inadequate earlier training, would be unable to hold their own when compared with Europeans. He insisted that the college should include a kindergarten department, accepting children from 4 years upwards, in order that at least a proportion of the children at every stage should have had training comparable with that of British children. He insisted also that from the beginning the college should admit girls as well as boys.

40. Mr. Fraser wanted to give the African knowledge of both African and British backgrounds. Community service formed an essential part of the

training in the college while practical work on the school farm was also included in his plan.

41. Owing to the emphasis on the earlier stages of education, the higher aspects assumed a smaller importance in the early years of Achimota than would seem to have been the desire of Sir Gordon Guggisberg. Thus when, after fourteen years, the number of scholars had reached 679, their distribution was: kindergarten 60, primary 233, secondary 180, teacher training 174, " university courses " 32. The last Committee* appointed to inspect Achimota recommended in its report in 1939 that the kindergarten section should gradually be brought to an end to make more room for girls. The kindergarten was separated from the college early in this war, and both kindergarten and primary school were disbanded in 1944. The college now consists of a secondary school, a teacher training department, and what is known as the " university department." This department, as has already been explained in paragraph 5 above, prepares students mainly for the external Intermediate examination of the University of London in arts, science and engineering, and for the London external degree of B.Sc. (Engineering), although the numbers taking this last course have been small. The Achimota Council plans to separate the secondary school from the university department as soon as possible. Though the war has prevented the complete separation of the corporate life of the students in this department from that of the secondary school, they already live in separate houses and, for the most part, feed separately; they have separate chapel services and their own distinct organisation for games.

42. The Achimota buildings are well laid out on a spacious and healthy site on high ground six miles inland from Accra. The total cost of the buildings and layout was about £600,000. This was provided entirely by the Gold Coast Government. The site contains two groups of buildings. The smaller group, which is now being used by the army and the Minister Resident in West Africa, was designed to serve the school (see plan in appendix VII) and lies from a quarter to a half of a mile from the main buildings which were designed to serve the college. As soon as the " school " buildings can be released the Achimota Council proposes as a first stage to move the secondary school there as a separate unit under its own headmaster and later to a completely different site, leaving the whole of the present site free for the development of higher work. The main group of buildings and the greater part of the site would thus be available for the development of the university department. We are informed that there would be no difficulty in acquiring more land adjoining this site, which is already well supplied with playing fields, tennis courts, a golf course and a swimming bath.

43. Social life in certain directions is well provided for. There are ample facilities for games. There is a Union Society, a branch of the Student Christian Movement, a College Art Club, a Geographical Society, a Plato Club, and a very active Old Achimotan Association, which, among its other activities, has recently organised and staffed a night school in Kumasi as an experiment in adult education.

44. There is a resident medical officer and a college hospital giving free medical attention. The needs of the various churches are met by members of the staff who are qualified to act as chaplains. Religious services are voluntary.

---

* This Committee appointed by the Governor of the Gold Coast in 1938 was under the chairmanship of Dr. A. W. Pickard-Cambridge. The Report was published by the Gold Coast Government in 1939.

45. There are 16,000 volumes in the main college library, and there is in addition a special science library housed in the science block. This is by far the most extensive college library in West Africa. The present annual expenditure on books is £300 and it is proposed to increase this annual expenditure as soon as books become plentiful again. The list of books ordered showed a wide range both in subjects and in academic level of study. An important feature of the library is its use by outside members, chiefly teachers and others working privately for external degrees. There are 700 outside members who pay deposits ranging from 5s. to £1. These deposits are repayable on demand and therefore form no part of the library's income. The Government allows books to be sent from and to the library free of charge. The type of books most in demand at present are on sociology and economics.

46. There is an attractive small museum devoted mainly to anthropology and natural history, at present under the direction of a keen curator, who is, however, able to devote only a small proportion of his time to museum activities. The museum receives a grant of £90 per annum which formerly had to meet the salary of an African assistant as well as purchases, research, insurance, etc., but in the present year the grant is independent of the salary of the assistant. It may be emphasised, however, that a great deal of material is available at the present time which it is important to secure before it is lost, partly because much is being sold and sent abroad, partly because the native crafts are disappearings. If higher education is to be developed in West Africa further musuem facilities are essential. The relation of this museum to the West African Institute of Industry, Arts and Social Sciences, however, will probably call for consideration when the plans for the future development of the Institute become more definite.

47. Achimota is perhaps unique in West Africa in having an African musician with an English musical training in charge of the music side of the College. The result is that music, both European and African, has an adequate place in the life of the students, and is related to dramatic work and to tribal dancing.

48. It may be worth while here to call attention to the potential values of a multilateral institution in the present stage of education in West Africa. Achimota is an example of such a place with its Intermediate work, teacher training, arts and crafts, and music. The net result is well developed individuals with an all-round interest in every side of education and with some appreciation of the value of other contributions to knowledge than the purely academic.

Government

49. The Achimcta Council is an independent body and has entire control of its general policy and property. By a new ordinance, 1934, its constitution was changed so that it consists of sixteen members:—

(*a*) Four members appointed annually by the Governor.

(*b*) Six African members, four elected by the council, two by the Old Achimotans Association.

(*c*) One member annually elected by the council to represent mission education.

(*d*) Three members of the staff, one of whom must be African, elected annually by the staff.

(*e*) The Principal.

(*f*) The Director of Education.

The Principal is appointed by the Governor with the approval of the Secretary of State, the Council having the right to make recommendations.

50. The Gold Coast Government grant is at present £54,000 a year. Every five years the Governor appoints a commission to inspect and report upon the college and so satisfies himself that this money is being well spent.

51. The high place which Achimota holds in the esteem of the people of the Gold Coast is due in no small measure to the vigorous co-operation of the Africans and Europeans each bringing their own contributions to the council. It is clear that the Achimota Council is playing a continuous and most valuable part in the development of the college, and we regard this council as a model of what such a body should be.

The university department

Finance

52. The fee income for the university department in 1944 was estimated at £6,309, and the expenditure, including salaries and maintenance, at £15,300. The excess of £9,000 is met from the annual Government grant which, as already stated, amounted in 1944 to £54,000. Higher education at Achimota thus takes about one-sixth of the total grant for the College.

53. The inclusive annual fee for tuition and residence for students working for all Intermediate courses is £48 per year, while for the degree course in engineering it is £72; there is at present £1 per annum extra charged owing to the higher cost of food. The games fee is 5s. per year. At the time of our visit there were 102 Intermediate and degree students at Achimota, so that the annual cost of each student was about £150. Fifty-two per cent. of these students are receiving assistance from scholarships, mostly provided by the Gold Coast Government.

Staff

54. The staff engaged in higher teaching number 22, but most of them spend only part of their time on university work. Of these 19 hold degrees of British universities (including 3 external degress), one of a Canadian, and one of the Gregorian University (Rome); one is a qualified engineer. They have been trained in a wide variety of subjects, generally sufficient to enable them to undertake the range of work which is now being done. The staff is now short owing to war conditions and the average teaching time amounts to 24 periods of 40 minutes each per week (that is 16 hours). This is heavier than in normal conditions.

55. This staff, many members of which were originally selected to teach also in the Achimota secondary school, has been reduced during the war and yet has had to maintain the teaching in the secondary school and to meet the increasing demands of a rapidly expanding university department. There is a limited tutorial system instituted for students in their second year. If it seemed to us that the atmosphere of the university department was insufficiently distinct from that of the secondary school, we realised that the necessary break between school and university life could not be achieved while the same master had to teach a boy as a schoolboy and shortly afterwards lecture to him as an undergraduate.

56. The Achimota Council considers that, if the Intermediate teaching is to provide an adequate basis for degree work, at least 8 additional members of staff—four lecturers in natural science, two in engineering, one in mathematics and one in English will be required for full time work on the Intermediate courses.

57. The European salary scale ranges from £400-840 for men, £400-720 for women; the Senior African staff receive five-sixths of these amounts.

58. Three important points were made by the staff in their evidence:—

(i) All the Intermediate classes were now full to capacity. This meant that the individual and tutorial work carried out in former years when classes were small was now almost impossible, unless there was a considerable increase in staff.

(ii) There were good relations between African and European staff. This was evident both on the professional and social level, and was one of the most outstanding features of Achimota. This relationship was considered by the staff to be enhanced by the strong Christian influence which had pervaded the life of the college.

(iii) Three out of five African members of the staff on the Intermediate and degree side had been to Great Britain for graduate or post-graduate work.

Admission

59. The students are drawn from all sections of the community. Forty-eight per cent. of the students in the university department receive no financial assistance from Government. The average age of students on entry into the university department is between 20 and 21.

60. Students admitted must have the London matriculation or a corresponding qualification giving exemption from it. Formerly students were allowed to enter with one subject to make up, but this permission has been discontinued partly because it is not possible to arrange the extra teaching in the subjects required. Students wishing to study science or engineering are required as far as possible to have a credit in the school certificate examination in one science subject and/or in additional mathematics. Applicants having these qualifications in recent years have been in excess of the vacancies. All the students are resident and accommodation is fully occupied at present with 102 Intermediate and degree students.

61. The rapid increase in the size of the university department is shown by the figures for the last five years:—

Year	Total students in university dept.		Distribution by country of origin			
	Men	*Women*	*Gold Coast*	*Nigeria*	*Sierra Leone*	*Gambia*
1939 ...	35	—	33	1	1	—
1940 ...	44	1	42	3	—	—
1941 ...	62	1	53	9	1	—
1942 ...	73	1	56	15	2	1
1943 ...	96	2	78	14	5	1

62. Up till 1941 the factor controlling the number of entries was the number of applicants who had obtained exemption from the London matriculation: since 1942 the controlling factors have been the size of the staff available and, for science and engineering students, the accommodation in the laboratories. In 1942 and 1943 applicants who had obtained exemption from the London matriculation sat a competitive entrance examination and many who were well qualified for the university department could not be accepted as these results show:—

Year	Vacancies	Total applicants	Applicants who qualified for entry	Admitted
1942	21	77	45	21
1943	52	99	60	52

Courses

63. Students are accepted for the following courses (completed by external examination) of the University of London; Intermediate arts, Intermediate science, Intermediate engineering, B.Sc. engineering, Intermediate science (economics). It was hoped to add Intermediate commerce in September, 1944. For some time students were accepted for Intermediate agriculture but, although this includes a useful combination of science subjects, it has little direct relation to agriculture, being merely the basis for the more specialised work in agriculture for the degree stage and, as the title of the course is misleading, it has been dropped. Formerly students were also taken for the first M.B. but as the subjects can be taken in Intermediate science (although at a somewhat higher standard) intending medical students are now required to take those classes.

64. The students spend two years on the Intermediate courses. It is usual to complete the Intermediate course in English universities in one year in those cases where exemption has not been obtained on qualifications obtained at school. It may be assumed that the first year in Achimota is necessary to widen the range of the students' reading and to provide further opportunities for work in the science subjects, especially for those who have come from schools with few facilities for science teaching.

65. The Intermediate arts course involves the selection of four subjects from English, Latin, geography, history, economics, pure mathematics. Latin is a compulsory subject for the London Intermediate arts examination. The Intermediate science course involves four subjects chosen from pure mathematics, applied mathematics, physics, chemistry, botany, zoology.

66. One member of the staff is at present responsible for all the Intermediate chemistry, and another for Intermediate physics and one for biology; a further member has just been appointed to teach zoology. In fact the staffing is approximately comparable with that in a good secondary school where pupils are trained for the higher school certificate. The accommodation in the science laboratories is limited and controls the numbers of students who can be admitted. The places available are: chemistry 15, physics 12, botany 14 and zoology 14. There is a science lecture room which holds 75. It is evident that any development of the college will necessitate increases in the size of laboratories and in the equipment available.

67. Engineering students in the main work for the Intermediate examination, a small proportion proceeding to the final degree. The Intermediate engineering comprises several science subjects, not very dissimilar from those taken in the Intermediate science examination, together with engineering drawing. Intermediate engineering, in short, has very little reference to engineering. The degree in engineering requires two further years of study and is taken in two stages, Part I at the end of the first year, Part II at the end of the second. The engineering class has also limited accommodation, the electricity and mechanics laboratory holding only 12 students. At present the engineering staff is very restricted. The engineering school was inspected and approved by the representatives of London University before candidates could be presented for the B.Sc. Engineering examination.

68. The Principal considered that the Intermediate arts course did not meet the needs of West African students. The English syllabus was unsuitable for students whose mother tongue was not English, and the Latin syllabus had little cultural value for West African students. The science syllabus, however, only needed adaptation to local conditions, and this should not be difficult.

69. In addition to the university department, there are at Achimota four teacher training courses. Two of these are for teachers for the primary schools, a four year course admitting students who have passed the Standard VII examination, and a two year course admitting students who have completed their secondary education. During the last 11 years 377 students have completed these courses: the enrolment at the time of our visit was 128. A third course is for arts and crafts teachers. It is a three year course for qualified teachers or for those who have passed the school certificate. A fourth course is for housecraft teachers. It lasts either for one or for two years. Entrance requirements are similar to those for the arts and crafts teachers.

Examination Results

70. Examination results over the five years 1938-42 are shown below:—

Year	Intermediate				B.Sc. Engineering					
					Part I			Part II		
	Sat	*Passed*	*Referred*	*Failed*	*Sat*	*Passed*	*Failed*	*Sat*	*Passed*	*Failed*
1938	15	6	4	5	2	1	1	1	1	—
1939	16	11	3	2	6	3	3	1	1	—
1940	13	5	4	4	4	4	—	4	1	3
1941	18	13	4	1	1	1	—	1	—	1
1942	30	18	7	5	5	3	2	7	3	4
Totals	92	53	22	17	18	12	6	14	6	8

The Intermediate figures divided by courses are:—

	Sat	*Passed*	*Referred*	*Failed*
Arts	26	16	7	3
Science 1st M.B. Agriculture	35	23	7	5
Engineering	31	14	8	9
Totals	92	53	22	17

It may be assumed that the numbers sitting and passing in the above list include candidates who had been referred or had failed in a previous year.

71. The total wastage of students in the Intermediate department during the 11 years 1933-43 has been 20 including:—8 who left to continue their studies abroad (7 to U.K., 1 to U.S.A.), 4 who left for financial reasons, 1 who left giving no reason, 2 who left for unsatisfactory progress, 1 dismissed for unsatisfactory conduct, 4 who died.

72. Of the subsequent academic records of students we were told that since passing the Intermediate, 19 had taken degrees in the United Kingdom by the end of 1943. In 1943 there were 34 students (including 19 scholars) who had completed the Intermediate course at Achimota, studying for degrees in the United Kingdom. The subjects being studied by these 34 students were divided as follows:—

Medicine	19	History	2
Dentistry	3	Agriculture	1
Science	5	Law	1
Engineering	2	Architecture	1

In February, 1945, there were 89 students from the Gold Coast in the United Kingdom and Eire. Eighty of these were studying in the universities and were divided by subjects as follows:—medicine 21, dentistry 6, veterinary surgery 1, law 5, social science 7, moral science 3, languages 3, geography 3, other arts 6, science 6, mathematics 3, engineering 2, agriculture 3, commerce 3, teacher training 5, other subjects 3. The remaining nine were engaged in other courses in Britain. (See appendix IV.)

Subsequent Employment of students

73. At the time of the Commission's visit to the Gold Coast the employment of 78 students who had passed Intermediate and degree examinations at Achimota was as follows:—21 in the Gold Coast civil service (Administrative Service 2; Education 2; Public Works 5; Posts and Telegraphs 2; Survey 1; Railway 3; clerical branch 6); 26 in the teaching profession. 2 were doctors; 1 was in the legal profession; 1 in commercial engineering; 22 were engaged in further studies; 5 had not yet been appointed to posts.

FOURAH BAY COLLEGE

Introduction

74. Fourah Bay College was founded by the Church Missionary Society in 1827 to train ministers and lay workers. It was affiliated with the University of Durham in 1876 and since then has prepared its students for the B.A. degrees of Durham University. Its students have also taken the B.C.L. degree and the (post-graduate) diploma in Theology of Durham, and, more recently the Teachers' Diploma of Durham, a one year course for graduates only. For about 15 years the college has also undertaken the training of non-graduate teachers for primary schools.

75. It was Fourah Bay College which opened the way to higher education for students from all the colonies in British West Africa. It has produced many of the leading West African figures who have helped to raise the educational standard in each colony, and who have interpreted to the colonial Governments the aspirations of their people. To educated people in West Africa, the college and its link with Durham have for long been a symbol of achievement and of promise for future educational advance. It is the object of keen loyalty from its old members and from the educated Africans of the colony, as is proved by their bequests and subscriptions.

76. The college has received from the Sierra Leone Government very little support for its degree courses. The Government has however given financial support to the non-university courses in which teachers are trained for the primary schools.

The college has been greatly hampered by lack of funds, especially in more recent years*, when it required increased staff and a wider range of courses to meet the developing needs of Sierra Leone and the other West African colonies.

* Its position has been the subject of a Government enquiry and report (Colonial No. 169, H.M. Stationery Office, 1939).

77. A more recent handicap has been the two moves owing to war conditions. The first was from the old college which stood on a fine site on a promontory jutting out into the Freetown estuary, to Cline Town, near the old site, and the second to Mabang, an isolated site in the bush. The former college buildings and site have now been requisitioned for the use of H.M. Forces and at the time of our visit negotiations were proceeding for their sale to Government. To all connected with Fourah Bay College the old site and the buildings represented a valued part of the college tradition. The staff and students have found temporary quarters in the Thomas Agricultural Academy at Mabang, which has neither the buildings nor the water required for laboratories. The students and staff are cut off from the capital, and the schools in which the teachers in training gained their practical experience. Futhermore, it was impossible to accommodate at Mabang women students, who had in recent years been admitted to the college, and two of whom had graduated in arts—the first women to graduate in any part of West Africa.

78. The library contains some 3,300 volumes. These include over 1,000 in the religion and philosophy section. The geography, science and classics sections are all weak, the classics section containing many old books which are unserviceable. The sociology section has only just been started. Between 1939 and 1943 £158 was spent on the library, an average of just under £32 a year. These sums were derived entirely from an annual fee of £1 paid by each student. The Carnegie Trust has recently made a grant of £300 to the college for the purchase of books.

79. While the college was in its old buildings it played a prominent part in the life of educated Africans in Freetown. Many of them attended public functions at the college and some gave lectures there; in turn students were welcomed in their homes. The Christian worship and outlook, and the friendly relations between staff and students, and between students from the different colonies, which have always been a feature of the life of this small college, have combined to give the students a very strong corporate sense. This has persisted even when the students have returned to other parts of West Africa, as we saw when we met their old students' associations in our tour in Nigeria. It says much for the strength of the spirit of the college that it has cheerfully survived the move from Freetown.

Government of the college

80. The college is owned and controlled by the Church Missionary Society through its local executive committee. In theory, the college council, which was formed in 1918, should comprise seven members appointed by the C.M.S. and seven members appointed by the Methodist Missionary Society, with the Director of Education of Sierra Leone as an additional member. In practice, the Methodist Missionary Society has not been able to co-operate as planned, and at present the council consists of five Church Missionary Society representatives, two Methodist representatives, and the Director of Education. The Bishop of Sierra Leone is ex-officio chairman. Of recent years this council has met infrequently. After holding no meetings in 1936 and 1937, it met once a year in 1938, 1939, 1940 and 1941, four times in 1942 and three times in 1943.

Finance

81. In 1938 the income of the college was £2,572, including £810 in fees, £1,304 from the Sierra Leone Government (£200 of this being in the form of a grant and £1,104 in payment for the primary teacher training course). The expenditure was £2,884. In 1942-3 the income was £3,755, including £950 from fees and scholarships, £950 grant from the Church Missionary

Society, £747 from the Sierra Leone Government for the teacher training department, and £467 from interest on investments. The expenditure of £5,719 included £1,330 on the move to Mabang, £1,915 on staff, £967 on the teacher training department, £696 on board, £582 on administration.

Sums owed to the college, including nearly £1,300 for rent of the old college buildings, have been set against the greater part of the deficit of £1,964.

82. The financial position of the college has been strengthened by the following bequests:—

(i) *Randle Bequest.* In the past the college received £300 a year from this bequest. The will stipulated that science should be taught. Since science teaching has been in abeyance since 1942, no money has recently been paid out from this bequest.

(ii) *Johnson Bequest.* This brings an annual revenue of £167 to encourage the teaching of science.

(iii) *Harding Bequest.* This is a sum of money which is at present accumulating in Nigeria: when it has reached £10,000, as it should do shortly, it will become available for the use of the college.

Staff

83. The present full-time staff comprises the Principal and two European and three African tutors. Two hold degrees of British universities, one with a diploma in education; one holds an American degree in addition to a degree and two diplomas of Durham University; one holds two degrees of Durham University; one holds degrees of two other British universities; the lecturer in charge of the teacher training course holds a teacher's certificate of a British university.

84. The European members of the staff work as missionaries and do not receive salaries. This limits the field of choice. They receive a grant from the Church Missionary Society to cover their expenses, which are calculated at £300 a year for a man and £500-£600 a year for a man and wife. There is one European lecturer for whom a salary is paid by the Sierra Leone Government to the Church Missionary Society. Africans on the staff are appointed and paid by the Church Missionary Society's local executive committee. There is one African lecturer on the teacher training staff whose salary is paid by the Sierra Leone Government. The salaries of the three African members of staff are £210, £210 and £230.

85. Up till 1938 there had been no formal consultation with Durham University over the appointment of staff for the university work at Fourah Bay College and no consultation with Government over the appointment of staff for the teacher training department. In 1940 the Senate of Durham University, which has had a Fourah Bay Committee for many years, passed a resolution in which it sought a closer link with the College. It offered to advise the College on the appointment of staff recruited in the United Kingdom. It invited the Principal and members of the staff of the college to visit the university during their leaves in England, and promised to try to send a member of the university to visit the college from time to time. The connection with Durham is greatly valued and has in fact been valuable. The Fourah Bay staff thereby have access to their counterparts in Durham and know the ways of one English university.

Admissions

86. Entrance for the university courses is by the Fourah Bay College matriculation examination (Durham University). The numbers of students who sat for this examination from 1938-43 were as follows:—

Year.	No. sitting for examination.	No. passing examination.	No. entering College.
1938	8	2	2
1939	17	10	8
1940	8	2	1
1941	11	7	3
1942	7	1	1
1943	14	4	3

87. The entrance qualification for the teacher training course was the senior school certificate but, owing to the scarcity of candidates and the need for teachers in the schools, the junior school certificate has recently been accepted as a qualification. Ministerial students are accepted on the recommendation of the Missions without an examination test; the College has never been asked to accept more than 4 at one time.

88. The numbers of students in the college during the last 11 years have been as follows:—

Year.	Total students in College.	No. of University students.	No. of students from areas outside Sierra Leone.
1932-3	29	16	6
1933-4	22	12	4
1934-5	28	17	9
1935-6	40	25	12
1936-7	31	17	10
1937-8	30	17	10
1938-9	33	16	9
1939-40	33	20	15
1940-1	38	18	17
1941-2	25	16	10
1942-3	25	20	13

89. Nearly all those who came from outside Sierra Leone were university students, and comprised nearly three-fifths of the total university students. When we visited the college in March, 1944, the number of university students was 17, five being from Sierra Leone, ten from Nigeria and two from the Gold Coast. Three were reading for a diploma in education and fourteen for an arts degree. The fourteen arts students were divided as follows:—final year 6, second year 3, first year 5.

90. The average age of students starting degree and diploma courses during the years 1932-43 was 23·3 and the average age for completing degree and diploma courses was 27 and 28. The average age of ministerial students was 47.

91. At the time of our visit the Sierra Leone Government was not granting scholarships for the degree courses at Fourah Bay College though it had recently granted scholarships for Sierra Leone students to study in the university department at Achimota in the Gold Coast: it has since awarded scholarships to enable students to study both at Fourah Bay College and in the United Kingdom. In February, 1945, there were 62 students from Sierra Leone in the United Kingdom and Eire. Twenty-nine of these were studying in the universities and were divided by subjects as follows:—medicine 10,

dentistry 2, social science 6, moral science 1, arts 3, mathematics 1, engineering 3, commerce 2, law 1. The remaining 33 students were engaged in other courses in Great Britain, about a third as teachers in training. (See appendix IV.)

92. The inclusive fees (covering residence) for all students are £20 a term or £60 a year. These fees are reduced for ministerial students to £40 a year, if they live in college, and to £16 a year if they live out of college. There are three open scholarships valued at £10, £30 and £72 per annum and scholarships for those studying for the ministry valued at £100, £80, £120, £47 and £20.

Courses

93. The courses taken at Fourah Bay were, at the time of our visit:—

(i) Arts: a pass degree of Durham University providing in the last year of a three year course either a general arts or a divinity group of subjects. In this course the English syllabus for students of Fourah Bay College differs from that laid down for students taking the courses in England, in that it is prescribed that English may be taken by Fourah Bay College students as a foreign language.

(ii) Diploma in Education of Durham University: a one year course for graduates.

(iii) Diploma in Theology of Durham University: a one or two year course for graduates.

(iv) Pre-medical (1938-42 only): a two year course up to the standard of the Durham higher school certificate.

(v) Teacher training: for training teachers for the primary schools. A three years course: two years being spent on academic and professional training and one year in practice in teaching.

(vi) Ministerial: this is a two year non-graduating course.

94. For the years 1932-43 the average numbers of students in each group of courses each year has been as follows:—university courses 18, teacher training 8, ministerial 2, pre-matriculation (1931-39 only) 2, pre-medical (1938-42 only) 4.

Examination results

95. From June, 1938, to December, 1942, there were 31 entries for the final arts examination. In this examination the majority of the students took Latin, Philosophy and English as their subjects. The results of the final arts examinations during the twenty years 1923-1942 were as follows:—

	Entries.	*Passed.*	*Referred.**	*Failed.*
Total	157†	57	9	91
Yearly average... ...	8	3	·5	4·5

96. The results in the diploma courses have been as follows:—

	Entries.	*Passed.*	*Passed Part A only.*	*Referred.*	*Failed.*
Education (1927-42)...	32‡	10	—	5	17
Theology (1923-42)...	26§	13	5	1	7

NOTE.—* Required to take the examination again in one subject. † The figure of 157 entries includes those who have failed and taken the examination again. The gap between the number of individuals who entered for the examination and the number who passed is therefore probably much smaller than these figures suggest.

‡ Represents only 23 individuals some of whom took the examination more than once.

§ Represents only 17 individuals some of whom took the examination more than once.

Employment of students of Fourah Bay College

97. The majority of students after leaving Fourah Bay College enter the ministry or the teaching profession, some in the education departments of the Government and some in the mission schools. In a memorandum submitted to us the Church Missionary Society stated that a very recent statistical survey had revealed the fact that at the present time five-sixth of the African graduate staff of the secondary schools in Freetown and practically all the African graduate teachers in the Nigerian secondary schools were products of Fourah Bay College.

98. In 1938 the occupations of those who had completed their courses at the college between 1921 and 1935 included 34 in the teaching profession, 11 in the ministry, 6 medical practitioners, 2 barristers and 17 in Government service. From the earlier students, nine have become bishops. Many of the West Africans who have been prominent in the service of British West Africa for a generation received their early training at the college. As we have mentioned in our first chapter, it is noteworthy that the three African members of this Commission are all old students of this college.

99. Some students come to Fourah Bay College for a post-secondary course in arts or (during the years 1938-42) in science before going to a British university, usually Durham. Six students have done this in the last two years.

100. So far the Sierra Leone Government's recognition of the pass degree in arts at Fourah Bay College as a special qualification for employment has been confined to posts in the Education Department. No doubt more students would come to the college if the Government were to accept the Fourah Bay College courses as a qualification for responsible posts in other departments. A qualification for entry to the junior grades in these departments is the junior Cambridge school certificate, whereas for the senior grades of the administrative service an honours degree, for which there are no facilities at Fourah Bay College, is required. As a result few graduates of the college enter departments of the Sierra Leone civil service other than the Education Department. There may be a slight increase of those entering the Sierra Leone civil service in view of the recent openings for welfare officers, but the main avenues of graduate employment in Sierra Leone are the professions of teaching, law and medicine, and the ministry.

CHAPTER IV

THE FUTURE DEVELOPMENT OF HIGHER EDUCATION IN WEST AFRICA

I.—The Higher Educational Needs of West Africa

1. We have pointed out the need of West Africa (i) for Africans capable of filling responsible professional and administrative posts, (ii) for research workers, (iii) for institutions serving as centres of general culture and learning. We now consider these questions in greater detail.

Urgency of the requirements for trained African men and women

2. Already the demand for skilled and responsible men and women has exceeded the training capacity of the existing educational institutions in British West Africa. There has been an increasing flow of West African students to the British universities, notwithstanding the high cost of such an overseas education, and the difficulties of war-time, including travel. There were in February, 1945, 249 West African students in the universities and university colleges of the United Kingdom. Of these about one-third held Government or other scholarships. There were in addition 103 more students, of whom about one-sixth held scholarships, taking other courses of higher education in the United Kingdom: thirty-one of these were law students. (See appendix IV.)

3. Both the projected expansion of education and health services and the intended economic development will demand greatly increased facilities for training and for research in West Africa, if Africans are to play a full part in the working out of such schemes.

4. The present shortages are startling. For example, if we estimate that there are already over 4,000,000 children in British West Africa between the ages of 6 and 14, there would be required, to provide a full primary course of six years for these children, even in classes of 40, upwards of 75,000 teachers. If full primary education for every child within the next 25 years were the aim, then 3,000 teachers would have to be trained each year to staff the primary schools alone. The present output of trained teachers is perhaps a twentieth of that. In Great Britain there is one qualified medical man to about every thousand of the population. In West Africa before the war there was one to every 60,000. If there is to be even one doctor to every 6,000 of the population in West Africa, 5,000 doctors would be needed. Merely to keep up such a figure would require 150-200 graduates each year, which is far more than ten times the figure of those coming forward annually pre-war. The Government of the Gold Coast has recently put forward a plan for establishing 14 regional hospitals: Nigeria plans to provide 60 new hospitals: the doctors and other staff for such hospitals are nowhere yet in sight. The registered dentists available in all British West Africa to serve some 27 million people number perhaps half a dozen.

5. Highly trained men and women will be required not only in agriculture and industry and expanding commercial activities in order to enable the colonies to support a higher standard of living, but also to serve in the growing administrations both local and general. The larger native administrations of West Africa, of which there are many hundreds, will increasingly need on their staffs well educated persons with a strong sense of responsibility. Africans with a wide general education will also be needed in the churches, if the churches are to take their rightful part in the leadership of public opinion. It is almost impossible to exaggerate what the churches have meant and should yet mean to the development of British West Africa.

6. Trained African research workers are required immediately in such fields as sociology and linguistics and other fields in which they have particular contributions to make. Provision must also be made for those Africans who will find an interest in education for its own sake.

7. Well educated persons when available are rapidly absorbed. There is a continual wastage from the teaching profession owing to competition for its members from commerce and the civil services. (See chapter II, paragraph 30.)

8. We consider that the chief immediate fields for graduate workers in West Africa may be grouped as follows:—

(1) Education.
(2) Medicine, including dentistry.
(3) Other professions, such as agriculture and engineering.
(4) Administrative grades in the civil service, local government and commerce.
(5) The supervision and training of social workers of all kinds, particularly of women.
(6) Research work.

In all this we should like to emphasise that when we say men we do also mean women, and that we intend all opportunities for higher education to be open to women as well as to men.

Need for increased facilities for higher education in West Africa itself

9. It is generally agreed that, in the majority of cases, a student should take his first degree in his own country. Moreover, the number of West African students for whom places can be found in the British universities (especially in the years immediately after the war) will necessarily be limited For both these reasons the pressure to provide adequate training at home, in West Africa, is becoming more urgent. It is however important to remember that there will continue to be a need for certain students to come to the United Kingdom even for their undergraduate training, in particular those for whom no suitable courses are available in West Africa. It is esssential that the British universities should keep their doors open to such students.

10. The importance of a thorough training up to the Intermediate standard should not be underestimated. Intermediate standard, followed by professional training, will have to be accepted, for some time to come, for many of the teachers who will be needed in the secondary schools. Even this will represent a great advance on the present qualifications of many such teachers. Again, many who have not gone beyond a good Intermediate training should be capable of filling responsible posts both in the economic life of West Africa and in the civil service.

Requirements for future research and post-graduate workers

11. Many new research activities are projected, and some are under way. It is unquestionable that the peoples of West Africa can be greatly aided by the results of work directed towards West African problems ; in health by researches in nutrition, diseases and water supplies; in agriculture by researches on crops, soils, pests and sytems of cultivation; in economic development, by geological survey and research into the processing of local raw products ; in the changes of their social order, by economic and demographic surveys, and by researches into African history and systems of customary law, and land tenure. Research into the past will not only stimulate local interest in the ancient traditions of the peoples, but will help to maintain their sense of continuity in the rapid changes now coming upon them. Many such researches can only be carried out in West Africa, on the spot.

12. It is very desirable that these researches, wherever possible, should be connected with the institutions of higher learning in West Africa. It is universally agreed that members of staffs of university institutions, if they are to carry out their proper function, must have full opportunities to engage in research in their subjects and in widening the frontier of knowledge. Students also should be brought at the earliest possible stage into contact with research workers and research methods. The stimulus on students of research work is unquestionable and such an association will help many of them to carry into their working lives the spirit of unprejudiced enquiry.

13. Such research work, urgently required in the near future, cannot be staffed or carried out by European workers alone. It will require the close co-operation of both Africans and Europeans. There will therefore be a need for Africans who have received a more advanced training than that represented by a first degree. Facilities for such post-graduate training must be aimed at from the start in West African university institutions. Selected graduates from West Africa should also be enabled to undertake post-graduate studies in the universities of Great Britain and elsewhere, to widen their own knowledge, to study in close contact with research workers from other parts of the world, and to work amongst the people with whom their own countries are so closely linked.

Influence of centres of learning on the surrounding communities

14. The influence of a university or university college is far-reaching even in the midst of old and highly developed communities. The need for such influence is much greater amongst communities passing through a period of rapid change, especially when they find themselves faced with the necessity for the rapid assimilation of a great flood of new experiences. University work in its widest sense includes the comradeship of learning and the emergence from pupil to adult status. These things mean not only the acquisition of knowledge, but a way of life. It is not too much to say that Europe's remarkable progress in the early middle ages could scarcely have been accomplished without the help and inspiration of her schools of learning—some of them with very small beginnings and founded at a time when literacy was still the accomplishment of a very small minority. It is especially important that the West African dependencies should see such a way of life in active progress within their own borders.

15. Activities beyond its own walls bring a university institution into closer contact with the community outside, and help it to become a centre to which neighbouring populations will look for enlightened and progressive thought, since there will be both staff and graduates, free and independent in their views, living amongst them. The development of adequate libraries and museums and of societies for studies of various kinds, such as grow in and around any university, do much to enrich the local life of the community in which the university institution is established. In addition university institutions, by retaining close contact with their graduates who have gone out to teach in the schools, provide a sense of continuity between school and university education, which should have a good effect particularly on a young educational system such as is developing in West Africa. Such institutions enable the teachers to renew in familiar surroundings an encouragement for learning.

The need for several centres

16. No single university institution, however excellent, could adequately supply these wider influences to the other colonies from one site alone in West Africa. The British West African territories are not only themselves of wide extent; they are, as may be seen from the map on page viii, separated from each other by long distances, and by other states and governments. Great contiguous territories, such as exist in French West Africa, present a picture differing completely from that of the British dependencies. French West Africa has developed along the lines of centralisation. British West Africa by the very nature of things, has developed with a high degree of decentralisation. The different territories follow independent, though converging, lines. Modern transport has shortened distance and quickened communications, but it has actually increased the danger that a small academic group in a single centre would become cut off from the popular life in their own home lands.

17. University facilities for West Africans in West Africa must be forthwith very considerably extended. Merely to provide more openings for West Africans in the British universities, as is being done at present, will not meet the need for African teaching and African investigations. A university in each of the larger West African colonies will ultimately be required. The sooner a beginning is made, the sooner will this object be attained.

The Range of Facilities Required

Departments of study and range of work

18. We now indicate some of the departments of study and fields of research which we consider to be most urgently required to meet the needs of which we have spoken.

19. In general, we believe that any university institution which in these days is to give a balanced education to its students, and play its proper part in the cultural and spiritual development of a people, must provide for the study both of arts and science. Professional schools, if they are not to have too narrow an outlook, should develop alongside such a group of studies.

20. We were specially impressed by the urgent need for the development of advanced work in science, in view of the deficiencies of science teaching in the schools, the requirements of the professions and the pressing needs of research. We believe that increased and improved education in arts is no less urgent. A properly planned university arts course should provide a training in clear and objective thought and in appreciation of the accumulated wisdom of the outside world. This is perhaps even more necessary in West Africa, owing to its long isolation, than it is elsewhere. We found in West Africa a desire for such knowledge widespread among educated and responsible Africans.

Arts

21. A suitable group of departments for the arts faculty might be made up from English, modern languages, history, geography, philosophy, sociology, economics, and classical languages, including Arabic.

22. It is a matter for discussion, when preparations have further advanced, whether the range of departments to be included in an arts faculty should be identical with that usually found in a British university.

23. We have received in evidence suggestions for new grouping of subjects especially in the social sciences, but we consider that such re-grouping can be fruitful only if for each main subject in the group there has already been established a systematic and disciplined approach.

24. For some time to come the content of the arts courses in West Africa, if they are to secure a high standard of intellectual discipline, will have to be much the same as that of the arts courses in the home universities, though the approach in the teaching might be different (compare paragraph 126). We do not consider that in general the study of West African subjects has progressed far enough to make them suitable for inclusion at this stage as separate subjects in arts degree courses, though general subjects such as history and geography could no doubt be taught with emphasis on those aspects which were of special interest to West African students. We recommend that research in local subjects, for example, economics, geography, sociology, history, music and art, should be pressed forward at the earliest opportunity. European and African researchers, working together, must widen the field of knowledge of distinctively West African subjects. These subjects will take their place later, though as soon as possible, in undergraduate studies.

Science

25. For a science faculty, departments of mathematics, physics, chemistry, botany and zoology are essential. An approach to these subjects and a grouping of studies rather different from that of the British universities may be appropriate. Special emphasis may be laid on biology at the first stage owing to the needs and opportunities of biological research and to the probability that men of high research ability will be able quickly to build up in West Africa a school of biological investigation.

26. Chemists or physicists of outstanding ability may not be so easily attracted to work in West Africa, for it will take some time to build up a research school in these subjects along the recognised lines, and the final success of these schools, even more than other research schools, will depend on African research workers themselves. Geology will eventually have to be taught locally to a high standard, but it is necessary to make provision immediately for elementary geology (up to the Intermediate stage), and for more advanced work in soil geology, in order to meet the needs of agricultural students and to extend the understanding of soil problems among teachers and others. For the present, specialised training in geology for mining and survey purposes would be suitably provided in Britain. Physiology and anatomy, necessary subjects in the faculty of medicine, would also be available to students in the faculty of science, and to others.

Intermediate courses in arts and science

27. We recommend that the Intermediate courses should be developed in the university institutions in these territories, rather than in selected secondary schools. Though candidates in England frequently get exemption from the Intermediate arts and science examinations through the higher school certificate, experience shows that work done in connection with these courses in a university differs essentially, both in quality and range, from that done in the later years of schools. It is in any case certain that for some years to come few schools in West Africa would be able to reach a standard properly exempting their pupils from any part of university teaching. (See Chapter II, paragraph 28.)

28. Until education beyond the school certificate stage is further developed in the secondary schools, we recommend that the Intermediate courses should be of two years duration, and that arts and science should always be in close association. Such courses should both serve as a basis for higher and more specialised study and provide the students with a broad education which would be valuable in itself. In this way those students who completed their Intermediate courses but did not go on to higher studies would have an opportunity of obtaining an appreciation of intellectual values and a wide range of humane and scientific interests. Such courses would be of value to students whether they were entering on a professional course, or going out to responsible posts in other fields of employment.

29. We now turn from the general to the more specialised courses that are required. We have discussed in detail the needs of education in chapter V, medicine in chapter VI, agriculture, forestry and animal health in chapter VII. It is convenient at this stage to summarise the conclusions which we reach in those chapters.

Education

30. Provision should be made in each of the three largest dependencies for training as teachers for the secondary schools those who have completed intermediate courses. In addition there should be set up an Institute of Education. The functions of such an Institute will include the training of

graduate teachers, and the development of research in education, with psychology and linguistics. For the present one such institute will be adequate to serve the whole of British West Africa. These questions and the location of the Institute are discussed in Chapter V.

Medicine

31. There should be established one medical school and one school of dentistry to serve for the present the whole of West Africa. This question and that of the location of these two schools are discussed in chapter VI.

Agriculture, forestry and animal health

32. There should be established schools of agriculture, forestry and animal health to serve for the present the whole of West Africa. This problem and that of the location of these three schools are discussed in chapter VII.

Engineering

33. In view of the progressive development present and intended, of communications, water supplies, building and industrial undertakings, there is a growing need for men with various grades of training in engineering. It is probable that the majority of men required in West Africa, as in Britain, will not require technical qualifications up to the level of a degree.

34. The total number of Government posts in West Africa normally filled by qualified engineers is nearly 300, to which should be added the numbers employed by the native administrations, the commercial firms and the mining industry. This industry in the Gold Coast alone, according to the evidence given to us by the London Advisory Committee of the Gold Coast Chamber of Mines, provides 198 posts for which qualified mining engineers are required. Of all these engineering posts scarcely any are so far held by Africans. We consider that the development of these territories demands that Africans shall rapidly start to play a full part in this profession as in other professions. Many Africans are greatly attracted to engineering as a profession, and are keenly anxious to devote themselves to its study in order to take part in the development of their country.

35. It is possible to give much of the basic theoretical training in engineering and some variety of practical experience in West Africa. This is especially true of civil engineering and to a certain extent of mechanical engineering; the opportunities for experience in electrical engineering are likely for some time to be inadequate. After students have acquired the basic training in civil and mechanical engineering in West Africa, it will for some time to come be essential for them to spend some two years in Britain, working with suitable engineering firms, in order to acquire the wider practical experience available in an industrial country.

36. Until the post-war development schemes of the West African colonies mature, it will be difficult to assess the number of trained engineers which will be required, though the number will be considerably larger than at present. Under present conditions there is not sufficient demand to justify more than one institution providing a full degree in engineering. But the need for trained engineers should, if a reasonable proportion of the present schemes comes to fruition, justify another school. We later (see paragraph 152) make a recommendation that if our report is adopted, a review and progress report should be made to the Secretary of State at the end of five years. This, we think, would be a suitable occasion to estimate more closely the need of British West Africa for facilities for training professional engineers and to decide on the developments and reorganisation required. Our present recommendations are set out in paragraphs 75 and 88 below.

Surveying

37. It is necessary to have accurate surveys of the West African colonies on various scales, as a basis for agricultural, forestry and geological surveys, as well as for boundaries, town-planning, road construction and other engineering projects such as irrigation and drainage. It is interesting to note that only one-eighth of Nigeria has been topographically surveyed. African staff is required in order to supply the additional surveyors both for the Governments departments and for private practice. For many years there have been locally trained African surveyors working in these colonies. Many of them have carried out responsible work in this field.

38. We have noted in appendix VI that the special courses, which are designed to train surveyors for the Nigerian Department of Lands and Surveys, have for various reasons not been successful of recent years. We recommend that there should be maintained special courses and practical training in surveying which should follow preliminary courses in Mathematics and Science corresponding in part to the course for Intermediate Engineering. We recommend that in the selection of intending survey students greater account should be taken of the student's aptitude for such work. While the needs for surveyors not requiring a professional qualification would be met by the provision of suitable courses in the technical schools, we consider this more advanced work should be concentrated in a single institution serving the whole of West Africa.

Theology

39. The strength of the demand for a Faculty of Theology, as distinct from denominational training colleges, is somewhat uncertain. It is not clear whether even all the Protestant churches would be willing to co-operate in supporting such a Faculty at this stage. Until these questions have been settled, it is not possible to pronounce upon its desirability.

Law

40. From the evidence available it is doubtful whether the need for lawyers is sufficient to justify the creation in West Africa of a Faculty of Law. In view of the many more urgent needs, such a faculty should not be considered at present.

Extramural education

41. No university institution in West Africa will be carrying out its full task unless it is keenly and constantly concerned to stimulate education at all levels throughout the area which it serves.

42. The influence of a college as a centre of learning and new ideas should be spread through the whole community. If it is able to spread its ideas directly not only to the future professional men, teachers and administrators, who are students at the college, but also to those who will later be assisting them in all parts of their work, its ideas will reach the mass of the people far more quickly. We consider for instance, that at this stage a college can help greatly to broaden the scope of specialist courses maintained by the various government departments and by educational bodies by sending members of its staff to lecture at the various training centres, and by helping to organise vacation schools, short courses and conferences either at the college itself or at any other suitable institution. A college could assist by making some of its own accommodation, lecture rooms and libraries available for such purposes during vacations.

43. We consider that as part of its work in enriching the general cultural life of the community a college should co-operate with bodies, such as the

British Council, which are already engaged in such work in West Africa. In particular it would render a valuable service by fostering the establishment of libraries and museums at suitable centres.

44. All this will require extra staff, and as the work grows, a special extra-mural department at the college. Beyond recording our strong opinion on these matters we make no specific recommendations. The actual proposals can only be worked out between any college and the territory it serves.

Steps Recommended

45. We are agreed, as has already been stated, that each larger colony in West Africa should eventually have its own university. Nigeria with its immense territories, its diverse cultures, indigenous or Islamic, and its population of over 21 millions, will need in due course to provide itself with more than one. It must however inevitably be a long time, having regard to the history of university development in Britain and elsewhere, before a university with a charter of its own, granting its own degrees, will emerge in any of the West African colonies, though university institutions, teaching up to degree standard, promoting research and exercising the influence which such institutions can properly exercise will come into being within a much shorter period. There are at present only a very few institutions in West Africa which approach university standards in study. They draw their students from educational systems which have developed mainly during the last 40 years. Both primary and secondary schools have, in general, still far to go before they reach Western European standards. We stress this because we are conscious of the rapid progress which has been made, and are deeply anxious to see a solidly based as well as a swift advance in the years to come.

46. Any scheme of advance will involve certain risks. The urgency of all the problems is very great, and the time available for their solution is not indefinite. An advance upon the widest front is indispensable.

47. We recommend that there should now be set up a university college in Nigeria, and a university college in the Gold Coast, and that certain reorganisations and new developments of higher education should be carried through in Sierra Leone, in close connection with Fourah Bay College. The university college in Nigeria should include faculties of arts and science and the professional schools of medicine, agriculture, forestry and animal health as well as a teacher training course. The university college in the Gold Coast should include faculties of arts and science, and an institute of education, which would provide for research in education and for teacher training courses. The university college in Sierra Leone should include courses in arts and science up to the Intermediate level and a teacher training course. With this, we hope, would be associated an arts degree course intended mainly for theological students, financed by the Church Missionary Society, who are the present authorities of the college. (See paragraph 105.) The organisation of each college and the field to be covered by each, now and in the future, are worked out in subsequent sections.

48. Before going on to the question of organisation, however, we review the main points which have weighed with us in coming to this conclusion, namely, that advance in each major colony is necessary, as against the argument that effort should be concentrated wholly on the creation of a single central institution.

49. In the first place we must have regard to the great populations in question, and the diversity and isolation from each other of the territories. British West Africa with 27 million people comprises nearly half the population of the colonial Empire. It does not form a ' region ' such as the West

Indies with three million inhabitants and a single language, or even such as Malaya with six million inhabitants, though these admittedly differ widely in language and race. The British West African colonies are themselves an empire.

50. Furthermore, the West African dependencies, vast as they are, have no common frontiers with each other. They are separated, as has been already said, by great distances and by other states and governments. Their lines of travel have developed towards the ocean, not across the land. Their land communications lead not into each other but into French territory, by which each colony is deeply surrounded.

51. For advances in general education, and in particular the general education of the majority of those who are to lead in the improvement of the educational system, which is so urgently required, work proceeding up to degree levels in their own country, evoking the interest from both students and community which such work inspires, and attracting and retaining the staff who can maintain the inspiration, seems to us altogether to outweigh the advantages which would be gained by concentration. The general needs of these populations cannot be met wholly by one centre of higher education even for a short time.

52. For certain professional, research, and technical schools the balance of arguments is, for the present, in favour of concentration.

53. There are also questions of general policy which cannot be ignored. We do not have before us a blank sheet. The two colleges of Achimota and Yaba were each planned and launched with the intention, publicly proclaimed in each case by the Governor at the time, that they would proceed towards university levels. Fourah Bay College, the smallest of the three, has been providing degree courses and passing its scholars through Durham University examinations for 70 years. It is true that evidence taken in the Gold Coast stated that Achimota was prepared to face the necessary evils of sending its students elsewhere, if a single institution were decided on and were located outside their colony. A similar proposition was passionately argued against in Nigeria, and we doubt whether the Gold Coast communities in general had really envisaged the prospect for instance of no work beyond Intermediate being developed in the Gold Coast for many years to come.

54. Fourah Bay, Yaba, and Achimota colleges are regarded by African opinion as symbols of future progress. Any steps taken to halt development for a generation or more, would rouse the deepest feelings, and evoke grave misgivings as to good faith, in any territory concerned. These factors, though imponderable, have to be taken seriously into account. African support, African enthusiasm, is an indispensable need if higher education in Africa is to surmount the difficulties which inevitably lie before it. It is a universal experience that local patriotism is one of the strongest factors in evoking such support. Steps must be taken which will maintain in being all existing facilities which can usefully be developed, now or later, and to build on local foundations wherever possible.

55. There is, however, the important point, on which we have had many discussions, that of ' regionalism ' or " How best can a West African outlook, such as we all desire, be achieved, which will take into account the common factors and common problems of the whole ' region ' of British West Africa? " The belief that educational progress in one territory was being held back to promote the success of a regional plan, might well prejudice the chance of whole-hearted support for any particular project of centralised education or research. Only if each community believes that as and when it shows itself capable of further progress, such progress will be permitted,

and indeed fostered, will it be possible to obtain cordial agreement upon the numerous institutions, such as the Medical School, the Education Institute, or the various researches, which for reasons of staff and finance, it will be necessary, for some time, to limit in each case to a single colony.

56. The financial arrangements by which one colony would help to build up a complete university in another colony, which would eventually pass, from a general West African institution, into a university for that colony alone, would be complex in the extreme, and the minds of those responsible for education in the other colonies would inevitably keep looking forward to the time when they could end their contributions to the central institution, and begin to build up one of their own. A fruitful source of disagreement rather than of unity, would thus be ready to hand.

57. The lesser difficulties might be got over; but the main arguments remain. The influence of a university college outside its walls is strong, but in the nature of things it cannot reach for hundreds, or for thousands, of miles. A way of life, especially amongst developing peoples, is not a thing which can inspire by distant rumour. It must be witnessed close at hand, shared in by those whom they meet and know. The difficulty of distance can be surmounted by modern methods of travel, but in the very act of overcoming it a new obstacle to understanding is brought into being, that of severance, perhaps ultimately as formidable as the difficulty which has been overcome. Institutions reaching towards university level have come into existence in each of the three great colonies; not in pursuance of any abstract plan, but arising out of the facts of the case. To discourage two of the existing organisations, and, at a later date, to encourage them again, is a proposal which might well defeat the purposes which it is designed to achieve. A regional outlook will best be secured by encouraging these colonies to develop along common lines and towards a common aim. The powerful influence of advice and staff from the universities, the financial assistance from the United Kingdom, will prove the best means of securing the regional outlook desired. " The sun succeeded in getting the traveller to lay aside his cloak, which the wind had only compelled him to wrap more tightly around him ".

CHAPTER IV (PART II)

ORGANISATION OF THE PROPOSED UNIVERSITY COLLEGES

58. Two questions must be answered. First, are there sufficient West African students of the required quality to make a vigorous development feasible now or in the near future? Second, is it possible to find the staffs, buildings, and finance, which will be required? We believe the answer to each of these questions is " Yes."

Student body available

59. The numbers of West African students proceeding to higher studies have recently rapidly increased and are still increasing. There were in February, 1945, already 249 of these students who had been admitted to and were studying in the British universities or university colleges: 103 more were in the United Kingdom working at other higher studies—one-third of them at law; while 270 were at work in the various institutions of higher education in West Africa at the time of our tour. Of those in the universities in Great Britain, over three-fifths have come and are working at their own expense. The secondary schools in West Africa have long lists of applicants who cannot yet be admitted, as there are no places for them. For these the teachers now being trained in West Africa and in the United Kingdom will soon begin to provide staff. The West African Governments have asked that 120 places

shall be found in Great Britain for West African students at the start of the new academic year in 1945. The majority of these students, of whom about three-fifths will be scholars, will be seeking admission to the universities. It has been estimated that a similar number of places will be required in 1946. We estimate that over 600 West African students in all are, even to-day, engaged in higher education either in West Africa or in the United Kingdom, and this at a time when the work of the secondary schools has been greatly disorganised and held up, owing to the interference of war needs both with the use of their buildings, and with the services of their staffs. As to the quality of the future students it is impossible to prophesy. The fact that about 250 are at present undergraduates in Great Britain, where most of them are making satisfactory progress, and that for many years past West Africans have entered for, and secured, the degrees of British and other universities, often with marked distinction, is a testimony to their power to achieve university standards, under great handicaps, and from an almost non-existent educational background.

60. It is worth while also taking into account that for a college starting its progress towards university work, an initially small student body is an actual advantage, from more than one point of view. Greater attention can be given to each individual student. It has always been found that a corporate spirit is developed more rapidly and surely in a small than in a large community. The provision of wider facilities locally will broaden the field of selection. The number of students who can afford to take, or are willing to take, the long journeys at present necessary, and to sever themselves from their people for the long periods required, is inevitably only a fraction of those who would benefit by a continued education. This applies with special force to girls. We are certain that unless facilities are provided in more than one centre, the opportunities for higher education for women in West Africa will be seriously restricted.

Provision of Staffs, Buildings and Finance

61. *Staffs.*—The next most important question is that of staffs. Neither for one institution, nor for two, beginning a new venture far away, will good university teachers be easy to get, especially in the years immediately after the war. Any institution or institutions in West Africa will have to build up staffs gradually, and to rely for European staff for the most part upon young men who will go out to West Africa to seek new opportunities for teaching and research. (This question of staff will itself impose a delay in development, during which time the numbers of potential students will certainly increase. In fact it may well be that the secondary schools will be turning out a body of young men and women capable of taking advantage of university training in West Africa, and eager to do so, before some of the proposed institutions, even at the most rapid pace of development, are ready to receive them.)

62. *Buildings.*—Our proposals involve an extensive building programme in Nigeria and another, though less extensive and required in any case, owing to the Government's purchase of the existing buildings, in Sierra Leone. It will be difficult to obtain building materials and skilled labour immediately after the war. The universities in the United Kingdom have had to recognise this in planning their own development. In view, therefore, of the need for a rapid extension of the facilities for higher education in West Africa in this period, the utmost use must be made of existing buildings and equipment, and this applies with special force to the extensive buildings already existing in Achimota.

63. We are all agreed that a university college teaching arts, science, medicine, agriculture, forestry, animal health, and teacher training, is

necessary in Nigeria at the earliest possible date. We are all further agreed that it cannot advantageously be developed at Yaba and from the present buildings. A new site and new buildings, including a new hospital, are imperative, if the new venture is to have a real chance of success. We think that the new foundation should be established at or near Ibadan, making a completely new departure, and literally, breaking fresh ground.

64. The making of a university in an undeveloped area such as that near Ibadan, under the spur of urgent necessity, covering many subjects not hitherto brought together in Nigeria, or whose teaching is at present non-existent, is an undertaking which has not many precedents in our academic history. We all believe it should and can be embarked upon. But experience of those who have given a lifetime to such tasks is that such developments take time. It would not be fair to those who are looking eagerly forward to the completion of those developments to slur this over.

65. While the new university college is being built at Ibadan, it will be necessary for the developing arts and science departments, the teacher training course, and the medical school to use the existing buildings at Yaba. Additional temporary buildings will be required at Yaba for expansion. This will leave the site at Ibadan clear for the building programme, which we hope will be pressed forward with the utmost urgency. Similar temporary arrangements will be required for the schools of agriculture and forestry at Ibadan.

66. At Achimota the site is already laid out, a nucleus of good buildings, in which teaching is actively going on, is already in existence and an orderly development has for several years been in progress. With these buildings available an immediate expansion at Achimota is possible. We believe that to continue this development here will be more advantageous than a present stand-still, followed by an attempt at hasty progress later. The reinforcement, now, of Achimota, an institution already under way, is an indispensable step towards the steady and firmly based general progress which is our aim.

67. In Sierra Leone a new site and buildings for Fourah Bay College are required in any case, even to continue its existing work. We later recommend that these should be in the Freetown peninsula. While a new college is being built, it seems probable that, unless suitable temporary accommodation can be found in the peninsula, the college will have to use its present temporary quarters at Mabang and that some additional temporary buildings will be required in the meantime. In view of the unsuitability of the Mabang site we hope that the provision of a new site and buildings will be treated as a matter of urgency.

68. *Finance.*—We consider that the expenditure* involved in our proposals should be financed from the revenue of the West African Governments and from the Colonial Development and Welfare Fund. The extension of facilities for higher education is an essential part of the plans for the development of British West Africa. This is recognised both by the West African Governments and by the Secretary of State for the Colonies. It is appropriate therefore that at first the greater share of this expenditure should be met from the grant of £120,000,000 which has recently been voted by Parliament under the Colonial Development and Welfare Act. In making our proposals we have borne in mind that there are many other urgent claims on the Colonial Development and Welfare Fund from West Africa and elsewhere, that this sum is designed to serve the whole Colonial Empire. It should however be remembered that the 27 million inhabitants of West Africa comprise nearly half of that Empire.

* See Summary of Recommendations.

69. The West African Governments should, in our opinion, bear part of the cost of these proposals from the start; their share should increase steadily until they ultimately bear the whole burden on their own shoulders. We consider that students' fees should cover only a small proportion of the annual expenditure.

70. We are not in a position to review as a whole the development programmes of the West African Governments. These depend greatly on assistance from the Colonial Development and Welfare Fund. We therefore make no recommendations as to how the cost shall be shared. Our estimates of the cost of our proposals are made to serve as a guide; for we cannot forecast accurately the post-war cost of buildings, or post-war salary levels.

NIGERIA

Range of facilities

71. We have already indicated our view that schools of medicine, agriculture, forestry and animal health, designed for the present to serve the whole needs of West Africa, should be developed in Nigeria, and that they should be in close association with faculties of arts and science. These proposals are set out in full in Chapters VI and VII.

72. We recommend that a medical school should be developed providing courses which would lead to a qualification recognised by the General Medical Council. While the medical school at Yaba has achieved some success in meeting the urgent needs of Nigeria for African doctors, it is clear that, if the needs of the whole of West Africa are to be met, an institution providing fuller courses and a more widely recognised qualification is essential. The cost and difficulty of building, equipping and staffing a medical school have led us to recommend that at this stage only one medical school should be established in West Africa. This should be situated in Nigeria. The needs of Nigeria's population will always require that the majority of students in a single medical school shall be from Nigeria; and Nigeria has already done much towards the establishment of such a school.

73. In Chapter VI we give an account of the schools of agriculture, forestry and animal health which Nigeria has established, and the reasons why we consider that they should continue to be developed there.

74. We recommend that there should be set up immediately in Nigeria a Science faculty in close association with these professional schools, both to cover much of the common teaching that will be required and to provide advanced scientific training especially for those who are to teach Science in the secondary schools. The staff of the Higher College, Yaba, have already succeeded in developing courses in some science subjects beyond the Intermediate stage.

75. Courses in engineering, to a standard somewhat above that of the Intermediate standard, followed by extensive practical training, have been provided in Nigeria since 1934. We consider that the largest requirements for trained engineers in the British West African colonies will undoubtedly be in Nigeria. We therefore recommend that a department of engineering should be established at Ibadan, providing courses for degrees in civil and mechanical engineering. As a first step, early provision should be made for courses up to the Intermediate B.Sc. in engineering temporarily at Yaba, and later to be transferred to Ibadan, and these should be extended to degree level as soon as buildings and facilities can be provided at Ibadan. The students should be required to devote certain vacations or other periods to practical training in engineering works approved by the head of the Department.

76. Until a degree course at Ibadan is established we consider that Achimota should serve the whole of West Africa for degree training in engineering (see paragraph 88 below). If when the general review at the end of the first five years is made (see paragraphs 36 and 152) the need for trained engineers does not require the maintenance of two schools, degree training in engineering should be concentrated at Ibadan.

77. We recommend that this department should also provide for the training of surveyors and that for this purpose the survey school at Oyo (see appendix VI) should be associated with the university college. This should then become the centre for training of surveyors for all the West African territories.

78. A College so constituted would be completely unbalanced unless it maintained as an integral part of its activities a faculty of arts. The facilities in Nigeria for the study of arts even to the Intermediate level were at the time of our visit totally in abeyance. It is essential that this deficiency should be made good immediately up to the Intermediate level and as soon thereafter as possible up to the full degree level. These courses are necessary to meet the immediate needs of Nigeria for teachers in the schools and for responsible leaders in other forms of development.

79. It is not anticipated that Nigeria, with the rapidly growing number* of students who each year are completing their secondary education, will have any difficulty in providing an adequate flow of students capable of taking advantage of the range of facilities described above. In addition students from the other West African Colonies which lack facilities for certain professional courses, will come to Nigeria after completing the Intermediate stage.

Site for the university college of Nigeria

80. We consider that the site for this university college should be at Ibadan in Western Nigeria. We propose it should be moved from Lagos because of the limitations of space for development in or near Lagos, which is an overcrowded port town situated among lagoons. There is, for example, no site available to permit the building of a medical school near the hospitals. The new college should be residential, and it will need a considerable area of ground for buildings and playing fields in addition to that required to house the range of departments envisaged and to allow space for their future development. Ibadan, with a population of nearly 400,000, is the fourth largest city in Africa, and the largest in tropical Africa, and will need in the near future a large new hospital, which could be planned in conjunction with the medical school. Ibadan is situated in hilly country and we understand that space for extensive development could be made available. Its situation on the railway linking the North and the South and at no great distance from the sea or air terminals at which students from other colonies are likely to arrive, is also a factor in its favour. A further advantage is the existence at Ibadan of the schools of agriculture and forestry with their experimental stations. At this site should also be established the degree courses in engineering.

81. With a university college started at this site all the students in the whole range of faculties, except in the school of animal health, would be able to find facilities for their work in the immediate vicinity of the university college. The students of animal health would need to carry out their clinical work at Vom on the Jos plateau in Northern Nigeria, after the completion of their pre-clinical studies at Ibadan.

* In 1943, 505 students passed the Cambridge Senior School Certificate, 281 being placed in the first and second grades.

Courses

82. This university college should provide the following:

Arts. Intermediate and degree courses.	
Science. ,, ,, ,, ,, including engineering intermediate and degree; and a survey school for West Africa.	
A School of Medicine for West Africa and A School of Dentistry for West Africa.	See Chapter VI
A School of Agriculture for West Africa. A School of Forestry for West Africa. A School of Animal Health for West Africa.	See Chapter VII
Teacher Training. A two-year course.	See Chapter V.

It is likely that a college providing Intermediate courses will be required shortly in Eastern Nigeria, partly to serve as a feeder to the university college and partly as a centre of university interests and extension work in that area.

Research

83. There will be a need for new research projects in all branches of the work of the university college, which may in addition have to maintain and develop some existing researches when it absorbs the existing schools of medicine, agriculture, forestry and animal health.

In addition it will be necessary to establish close relations with the research workers in the various Government departments in the several colonies, and with other research institutes in West Africa, especially those in Nigeria (such as the yellow fever research institute at Yaba).

Government of the College

84. A new governing body of the college will be necessary with representation drawn from a wide basis in the community. We recommend that at the earliest possible moment this body should be autonomous, as indicated in paragraph 117.

The Gold Coast

Range of facilities

85. The Gold Coast already provides at Achimota courses in engineering up to degree standard, and in arts and science up to the intermediate standard for a rapidly expanding student body which at the time of our visit numbered about 100. These courses will have to be strengthened and expanded to meet the increasing flow of students from the secondary schools.

86. We believe that the time has come when teaching in arts to degree level should be provided, and that as soon as possible science courses also should be built up to degree level.

87. We recommend that the arts department should include a social science course which would, for the time being, serve the whole of West Africa. In planning this course and the staff which it would require, the authorities of the college should consult the Director of the London School of Economics, which has since 1943 provided a special social science course for colonial students.

88. We consider that the science department should continue to provide courses in engineering. The only degree course in engineering now provided in West Africa is at Achimota where it has been in existence since 1935. Provision should continue to be made for courses for Intermediate B.Sc. in engineering. We recommend also that for the present the existing courses for the B.Sc. degree in engineering should serve the whole of West Africa and should be correspondingly

strengthened in staff and equipment. The position of the degree course in engineering at Achimota should be reviewed at the end of five years, in relation to the probable needs for professional engineers and to the extension of technical training in the several territories. If when the general review at the end of five years is made (see paragraphs 36 and 152) the need for trained engineers does not require the maintenance of two schools, degree training in engineering should be concentrated at Ibadan.

89. In Chapter V we recommend that an institute of education, designed to serve the whole of West Africa, should be established in the Gold Coast.

90. It is our opinion that the Gold Coast at the present moment affords the best opportunities for the development of higher work in arts and education. Not only have arts courses been satisfactorily developed at Achimota up to the Intermediate level but we believe that the constructive and co-operative attitude there towards social problems, which has been due in no small measure to the Gold Coast Government's strong support for the development of this college, provides a favourable basis for the further development of humane studies. (It is largely owing to this spirit, which is particularly evident in the whole field of education in the Gold Coast, that we later recommend the establishment there of an institute of education to serve the whole of West Africa.) We recognise that for some years the number* of students will be small. We are convinced, however, that the number will expand rapidly, as the teachers coming out of the new university institutions enable the large number of potential students to be prepared in the expanding secondary schools for entry to the university college.

91. There are indeed, as we have pointed out, positive advantages in having a small student body when a college is in its earliest stage. The staff obtains opportunities for just those contacts and that research work which we regard as essential if an arts course is eventually to be properly related to the life of the people. The members of the staff who came out to start Achimota each spent with great advantage a year or more in the Gold Coast getting to know the people and studying the local problems of education before they themselves started teaching.

92. The Gold Coast will within a very few years need a full arts faculty in which to train its students both for the teaching profession and for other responsible posts. Many suitable buildings and the nucleus of a library and museum are already available at Achimota. We consider that an immediate start should be made. The institute of education should be established as part of the university college, and should provide both for research and for the training of teachers. It will maintain a body of graduate arts and science students from all the West African colonies. In addition Gold Coast students who have completed their Intermediate courses in arts and science will be training as teachers in the same institute.

93. Together, these students will make up a substantial number pursuing a variety of courses, and will obtain the opportunities for corporate life, which will be enriched by contact with the research workers at the various centres, existing or being brought into existence in proximity to the college. A faculty of science should also be built up as soon as possible. In view of the great scarcity of suitable science staff and the need for the rapid development of a full science faculty in close association with the schools of medicine, agriculture, forestry and animal health, Nigeria in building up a science faculty should have priority over the Gold Coast as regards staff.

* In 1943, 195 students passed the Cambridge Senior School Certificate, 115 being placed in the first and second grades.

94. There are notable advantages in the situation and circumstances of Achimota. For instance, there is already established in its vicinity the West African Institute, which with a capital grant of £52,000 and an annual grant of £15,000 for 5 years has for some time been carrying out development work in local arts and industries, and has now started to carry out the social and economic researches which are to form a further aspect of its work. The Secretary of State has recently presented to Parliament a proposal to devote £1,250,000 to the development of cocoa research which is centred at Tafo, not far from Achimota, so that a considerable body of scientific research workers will be at no great distance. A young Arts faculty could expect to share, with these two institutes, such advantages as a good library and a properly staffed museum, as well as the contacts which would naturally spring up between the staffs. The pace of social and political development is increasing, and approval has already been given for an unofficial majority in the Legislative Council. We consider that it is most desirable for the Colony, if it is to succeed in its new programmes of social and political development, to have in its midst a live and growing university institution which will command the respect of the people and help to guide them through these years of change.

Site for the university college

95. The Achimota site is eminently suitable for the proposed college, and the buildings already there can be adapted and extended to meet most of its needs. The separation of the university department from the secondary school at Achimota, which has already been planned by the Achimota Council, should be completed as quickly as possible.

Courses

96. This university college should provide the following:—

Arts	Intermediate and degree courses.	(Including a course in social science to serve West Africa).
Science	Intermediate and degree courses.	(Including Intermediate engineering and, for the present, a degree course in engineering to serve West Africa).
An Institute of Education for West Africa.	Providing for ..	(a) Research in education, psychology and linguistics. (b) Teacher training courses including one for graduates from all the British West African colonies.
	(See Chapter V.)	

Research

97. There will be a need for new research projects in all branches of the work of the university college. It should also establish close relations with the research workers in the various Government departments in the several colonies, and with other research institutes in West Africa, especially those in the Gold Coast, the West African Institute of Industry, Arts and Social Sciences and the cocoa research centre at Tafo.

Government of the college

98. A new governing body will be necessary. Detailed recommendations for the constitution of this body are discussed in the section dealing with administration.

Sierra Leone and the Gambia

Range of facilities

99. Fourah Bay College provided for over 60 years the only facilities in West Africa for students to complete degree courses. The number of students has always been small and the development of facilities in the other colonies will inevitably circumscribe the area from which the college has so far drawn

its student body. So far the body of students in Sierra Leone who have completed their secondary education has been provided almost entirely by the schools in the Freetown peninsula. We must however take into consideration the increasing development of the hinterland which is at present only in its early stages; especially in education. In addition the Gambia is already linking its education system with that of Sierra Leone. These two Colonies between them have a population approaching that of the West Indies, though of course their present educational facilities are far below those of the Caribbean area. As they develop, however, they undoubtedly will provide an increased flow of students for the college. The development of the mining industry in Sierra Leone, and of Service bases both there and in the Gambia will tend to increase the pace of their economic development.

100. While Sierra Leone and the Gambia are relatively small, and isolated from other British dependencies in West Africa, it must be borne in mind that they are very close to Dakar, the capital and centre of educational development for the whole of French West Africa, and British achievements close at hand are subject to constant comparison with those of Dakar and its district. We consider it important that these two dependencies, the nearest of all British Africa to the United Kingdom and to the Americas, situated in the midst of a rapidly developing area of French West Africa, should not be relegated to an educational backwater. A University institution in the Gold Coast or Nigeria over 1,000 miles away would be too distant to have any but the most indirect influence on the day to day lives of people in Sierra Leone and the Gambia. We therefore recommend that a university college should be maintained in Sierra Leone.

101. We consider, however, that at the present time the chief educational need in Sierra Leone and the Gambia is for better qualified teachers in the secondary and primary schools, especially in the hinterland. To provide these we consider that the course in arts to Intermediate level should be maintained though the number of students qualified to benefit would at first undoubtedly be small* and that the course in science to the Intermediate level, which made a promising start before the war wiped it out, should be re-established immediately. This would provide a balance to the arts teaching and would also provide science teachers for the schools, to remedy the almost complete absence of science teaching there.

102. To prepare the students who have successfully completed their Intermediate courses in arts and science for teaching in the secondary schools and to provide refresher courses for suitable teachers already employed in the secondary schools, we have recommended in Chapter V that a teacher training course be established in close association with these Intermediate courses.

103. We consider that by developing these three courses the college would render its best service at present to the whole educational system of Sierra Leone and the Gambia, and while laying a sound foundation for a balanced system of higher education would provide for the secondary schools more numerous and better qualified teachers. On the quality and numbers of these Sierra Leone and Gambia scholars the future of Fourah Bay College must mainly depend.

104. While we have recognised the pioneer service in higher education which Fourah Bay College has rendered to West Africa, we consider that we should not be justified at present in recommending the support from public funds, of a general arts course to degree level, especially one isolated from science

* In 1943, 34 students passed the Cambridge Senior School Certificate, 7 being placed in the first and second grades.

teaching to the same level, for those few qualified students who may be available in the near future. Students qualified to take degree courses in Arts or Science or other advanced professional courses should for the present be enabled to make use of the facilities to be established elsewhere in West Africa.

105. The maintenance from public funds of the Intermediate courses will greatly lighten the burden on the Church Missionary Society, which with its own funds, apart from fees and certain bequests to the College, has hitherto borne by far the largest share of the cost of maintaining Fourah Bay College. Throughout the course of our enquiries we have kept in touch with the Church Missionary Society concerning the future of Fourah Bay College. We understand that they are considering the continued provision from their own resources at a reorganised Fourah Bay College (such as we have outlined above), of staff adequate to provide a full course in arts, the subjects being chosen for their suitability for theological students; also of an extra tutor in social science to broaden the basis of this course, and of an adequate number of students.

106. We consider that such a proposal would be in keeping with the best tradition of the college, which has from its earliest days provided training for the Ministry. The number of these theological students would not form an undue proportion of the total number of students and teachers in training, but both they and the staff would enrich the cultural and spiritual life of the College. The teaching to degree standard would preserve in one course at least, the academic status of the college; and, it may well be that an increasing flow of students will justify a development of general degree courses. The test for this, as indeed for all our proposals, will be the extent to which students are available, and the standards which they successively attain.

107. We recommend therefore that the proposed university college providing Intermediate courses in arts and science and a teacher training course including refresher courses, should be a development of Fourah Bay College. We trust and believe that the Church Missionary Society will co-operate with the proposed general development in every way and we believe that they would be glad to see the name of Fourah Bay College maintained for the whole new institution. This reorganisation will of course involve a reconstitution of the governing body and to that we refer later.

Site for Fourah Bay College

108. It is certain that a new site and new buildings will be required. The old buildings are no longer available, as they are about to be purchased by Government. The present site at Mabang is isolated and unhealthy, and in any case is unsuitable for teacher training courses as there are practically no schools in the vicinity. We consider that the site for this college should be within easy reach of Freetown, in order that the influence of the college may be felt by a wider circle than the student body and that in turn the college may continue to draw support from the public interest in its activities.

Courses

109. The reconstituted Fourah Bay College should provide the following courses: —

Intermediate Arts: There should be a minimum of five subjects and of one lecturer to each subject.

Intermediate Science: The aim should be to establish as quickly as possible the teaching of four subjects in addition to mathematics. One lecturer for each subject is desirable.

Teacher Training: A two year professional course (*see* Chapter V.)

Arts: Continuance from private funds of an arts degree course suitable for theological students has been considered by the Church Missionary Society.

Research

110. The college should establish close relations with the various bodies of research workers in West Africa and especially with the Institute of Education and the West African Institute at Achimota. It should of course maintain the contact with the Alfred Jones Laboratory if and when that research unit reopens its work in Sierra Leone after the war.

Government of the college

111. A new governing body of the college will be necessary, drawn from a wide basis and including all sections of the community. The Church Missionary Society both in Sierra Leone and in London have stated in evidence that they would accept a governing body on which their representation would not be a majority. It is fitting, in view of the past history of the College, that their representation should be substantial.

ADMINISTRATION

The Inter-University Council for Higher Education in the Colonies

112. We have given careful consideration to the problems of administration which will arise in connection with the proposed West African colleges. We are convinced that the provision of facilities in West Africa will in the early stages involve active co-operation with administrative bodies and universities in Britain. The bodies to be set up in Britain are in the main the concern of the Asquith Commission. We understand that this Commission will recommend the establishment of an " Inter-University Council for Higher Education in the Colonies," to maintain touch with university institutions in the colonies. We believe that such a body would be able to give suitable guidance to the growing university institutions in West Africa and we regard it as essential that each university college should have the closest possible contact with British universities.

113. We understand also that the Asquith Commission will recommend the establishment of a finance committee which will make recommendations concerning grants to university institutions in the colonies.

Organisation in West Africa

114. We now come to the administrative arrangements to be made in West Africa. It may be useful to point out what are the administrative bodies in many modern British universities:

(1) The court of governors, which is usually a large and representative body, meeting only once or twice a year, is the governing body of the university, but normally it exercises only general supervision. Its business includes the election of some members of the council.

(2) The council is the executive body of the university and exercises control in non-academic and financial matters. Such a council has strong representation from the academic staff of the institution, but ordinarily it has a non-academic majority.

(3) The senate, consisting of the Principal or Vice-Chancellor, the professors and heads of departments, and other representatives of the teaching staff, controls and regulates academic and disciplinary matters. It has the right to discuss and express an opinion on any matter concerning the university.

(4) Faculties.—Each main group of subjects (arts, science, medicine, etc.) is the concern of a faculty. Members of the board of the faculty include the professors and heads of departments and other representatives of the teaching staff. The duties of this board include the control of the curriculum, syllabus, and examinations in the relevant subjects. Faculties derive their authority from the senate and their decisions are subject to its confirmation.

115. We have considered how far it will be necessary to establish analogous bodies for the government of the university colleges in West Africa. In the initial stages it is desirable that the constitution should not be too complex and that the bulk of the non-academic functions should be discharged by the college councils.

116. We have given careful consideration to the question whether it may be desirable to institute in West Africa a "West African Advisory Council on Higher Education" which would be concerned with the wider problems of organisation of higher education in West Africa and would make recommendations from time to time concerning the further development of the three colleges. It is clear that such a body would have only advisory functions in the first place, in view of the fact that we expect that the allocation of grants from United Kingdom revenue will be made in London. While, therefore, the duties of an advisory council in the first stages might appear comparatively unimportant we suggest that one should be established to gain and co-ordinate experience of the working of the three colleges. We suggest that this council should include representatives of, (*a*) the three colleges (for example, the principal, the chairman and one African representative from each college council) and, (*b*) the various territories, but that its members should not be more than about twelve. It would meet only at fairly long intervals to discuss common problems.

Non-academic administration

117. We recommend that for each university college the functions of non-academic administration and finance should be exercised by a council. The council should consist of the principal, as the chief officer of the college, and representatives of the territory, of the teaching staff, of the medical and technical services, and of the educational services including representatives of the Churches. It is essential that the African membership of the council should be strong from the outset, and that it should include both men and women. A total of not more than 25 members is suggested. It would receive reports and recommendations from the senate or academic board. It would elect its own chairman from time to time.

118. We believe also that a large representative body known as the Court of Governors would be useful when the colleges have been established but we think that it would be unnecessary to inaugurate such a body immediately. When appointed, that court would normally meet not more than once in a year, when it would receive the annual report of the council. It would also possibly have the function of electing a small number of representative persons as members of the council but its main purpose would be to get as many influential people as possible interested in the college and to make the people of the country feel that it belonged to them. It should therefore contain representatives of the Government, of the Chiefs and people, of business interests and of the professions. Members of the council should be ex-officio members of the court. We hope that in each colony the proposals of our Report will be backed up by a large and influential committee brought together by the council, charged from the outset with the enlisting of interest and financial support for the colleges. It would be a natural development for such a committee at a later stage to develop into the kind of Court here outlined.

119. We consider also that it would be desirable to establish small advisory committees for those professional schools which under our proposals will not for the present be duplicated in West Africa. For example, at Ibadan we would recommend the establishment of advisory committees on medicine, agriculture, forestry and animal health, and at Achimota, an advisory committee on education. These committees should include the senior members of staff concerned and representatives of the four colonies with experience in the particular field of study. Representation of each colony is necessary while these schools serve the needs of the whole of West Africa. These committees would report to the council of the college concerned.

Academic administration

120. It is desirable that an academic body should be created immediately for each university college with the principal as chairman to advise on courses and to interpret the academic needs of the college to its council and to the inter-university council for higher education in the colonies.

In matters relating to examinations, syllabuses and curricula it would also be in contact through the principal with the university concerned with the degree examinations. It is suggested that this body should be known as the Academic Board until such time as the college received its own charter when the body would take on wider functions, including the award of degrees, and would be known as the Senate. All professors and heads of departments should be members, and there should be representatives of the lecturers. These boards would be responsible for the general academic work and for the conduct of examinations, the admission of students, the award of scholarships, and would make recommendations to council concerning the development of the colleges and concerning the appointment of staff. Separate Boards of Studies may not be necessary in all the colleges in the early stages, but, as the colleges develop, these should be constituted to make recommendations to the academic board When the institutions become degree-giving universities these boards of studies would become boards of faculties.

121. In the university college at Ibadan the schools of medicine, agriculture, forestry and animal health should form an integral part of the college and for administrative purposes they should all be under the principal of the university college. The administration of each of these schools should be under a Head, and we recommend the establishment of separate boards of studies in (*a*) arts, (*b*) science, (*c*) medicine and (*d*) agriculture, forestry and animal health. These boards of studies should include the heads of all departments concerned and a large representation of the other academic staffs.

122. The institute of education should form an integral part of the university college at Achimota; its chief officer should be known as the Head, who will be responsible to the principal of the university college. We recommend the establishment of boards of studies for (*a*) arts, (*b*) science and (*c*) education.

123. In Sierra Leone the present small size of Fourah Bay College indicates that an academic board will suffice without sub-division into boards of studies.

Examinations

124. It is clear that for some years to come students of the West African colleges will take the degrees of some British university, and that the grant of a university charter enabling these institutions to award their own degrees can only be made when they have established a reputation for teaching and research and when they have gained experience in academic administration.

125. It is essential that the degree examinations taken in West Africa should be equal in standard to those taken in British universities. In making all our recommendations we have kept this

end clearly before us. It was frequently urged upon us in West Africa, and we emphatically agree, that the provision of facilities for obtaining qualifications thought to be inferior to those gained in Britain, would be most undesirable. Moreover it is important that qualifications obtained in West Africa should be regarded as an adequate basis for post-graduate work by other British universities, since it is hoped that a proportion of the graduates will proceed to Britain after graduation in order to pursue their studies further.

126. We understand that colonial university colleges in general will be afforded facilities by London University, which will act as an examining body and will be prepared to approve syllabuses and curricula designed to meet the needs of colonial students. (Compare paragraph 24.) We are satisfied that such an arrangement will be suitable for the immediate needs of West Africa, with the reservation that Fourah Bay College may prefer to retain its existing links with Durham University and to allow its students to continue to work for Durham degrees. If this latter arrangement is made however it will be essential that facilities shall be provided whereby Fourah Bay students who have completed the Intermediate course in arts or science shall be able to proceed to one of the other West African institutions in order to complete their degrees. This would be provided either by allowing them to choose whether they take the Intermediate examination of Durham or London University, or by the universities concerned accepting each others Intermediate certificates. This matter, important only in the case of Fourah Bay, could be settled after discussion between the institutions concerned.

127. We suggest that as early as possible members of the staffs of the university colleges in West Africa should be given opportunity to take some part in the examinations conducted on behalf of the University of London (or the University of Durham). We understand that London University is considering how best this may be done.

Buildings and Equipment

General requirements

128. We give below some indication of the buildings which will be required in the early stages of development of the three university colleges. We do not attempt to consider the problem in any detail, but suggest what we believe to be the minimum requirements for the effective development of higher studies in each area.

129. In general we recommend that the buildings should be of simple construction, capable of modification and extension as conditions require. This applies particularly to the accommodation for the science departments. On the other hand, we hope that the equipment will be extensive and modern, appropriate to the work being undertaken, and that generous facilities for research will be provided. Residential buildings should provide individual rooms for each student as well as common rooms.

130. The building up of a good library is essential at each centre. The extent of the library will in part be related to the work carried out in the college but should in each case cover a wide range of subjects not normally read by the students for examination purposes. An attempt should be made in each centre to provide the more essential modern literature required by research workers, but it is recognised that for some time library facilities for these purposes will be incomplete and some use of British libraries will be necessary. It is important also that each college should possess a good museum.

The university college at Ibadan

131. It will be necessary to acquire a new and extensive site which should be large enough to meet present needs and leave ample room for future development. It is recommended in Chapters VI and VII that the schools of medicine, of agriculture, of forestry, and of animal health should be located on the same site as the university college. Taking account of the areas suggested there, it is apparent that an area of not less than 1,000 acres will be needed.

132. The following are among the buildings which will be required:—

(i) Residential buildings for men and women students and staff, and for college servants.

(ii) Buildings for religious worship.

(iii) A library and reading rooms, and a museum.

(iv) Buildings for the arts faculty:

Probably three or four lecture rooms each holding 100-200, with a similar number of smaller class rooms, and several rooms for seminar and discussion classes, together with staff rooms.

(v) Buildings for the science faculty:

A minimum of two laboratories to each subject going beyond the Intermediate standard, and additional laboratories for research. Facilities for research should be provided for the staff and for visiting workers at the earliest stage. Laboratories should be of light construction and capable of extension. More money should be spent on equipment than on buildings.

Three or four lecture rooms each holding 100 students would be needed by the various departments of the science faculty: four or more smaller class rooms would also be required.

(vi) Engineering Department.

When this is developed at Ibadan, engineering laboratories, a workshop and a large drawing office will be required. The laboratory and workshop will need to be fitted with some heavy equipment.

(vii) Buildings for corporate activities.

Halls for meetings and social functions.

(viii) Playing fields, with a gymnasium and a swimming pool.

The university college at Achimota

133. The present buildings sited in the main compound already provide accommodation for over 100 Intermediate students and staff, in addition to the secondary school, and should be adapted and extended for the use of the university college. Residential buildings should be adapted to provide individual rooms for each student as well as common rooms. The secondary school should be moved as soon as possible to the buildings now occupied by the Army and the staff of the Resident Minister, and the buildings so set free made available as additional accommodation for the university college.

134. Some additional buildings will be needed, including further lecture rooms and a larger library, reading room and museum, with additional staff rooms and small rooms for seminar and discussion classes.

135. The existing science laboratories will have to be extended to accommodate at least 24-30 students taking Intermediate courses, and additional laboratories for more advanced work in physics, chemistry, zoology and botany will be needed. A minimum of two laboratories for all departments undertaking work beyond the Intermediate stage is essential. Provision must also be made for research rooms, sufficient in the first instance for the use of the staff and a small number of other workers. Some additions to the buildings and

equipment of the present engineering school at Achimota will be necessary, but as the continuation of the engineering degree course at Achimota may be temporary, it is suggested that only a moderate extension should be undertaken. But, in this connection, the five year review, which we have mentioned, should be kept carefully in mind.

136. In planning any new buildings attention must be paid to the almost certain needs for future development in some directions within a few years. The lay-out should be so designed that additional laboratory accommodation can be provided conveniently to the respective departments.

137. A new group of buildings, with lecture rooms and other class rooms, will eventually be required for the institute of education, though the present college buildings will probably meet the needs of the institute for the first few years while it is being established.

138. We suggest in paragraph 146 a financial allocation for the extension and adaptation of the present buildings. When it becomes necessary to find a new site and buildings for the Achimota Secondary School, the Achimota Council will require a grant to cover the cost of moving the school.

Fourah Bay College.

139. It will be necessary to acquire a new site and it is suggested that this should be in the Freetown peninsula and should be extensive enough to meet present needs and leave ample room for future development. The following are among the buildings which will be required:—

(i) Residential buildings for men and women students and staff, and for college servants.

(ii) Buildings for religious worship.

(iii) A library and reading rooms, and a museum.

(iv) Class rooms including laboratories for physics, chemistry and biology. The teacher training course would require additional accommodation and lecture rooms.

(v) Buildings for corporate activities—
A hall for meetings and social functions.

(vi) Playing fields, with a gymnasium and a swimming pool.

Finance

The basis of the estimates

140. We make no attempt to estimate the cost of sites required by each of the colleges. The probable cost of buildings and initial equipment can only be indicated in the most general terms, but some indication is given of the probable recurrent expenditure in the case of each college. The figures given relate to staffing when the colleges are established and have the numbers of students reasonably to be expected after possibly five years.

141. The initial costs of our proposals will be smaller than we have indicated. It is suggested that in many subjects it may be undesirable at this stage to appoint a person of senior standing to a professorial chair, but that the staff will be more suitably recruited among younger men and women who have had suitable research and teaching experience but who will justify their promotion to a chair by the research which they will develop in Africa. If this procedure can be adopted initial costs may be somewhat smaller, and in a few years a vigorous senior staff will be secured with wide experience of and adaptability to African conditions.

142. It may also be emphasised here that the recurrent expenditure stated will not all require new income. In the first place it must be remembered

that there is already some expenditure on higher education in the various colonies: some of this will now be devoted to the university colleges. It may also be expected that there will be a moderate income from fees, for judging by the fact that at the present time large numbers of West African students are in British universities at their own charges, a proportion of students at the university colleges will be able to pay fees. It may be hoped also that local income, including that from individuals and industrial concerns, will increase as public interest is awakened.

143. The figures of recurrent expenditure are based on estimates of salary levels which may not apply after the war. It is assumed that a professor will need to be paid at least £1,200 to £1,500, while junior staff will commence at about £500, and more senior lecturers at higher levels. It is recommended that staff should become members of the Federated Superannuation Scheme for Universities. If adopted, this measure would involve an increase of 10 per cent. or more on salary charges. It would however greatly facilitate interchange between British universities and the West African colleges.

144. We recommend that all members of the teaching staff should be given the opportunity to take leave each year in the United Kingdom or elsewhere, and should be provided with free air passages for this purpose. Hitherto lack of continuity in teaching has been a handicap to many colonial colleges. We consider that by air travel it should be possible for members of the staffs to take their annual leave during the long vacation. The scale of leave might correspond to that laid down for the Colonial Service, which is at present a week's home leave for every month of service in West Africa.

The university college at Ibadan

Capital expenditure

145. Apart from the cost of the site and of buildings for the professional schools (see chapters VI and VII), the cost of the necessary college and residential buildings and initial equipment is likely to be at least £5—600,000.

Annually recurrent expenditure

	£	£
Arts staff		
Allowing for about six main departments each with a staff of a professor (initially a senior lecturer in some cases) and one or two others		16,000—20,000
(Only part of this expenditure will be incurred during the first years, while the arts faculty is being built up.)		
Science staff		
Allowing for six main departments including engineering, each with a staff of a professor (initially a senior lecturer in some cases) and two or three others		30,000
An education department		4,000
Annual grants to laboratories, libraries, and museum, including salaries of the technical staff in laboratories, the librarian, and the curator of the museum		7,000
Administration (including the salary of the principal)		5,000
Total		£62—66,000

The university college at Achimota
Capital expenditure

146. The cost of new buildings, including science laboratories, and initial equipment will probably not exceed £120,000.

Annually recurrent expenditure

	£	£
Arts staff		
Allowing for about six main departments each with a staff of a professor (initially a senior lecturer in some cases) and one or two others	16,000—20,000	
Science staff		
Allowing for five main departments with staff as above, and the department of engineering which will require one lecturer in engineering in addition to the present staff. (Only part of this expenditure will be incurred during the first years, while Ibadan is developing its science faculty)		23,000
Annual grants to laboratories, libraries, and museum including salaries of the technical staff in laboratories, the librarian, and the curator of the museum		5,000
Administration (including salary of Principal) ...		5,000
Total		£49—53,000

It is noted that this expenditure is less than the present annual grant of the Gold Coast Government to Achimota College, while at the present time the university department of Achimota costs £15,300 of which £6,000 is met from fees. These figures include residential charges, and only £8,000 represents salaries and passages of staff; £3,596 represents administration and maintenance and presumably includes residential charges, and £1,700 covers laboratory expenses and equipment. (See Chapter III, paragraph 52.)

Fourah Bay College
Capital expenditure

147. This college will need completely new buildings (including laboratories and equipment). It is hoped that the Church Missionary Society may be prepared to devote some of the funds realised from the sale of the old Fourah Bay College site and buildings to the erection of some buildings at the new college. The additional capital sum required therefore may not exceed £100,000.

Annually Recurrent Expenditure	£
Staff (including the principal) of 10-12 to cover Intermediate arts, Intermediate science	10,000
Education department	2,000
Administration including library, museum and laboratory grants	2,000
Total	£14,000

Scholarships

148. In order to ensure the development of the university colleges it will be necessary to institute a very considerable scholarship scheme in each colony.

149. There should be scholarships from the secondary schools to the university colleges allowing the scholars to take the Intermediate courses. These scholarships should be awarded on a basis which does not favour unduly certain types of school. Students of real ability, who may not have had much opportunity to study science at school, should be able to complete the Intermediate science course in two years, and should not be passed over when scholars are being selected, especially in these early years.

150. It is recommended that the award of scholarships for post-Intermediate work should enable all the more able students completing the Intermediate stage to proceed to degree work in their own university college, or in another university college in West Africa, or, in special cases and where suitable courses are not available in West Africa, in Britain. This selection should be made on the record of the students doing the Intermediate course, since students at this stage will all have had comparable facilities, and any unfairness which might affect the selection at an earlier stage, owing to the great range of efficiency of the secondary schools, will be avoided. At that stage also it is easier to assess the promise of a student for more advanced work of a university type. This stage will correspond to the stage at which students are normally awarded university scholarships in Britain.

151. For some time to come it will be desirable to afford opportunities for a selection of the better graduates to spend a period about two years in post-graduate work in Britain. This will enable a number of Africans to gain wider experience in academic life and research methods, and will provide a pool of trained men and women from which it will be possible to select future members of the university and college staffs.

REVIEW OF PROGRESS MADE AND REPORT TO THE SECRETARY OF STATE

152. We recommend that there should be a review of the progress made and of the financial allocations which we have proposed, in five years time. This progress report should be submitted by the councils of the three university colleges to the Secretary of State for the Colonies, in order that he may consider the progress made by the three university institutions and the response to university development which had been called forth locally. In this review the Secretary of State would be able to seek the views of the Governors of the West African colonies and of the Inter-university Council for Higher Education in the colonies.

CHAPTER V

THE SUPPLY AND TRAINING OF TEACHERS

The Present Position

1. There are two aspects of teacher training which are quite clearly related to higher education: first, the teacher training courses which are attached to the present centres of higher education at Fourah Bay, Achimota and the

Higher College, Yaba; and second, the standards and qualifications of the secondary school staffs, since it is from these secondary schools that the recruits come for higher education. These are the obvious reasons for including a chapter on teacher training in this report. Nevertheless, as we visited educational centres in every territory, and attempted to assess the broad foundations on which higher education was to be built, we were impressed with the need for a great increase in the quantity, and a great improvement in the quality of the teachers of all grades. It is the unanimous view of the Commission that the supply and training of teachers is of paramount importance.

2. We collected information from all four territories in order to have statistics and local opinions which might supplement and be compared with our own impressions and comments. This information, for which we are much indebted to the education departments, has been arranged under the following heads for each territory:—

(*a*) The existing facilities for all forms of teacher training, secondary, primary and specialist. This included, among other details, the qualifications of the staff of each institution, the number of students in training in the past ten years and an estimate of the wastage of teachers after training.

(*b*) The qualifications of the present staffs of secondary and primary schools.

(*c*) Comments from each territory on the existing facilities for consideration with the evidence we collected individually during our tour.

(*d*) The estimated needs for additional facilities and suggestions as to how they might be provided.

3. It was impossible for us not to sympathise with the grave concern felt by the education departments about the provision of teachers. The needs of the territories and the rising enthusiasm of the people for education have far outstripped the capacity of the existing training colleges to produce enough qualified men and women for the schools. Post-war plans envisage great extensions of the school system, as, for example, on the Gold Coast where the provision of six years' schooling for every child is to be completed within the next 20 years. At the same time it is recognised that the war years have intensified the outflow of teachers to other professions, thus making it difficult to maintain existing staff, quite apart from supplying the immense numbers needed for expansion work.

4. The narrower aspects of teacher training were therefore inevitably merged in the much wider problem of providing increased educational opportunities for all sections of the population, including the illiterate adolescents and adults who were particularly considered in the Colonial Office Report* on Mass Education. We recognised, however, that progress on the broad front of universal education depended to a large extent on the standards and numbers of teachers in every grade. The provision of these teachers at the higher levels, that is for secondary schools and for training colleges, is most directly affected by our recommendations. We shall therefore consider these two problems first, and then return to some of the wider aspects of teacher training.

5. At present there are no facilities for training secondary school staff in West Africa which are in any way comparable with those in the United Kingdom, with the exception of the course leading to the Diploma of Educa-

* " Mass Education in African Society ". C.O. No. 186. H.M. Stationery Office. 1943.

tion of Durham University which is taken by a very small number of Fourah Bay graduates. It is generally accepted in the United Kingdom that secondary school staff should be graduates, and in addition some kind of professional qualification is increasingly being regarded as advisable, if not indispensable. A small number of Africans on the staffs of secondary schools have taken degrees and diplomas of education in Britain. The great majority of the Africans on these staffs are non-graduates, though most of them hold the highest grade of Teachers' Certificate for such courses as are available in their territories.

6. The narrow academic nature of many of the present secondary schools and the concentration in the curriculum on examination results reflects the gulf between modern thought on secondary education in the United Kingdom and the present practice in West Africa. Three steps seem to us essential to remedy the present state of affairs.

Steps Recommended for Raising the Standard of Teaching in the Secondary Schools

7. The first is that all the non-graduate African staff in secondary schools should themselves have an opportunity of wider academic study in the atmosphere and surroundings of a university institution. We recommend therefore that, as opportunity allows, African staff who have neither an intermediate nor a graduate qualification should be given a year's further study at one of the proposed university colleges to widen their cultural outlook and to increase their intellectual interest in the subjects they are teaching. This provision will have to be spread over a number of years, since it will not be possible to withdraw simultaneously for this purpose a large proportion of the existing staffs of secondary schools. The numbers in this category to be catered for by each university college in any given year will not be large, and these teachers should be able to join the regular classes of the college during their year of attendance. Indeed a great part of the benefit they should receive depends upon their doing so. They should, however, be allowed the greatest possible latitude in their choice of subjects. These academic refresher courses for existing teachers will involve no extra staff or administrative cost beyond the cost of maintenance of the extra students.

8. The second step is that all new African appointments to secondary school staffs should as soon as possible be from men and women who have passed through at least an intermediate course in one of the proposed colleges and taken in addition the two-year teacher training course which will be attached to these colleges. We stress the necessity of a two-year professional training course for such students. A one-year professional course will suffice, though barely, for the graduate. But for the non-graduate who is to teach in a secondary school, the successful completion of an intermediate course followed by two years of professional training are essential. With less than this he cannot play his proper part in raising the standard of the secondary school. As we say later in this chapter, this course must come after, and not concurrently with, the Intermediate course of academic study. The two years allowed for the professional course give time to enable the student both to acquire the necessary basis of skill in teaching and also to conceive of his task broadly and place it in perspective as a part of the progressive development of the social life of his people. We hope that an increasing proportion of secondary school teachers will in time be graduates of the university colleges with a diploma of education in addition. In fact, we regard this standard as the one to be aimed at for the majority of secondary teachers. But we recognise that the need for a great number of secondary teachers is so urgent, that the higher standard, namely a graduate with a diploma, cannot be insisted on for some time to come.

9. The third step involves both Europeans and Africans. We regard it as essential that the men and women, of whatever race, who hold important posts in secondary schools should be aware of the ferment in educational ideas and methods which is characteristic of the western world at the present time, and should be aware too of the changing needs and new emphases in African education. To achieve this meeting place of Western and African thought will be one of the tasks of the Institute of Education for West Africa. But in the meantime, until its work is under way, principals of secondary schools and leading members of staff ought where possible to be given the opportunity of taking short refresher courses in the United Kingdom, in order to observe and ponder over new ideas and methods, and to discuss them with men and women from other countries and territories. It will be as important in Africa, as it will be in Britain, to ensure that enthusiastic young African and European teachers shall find as their colleagues in the secondary schools senior members of staff who are not content to live in the world of the 1920's or even earlier, but have their minds open to new ideas and methods.

10. All the territories emphasise the need for more Europeans of the right academic and professional qualifications in secondary school work, if standards are to be brought up, and the extension of facilities made possible. While our main task is to consider the preparing of young Africans to take their part, inter alia, in teaching and in educational supervision and administration, we concur with the view that for some time to come a much larger number of academically and professionally qualified Europeans will be needed on the staffs of secondary schools.

Two-Year Post-Intermediate Courses for the Training of Secondary School Teachers

11. In the review of the existing centres of higher education it has been pointed out that each has somewhat different facilities for training teachers. Fourah Bay has a course for the Durham Diploma of Education. It also has a two-year course for men primary teachers. Achimota has a two-year course for those who have passed standard VII. There are also special courses for teachers of art and of domestic science. At the Higher College, Yaba, a professional course of one year's duration following an academic course lasting three years is provided for the training of science teachers for the secondary schools. This year is devoted to the theory and practice of teaching, including practice in teaching in six selected secondary schools in Lagos. Some attempt has been made to provide also courses for government and mission school teachers not concerned with science. These courses have been intermittent and were in abeyance at the time of our visit. With the work already done at these three centres in mind, we make the following observations:—

(*a*) It is essential that a teacher training course should be regarded as a professional course and should not be mixed up with an attempt to extend the general education of the would-be teacher or to make good its deficiencies. The future African teachers in secondary schools should pass through three clearly marked stages in preparing themselves for their work: first, a good general secondary school education, second, at least two years of academic work in a university institution where they learn to study independently and to handle reference books and scientific apparatus as students in search of knowledge; third, two years of professional training (or one year for graduates), when they learn by observation and by practice in teaching, to adapt their new-found knowledge to children of different age levels, to

understand, again by observation as well as by reading, the mental, physical and moral development of children, and to see, by studying the community and its needs, the process of education as something much wider than giving lessons in a classroom or a laboratory.

(*b*) It follows that in the teacher training courses at the university colleges there should be special and separate members of staff to direct the professional training. As far as possible the lectures on " methods " and on " principles " should be built up out of the students' experiences in school practice, and never learned solely as chapters in a book. The staff of the training course will of necessity visit the students while they are practising teaching, and it is advisable that the schools selected for this practice should include some other schools in addition to secondary schools, in order that students may learn the need to adapt teaching material to children of every age. It is to be hoped that these courses, though professional, will not be narrow. The present tendency in the United Kingdom to associate courses in art, music, handcraft and physical education with the training of teachers for secondary schools, has much to commend it.

(*c*) As the teacher is going to be an important and responsible servant to the community, he should, as part of his professional training, learn, again by observation as well as lectures, about the nature and needs of his own society. A growing number of teacher training colleges in the United Kingdom give " social studies " an important place in the curriculum, and we commend this practice to those directing teacher training at the university colleges. (Compare Chapter IV, paragraph 42.)

Staff for Colleges for the Training of Primary School Teachers

12. We have so far set out some of our recommendations for raising the standard of secondary school teachers and providing for an increase in their number. We now come to the problem of the staff of the existing colleges for training primary school teachers. There are already a number of these in each territory, but the need is urgent for their number to be substantially increased, if trained teachers are to be available for the new schools which are wanted.

13. We visited a number of these teacher training colleges, including some maintained by the Government and some maintained by the missions in Nigeria, the Gold Coast and Sierra Leone; in addition, we have before us the comments of the education departments. While here and there the work being done is quite first class, some of the courses lay too little stress on the professional part of the training and produce disappointing results. There seem to be two main reasons for this. One is that the training college too often has to make good the deficiencies of the general education of the students, and degenerates into a lower grade secondary school in which the students may lose interest before they come to their professional training. This difficulty will persist while the teachers for the higher primary schools have no secondary education before they start their professional training. The other reason is that some of the professional training is not up to date and tends to be divorced from the life and interests of children. Certain brilliant exceptions, already referred to, show how such training can be done.

14. We recommend that in future any European coming out to the staff of a teacher training college in West Africa should have a degree and either a diploma of education or a professional certificate. We recognise the excellent work being done by some Europeans who have no degree, but have a professional qualification and have made good use of their experience. But we think that in view of the need to step up standards all round, a degree

and post-graduate training is the minimum qualification which should be required for a European in these important positions. We should like to see more Europeans who are graduates taking a professional training in the United Kingdom which would prepare them to train students in West Africa as teachers in elementary schools, and even in infant/junior schools.

15. For the African staffs of teacher training colleges, the same qualifications should be aimed at. But, for the immediate future, we recommend that Africans should have at least the qualifications demanded for secondary school teachers, namely, the successful completion of an Intermediate course and two years' professional training. They should of course in addition have some years of teaching experience, and, if possible, of supervisory work. The present African staff in the teacher training colleges will need careful revision and those who do not reach the required standard should find employment more suited to their capacities. The best men and women should be picked out, and sent, as opportunity offers, for special courses at the proposed university colleges. These courses might be partly academic, and partly professional, and should last from six months to a year.

16. It is vitally important for training college staffs of both races to be constantly in touch with new ideas and practices in education and to freshen up their outlook on their own problems. The Europeans should be encouraged to take refresher courses in the United Kingdom when on leave, and selected African staff should be given the chance to do this too. Every possible means must be devised to prevent training methods becoming static and ill-adjusted to changing needs. The policy adopted by some West African Governments in sending experienced and "proved" African teachers on scholarships to the United Kingdom in order that they may be prepared for training college posts or for supervisory work is to be welcomed.

An Institute of Education for West Africa

17. Reference has been made in paragraph 9 to an Institute of Education for West Africa. We consider that the importance of education in West Africa should be recognised by establishing as part of a university college a university institution to be called the Institute of Education for West Africa. This institute should be related to the university college in the Gold Coast in the same way as the Schools of Medicine, of Agriculture, of Forestry and of Animal Health serving the whole of West Africa, are to be related to the university college in Nigeria. We recommend that this institute should be located in the Gold Coast. We consider that the excellent spirit of co-operation between the Africans and Europeans in educational affairs, which, fostered and strongly encouraged by the Gold Coast Government, has made possible the educational achievement of the Gold Coast, is most likely to make the institute succeed there. In addition the fact that suitable buildings are already available, will make it possible to start the work of this institute without any delay.

18. The work of this institute may be considered under two heads: research and training. But we cannot emphasise too strongly that the research must vitalise the training work, and the training be the testing ground of all research. Both research and training are to serve the needs of all the West African territories until such time as parallel institutions can develop elsewhere. In view of the needs of West Africa in the field of education, we consider that the establishing of this institute should have a high priority.

Research Division.

19. We consider that the following three fields should be explored forthwith: education, psychology, and language study and teaching. The opportunities for research in education are almost limitless in West Africa and much experimenting and testing are essential.

20. The study of psychology in Africa is in its infancy. One factor which has hampered West African students, as it has hampered many students elsewhere, has been the antiquated educational psychology found too often in the text books used in the training colleges. The other factor, potentially much more menacing and distorting, has been the outcome of the various schools of thought about so-called "primitive mentality." If education in Africa is to have its necessary psychological basis, the initial step must be to study African children in their own environment without any such preconceived ideas. We therefore recommend that the primary psychological research should be a study of child development, including the full range from infants to adolescents. For this purpose we attach the utmost importance to securing competent African observers at the earliest opportunity. These should come to England to study child development here and then return to work with Europeans in West Africa.

21. The relation between language teaching and education does not need amplifying. But we should perhaps explain why we suggest that researches in language study as well as language teaching should be made at the Institute. We regard it as at most a temporary home for the study of language, for there will certainly emerge a School of African Languages in the university organisation in West Africa. But, in the meantime, the study of English teaching and of vernacular teaching is so bound up with educational policy and practice, that we consider the Institute of Education might prove a satisfactory temporary base from which to expand. This expansion has already made a promising beginning in the Gold Coast. There is no doubt that scholars working at language study in the research division of the Institute would gain much from, as well as contribute to the other fields of research already indicated.

Training Division.

22. In making the following proposals we recognise that they are of necessity related to the early years of the institute. As research progresses, and university institutions in West Africa develop, a vigorous Institute of Education will map out its own field of work, and will have under revision the training which it can offer in relation to the training given elsewhere.

23. At the beginning, however, we recommend that the following courses should be given at the Institute of Education. All of them will be serving the whole of British West Africa except course (1) which will also be provided in Nigeria and Sierra Leone.

(1) A two-year course for those who have reached Intermediate standard (see paragraph 8).

(2) A one-year course for graduates who intend to teach mainly in secondary schools. Following English usage the award of the "Diploma in Education" should be reserved for the successful completion of this post-graduate course.

(3) A course lasting 6 or 12 months for specially selected or prospective members of training college staffs, to bring them into touch with new ideas and methods in education (see paragraph 15).

(4) A course lasting 6 or 12 months to train men and women for youth service. Several universities and some training colleges in the United Kingdom have such courses at present, and we recommend that their syllabuses be studied with a view to adaptation to West African conditions.

(5) A course, lasting at first for one year, in physical education, to provide a much needed class of teachers for every kind of school and institution.

(6) A course for teachers of art on the lines of that so successfully begun at Achimota.

(7) Some provision for teachers of music who could study Western and African music, in relation to singing, instrumental playing, and dancing.

Staff and Administration

A. *For the two-year post-intermediate course in Nigeria and Sierra Leone*

24. Staffing a teachers' training course can never be cheap, since individual supervision is peculiarly necessary, and administrative duties are heavier for the head of that department than for most other heads of departments. Some help can and should be obtained (*a*) from carefully chosen school teachers in the neighbourhood, (*b*) from officers of the territorial education department, who must also be carefully chosen, since there may be otherwise excellent officers who have little sympathy with this particular task. But while contacts of this kind will be most useful in keeping the training in touch with reality, the course must have a nucleus of whole-time staff of its own, and must not rely mainly or entirely on school teachers or education officers seconded to it from the territorial education service. This should be obvious, but from what we have seen in West Africa we feel it necessary to emphasise the point. As stated elsewhere in this chapter, the education staff of each college should be distinct from the staff responsible for the other subjects; the latter might, however, assist in the teaching of such subjects as social studies and languages, and African art and music.

25. Where the number of students, in both years of the training course combined, does not exceed 20, we consider that a staff of one full-time head and one full-time assistant would suffice, if part-time help, as mentioned in the preceding paragraph, were available. Roughly speaking, for each additional 15 students, another full-time assistant must be added. On this basis we consider that at the start the annual cost of staff for these courses might be in the region of £2,000 in Sierra Leone and £4,000 in Nigeria.

26. As regards administration, at the colleges in Nigeria and Sierra Leone the Department of Education will be of equal standing with the other academic departments. In the Gold Coast the post-intermediate teachers' training course will be a part of the work of the proposed Institute of Education for West Africa (see below).

B. *For the Institute of Education for West Africa, including the two-year post-intermediate course for the Gold Coast*

27. The staffing of this institute on its research side need not be a heavy burden at the outset, but it must be clearly realised that if the institute flourishes further expenditure on staff may quickly become necessary. Since this institute will include both teaching and research, we have tabulated the necessary minimum staff under the two separate headings, but we do not wish thereby to suggest that most members of staff should be separately labelled as whole-time researchers or whole-time teachers respectively.

28. On the research side, the three departments of education, psychology and language will each require a head. The two former could be started with one assistant each, the language department will need one assistant for each language or closely allied group of languages to be investigated, and one of these languages must be English. On the teaching side (training division), to the courses serving British West Africa as a whole (Nos. (2)-(7) in paragraph 23) must be added the two-year post-intermediate training course (No. 1) for the Gold Coast. This course, together with Courses (2) and (3) in paragraph 23 could be handled by one and the same staff, and there could be a certain amount of overlapping of lecture courses for these groups of students. As a rough estimate, we consider that a full-time staff of six would be needed at the outset for this part of the work of the institute. Courses (4) (Youth Service), (6) (Art), and (7) (Music) would each involve provision for one full-time specialist from the outset. Course (5) (Physical

Education) would involve one man and one woman specialist. Students in all these special courses would obviously obtain the less specialised part of their training from other members of the institute staff. In addition there should be a head of the whole institute.

29. The total requirements would therefore be:—

One Professor of Education who will be the administrative head of the institute.
Three Heads of Research Departments.
One Head of Training Division.
Five assistants on the research side (assuming that there are three language assistants at the outset).
Six non-specialist staff in the training division.
One specialist in youth service.
Two specialists in physical education (one man, one woman).
One specialist in art teaching.
One specialist in music teaching.

The annual cost of the staff of the institute might therefore be somewhere about £20,000.

30. Cost of equipment will be comparatively small. The specialist courses will need most. For the other courses a really well-equipped library is the most expensive of their needs.

31. It is essential, in our opinion, that the most advanced training and research in education should be concentrated in a single institute. It is no less essential that the colleges in the other colonies should include professional training in education as an integral part of their work. We regard it as a duty of the institute to keep in touch with the education departments of the other two colleges and to prevent them from suffering from isolation and possible consequent stagnation. The most profitable connection will be achieved if members of staff are enabled to exchange fairly frequent visits, in both directions, i.e. the Institute staff will visit the university colleges in Nigeria and Sierre Leone and *vice versa*. It would also be advantageous if a combined vacation school in education could be given by the members of the Institute staff assisted by members of the education staff of the two other university colleges. Such a vacation school should be held from time to time in each of the three largest colonies.

CHAPTER VI

MEDICAL AND HEALTH EDUCATION, INCLUDING DENTISTRY

Present Facilities in West Africa for Training in Medicine

1. We introduce our recommendations regarding the training of doctors by an account of the Yaba Medical School as it was at the time of our visit. This school is the only centre of medical education in the British West African dependencies. It was established by the Nigerian Government in 1930. The aim was to provide courses of study of limited scope yet adequate to equip those who had completed them with sufficient knowledge to enable

them to carry out useful work as medical assistants in the Government medical service, and not to attempt to give, in the first instance, training in medicine to the professional standards recognised in Great Britain. On completion of the four years course, the holder of the certificate of medical assistant was posted to a Government hospital. After two years hospital service followed by a further year of study at the medical school, he was eligible to become a candidate for the diploma of Licence in Medicine and Surgery (Nigeria). In contrast to that of medical assistant, this qualification entitles the holder to become a registered medical practitioner after he has completed five years in the service of the Nigerian Government and to enter general practice within Nigeria or the British Cameroons.

2. In the light of experience, the method of qualification was changed in 1936 to bring it more into line with current practice in Great Britain. The course was therefore lengthened to five years and the examination for the diploma held at the end of the course without the requirement of further hospital experience; those medical assistants who had not already obtained the diploma were permitted to endeavour to do so under the old regulations; all but two have been successful. The complete medical course thus now extends over six and a half years, made up of a pre-medical course of one and a half years, a pre-clinical course of two years and a clinical course of three years.

3. The subjects of the pre-medical course, chemistry, physics and biology, are studied at the Higher College. In the pre-clinical course five terms are devoted to anatomy and embryology, and to physiology and histology; two terms to organic chemistry and biochemistry and one term to an introduction to clinical methods and clinical pathology.

4. The teaching of medicine and surgery, including their special subjects, extends over the three years of the clinical course; two terms are devoted to pharmacology and materia medica, and to forensic medicine; three terms to the pathology group of subjects and also to public health and four terms to midwifery and gynaecology, including ante-natal care and hygiene. During the clinical period, the student holds clinical appointments as medical clerk and surgical dresser each for two periods of three months, and as post mortem clerk for three months; he also acts as resident midwifery clerk for one month.

5. The buildings of the medical school, at which the teaching of the pre-clinical subjects is given, are situated on a site adjoining that of the Higher College; on this same site is the school of pharmacy. Save for the physiology department, which was erected with semi-permanent materials in 1938, all the buildings are wooden structures, and most of them were originally built for other purposes. They are small single storey buildings which cannot be regarded as adequate even for the present limited teaching.

6. The department of physiology contains a teaching laboratory, a preparation room, and an office. This laboratory provides accommodation for twelve students, and in it the students carry out both their practical physiology and histology. It is reasonably well equipped for teaching certain aspects of physiology, but facilities for work in mammalian physiology are not available. There is at present no laboratory for the teaching of biochemistry, while organic chemistry is taught in the chemical laboratory of the school of pharmacy. The anatomy building contains a dissecting room with five tables. There is ample material for dissection, and the beginnings of a museum containing some anatomical models. The school contains neither a library nor student recreation rooms.

7. The clinical teaching is given mainly in the General hospital, Lagos, which is about 6 miles from the medical school itself; this hospital contains

some 300 beds. Here the subject of pathology is taught under good conditions, and there is an excellent pathology museum. Other clinical teaching is given in the maternity and child welfare clinic and in the maternity hospital. In the General hospital there is a library containing standard text books and medical journals; £60 a year is spent on the former, and £35 on the latter.

8. The pre-clinical subjects are taught by members of staff holding full-time appointments. The authorized full-time staff is intended to consist of lecturers in anatomy, physiology and biochemistry together with an assistant to the lecturer in physiology. The post of lecturer in anatomy was, at the time of our visit, vacant owing to the retirement of the previous holder, while the filling of the newly created lectureship in biochemistry was held up pending our visit. In addition to the staff just mentioned, the superintendent of the school of pharmacy takes some part in the teaching of medical students. The administrative head of the school is the principal, a post held by the former lecturer in anatomy; at the present time, the lecturer in physiology is the acting principal of the school.

9. The teaching in physiology, histology and biochemistry is given by the lecturer in physiology with the help of an assistant, who qualified as a Licentiate of Medicine and Surgery (Nigeria) in 1943 and was seconded to the staff in 1944; the latter gives occasional lectures and supervises the practical classes, while the general laboratory supervision is in charge of a laboratory superintendent. In anatomy, the course, is, for the moment, directed by a surgeon who acts in a part-time capacity. There is also a prosector in anatomy who conducts tutorial classes and supervises the dissecting work of the students. The prosector is not professionally qualified; he entered the Higher College in 1932, the medical school in 1933, and was appointed as prosector in 1936 before completion of his medical course. Organic chemistry and pharmacy are taught by the superintendent of the school of pharmacy.

10. All the clinical teaching is carried out as a part-time duty by medical officers of the Government medical department, and by the medical officer of health of the Lagos Town Council. Since 1941 there have been nineteen such part-time clinical teachers with European professional qualifications and one holder of the Licence of Medicine and Surgery (Nigeria).

11. The entrance qualifications for admission to the school are similar to those required in Great Britain in that the candidate, who must be not less than eighteen years old, must have passed a matriculation and a pre-medical examination. Matriculation may be the London matriculation or its recognized equivalent or the entrance examination of the Higher College; the pre-medical qualification may be the passing of the London First M.B. or Intermediate B.Sc. examination or the pre-medical examination of the Higher College. In practice, these entrance requirements have been the passing of the examinations conducted by the Higher College. War conditions have prevented the carrying out of a proposal made in 1940 that in future the entrance requirements should be the London matriculation or equivalent examination, and the London First M.B. or Intermediate science examination.

12. Students admitted to the school receive a free medical education and a subsistence allowance throughout their course. In return, they are required to undertake to serve in the medical department of the Nigerian Government for five years immediately following qualification; they are then free to leave the Government service and to enter private practice if they so wish. The object of this condition is to endeavour to meet the need for expansion of the medical service.

13. The School is an institution specifically concerned with the training of doctors for service in the Nigerian medical department. It is administered by the principal on behalf of the director of medical services; it does not possess a governing body. There is, however, a board of medical examiners constituted under the medical practitioners and dentists ordinance which exercises some of the functions of a medical council for Nigeria as well as acting as the licensing body.

14. The grant of a subsistence allowance mentioned in paragraph 12 is necessary since, as we found to our surprise, no hostel facilities are provided. Students have therefore to seek whatever lodgings may be available in Lagos. We were informed that these lodgings often consisted of an ill-lighted room, with little ventilation in a grossly overcrowded tenement, conditions ill-suited either for adequate nutrition, good health, or pursuit of study. The normal subsistence allowance of £36 a year has been increased to £54 on account of the rise in the cost of living due to war conditions; the student receives, in addition, a free issue of text-books to the value of £6 a year.

15. Prior to 1937, courses began in alternate years only; from 1938 onwards, new entries were admitted each year. While the school is able to provide facilities for twelve students a year, this intake has rarely been approached, as the following table shows:—

Year	*New Admissions*	*Total students*
1934	2	28
1935	—	28
1936	5	27
1937	—	22
1938	10	22
1939	6	20
1940	6	26
1941	6	30
1942	7	33
1943	5	30

Seventeen of the students admitted to the school since its inception have failed to complete their courses. These unsuccessful students have spent on the average 3.8 years at the school, or 5.3 years if the pre-medical course be included. In order to eliminate at an earlier stage students who are unlikely to be successful, regulations have recently been laid down regarding the conditions required for the passing of each examination and prescribing a limit to the number of examination attempts permitted.

16. We regard both the limited number of the entrants and the number of students who have proved capable of completing the course as disappointing. We note, however, that there are at present 51 Nigerian students as well as 36 from other West African colonies (see Appendix IV) studying medicine in the United Kingdom and in Eire. It should be noted that the entrants for the medical school are drawn from the body of students in Nigeria who are available to present themselves for professional courses either in West Africa or in the United Kingdom. In this connection, it is relevant to mention that the majority of the students who enter the Higher College make medicine their first choice of the professions which they wish to enter. To the authorities of the college falls the difficult task of trying to allocate the students to professions in relation to the needs of the different Government departments, and in the light of opinions formed as to their personal qualities, their performance in the entrance examination, and their prospects of success. Although it may be difficult to assess the suitability of students for entry to any profession at this early stage in a country where school education has as yet so far to advance, it seems likely that the subject of medicine obtains the best of the Higher College

students. If that be so, the smallness of the numbers of those who finally qualify is, as we have said above, disappointing, and points to factors which will have to be remedied.

17. We have pointed out in paragraph 12 that every student after qualification, in view of the fact that the whole of his training and subsistence has been provided from public funds, is required to spend five years in the service of the Government Medical Department during which he receives a salary considered by many of our witnesses as inadequate. Only then is he free to leave the Medical Service and enter the more attractive sphere of private practice. The requirement that he should give this period in the service of the Medical department is one which under the conditions laid down is not accepted gladly. We recognise that this system may deter students from entering the medical school, and in paragraph 42 we comment on the general principle which it involves. We understand that there is little reluctance on the part of West African doctors who have qualified in the United Kingdom to enter the medical departments in West Africa. But they enter the service under different conditions.

18. As to finances, we were informed that for the year 1943-44, the estimated recurrent expenditure for the schools of medicine and of pharmacy was £12,855. The two more important items in this budget were £6,813 for the personal emoluments of the professional and subordinate staff and £2,805 for the subsistence allowances of the students.

19. During our visit to Nigeria, we heard considerable criticism of the medical school, much of which had its origin in the discontent at what was regarded as the slow progress made by the school towards the recognition of its diploma as a British registerable qualification. As our subsequent recommendations show, we are in complete sympathy with the desire of the people of Nigeria, as indeed of the people of the other colonies, that they shall be able to obtain in West Africa a qualification recognised by the General Medical Council. Some of the discontent seemed to us to be based on an insufficient appreciation of the difficulties to be overcome in reaching this goal in the particular circumstances imposed by colonial conditions, and on an incorrect assay both of the quality of the facilities available and of the standards already achieved. The fact that the medical course follows the general pattern of courses given in the medical schools of Great Britain has perhaps misled some of our witnesses in estimating the standards already reached.

A New School of Medicine Reaching General Medical Council Standards Recommended for West Africa Forthwith

20. The school has had to face many difficulties inevitable in a developing country, lack of facilities specially designed or adapted for teaching purposes, the problem of staffing, lack of funds, and the dearth of students. Both the staff and the students labour under difficulties, the staff from the pressure of duties other than teaching, the students from facilities which we regard as inadequate, even though we consider the school has endeavoured to make the best use of what was available. Nevertheless in the fourteen years of its existence, during the last six of which progress has been retarded by the effects of war, it has, in our opinion, done much to pave the way for the development of medical education in British West Africa.

21. We have recommended in Chapter IV that there should be created at Ibadan a single centre of medical education and research to serve all the West African colonies. We regard the provision of such a centre as a matter of urgency. There is the great need for the rapid expansion of the medical services in all the territories which we have discussed in Chapter IV. There

is, too, the fact that in spite of their sympathetic attitude towards the problem of receiving students from the colonies for undergraduate training, the medical schools of Great Britain will for some years ahead be unable to admit from the colonial Empire as a whole more than a fraction of the students whom it is desirable to train. These schools are faced with the problem of admitting the large number of men and women of Great Britain, who have been prevented from embarking on their medical courses through service in the armed forces or by other forms of national service. They have also to face the longer term problem of the provision of doctors to meet the needs of the projected expansion of the medical and health services of Great Britain. Adequate provision for medical education must therefore be provided in West Africa. We turn to indicate our view on the nature of this provision.

22. The standard of the facilities provided at the Medical School for West Africa should be such that the school should receive recognition by the General Medical Council at the earliest moment possible. This recognition is desirable in order that the successful student may feel on terms of professional equality with those who have studied in Great Britain; that the disappointment which West Africans may feel when they are unable to secure a vacancy in the overcrowded medical schools of Great Britain, may be avoided; that any student from West Africa may go to Great Britain for post-graduate study or training in research without the necessity of carrying out a further period of undergraduate training; lastly, that West Africa shall ultimately possess a medical school which will not only serve the needs of its own peoples, but will attract research workers and others from Great Britain.

23. This objective can be reached only if there are available adequate buildings, a staff adequate in number and quality, and a supply of students capable of making full use of the opportunities afforded to them.

24. The buildings of the new school must be planned not in relation to the number of students available at present or in the near future, but for an eventual annual intake of eighty students, which is, in our opinion, a maximum which it is undesirable to exceed in a medical school in the tropics. The medical school should be designed not only to allow for the theoretical and practical teaching in the subjects of anatomy and embryology, physiology and biochemistry for this number of students; it should provide ample laboratory accommodation for research, including the provision of animal houses.

25. The hospital should be designed in relation to the specific needs of a teaching hospital. The recent authoritative report of the Inter-Departmental Committee on Medical Schools (1944) recommends that the number of beds for general cases should be ten times the number of students admitted annually; colonial conditions may make it desirable to exceed this number. The progressive expansion of the annual intake of the school to eighty students would thus require that the teaching hospital should contain up to 1,000 beds. The function of the hospital as a teaching hospital must be kept in the forefront in the admission of cases. If the clinical teaching is to afford the same opportunity as is available to the student in Great Britain, the dangers that the hospital should be filled with a preponderance of acute cases too ill to be disturbed by students or by the visits of lecturers, or that it should lack a sufficiently wide variety of subjects, must be avoided; there must be no admission of patients in excess of the recognised number of beds. The hospital must in fact be conducted in the same way as a teaching hospital in Great Britain.

26. We turn to discuss the question of staffing. In paragraph 9 we have mentioned that all the clinical teaching at the Medical School, Yaba, is given by officers of the Government medical service. In Great Britain,

save in the few hospitals which have established full-time clinical units, the clinical teaching has always been given on a part-time basis by consultants who hold honorary appointments, for which incidentally there is usually much competition, but a parallel system to this is not in our opinion possible under present conditions in West Africa and should not be contemplated in the new medical school. A Government medical officer is usually much too fully occupied with his primary duties to be able to devote adequate time to teaching; he may have had no teaching experience; his appointment as a teacher must sometimes, at least, depend on his being located near the school where teaching is required, rather than on his desire or aptitude for teaching. The student also is at a handicap, for, as in the Medical School, Yaba, he does not receive the great benefits derived from the extensive clinical teaching available in Great Britain through the daily ward rounds conducted by the visiting physician and surgeon and in many other ways. These observations are not meant as a criticism of those who have carried out their teaching duties often in the face of much difficulty; they are a justification for the establishment of a number of full-time clinical appointments. We are confirmed in our view by the recent report of the Goodenough* Committee, which recommends that the time has now come when there should be such posts even in the medical schools of Great Britain. Only by a new approach to the general problem of staffing will the new Medical School for West Africa progress at the rate and in the manner we consider desirable.

27. We now record the staff which we consider desirable for a School with an annual intake of thirty to forty students. As soon as possible there should be a professor in the subjects of anatomy which would include embryology and histology; in physiology which would include pharmacology; in biochemistry, in pathology, in medicine, in surgery, in obstetrics and gynaecology, and in social medicine and hygiene. In each of these eight departments there should also be one senior and one junior lecturer.

28. We recognise that the teaching of biochemistry to medical students might well be carried out under the auspices of the department of physiology. We have included a department of biochemistry, because apart from the particular opportunities which tropical medicine, particularly in the field of nutrition, offers for biochemical research, a department of biochemistry is necessary to serve the interests of agriculture, forestry and veterinary science.

29. We regard it as most desirable that all these appointments should be on a full-time basis, and that the holders of the posts in the clinical departments including pathology should not engage in consultant practice. We recognise that a strictly limited amount of consultant work may be unavoidable under colonial conditions; if this be so, a large proportion, if not all of the fees received, should be devoted to building up the research funds of the department concerned.

30. Apart from the full-time staff, assistance in the teaching of such subjects as anaesthetics, orthopaedics, paediatrics, forensic medicine, mental diseases, ophthalmology and others will be required. Such teaching might be shared by suitable officers of the Colonial Medical Service and private practitioners on a part-time basis, and the senior full-time lecturers in the clinical departments; in this connection it is to be remembered that highly specialised training in these subjects is better deferred until the post-graduate period.

31. If the school is to progress in the manner we think desirable, it will be necessary to recruit an academic staff of high quality who will of necessity in the first place hold overseas qualifications. As graduates of promise of

* Report of the Inter-departmental committee on Medical Schools (1944).

the new school become available, opportunity should be provided to them to undertake post-graduate study in Great Britain. From these returning graduates we would hope to see men of outstanding merit appointed to the academic staff.

32. Staff of the quality required will only be attracted if the posts carry salaries similar to those obtainable in the home medical schools. In the pre-clinical subjects and in pathology, these are likely to be, for a professor from £1,000 up to £1,500, and for the senior and junior lecturers £800 up to £1,000; in the clinical subjects, the corresponding figures may be up to £2,000, £1,500 and £1,000. The annual cost of the salaries of the full-time staff mentioned in paragraph 27 and for allowances to part-time teachers would, on this basis, be about £32,000. To this must be added the salaries of a laboratory superintendent for each of the three pre-clinical departments and for pathology; these superintendents would need to be European in the earlier years, and their total annual salaries would amount to £2,000; wages of an African technician and two laboratory boys in each of these four departments, £1,500; departmental and laboratory maintenance £2,000, and administration £500. With an allowance of 20 per cent. of the salary expenditure to cover the cost of passages and pensions, the recurrent expenditure would be between £40,000 and £50,000.

33. It is obviously difficult for us to predict the capital expenditure involved in obtaining a site and in erecting the hospital and medical school. These two items together would certainly reach £500,000 and might well considerably exceed this sum. Though this hospital will form part of the medical system* of Nigeria, yet as the teaching hospital for students from all West Africa, it should be eligible for a substantial grant from the Colonial Development and Welfare Fund.

34. We recognise that these proposals entail heavy capital and recurrent expenditure, but in our view, they are essential to achieve the object we have in view of providing in West Africa adequate facilities for medical education. The estimate of recurrent expenditure approximates to that of one of the medical schools in England. While this school in England admits twice the number of students we have mentioned in paragraph 27, its clinical teaching is, in contrast to our proposals for the Medical School for West Africa, carried out largely on an honorary basis, a condition which will doubtless undergo changes in the light of the Report of the Inter-Departmental Committee on Medical Schools; apart from this its recurrent expenditure is likely to increase as a result of the effects of the war on salary scales.

35. When the number of students admitted annually to the school increases beyond forty, increases in staff will be required. In the pre-clinical departments and in pathology, this will mean increases in the numbers of the junior staff; in the clinical departments, in the number of part-time lecturers. As the School grows, it will doubtless need to add more specialised departments to those which we have enumerated as the minimum. In the earliest stages, the number of students may not warrant the appointment of three members of staff to each department. But in no case should there be less than two teachers in each of the departments; and three are essential when the annual intake of students rises to more than thirty.

36. We turn to discuss the question of research. A centre of medical teaching and research which we visualise provides opportunities for the investigation of many problems. It is of great importance that these opportunities be taken, for the progress of the Medical School for West Africa will be retarded unless it builds up from the beginning a tradition of research. While

* See Nigerian Sessional Paper No. 6 of 1945.

we recognise that the first consideration of the school must be to place its teaching on a sound footing, the full-time staff which we have proposed is sufficient to allow its members to devote a reasonable proportion of their time to research. We hope that research into problems which are the concern of particular departments will not cause the fact to be overlooked that the clinical material in the wards will provide great opportunity for collaboration in research between the teachers of the pre-clinical and clinical subjects and with members of the Colonial Medical Service.

37. The school also has an important part to play as the natural centre to which visiting research workers should turn for facilities and accommodation. The future may see the development of schemes whereby groups of research workers may be sent out from Great Britain to study particular problems for varying periods of time. Increasingly too, there may be special investigations carried out by workers from countries other than Great Britain. Unless the nature of their problems renders them unsuitable for investigation at Ibadan, we would hope that the medical school would be the home of such investigations. These research workers would on the one hand profit by contact with the members of the staff of the school and by use of the facilities available, and on the other do much to further the development of the school as a centre of research, and have a profound influence in arousing in the students the desire to seek knowledge for its own sake.

38. This brings us to mention the Institute of Medical Research of the Nigerian Government which is situated near the existing medical school at Yaba. During the war the work of this institute has been largely concerned with the large-scale preparation of serological products, and if it is to continue similar work after the war, it is clearly desirable that it should remain on its present site, which is admirable for these particular purposes. Work of this nature as well as clinical pathology and other important thoug routine investigations often form a large part of the activities of the institute of medical research in the colonies; the progress in research of the new Medical School for West Africa will, however, be impeded unless its concern with this type of work is reduced to the minimum essential for the success of its own research projects.

39. We have recorded in Chapter IV the reasons why the existing medical school should be replaced by a new Medical School for West Africa situated in Ibadan. We now turn to comment on the location of the buildings. We earnestly hope that it will be found possible to locate not only the medical school but also the teaching hospital on the same site as the other buildings of the university college and easily accessible to each other. If, in the light of other considerations, the site finally chosen for the university college would prevent ready access of patients to the hospital, transport facilities might be provided to overcome this difficulty. Only if the difficulties prove insuperable, should the hospital be located at a distance from the other buildings of the college. But whatever the location of the hospital may be, the medical school should be built as part of the general buildings of the university college, for it is important that both the students and staff should be in close contact with their colleagues in other faculties. For this reason, medical students should throughout their courses share with other students the common residential facilities of the college; the only exception might be in the case of certain periods of the later clinical training, such as obstetrics, where residence within the hospital may be essential.

40. The academic qualification for admission to the school should be the passing of suitable subjects in the Intermediate science examination of a British university. The method of selection based in part on interview is now regularly used in the medical schools of Great Britain, and it has

been the subject of recommendation in the reports both of the Inter-Departmental Committee on Medical Schools (1944) and the Planning Committee on Medical Education of the Royal College of Physicians (1944).

Accordingly we recommend that the possession of this academic qualification should not alone entitle the student to admission. His admission should depend also on his promise and aptitude, for in no profession is selection with due regard for personal qualities so important as in medicine.

41. The new school would admit students of either sex from the four British West African dependencies under equal conditions. We recognise that in the early years there may be but few women students available. We hope, however, that every encouragement will be given to the entry of women into medicine, for there is no doubt of the large part which African women doctors will be able to play in the development of the health and welfare of the African peoples.

42. In paragraph 12 we mentioned the fact that in the existing Medical School at Yaba, the student in return for a free medical education is required to give an undertaking to serve for five years after qualification in the medical department of the Nigerian Government at a lower rate of salary than is granted to an African who has qualified in Britain. It is for the different Governments to decide whether their award of scholarships to the new medical school should be qualified by conditions of this type. In view of the urgent need in West Africa for the expansion of the Government medical Services, which is essential for the improvement of the health of the people, it does not appear to us that it would be improper to require an undertaking of a period of Government service from those who receive Government scholarships to enable them to train as doctors. The School would, of course, be open to students other than scholarship holders, at fees which should approximate to those prevailing in Great Britain. For the reasons we have already given, we would hope that these private students also would be willing to give a short period of service to the medical departments of their own Governments.

43. The immediate governing body of the medical school would be the board of medical studies; which would eventually become the Faculty of Medicine, which would be responsible to the academic board and council of the university college. Its members would include the professors in all the subjects of the pre-medical, pre-clinical and clinical departments, a proportion of the full-time non-professional clinical teachers, and a number of the part-time clinical teachers.

44. The general administration of the school would be carried out by a dean, who would be a professor carrying out these duties in addition to his academic work. The office of dean should not be a permanent one but should be filled by election by the board of medical studies of one of its members every four or five years.

45. While we recognise that the general administration and finance of the hospital would be under the control of the Nigerian Government, we emphasise that the board of medical studies must have complete responsibility for all matters affecting clinical teaching.

46. The immediate object of the school should be the institution at the earliest moment possible of a course of a standard which will be accepted for recognition by the General Medical Council and will accordingly be accepted for all purposes as fully equal to a British qualification. The nature of the qualification which will be awarded before the future University confers its own degrees will doubtless be worked out by the academic authorities of the college in association with the Inter-University Council for Higher Education in the Colonies, the creation of which is, we understand, being recommended by the Asquith Commission.

47. If the course in the Medical School for West Africa is to be equivalent to courses in Great Britain it must be of at least the same duration. Following the recommendations of the Goodenough Committee (see para. 40), we recommend that there should be a post-qualification but pre-registration year to be devoted to house appointments or other forms of supervised training.

Provision of Qualified Dentists

The need for dentists

48. Evidence both from European and African witnesses clearly brought out the fact that the popular conception of Africans as "all having magnificent teeth" is very far from the truth. Both in the towns and the villages Africans suffer directly and indirectly from dental troubles. Not more than six West Africans have ever qualified as dentists, and the number of dentists available in all British West Africa has scarcely ever reached double figures. For a population of 27,000,000 this figure is itself a condemnation. The training of a considerable number of dental surgeons and their assistants is an urgent necessity.

Training facilities recommended

49. We recommend that

(1) a school of dentistry for West Africa should be established at Ibadan as an essential part of the proposals for the intended faculty of medicine. This should be done as soon as possible. (Those Commissioners who are themselves West Africans, and some others of us, desire to stress that they consider the establishment of this school a matter of the very greatest urgency, especially in view of the absence till now of any training in West Africa, either for dentists themselves, or for the skilled technicians who are their indispensable assistants.)

(2) Until the school of dentistry is established, the Governments of the West African colonies should continue to provide scholarships to enable students to come to the United Kingdom to train as dental surgeons.

50. We recommend that a Director of the proposed school of dentistry should be appointed at an early date. He should submit a detailed estimate of the requirements and of the cost of the proposed school, after a personal investigation of the problem. We append, as a footnote to this chapter, a suggested outline for a school of dentistry to serve West Africa.

51. At a rough estimate the annual cost, in the early years of such a school, would be:—

	£	£
Director	1,250—	1,500
Senior Lecturer		1,000
Ancillary Staff		3,000
Total ...	£5,250—	5,500

It is difficult to estimate the initial capital expenditure. We consider that the cost of equipment should not exceed £10,000 and the cost of buildings should not exceed £50,000.

52. The training of dental nurses, attendants and other subordinate staff should in the first instance be undertaken by the medical department in each colony in which there is a government dentist.

Provision of Assistants for the Medical and Health Services

53. The raising of the general standard of health in the British West African territories will depend almost as much on an increased number of trained hospital nurses, community nurses, midwives, and dispensers, sanitary inspectors and health visitors as on an increased supply of doctors. The

West African Governments have extensive plans for increasing their medical and health services immediately after the war, and these plans include the training of Africans, men and women, who will be able to assist the doctors in these services. The training of these skilled assistants will be carried out by the medical departments of the various governments, not at the proposed university institutions, but we here stress three points only.

54. First, they will have to be trained in numbers far exceeding the numbers of doctors trained, if the West African communities are to derive the full benefit from their health services.

55. Second, they will be amongst the chief agents in spreading new ideas on health and improved standards of living throughout the villages as well as the towns. They will be teachers as well as skilled workers, and will thus require a broad general education, in addition to their specialist training, as well as some knowledge of the technique of teaching their ideas. We have already suggested (Chapter IV, paragraph 42) ways in which the proposed university centres will be able to help in broadening the scope of these specialist courses.

56. Third, we regard it as essential that exceptionally promising students in these courses should be enabled to continue their studies and be given the opportunity to obtain medical and other professional qualifications.

FOOTNOTE.

Suggested outline for a school of dentistry for West Africa.

(i) The school of dentistry should be an integral part of the proposed university college at Ibadan. It should at the start be a small school providing for an annual intake of about eight students for the first four years. The entrance qualifications should be the passing of the premedical or the intermediate science examination. The course should extend over four years at the end of which the student would take a qualifying examination. This examination should be of the same standard as the examination for the Licence of Dental Surgery in Great Britain. The course should aim from the start at providing a qualification which will entitle the holder to practice through the Colonial Empire and in the United Kingdom. As in the case of the medical school for West Africa, the nature of the qualification to be awarded before the future university confers its own degrees will doubtless be worked out by the academic authorities of the college in association with the Inter-University Council for Higher Education in the colonies. In our opinion the annual intake of such a school should not exceed thirty.

(ii) During the first four years the school would probably require the following professional staff:—

(*a*) A professor of dental surgery, who would be director of the school. He would teach dental and oral surgery and orthodontics. We recommend that he should be appointed at an early date in order that he might survey the requirements of the proposed dental school and help in planning it, while he was acquiring a wide knowledge of West African conditions.

(*b*) A senior lecturer who would teach prosthetics and dental mechanics.

Some subjects are common to both medical and dental students. No additional staff would be required in the early years for the teaching of such subjects as anatomy, physiology, pathology and bacteriology which would be available in the medical school.

(iii) By the time the annual intake reaches 15 students the staff will probably require the addition of three assistant lecturers. This would mean an increase of about £2,250 in the annual expenditure of the school. It is hoped that at this stage qualified African dentists will begin to be available for employment in the school as house surgeons and demonstrators.

(iv) At the start the school would probably require the following ancillary staff:—1 senior dental mechanic, 1 junior dental mechanic, 1 laboratory technician, 1 dental nursing sister, 1 dispenser and storekeeper, 1 secretary. It is suggested that members of the ancillary staff should be given temporary appointments of from 3 to 5 years during which time they should train Africans for such places.

CHAPTER VII

AGRICULTURE, FORESTRY, AND ANIMAL HEALTH *

Importance of Trained Staff

1. A very large proportion of the population of British West Africa is dependent for its livelihood on the soil and its products. The subjects of agriculture, forestry and animal health are therefore of immense importance, for whatever may be the future economic developments, this position is unlikely to be substantially changed. At this point, it is essential to emphasise that under existing conditions practically the only employer of men professionally trained in these subjects will be the Governments, for the plantation system, so widespread in other parts of the colonial Empire, plays no part in West African agriculture save in the mandated territory of British Cameroon and in a few privately owned estates. Agriculture is based on the individual peasant farming an area of a few acres, and these small farmers are not in a position to employ expert advice. All the organisation necessary to effect the many desirable improvements thus falls to the work of the departments of agriculture, forestry and animal health. It is probable that the time may come in the not too distant future, when African organisations may be involved in farming on a large scale and may be in a position to employ trained advisory staff, and there may be an increased demand from Cameroon. Speaking generally, however, the only avenue for employment of men trained in these three professions will, for some years ahead, be Government service. Any course of training that may be instituted must therefore be related to the policy of Governments towards development.

2. The activities of the departments of agriculture, forestry and animal health are inter-dependent since they all have as their objective the proper utilization of the land. As the population increases, planning to ensure the more efficient use of the land, and avoidance of its misuse, are becoming most urgent matters and progress will result only by the close co-ordination of the work of the three departments. There are many important problems involved, the provision of fuel and timber reserves, the planning of forests for wind breaks and to protect water supplies, the prevention of soil erosion, the improvement of the soil by proper systems of crop rotation, and the introduction of mixed farming methods which in turn requires the keeping of livestock. It is thus desirable that all students taking up any one of these professions as a career should obtain a clear idea of the aims and objects of the other two and should understand how their programmes of work are related to his own. Understanding of the main policy of Government towards land utilization should be acquired at the start and this can be best achieved at a university institution. There, the students of the different subjects can become closely associated and can have the opportunity for free and unhampered discussion enabling them to understand each others views.

* In this report we use the term animal health in the modern sense. It covers not only the problems which have traditionally engaged the attention of the veterinary services, but also wider aspects, such as animal nutrition, the preservation and improvement of pastures, and even some aspects of soil erosion.

3. At the present time, each of the different dependencies maintains its own teaching establishments, which provide courses of training to meet its own particular needs. It is evident, however, that much remains to be done to correlate their activities in order that their work may be more fruitful. At this point, it will be useful to describe briefly the five different classes of staff required by departments of agriculture, forestry and animal health.

4. First, there is a junior grade, the members of which speak the vernacular only and are trained to perform certain limited functions, such as ploughing, seed collection, acting as forest guards, herdsmen and so on; such men receive a simple practical training at the various departmental stations.

5. Second, there is the lowest pensionable grade of agricultural or veterinary assistant or the forester or forest ranger. Candidates for this grade must be able to speak English, and they receive a longer and more thorough training. Departmental schools for training these officers have been established in Sierra Leone at Njala; in the Gold Coast at Achimota for agriculture, at Sunyani for forestry and Pong Tamale for animal health; in Nigeria there are agricultural schools at Ibadan and Samaru; the forestry school is at Ibadan and the veterinary school at Vom in the heart of the cattle country on the Jos plateau, over 600 miles by rail from Ibadan. The desired standard for admission is in all cases the school certificate, although in certain backward areas a somewhat lower standard is accepted for the time being.

6. Third, there is the grade of assistant agricultural officer; we understand that the institution of corresponding grades in the forestry and veterinary departments is at present under discussion. These officers must possess technical ability sufficiently high to enable them to be of real assistance to, and if necessary to deputise for short intervals for the senior officer under whom they work; they should be capable of undertaking administrative or research duties involving responsibility and initiative. The standard to be reached in the training of this grade should be equivalent to that of a diploma in agriculture, forestry or veterinary science of institutions in Great Britain and the Dominions.

7. Fourth, there is the grade of agricultural, forestry or veterinary officer. These posts are filled by direct appointment by the Secretary of State, and their holders form the Colonial Agricultural, Forestry and Animal Health Services. Members of these services are liable to transfer to any part of the colonial Empire, and qualifications for admission consist of a full degree course or its recognised equivalent with two or more years post-graduate training as laid down by Colonial Office regulations.

8. Last, there is a new class of officer who is now being recruited and for whom training must be provided. This is the agricultural educational officer whose duties are concerned with the broad problem of impressing on the agricultural public the need for improved methods, and of promoting knowledge of such methods. Experience suggests that the best way to achieve this new outlook is by giving instruction in the schools, and specially qualified officers are required for the training of the teachers necessary for the introduction of an agricultural basis to the teaching in rural schools; two special training centres have already been established in Nigeria to train such teachers. Officers of this new grade must be primarily trained as agriculturists and will need to take a diploma or degree at an agricultural school, followed by a course of training in teaching methods. They form a link between the agricultural and education departments and may eventually form a branch of the education department. The senior officers of this grade are recruited by the Secretary of State and are members of the Colonial Service. Three

such officers have already been appointed in Nigeria and plans to recruit five more have been prepared. Sierra Leone has asked for two and the Gambia one, whilst the Gold Coast Government has also drawn up definite proposals envisaging the employment of officers of this type. The assistant agricultural education officers appointed by a colonial Government will correspond in grade to assistant agricultural or veterinary officers.

9. Since we are concerned with higher training only, the last two grades alone come within our consideration. These two grades are:—

(*a*) assistant agricultural, forestry and veterinary officers and assistant agricultural education officers.

(*b*) agricultural, forestry and veterinary officers and agricultural education officers.

Owing to the absence of facilities very few Africans have hitherto been able to qualify for these posts, although a small number who have proceeded abroad by means of scholarships, or by private endeavour, to acquire the necessary qualifications, have been able to enter the service. But this source of supply is wholly inadequate and in view of the greatly increased activities of the departments that are envisaged as soon as hostilities cease, there is urgent need to provide the necessary facilities for higher training in West Africa. We now turn to discuss the existing facilities.

Existing facilities for higher training in Ariculture, Forestry and Animal Health

(*a*) *Agriculture*

10. The most advanced training in agriculture in British West Africa is given at the school at Moor Plantation, Ibadan, which is the central research station of the Nigerian agricultural department. This school provides two separate courses. The first is a two year course leading up to a certificate, the prescribed entrance qualification for which is Middle VI or the school certificate. In this course, students are trained for the agricultural assistants class and a similar course is given at the agricultural school at Samaru in Northern Nigeria.

11. The second course leads up to the diploma in agriculture and covers a period of four years. The first two years are spent at the Higher College, Yaba, where the students gain a knowledge of the basic sciences; the last two years are spent at Moor Plantation where they devote their attention to agricultural science. The students of this course are members of the Yaba Higher College. The hostel organisation, hours of work, and similar matters are usually discussed by the agricultural officer in charge of the school, who is styled the headmaster, and by the principal of the college. For the last two years of the course, the staffing, syllabuses, and examinations are the responsibilty of the agricultural department and are considered by a school advisory committee consisting of all the senior officers taking part in the lectures. This committee is purely advisory and makes its recommendations to the assistant director of agriculture who may consult with the principal of the Higher College, Yaba, as need arises.

12. The full-time staff consists of the headmaster, who is an officer of the Nigerian department of agriculture and a member of the Colonial Agricultural Service with an honours science degree and the associateship of the Imperial College of Agriculture, Trinidad; one assistant agricultural officer, who holds the Yaba diploma in agriculture; one senior agricultural assistant; and a master (Grade III) of the education department. Additional lectures on special subjects are given by the specialist officers of the department who have their laboratories at Moor Plantation. The buildings consist of lecture rooms and a laboratory, a hostel and a school farm of $1\frac{1}{4}$ acres.

13. In order to encourage initiative and a sense of responsibility each student takes a turn in managing the hostel, supervising the servants, catering, and sanitation. During the vacation students are posted to different sections of Moor Plantation and also go on conducted tours in order to become acquainted with the various functions of the department. Since the diploma course opened in 1935, twenty-one diplomas have been awarded and the successful students have been absorbed into the department as assistant agricultural officers, being employed either on field and extension work or in the research laboratories. At the time of our visit there were 14 students taking the diploma course. In spite of its limited facilities, the agricultural school at Moor Plantation has already done much to provide better trained recruits for the Nigerian agricultural department.

(b) *Forestry*

14. Higher training in forestry is also a recent development and, as is the case with the two sister departments, most progress has occurred in Nigeria. The Gold Coast has a school of forestry at Sunyani but this provides training only for the subordinate grades; somewhat similar arrangements are being made by Sierra Leone and Gambia for the training of their subordinates at Njala.

15. In Nigeria the need for better trained staff has been felt for some time and a forestry school was opened at Ibadan in 1941. In addition to the training for lower grade officers, now termed forest assistants, the school provides also a course of higher training for officers who will become forest supervisors. At present this is the only forestry school in Africa which aims at giving higher training. For the time being it admits East Africans, and two students from Uganda have recently joined the course. When the East African dependencies have completed arrangements for their own school, it is intended that the school at Ibadan shall become the centre for higher forestry training for West Africa only.

16. The forestry school is situated at Ibadan within a mile or so of Moor Plantation and the agricultural school, so that the staffs of these two institutions have the opportunity for close collaboration. It consists of a group of temporary buildings costing £3,300 provided by a grant from the Colonial Development and Welfare Fund. It accommodated at the time of our visit six forest supervisors who were in the senior course and twelve forest assistants in the junior class.

17. The standard of admission to the junior course is the Middle VI or the school certificate, but owing to the lack of educational facilities in the Northern Provinces of Nigeria, in practice it has been found necessary to admit a small proportion of their northern candidates who have passed the Middle IV. The course lasts for fifteen months, nine of which are spent on practical studies in the forest.

18. It is with the senior course that we are mainly concerned. The earlier part of the course is the same as that of the corresponding agricultural student who attends the Yaba Higher College for two years to gain knowledge of the basic sciences. After leaving Yaba, the students spend two years at the Ibadan forestry school. For the first of these years the course is substantially the same as that given to forest assistants and the subjects comprise botany, zoology, geography, soils and geology, sylviculture, forest law and land utilization. The final year is considerably more advanced and includes such subjects as ecology, forest economics and management, forest engineering, advanced forestry and office routine. About half the two years is spent on practical work, and includes tours to important forestry centres.

Since the school opened in 1941 twenty-four forest assistants have completed their training. Four students have passed the supervisors course and six more have recently entered upon it. The staff is small and consists of a European officer of the forestry service in charge and a resident African master who is a trained surveyor. Lectures on technical matters such as sylviculture, systematic botany, engineering and forest utilization are also given by three officers of the forest department. The site is an excellent one and various small forest-blocks in the neighbourhood afford facilities for practical instruction.

(*c*) *Animal Health*

19. Higher training in animal health is at present only to be obtained at Vom in Nigeria, for the other veterinary school, situated at Pong Tamale in the Northern Territories of the Gold Coast, is concerned with elementary training only. Vom, on the Jos plateau, is the headquarters of the Nigerian veterinary department. A veterinary research laboratory was established there in 1925 for the production of anti-rinderpest serum. The elementary training of Africans in methods of inoculation was later started at Kano in 1934 but this school was closed down in 1940 owing to staff difficulties. Since then all training and research has been concentrated at Vom. The veterinary school buildings at Vom which are in process of completion, have been built out of grants provided from the Colonial Development and Welfare Fund. The total estimated cost is £55,000 and at the time of our visit about £34,000 of this had been expended.

20. The courses of instruction now available at the Vom school are, firstly, the assistant veterinary officer course which extends over five and a half years, following eighteen months spent at Higher College, Yaba, where a preliminary knowledge of science is acquired as in the case of agricultural students. On completing his final examination, the student is granted the diploma of veterinary medicine and surgery which qualifies him to practise his profession in Nigeria only; this follows the present practice regarding medical qualifications in this colony. The course is being developed along lines similar to that given for the M.R.C.V.S. diploma in Great Britain. At the time of our visit there were 3 students engaged on this course.

21. Secondly, the veterinary assistant (senior) course which extends over three years; the standard for admission is the Middle VI examination of the Northern Provinces of Nigeria or its equivalent.

22. Thirdly, the veterinary assistants (junior) course which extends over one year only and is chiefly designed to give further technical training to the existing staff of the native administrations.

23. The veterinary school has only recently begun to work in the new buildings under the revised scheme and it offers great opportunities for higher veterinary training. The buildings consist of class rooms and laboratories, hostels with accommodation for about 70, quarters for two members of the staff, a clinic and dispensary, farm buildings and stores and electric and water supply installations. The school and laboratories have 640 acres of land available whilst the adjoining stock farm comprises 600 acres. More land is likely to be needed in the future. Estimates for the provision of staff quarters for a principal and three more lecturers have been made but these buildings have not yet been erected. Close to the school is the veterinary research laboratory which is the centre for the large scale preparation of a variety of serological products. As a result of concentration on this work and on the development of dairy farming, research is being conducted at the present time by only one junior member of the staff.

Need for Increased Facilities in West Africa for Training and Research in these Subjects

24. The outline of existing facilities which we have given indicates that the three Nigerian departments are all pursuing the same objective of seeking means to secure better trained recruits. It is obvious that as the scope and activities of these departments expand, the need will become more pressing. Work was expanding rapidly, before the war caused a temporary check in 1939, and plans have been made, and in some cases have already been approved, for a vastly increased programme as soon as hostilities cease. It is the policy that, as West Africans become qualified they shall take an increasing share of responsible posts. To say nothing of the fact that tropical training is best done in the tropics, the problem of providing in West Africa for Africans the courses in agriculture, forestry and animal health, which will enable them to qualify for such posts, is the more urgent in view of the fact that it is unlikely that the British Universities would be able to supply even the minimum European staff needed. It is anticipated that the demand for trained men in agriculture, forestry and animal health in the British Isles alone will be considerable for some years to come. In addition there will be the urgent demands from other colonies, besides those in West Africa, for all of them are extending their programmes. There is thus ample justification for providing higher training in these professions in Africa. But it must be realised that it is useless to attempt this training unless it can be of first rate quality. The filling of the superior cadres of a service with ill trained men of indifferent education will prove a menace to the orderly development of the very services which are so vital to West Africa.

25. The betterment of agriculture involves many perplexing problems which demand in the first place research and investigation of the highest quality and secondly the application of the results of these investigations which requires considerable administrative ability. The training of men for these posts must therefore ensure not only that they are thoroughly competent technically but that they have learnt to think for themselves, to analyse problems and to have confidence in their own results and judgment. In other words, men of ability and character are required and the system of education adopted must have this purpose in view. As we have already said it is essential that any university institution concerned with agriculture, forestry and animal health should be associated as closely as possible with the work of these three Government departments concerned. Students of the requisite quality are not available in sufficient numbers in West Africa at present, mainly because secondary education, particularly in science, has much leeway to make up. It is desirable therefore to start with such few students as are suitable and to build up one first-class school in each of the three professions of agriculture, forestry and animal health to serve the needs of all the four colonies. Any attempt at this stage to duplicate these schools would certainly defeat the end in view; for a single first-class school itself will be created gradually and not without difficulty, and diffusion of staff, students, material equipment and funds in an attempt to provide more than one school would, in our opinion, be most undesirable.

26. As has been shown in preceding paragraphs, most progress in higher training in these subjects has so far been achieved in Nigeria, which, for a variety of reasons, seems the appropriate area for the creation of these schools. We discuss later the detailed reasons for our proposed location of these schools. Here we need only say that we recommend that Schools of Agriculture and of Forestry for West Africa should be at Ibadan, that the pre-clinical training of veterinary students should also be carried out at Ibadan followed by their

clinical training at Vom, and that the field station of the Animal Health School for West Africa should be at Vom. As has already been said, Nigeria seems the obvious place for its headquarters, as for reasons of animal health the greatest head of cattle in British West Africa will always be in the Northern Provinces of Nigeria.

27. We have indicated already that each of the three existing schools is part of a particular department of the Nigerian Government; each department concerned budgets for the expenditure, provides the staff and is in charge of the teaching arrangements. Up to the present time, the number of students admitted has been limited to the probable number of vacancies that are likely to occur in the departments, because while Government was the sole employer of men professionally trained in these subjects, it was considered that the risk of training men in excess of the situations available would be avoided. There is something to be said for the point of view of limitation of intake. It is obviously undesirable that a student should find himself unable to obtain suitable employment after he has spent years in acquiring a specialised form of training. On the other hand the present system also has its drawbacks. Once a student has been selected for a scholarship, he knows very well that the number of men being trained fits the number of vacancies. He is therefore practically assured of a post provided he passes the necessary examinations. The system has the further disadvantage that the student may not prove suited to, or be particularly interested in the work of the particular department for which he is being trained. This is more particularly the case in forestry, and to a lesser extent in the veterinary department, for complaints have been fairly frequent that misfits, who would be more suitably employed elsewhere, find their way into these services.

28. Such situations are much less likely to arise when these schools become institutions serving West Africa as a whole and are integral parts of a university institution. With an increased entry to the different courses it would be possible to divert to other courses students, who were found unsuitable for the profession on which they had embarked, and to introduce a field of selection for employment. Students with the diploma in agriculture, for example, would be free to apply for any vacancies that might occur in the departments of the different colonies. In this way the general standard would be improved while it is unlikely that unemployment would result. Under present conditions, the Nigerian departments have found it difficult to attract an adequate number of suitable candidates. In preferring other employment students have, no doubt, considered the salary scales in these three services, which do not compare favourably with those of other Government departments, and the general conditions of service, which often involve isolation from town life. There is the further point that there may arise in due course a need for employment outside the Government Service, and it is likely that if men surplus to the requirements of Governments were available they would be gradually absorbed by the native authorities or into other non-Government African organisations. We do not anticipate that there will be any such surplus for some years to come. We turn to discuss matters of principle which apply to all the schools.

Steps Recommended

29. The basic requirements for professional training in agriculture, forestry and animal health are the same, in that all require a sound knowledge of chemistry, physics and biology. We accordingly recommend the academic standard of admission to the professional courses in agriculture, forestry and animal health should be the passing of the Intermediate science examination of a British university in the subjects of chemistry, physics, and biology.

Students should complete this course in the college serving their own territory. Agricultural students from all the territories would then continue their studies for a further two years at the agricultural school of the university college at Ibadan. Forestry students would likewise spend two years at the forestry school. Veterinary students, after one and a half to two years of pre-clinical training at Ibadan, would proceed to the veterinary school at Vom for the two to two and a half years of their clinical training. There should also be opportunity for students who have obtained a degree in science to enter the schools of agriculture, or forestry, or animal health at that stage.

30. These three schools will be integral parts of the university college, and later will constitute one or more faculties of the university. They should however be institutions serving British West Africa as a whole and perhaps other areas: they would admit students from any of the West African colonies under equal conditions.

31. We recommend that the academic staff in each of the main subjects of the curriculum shall consist of at least two members and that the head of the school should be of professorial rank. This recommendation is based on the fact that only if the staff be adequate in number and quality can first-class schools of the type which we consider desirable be built up. It is, for instance, essential that there shall be continuity of teaching; the difficulties presented by leave and other problems peculiar to the tropics which are the main causes of this discontinuity, must be overcome. It is equally essential that the staff of each of these schools shall have sufficient time to undertake research, for which the opportunities are extensive; the recognition of the schools outside West Africa will depend on their research achievements in addition to the quality of their teaching. The fact that in the earlier years, the number of students may be relatively few will prove an advantage in this respect. We recognise that our recommendations will entail considerable expenditure. But it is to be remembered that these proposed schools are to serve British West Africa as a whole, and that the provision of academic staffs which may appear extravagant on previous conceptions, may be regarded in part as an increase in the very limited number of men who have time for research in a region where the need for research is outstanding. (Compare paragraph 36 of chapter VI.)

32. The teaching in each of the Schools will be carried out largely by the full time members of the academic staffs which we mention in detail later. But none of these schools can progress along the lines we consider desirable without the close co-operation of the departments of the Nigerian and other West African Governments. Such co-operation will be required in the provision of part-time teaching in particular subjects to be given by specialists from the different departments; in the staff and students of the college being able to have access for the purposes of teaching to the experimental stations of these departments; in the close collaboration of the staff of the college and the officers of the departments in research problems. We recognise that these proposals present problems of organisation, but they are all capable of solution.

33. As to the method of government of the schools, there would be a single board of studies for the three subjects of agriculture, forestry and animal health, which would be responsible to the academic board of the university college. The members of this board of studies would be drawn from the full-time and part-time academic members of the staffs of each school. In addition there should be established from the outset for each school an advisory committee containing both members from the board of studies of the school and suitable representatives, three in number, of the particular Government departments concerned; one from Nigeria, one from the Gold

Coast, and one from Sierra Leone and Gambia, for as we have said elsewhere it is essential from every point of view that the work of each school should be in the closest touch with the work and policy of the departments of Government; the help and guidance of these representatives in the building up of suitable courses will be essential.

34. We turn to the question of residential facilities. While the later parts of the courses in each of the schools will be concerned with the more specialised aspects of the teaching and will entail work in agriculture and forestry on the farm and estates at Ibadan, the provision of special hostels away from those of the university college is to be deprecated. Unless there emerge considerations of the greatest importance which we cannot foresee, all the students of the university college should share the corporate life of the college as a whole. With this object in mind, we hope that in the preparation of the plans for the college, the great importance of the appropriate location of the experimental grounds devoted to agriculture and forestry will be a major consideration. While the final part of the veterinary course must entail the students being separated from their colleagues in other subjects at Ibadan, our choice of Ibadan for the university college is based in considerable measure on the fact that Ibadan is the only centre where it is possible to provide the complete courses in agriculture, forestry and medicine, with all the material and intellectual advantages to the staff and students which such a concentration can give. Having discussed general principles of application to all the schools, we turn briefly to consider each of them in turn.

A School of Agriculture for West Africa

35. Ibadan is situated in a region intermediate in conditions between the forest areas to the south and the savannah country to the north; this region offers opportunity for growing a wide range of crops while the raising of livestock is also possible. Thus its choice as the headquarters of the Nigerian agricultural department is not fortuitous, and the extensive estates known as Moor Plantations, with their experimental plots and substantial research and other facilities are situated here. The location of the school of agriculture in Ibadan would thus present great advantages. It would enable the students to be in personal touch with current developments; it would afford opportunities for the staff to collaborate with the scientific officers of the Department in investigations of many problems the solution of which is essential to the agricultural progress of West Africa. These officers are already confronted with far more problems than they have either the time or means to tackle, and close collaboration between the school and the department would be greatly to the gain of both.

36. A fresh site would be needed for the new school, for the present one is too limited and the ground is needed by the department; the vacated school would serve admirably for the training by the Nigerian department of its own junior staff, the agricultural assistants already mentioned. It is essential that the new school should have its own farm for the giving of practical instruction, for the field work which the students would undertake, and for the field experiments of research workers. In our opinion, an area of 250 acres with the possible later extension to 500 acres is required; this, like the grounds devoted to forestry, will be part of a single estate on which all the buildings of the university college are situated. This large area devoted to agriculture seems to us essential, for it cannot be too strongly emphasised that the conception that agriculture can be taught on garden plots is fundamentally unsound. Much land will be required, particularly as some of the tree crops require much space, and because animal husbandry will be an important part of the curriculum.

37. As in other subjects so in agriculture, the School should aim from the start at reaching degree standards. There must necessarily be an interval before the proposed course at Ibadan can lead to an actual degree. During the interval the aim should be to provide a course which would be recognised throughout the British Empire and accepted as a qualification for colonial agricultural scholarships. It is hoped that eventually the school will develop into a centre which is suitable for post-graduate work.

We do not need to go into too much detail on the subjects of the curriculum. It would include the general principles of agriculture with special emphasis on tropical crops; animal husbandry; botany, including the principles of plant pathology, plant breeding and genetics; agricultural chemistry with reference to tropical soils, crop products, manures, fertilisers and crop ecology; diseases and pests of crops; agricultural economics, which would include accountancy, marketing and grading, co-operative methods, and methods of economic survey; agricultural engineering, including the care and adjustment of machinery and implements, the use of local building materials, drainage, field surveying and the lay out of land; elementary veterinary science with emphasis on the diagnosis of common local diseases of live stock; and a short course in tropical hygiene and sanitation.

38. We attach particular importance to the development of the teaching of agricultural economics, which must play an increasingly important part in the development of agriculture in West Africa, and to the provision of instruction in tropical hygiene and sanitation, which will enable the prospective agricultural officer to play the necessarily wide part which he ought to play in any scheme of rural development.

39. We recommend that the head of the school of agriculture should be an agriculturist with a wide knowledge of tropical conditions and with personal experience of African agriculture. He will act as the administrator of the school. He will take part in the teaching, in which he will need a well qualified lecturer who would share with him lecturing on general agriculture and be responsible for the supervision of the school farm. Though we consider that the special subject of the first head of the school should be general agriculture, the choice of later heads should not be so limited. The ablest administrator available might be, for example, a specialist in any one of the branches of agricultural science. Such an appointment would involve consequential changes in the proposed composition of the staff, which it is unnecessary to enumerate. There would also be required two lecturers in each of the following subjects: agricultural chemistry, agricultural botany, entomology, mycology, and agricultural economics. The teaching of other subjects would be carried out by members of the staff of the university college who were primarily concerned with the work of other departments. Thus the lectures in agricultural engineering might be given by the appropriate member of the staff such as the lecturer in engineering in the school of forestry; similarly, such instruction in their particular subjects as may be necessary for the students in forestry would be given by the entomologist and mycologist of the school of agriculture. The elementary course in veterinary science should likewise be given by a member of the staff of the veterinary school at some times to suit his other commitments; likewise the short course of lectures on tropical hygiene and sanitation would be arranged through the medical faculty of the college.

40. In addition to the academic staff mentioned, there will need be to a farm manager and staff, who will be responsible for the management of the labour and general maintenance of the farm.

41. It is obviously impossible for us to give detailed estimates of the cost of these proposals. The capital expenditure would involve the acquisition of 250 to 500 acres of land and its development; the construction of administrative buildings and lecture rooms, laboratories both for teaching and research in chemistry and biology, farm buildings, and staff quarters. Ultimately a sum of up to £100,000 may be required. Some idea of likely recurrent expenditure may be based on the assumption that the Head would receive a salary of up to £1,500, that the senior members of the staff in each subject will receive salaries of up to £900 and that their more junior colleagues salaries of up to £750; that the administration may cost £1,000 and wages £2,500. With pension contributions and passage monies, this would give a total of £15,000. With allowance for materials and maintenance, the recurrent expenditure would be of the order of £20,000. These figures should be taken as a guide and not as an attempt to lay down a salary scale. The revenue would consist of income from students' fees and money resulting from the sale of farm produce; the income would amount to only a small proportion of the recurrent expenditure.

A School of Forestry for West Africa

42. As with agriculture, the headquarters of the Nigerian forestry department are at Ibadan, where are located its nurseries and experimental plantations; the Nigerian forestry school which we have mentioned earlier is also located on this site. The considerations regarding the choice of Ibadan as the centre for a School of Agriculture for West Africa apply with equal force to its suitability for a School of Forestry for West Africa. It is obviously important too that agriculture and forestry should be studied side by side, for many aspects of the two subjects are inter-related.

43. We have already said that we hope it will be found possible to locate all the buildings of the university college in close proximity to each other on a single site, and for this and other reasons a new forestry school will be required. We suggest that the existing forestry school should be used by the Nigerian forestry department for the training of subordinate staff.

44. Provided the Nigerian forestry department is willing to provide facilities for training and for visits to their existing forest areas, the area of land required by the forestry school need only be such as to provide for a forest garden for propagation work. If the actual buildings of the school were located on the site, however, with staff houses and other necessary buildings it would require an area of perhaps 100 acres. In reaching a decision on the question as to whether the buildings should be separate from the estate, it is to be borne in mind that the existing buildings are of temporary nature and, if utilised would require considerable extension by the provision of better library facilities, another lecture room and more laboratory accommodation; a common room for the students would also be required.

45. The aim of the school should be to provide a degree course in forestry. In the first stage it will be necessary to establish a course of similar scope, standard and status to that which is recommended for the agricultural school (see paragraph 37). We need mention here only the second two years of the four year course which we consider desirable, for the first two years will be spent along with students of agriculture and animal health in the study of the fundamental sciences. The entrance requirement for the third year of study will be the passing of the Intermediate science examination. The third year should be devoted to more advanced botany, particularly systematic botany, zoology and mycology, geography, soils and geology, engineering and surveying, sylviculture, forest law and land utilisa-

tion. The final year would include such subjects as ecology, economics, plantation management and more advanced instruction in forestry and office routine. A considerable portion of the teaching in both years would be devoted to practical work in the forest and visits to centres of forest activity.

46. Following the principles which we have laid down for agriculture, the full time academic staff would consist of two members in each subject. The Head would be a man with wide experience of tropical conditions, and if possible, personal experience of West African forestry. He would have the assistance of a more junior colleague who would assist him in the general courses of lectures. Though we consider that the special subject of the first head of the school should be general forestry, the choice of later heads should not be limited to those who would lecture on this subject, but might include other branches of the forestry profession. Each of the three subjects of forest botany, forest engineering and forest economics would require two lecturers. Teaching of such subjects as zoology and mycology, tropical hygiene and sanitation would be given by the appropriate members of the academic staff of the university college.

47. It is impossible for us to estimate the likely expenditure with any certainty. As to capital expenditure, the cost of a new school and 100 acres of land might be of the order of £50,000; recurrent expenditure calculated on the same basis as was used for the agricultural school might reach £10,000.

A School of Animal Health for West Africa

48. Reference has already been made in paragraph 19 to the veterinary school at Vom where the development of a centre of veterinary education is already far advanced. Vom is situated in the heart of the cattle country, on the Jos plateau, eight miles from Bukuru railway station, and about 600 miles by rail from Ibadan. It has ample access to clinical material of all kinds; its buildings which were nearly completed at the time of our visit, have been carefully designed; there is ample room for their future expansion; the school already possesses 600 acres of land, and more land can be readily secured. In addition, Vom is the headquarters of the Nigerian veterinary department. Here is situated the large and well equipped veterinary research institute which is at present mainly concerned with the extensive production of serological products. The breeding of pigs for marketing, and in the preparation of dairy products such as cheese and butter are in full development, and provide an excellent background for veterinary education and research.

49. The Vom school is a centre of veterinary education which provides a complete course leading to the award of a Licence of Veterinary Medicine and Surgery for students who have already passed the London Intermediate Science, London First M.B., or other exempting examination. This course is based on what has hitherto been the practice in the training of veterinarians in Great Britain. This course was started in 1942.

50. Veterinary education has been the subject of a recent enquiry by the Loveday Committee on Veterinary Education in Great Britain, appointed by the Ministry of Agriculture and Fisheries and the Department of Agriculture for Scotland, and two Reports of this Committee have been issued (1938; and 1944, Cmd. 6517). In Great Britain the veterinary schools, with one exception, are largely detached institutions providing complete courses of study, and are only loosely connected with universities. The Loveday Report concludes that only if veterinary education becomes the concern of universities in the same way as is medical education, will veterinary medicine be provided the

opportunities which its increasing importance in the national economy demands. It points out that hitherto veterinary education has been too theoretical and has lacked the facilities for proper clinical instruction particularly in the case of farm animals; that the teaching has remained concerned too largely with animal sickness; and that it has lacked the emphasis which, in the light of modern knowledge, should be placed on animal health. It recommends that all schools should be provided with a field station for the purposes of clinical teaching and that the curriculum should be substantially revised, not only in the pre-clinical teaching but particularly in animal husbandry and clinical teaching.

51. The findings of this Committee bear directly on the policy which should be adopted at the Vom school. We fully recognise that when the school was planned, there was no alternative but to visualise the creation of a self-contained teaching centre. However, our recommendation regarding the formation of a comprehensive university college at Ibadan materially changes the position. We agree with the findings of the Loveday Committee that the teaching of such subjects as physiology, anatomy and pathology, the particular applications of which comprise veterinary medicine, should be carried out in association with similar teaching in medicine, and that its proper place is in the university. This is in the interests both of the teacher and of the student. Of the teachers, because they are concerned with the teaching of subjects which are closely allied to the teaching given in a medical faculty, and the fundamentals of which are the same; a close association with their colleagues in medicine, agriculture, and other subjects, is clearly desirable from the point of view both of teaching and research. Of the students, because contact with their fellow students in the different faculties is, in our opinion, essential. As we see it, the isolation of the veterinary students at Vom for five and a half years would certainly fail to give them the broad educational background and the outlook of service to the community which, as we have mentioned at the beginning of this chapter, is so necessary if they are to hold posts of responsibility.

52. The natural development of the Vom school would, therefore, be that, by arrangement with the Government of Nigeria, the university college should take over the existing school buildings and the land attached to it, and that it should become the field station of the School of Animal Health for West Africa. Students would enter on their pre-clinical training in anatomy, physiology, and the pathology group of subjects at Ibadan, and this training would last for one and a half to two years. They would then proceed to Vom for their clinical training for a further two to two and a half years, during which the more specialised aspects of pathology, bacteriology and similar subjects would be given. If this plan were carried into effect, the School of Animal Health for West Africa would be in a position which has no counterpart in Great Britain, for nowhere are there to be found the facilities for clinical training which the vigorous activities of the Nigerian veterinary department has provided at Vom. The situation in regard to the clinical training of the student would be all that could be desired, while opportunities of collaboration between the members of the full time academic staff and the scientific officers of the department in research problems could not be bettered.

53. While the transfer of the teaching of anatomy, physiology and pathology to Ibadan would mean that some laboratory provision already made at Vom would not be needed for its original purposes, we do not doubt that any accommodation set free will be required under the proposed reorganisation.

54. The present course for the M.R.C.V.S. diploma is one of four years, following the first examination, and the revised course suggested by the Loveday Committee is of the same length. The course at Vom is, however, planned to last five and a half years. While we realise that in the particular conditions of the tropics the teaching of certain subjects may need to be more extensive, we are led to wonder whether the course need be so long. Students who have the Intermediate science entrance qualification, which is of a higher standard than the minimum required for the present M.R.C.V.S. course, ought, in our opinion, to be capable of completing their studies in the time which is not greatly in excess of that which is considered necessary in Great Britain. The length of the course will need to be determined in the light of experience. The purpose of this course is to reach a standard equivalent to that reached in the M.R.C.V.S. course in Great Britain and, as soon as possible, degree level.

55. As to the curriculum, we are impressed with the desirability of the general changes proposed by the Loveday Committee both as regards the distribution of the subjects and the emphasis to be given to them. The findings of this Committee seem to us applicable to West Africa with suitable modifications which local conditions may make desirable.

56. The staff of the present school consists of two veterinary education officers and authority has been sought for the appointment of a Principal and three more education officers. The staff of the new School of Animal Health for West Africa should consist of a Head and two whole-time teachers in the more important subjects of the curriculum. Apart from the Head, the staff at Vom should consist, in our opinion, of two holders of senior posts in veterinary medicine, two in animal husbandry, and two in veterinary pathology and bacteriology. The fundamental teaching in the subjects of pathology and physiology would be given by members of the staff of the medical school at Ibadan. The teaching of anatomy at Ibadan would, however, require two teachers of the status of senior lecturer and demonstrator. The students would receive teaching in the more applied aspects of the subjects of anatomy, physiology and pathology during their clinical training at Vom. As in agriculture, forestry and medicine specialised teaching in particular subjects might be given at Vom by officers of the Nigerian veterinary department on a part-time basis. It is highly desirable that each student should spend his vacation, during his first year, at Vom to give him first-hand experience of work with farm animals.

57. It is difficult for us to estimate the capital and recurrent expenditure which would result from these proposals. As to capital expenditure, the Vom school is being built out of funds provided from the Colonial Development and Welfare Fund, and at the time of our visit £34,000 of the grant of £55,000 had already been spent. It seems to us likely that this sum will prove insufficient. As to recurrent expenditure estimates have already been submitted under the Colonial Development and Welfare Act and these include the cost of some additional staff not yet appointed. Under these estimates, the recurrent expenditure will rise from about £11,000 in 1945 to about £13,000 in 1947. In the light of our proposals, and if the research activities which we consider should be developed come into being, the recurrent expenditure would rise to perhaps £20,000 a year.

58. As we have pointed out elsewhere, the existing school provides courses for subordinate grades of the Nigerian veterinary department. In the evolutionary period, it would probably be desirable to continue these courses at the Vom school, although later it will certainly be desirable that separate institutions should be built on an adjacent site for the training of entrants to the junior grades.

CHAPTER VIII

TECHNICAL EDUCATION

The General Problem of Technical Education in West Africa

1. We deal with technical training in a separate chapter for reasons of convenience. We wish however to emphasise that we do not recognise any sharp line of distinction between technical or vocational training and more liberal education. On the one hand, we believe that practical training should play a part in education both in primary and secondary schools, and on the other we consider that vocational education should be so planned that the student is brought into contact with more liberal studies besides the purely technical subjects appropriate to his calling. We are aware that the greater part of the range of facilities required in the field of vocational and technical education cannot be regarded as part of higher education, and do not therefore fall within our terms of reference, but in order that the problem may be seen as a whole, we survey the whole field very broadly, while paying particular attention to the sections which seem more relevant to our enquiry.

2. We regard the provision of more extensive opportunities for trade and technical training for the peoples of West Africa as a matter of real urgency. The territories need skilled workers who can take part in the extension of roads and communications, who can improve drainage, water supplies and housing, and who can develop local industries, such as carpentry, weaving, metal working. We recognise that for West Africa the next decade must be a period of rapid development. Its peoples are becoming increasingly aware of their needs, and increasingly interested in the standards and achievements of other countries. Trained workers will be wanted in all fields of economic development, whether in connection with all forms of transport and its maintenance, the extension of public works, in power, communications, water supply, soil conservation, irrigation, and other utilities, or with the extension of housing, public health and sanitary services. In all these fields skilled men, tradesmen and men with technical knowledge will be needed if these countries are to be steadily equipped and developed. The nature of the training and the rate at which it is provided must clearly be related to the schemes for the economic and social growth of the territories.

3. The training facilities available at the present time are inadequate and will be quite insufficient to meet the needs of the immediate future. This was illustrated when, during the war, the defence programmes in parts of West Africa were seriously delayed through lack of Africans trained to carry out construction programmes and to give skilled direction to the labour on these works. The many schemes for future economic development in the West African colonies which have recently been drawn up, and the growth of public works and of secondary industries, which His Majesty's Government is pledged to foster, will all require greatly increased numbers of skilled and responsible Africans at all stages of qualification if they are to make rapid progress.

4. The comparatively backward condition of technical training in many areas has in part arisen because in the early years of West African development it was possible to bring in from Europe the necessary numbers of skilled men to direct the building of roads, railways, ports and trading centres. The schools, both those started by the missions and those developed later by the Governments, aimed chiefly at training in the three R's and at more advanced academic education, and tended to provide a steady flow of men able to undertake clerical employment, for whom there has been an increasing demand. Certain of these schools paid some attention to practical skills, carpentry, metal working and gardening, but only in limited areas was good training provided for artisans. Moreover, the demand for clerks was such that they were offered prospects and conditions of service which were regarded as much more favourable than those offered to Africans entering equally responsible posts where technical skill was required. The civil service, teaching and all forms of clerical employment have in the past been able to absorb most of the able students of the primary and secondary schools, and because of this and its more remunerative character, this kind of work has become the recognised field of employment for educated Africans.

5. There are signs however of a very real interest in all forms of skilled and technical employment and we have no doubt that the new developments in most primary education will pay attention to this fact. As we have said in Chapter II, it seems to us that practical work, whether in gardens or in the normal work of the villages, should be more strongly emphasised in the curricula of the schools, and that school work should be less academic and the studies more closely connected with the vocations and skills which these territories increasingly need. Many responsible Africans emphasised to us the need for the organisation of vocational training as well as for the institution of professional courses in engineering. We were informed that the number of candidates seeking admission to the one technical school in British West Africa had recently been five times greater than the number of vacancies.

6. As there have been few training centres for technical workers, most of those who have adopted such careers have received their training in the course of their work. Thus several Government departments and some of the mining companies have established their own systems for training the various categories of men needed in their services, from artisans to junior technical staff. The training provided in many cases has been effective, and Africans are carrying out responsible and complicated tasks in the mines, on the railways, in power houses and in water works: they have learned not only how to drive and control machinery, but how to repair and service it. But such training must by its very nature lack many of the elements essential in sound education. Often it is of an improvised nature, and neither equipment nor qualified instructors are available. Under the stress of war the numbers receiving such training have been vastly increased, and when the war is over there will be available great numbers of artisans and technicians, trained by the army for special tasks, who will respond rapidly to opportunities for further training but who may find it difficult to return to their former ways of life. There will also be available for the economic activities and development work of these countries a large number of men already trained as tradesmen and transport workers who can be utilised without delay.

7. The African technicians needed to help in developing their own countries must be drawn from among the most able men coming from the schools and colleges. It must be recognised that employment in technical work is as responsible and valuable as clerical and other forms of employment which

require no more specialised training. The technicians will require not only a high degree of skill but also a well developed sense of responsibility and leadership. We consider that training courses should provide for theoretical training, for practical experience by which students will learn to apply their theoretical knowledge and to work with other men, and for further general education which will provide opportunities for the students to pursue wider interests and to prepare themselves for more advanced technical studies and heavier responsibilities. It is important also that opportunities should be provided for those students who have shown exceptional ability and promise in any technical course to proceed to a more advanced course, so that an artisan may hope to become a technician, and a technician an engineer.

8. It is with these considerations in mind that we now turn to examine the present slender facilities for technical training in the British West African colonies before making our recommendations that far wider facilities should be provided. In Chapter III we have set out the facilities for engineering at the professional level at the Higher College, Yaba, in Nigeria and at Achimota in the Gold Coast. Facilities for training in survey work at the higher level are described in Appendix VI. We consider their position in relation to the university colleges in Chapter IV. It is only in the Gold Coast that any special provision for a technical school has been made.

Existing Facilities for Training

9. It is difficult to draw any accurate distinction between the various grades of skill below those of the professional qualification, but, for convenience, we divide the training facilities into (*a*) those designed to produce artisans; and (*b*) those designed to produce technicians with a higher degree of skill and responsibility such as charge hands, foremen and engineering assistants.

(*a*) *Artisans*

10. The training of artisans cannot be considered as post-secondary training, and is clearly not within the scope of our Report. It is plain, however, that any development in West Africa which requires a greatly increased supply of responsible technicians will require a correspondingly great number of skilled artisans if the work of the technician is to bear full fruit. Further, if one may judge from experience in Britain, West Africa would expect to draw some of her best technicians from those who have first been trained as artisans.

11. So far the Government technical departments have been the most important agencies in the training of artisans. This they have done chiefly through an apprentice system. Apprentices are trained also by tradesmen working independently in the towns and villages. Many of the tradesmen trained by the Government departments to meet their own needs subsequently find their way into the towns and villages to work independently, or in other employment, and hand on their skill to groups of apprentices. Recently the middle boarding schools in the Gold Coast have provided trade training as part of a higher primary course.

12. Only a small percentage of the artisans who are trained under the very limited arrangements we have outlined above reach a high level of skill, and the numbers of skilled and semi-skilled men available are quite inadequate to meet the ordinary needs of West Africa, let alone sudden needs such as wartime development. During the war the army has established its own trade schools to man the artisan works companies and other technical units of the Royal West African Frontier Force.

(*b*) *Technicians*

13. Turning now to the training of technicians, everywhere in West Africa we were told by the authorities concerned that the present provision for the training of responsible and skilled technicians was quite inadequate to meet the needs of the Government departments, the commercial and mining companies and other enterprises.

14. We can give only the briefest outline of the various facilities provided by (1) Government departmental courses, (2) the Government Technical School in the Gold Coast, (3) the mining industry, (4) commercial schools.

(1) *Departmental courses*

15. The Nigerian technical departments* employ far more staff than the corresponding departments in the other British West African colonies, and it is in Nigeria that we find that the departmental courses for training African technical staff are most advanced. For example, the Public Works Department, the Nigerian Railway, and the Marine Department have provided training courses for the various types of technician they require. In addition they provide the practical experience for the students studying engineering at the Higher College, Yaba. Recently the Public Works Department of Nigeria has accepted apprentices for training on behalf of the Governments of Sierra Leone and the Gambia. The Sierra Leone Government maintains less advanced courses of its own. The Gold Coast Government also maintains less advanced departmental courses and relies on its technical school and the Achimota courses in engineering to provide more advanced courses.

16. There is still much diversity of practice between departments of the same colony and between corresponding departments in different colonies in the provision of separate training courses. In some cases there is a lack of co-ordination of the schemes organised by different departments, and quite separate departmental schools are maintained although certain parts of the work are admittedly common to all. These departmental schools often consist of very few students and their training is necessarily very costly. As a rule the teacher is a normal member of the staff of the department, engaged as an engineer or surveyor, for whom this type of work, for which he is rarely trained, may possibly be unsuitable. Such teachers are liable to frequent transfers to other work, and the courses consequently lack continuity both in their teaching and in their development.

17. The recruitment of pupils for most of these courses in which men of technical grades are trained is made usually direct from school. The standard of entry desired is the school certificate or its equivalent, though in many cases this has been waived. The boys have seldom received any training which enables the department to form a reasonable judgment of their suitability for the particular type of work on which they are to be engaged. For most of the students recruitment at this level is directly related to the presumed vacancies which will occur, and the entrants have a definite expectation of a Government post at the end of the training, although this is not always specifically promised. In such schools they receive much practical as well as theoretical training, and are paid a salary throughout.

18. Some of those departmental courses have reached a high level of purely technical training, but they are usually narrow in their scope and do not provide for the further and wider education of the students, which would help them to bring a greater sense of responsibility to their work, and encourage them to continue their training to a higher level. Often facilities for good instruction are not available—equipment has to be improvised, funds are not easy to secure. As a result teaching standards and the supply of books are often poor.

* An outline of the main departmental courses in Nigeria is given in appendix v.

(2) *The Government Technical School, Gold Coast*

19. This school, which was founded in Accra in 1909, aimed at becoming the centre of technical education in the Gold Coast. In 1939 the school was moved to Takoradi, where its new buildings provided residential and teaching accommodation for 100 students. When these buildings were requisitioned for the R.A.F. in 1940, the school moved to a temporary home; finally in 1942 it was taken over by the army as a technical training centre. Before the school was taken over it provided a five-year course for those who wished to qualify for responsible technical posts. It was divided into two departments, one for building construction, carpentry and joinery, and one for mechanical and electrical engineering. Students were not specially prepared for external examinations but they were allowed, if they wished, to take the examinations of the City and Guilds of London Institute. Recent results in these examinations are given below:—

	Entered.	*Passed.*
1940	20	19
1941	13	12
1942	19	19

20. The school did not undertake to secure employment for its students, but, in point of fact, the demand for students trained in the school was so great that they had no difficulty in finding good employment, either in the civil service or in commerce. In March, 1942, there were 146 candidates to fill the 31 vacancies in the school. The Gold Coast Government proposes to re-open this school after the war.

(3) *The mining industry*

21. There are at present no training courses designed to equip Africans for senior technical posts on the mines. Several of the gold mines have classes for artisans and employees engaged on certain occupations needing a high degree of skill.

22. The London Advisory Committee of the Gold Coast Chamber of Mines informed us that in 1941 836 Europeans, of whom about 12 per cent. held university degrees, were employed in the mines of the Gold Coast. Most of these were employed in technical positions: 198 posts required qualified mining engineers and some 60 of the men holding these posts were so qualified; and some 50 other posts required mechanical and electrical engineers.

The Gold Coast Chamber of Mines expressed the following views:—

(i) that the mining field was too small to afford a suitable training for senior staff and that some part of their training would need to be obtained aboard,

(ii) that a mining school in some suitable centre, such as Tarkwa, conducted on a part-time basis, would enable many men to reach a technical level much above what was at present possible,

(iii) that if such a school were established, boys should be admitted with the minimum qualification of primary Standard VII,

(iv) that they would prefer to select any Africans who were to be sent away for more advanced training from successful pupils at such a mining school rather than from secondary school boys who had had no practical experience of mining.

(4) *Commercial Training*

23. The facilities in British West Africa for commercial training whether in bookkeepng and accounting, typewriting and shorthand, office routine and the general mechanics of trade, or in the broader subjects such as shipping, world markets, banking, etc., are quite inadequate. There are practically no commercial courses of any standing, and most clerical employees in commercial firms and in government departments acquire their training during the course of their work. Many of the leading commercial firms in British West Africa urged on us the necessity for increased provision for training in clerical work as well as for the engineering trades. One large firm was even considering establishing its own school in Lagos, while others stated that they would be ready to co-operate with any technical school development in Lagos.

24. We were informed also by many Government officials that the clerks in Government departments had been greatly handicapped by lack of training, and that as a consequence the standard of technical work in Government offices was often low compared with that expected in more highly developed countries. They considered that facilities for modern training in such work were urgently required. Since 1942 the Army has maintained a Clerks Training School in Nigeria to serve the West African Command and the West African Expeditionary Force. We understand that this has proved to be a very successful experiment.

Two Recommendations

25. At the time of our visit most of the plans of the West African Governments to meet the post-war needs for technical training were still under consideration. The Gambia was considering sending pupils to the Gold Coast to the technical school, and Sierra Leone the establishment of a clerks' school and a junior technical school as a branch of an existing secondary school. In the Gold Coast, the Government was planning to reopen its technical school and maintain the engineering courses at Achimota, and the Chamber of Mines was considering the establishment of a mining school. In Nigeria, the Government was considering the development of the departmental technical courses, and the development of the engineering course at Yaba; and the commercial firms were anxious that a technical school should be established, as the departmental courses did not meet their needs.

26. We consider that technical education in West Africa presents an extensive problem requiring more detailed study than we have been able to give it. We have nevertheless reached two main conclusions, and make two recommendations; first, to ensure that the whole problem of technical education shall be carefully surveyed, in consultation with those planning the economic development of the British West African territories, with a view to meeting the foreseeable economic needs of those countries; second, to meet the immediate and urgent needs for technical training in West Africa.

First.—We recommend that forthwith three technical education officers of wide experience of technical work and technical education in the United Kingdom shall be appointed:—

(*a*) to survey the existing facilities for technical and commercial training, and, in consultation with those planning the economic development of the area, and with each other, to make recommendations as to future development.

(*b*) to establish the technical institutes as outlined in our second recommendation.

(*c*) to supervise the future development of technical education.

One officer should be appointed for Nigeria, one for the Gold Coast and one for Sierra Leone and the Gambia. Each officer should be of the rank of an assistant director of education and should be a member of the education department of the territory concerned.

Second.—We recommend that as soon as possible each of the three main dependencies should have its own technical institute, that in Sierra Leone serving also the Gambia.

General Outline for the Three Technical Institutes

27. We are not in the position to go into any detail as to the nature and standards of the courses to be provided in the three technical institutes. These will vary from territory to territory and will need to be worked out by the proposed technical education officers. We can however state certain general requirements. Each institute should at least be partly residential, since many of the students will come from a distance: and library and recreational facilities should be provided. Technical, commercial and, perhaps, art courses should all be available in the one institution in order that the educational basis of the institute may be as broad as possible. It is essential for the success of the technical institutes that close contact shall be established and maintained with the subsequent employers of the students, and that representatives of the technical departments of Government, and of private enterprise in commerce and industry, and of the workers' organisations shall be closely associated with the management of the institutes.

28. The scope of these institutes will depend on local needs, but, broadly, they should cater for the intermediate ranks of industry and commerce. To this end great flexibility in courses and standards will be necessary to meet a great variety of needs. We consider that there should be classes in:—

(*a*) General subjects: English, mathematics, physics and chemistry.

It would be necessary to provide classes at different levels to allow those whose earlier education may have been limited to get sufficient basic training in English, mathematics and science to follow the ordinary courses. Some work in English should be continued at each stage. This should be broadly conceived more as a means of expression, and as an introduction to sound and humanistic studies, and less as a literary study.

(*b*) Special subjects, such as:—

(i) General mechanical and electrical engineering, building construction, drawing and surveying, and printing. These courses should be planned to cover the work which is common to the various departmental schools, so far as the theoretical and related practical training are concerned.

(ii) Commerce, both in the technical skills, such as typing, shorthand, bookkeeping and accountancy, and in its wider aspects, such as knowledge of world markets, banking, shipping, and modern commercial practice.

29. We have pointed out in the first section of this chapter the important part which we consider the African technician has to play in the development of his own country. To fit him for this work, and to give both technical and skilled manual work the honourable place which it merits in the social system, we consider it essential that, while in no way neglecting the purely vocational side, his training should be made the basis of as broad an education as his abilities permit. The student may thus learn to appreciate the wider problems with which his country is faced and, by seeing his own work as an integral part of the whole process of his country's development, realise his responsibility and his opportunity.

30. The institute should provide also such facilities for further study as would enable the exceptional student to proceed to the university.

31. We heard conflicting evidence about the usefulness of evening classes for technical training. We consider that the officer appointed to survey the needs of each territory should give this matter his early consideration.

32. Each technical institute would be under the education department of the territory and should also have its own advisory committee of men and women representing:—

(i) the staff of the institute,

(ii) public enterprise (Government departments, local government bodies, municipal governments),

(iii) private enterprise and labour organisations,

(iv) the university college.

African opinion should be fully represented whether under the above headings or separately.

The technical institute as a centre for adult education

33. While the Technical Institute must necessarily start as a centre of vocational training we should wish to see it exercise a wide influence. It should in due course become a focus of interest both for the youth of the country and for the adult population living round about it. It should open its doors more widely and become a place where many problems besides vocational ones are discussed, where people may attend courses of lectures, where study groups are organised by the university colleges, and where talks may be given by eminent visitors. We wish it to be a living centre of education, enriched by the extramural work of the university colleges, and another meeting place for all concerned with the general cultural development of the people.

34. If the technical institutes develop in this way, they will do much to attract the best of the youth of the country, and to give to the technician's work the place it deserves in the public esteem. In planning the buildings provision for expansion along these lines should be kept in view.

FACILITIES RECOMMENDED FOR (i) NIGERIA, (ii) THE GOLD COAST, AND (iii) SIERRA LEONE AND THE GAMBIA

35. We recommend that the following facilities for technical education should be provided as soon as possible.

(i) *Nigeria**

The first technical institute for Nigeria should be centred near Lagos. We recommend that it should be at Yaba. We visualise a future need for further technical institutes in Nigeria as, for example, at Enugu and Kaduna. The Higher College at Yaba can provide not only the buildings but also much of the necessary equipment, and we recommend that it should become the technical institute of Nigeria. It would provide (we believe more economically) for much of the instruction at present being given in several Government departments, and would benefit the students by enabling them to share the activities of larger and more varied groups.

(ii) *Gold Coast*

(*a*) The present technical school at Elmina, which is now engaged in training army tradesmen, should be reopened at the earliest possible moment in its old buildings at Takoradi; but if those buildings, for defence reasons, cannot be released by the R.A.F., then a new technical institute should be built at Takoradi with the broader functions as indicated above.

* Since this was written the Governor of Nigeria has announced the outline of plans for the development of technical education. (Nigeria S.P. No. 2/1945.)

(*b*) We recommend that commercial courses should also be established in Accra.

(*c*) We were impressed by the evidence of the Gold Coast Chamber of Mines that a technical school to serve the mining area would meet a real need in the Gold Coast. We agree that there is a case for such a school to which the Mining interests could make a suitable contribution. It would be most conveniently established in the mining area, e.g. at Tarkwa.

(iii) *Sierra Leone and the Gambia.*

The increasing development of the Protectorate of Sierra Leone and the enhanced political and strategic interest of these two territories makes it important that technical training should be obtainable for these areas. Accordingly we recommend the establishment of a technical institute in or near Freetown to serve the needs of Sierra Leone and the Gambia.

CHAPTER IX

IN CONCLUSION

1. In making our recommendations for the development of university education in British West Africa we are fully conscious of the ambitious nature of the programme we have set out. We are aware that what we have proposed may to some appear incompatible with the somewhat slender foundation of primary and secondary education upon which it is necessary to build. We are, however, firmly convinced that no considerable advance in the social, economic and political development of the four dependencies is possible without the setting up of the institutions of higher learning we have proposed. A major advance in the general educational level is a prerequisite to advances in all other directions, and little progress is possible in the lower ranges of education without a simultaneous and rapid development in those at the top.

2. British West Africa needs very large numbers of well-trained teachers, doctors, scientists, agriculturists, administrators and research workers. They are needed now and they will have to be for the most part trained on African soil. Space for all who need to be trained is not available in the universities of Britain; even were it so, the cost of such a solution of the problem would be prohibitive. Moreover British West Africa, with its population of 27,000,000, must have its own centres of learning and research if its peoples are to take an honourable place among the peoples of the world and be captains of their own destiny. British West Africa forms a distinctive part of the British Empire, but nevertheless each of the three larger dependencies, separated as they are from each other by long distances and each with its own special problems, traditions and outlook, must have its own centre of culture if progress throughout West Africa is to be general and active. Pride of ownership and enthusiasm for achievement must be canalised into productive channels, and the enlightening influence of university development on the community made widely effective.

3. We have repeatedly stated our belief that university institutions in West Africa can and should have an active influence beyond the immediate university circle of staff and students. University education is not and cannot be a thing detached from the community. We hope these institutions will play as great a part in the development of West Africa as the British Universities are now playing in the social life of the United Kingdom. We cannot lay down in detail the lines of such development in West Africa: the university institutions will themselves have to find out the ways in which they can best serve their own communities and the communities which lie beyond their borders.

4. But the mere establishment of the university institutions which we have proposed is not enough. Without a true university spirit, they will surely become a source of weakness rather than of strength. This spirit will not arise spontaneously: it calls for a conscious effort and the exercise of intellectual honesty of a high order. It will develop fully only in institutions which enjoy academic freedom. In their early days the university institutions in West Africa, building up the standards which will entitle them to that academic freedom, will need the strong help of established institutions which have themselves a long tradition of academic freedom. We hope that this help will be given to West Africa by the universities in the United Kingdom through the proposed Inter-University Council for Higher Education in the Colonies.

5. All agree that African academic standards in no way inferior to those of British universities are essential. African graduates must be able to proceed to England for post-graduate work and must be able to compete with graduates of other universities for all appointments. The suggested association with London University should safeguard this position. But watchfulness will be needed to ensure the standard of entrance to the colleges: pressure to admit the unfit will arise and must be strenuously resisted: quality before quantity must be the motto. Academic standards alone do not make a university. A university is a community whose purpose is the advancement and dissemination of knowledge. In so far as the passing of examinations is the main object of the student so far does the University fail in its purpose: in so far as learning is pursued for learning's sake so far it succeeds. The attainment of this ideal calls for a co-operative effort by both teachers and taught.

6. The student must be trained in the methods of the unprejudiced inquirer: the teacher must remain a learner all the time. In short, it is the quality of the teaching that in the long run can produce a living university. The teacher must be able to inspire in his pupils the spirit of curiosity and the desire to satisfy it: he can do so only if he himself is an active searcher after truth. It is for this reason that we have all through our Report stressed the importance of research. We stress it again here in the conviction that the first essential to progress towards full university status is the selection of a first-rate teaching staff who will not only inspire their pupils but will themselves be constantly contributing to the advance of knowledge.

7. We would stress, too, that lectures and laboratory work, essential though these are, provide one element only in the training of an undergraduate. Teachers and taught alike form one community of learners of widely varied interests. The closer the contact between all the members of the university, brought about by societies, academic, athletic, social or political, the greater the opportunities for mind to clash with mind, the more effectively will the college perform its real task of producing men and women of wide outlook and independent judgment, of toleration and of that intellectual humility which is the beginning of wisdom. When the student comes to regard the degree not as an end in itself, not as a passport to lucrative employment, but as a token only that he has acquired a certain competence and knowledge in a field of study with which he has but the beginnings of an acquaintance, and with it an added obligation to serve his day and generation, then and then only will he completely justify his university training. This is, no doubt, a counsel of perfection: students, like everyone else, will always have an eye to their economic future. But unless a genuine tradition of learning for learning's sake prevails from the start the path of the West African colleges towards full university status will be a long one and their value to the community comparatively meagre. The development of this tradition must be to an ever-increasing extent in the hands of Africans. The initial impetus and

responsibility will be largely with the teaching staff, but it can only be kept alive if the Africans themselves, staff, students and general public, appreciate it, value it and insist on it. This will be no easy thing. To the majority of West Africans the tradition of pure learning will be a completely novel idea not easily assimilated. It will be a challenge to them which they must take up if their future universities are to be of world rank. To meet this challenge will call for intellectual integrity and for a spirit of patience and determination which will tolerate the best alone however slow its growth may need to be.

8. We have mentioned from time to time the vital part played by the churches in beginning and carrying on the task of education in these great regions. It is a very remarkable thing that even to-day, if the educational institutions conducted and supervised by the religious bodies were suddenly to vanish, the greater part of education in British West Africa would practically disappear. It is a simple historical fact that, save for the churches, now largely Africanised, no one so far has seriously tackled on the grand scale the sheer hard work of West African education. The Christian religion has not in fact been the opiate of the West African peoples. It has been, to many thousands, a guide, philosopher, and friend, taking each of these words in a perfectly literal sense. No development would be either adequate or historic which did not appreciate and welcome this aspect of the problem. We have not, save in the broadest general sense, made recommendations to cover these facts. All our report must, however, be read in their light.

9. Governments can provide a people with the outward symbols and trappings of a university but it is the people alone who can eventually make of it a vital intellectual force working for the general good of humanity. Our recommendations are made in the firm faith that the peoples of West Africa will be able to justify their adoption to the full.

OUTLINE OF RECOMMENDATIONS

We have recommended the development of three centres of higher education in British West Africa. These are, a new college at Ibadan in Nigeria, a development of Achimota College on the Gold Coast, and a reorganisation, on a new site, of Fourah Bay College in Sierra Leone, which will also serve the Gambia. Each of these university colleges would provide courses in arts and science, though to varying levels, and would undertake extramural work.

We have recommended the development of certain professional schools, four of which have already made a start, to serve for the present the whole of West Africa. These would be the schools of medicine, including dentistry, agriculture, forestry, and animal health, situated in Nigeria and integral parts of the university college there, and an institute of education, as an integral part of the university college in the Gold Coast. Each of these university colleges would provide Intermediate courses in engineering, and one of them a degree course. In addition, each of the three colleges, that is to say the two already mentioned and the reconstituted Fourah Bay College, would maintain a professional course for the training of teachers for the secondary schools. For other university studies we have recommended that West African students should continue to come to Great Britain.

We have recommended that the standards of the various stages of the courses proposed should be those of the British universities. The Asquith Commission is making recommendations as to how the British universities shall recognise the courses in university institutions in the Colonial Empire and also how co-operation between these institutions and the British universities can

best be promoted. We regard this co-operation as essential to our recommendations. The Asquith Commission is also recommending the establishment in Great Britain of an Inter-University Council for Higher Education in the colonies. We welcome this proposal.

The university colleges should themselves be centres of research and should collaborate closely with research organisations in West Africa such as the Institute of West African Industry, Arts and Social Sciences, and the West African Cocoa Research Institute, and with the research work of Government departments. The colleges should provide facilities for visiting research workers. The scale of staffing recommended will also allow members of the staff opportunities for research.

We have recommended that each college shall be governed by its own council, and that there shall be an advisory council for higher education in West Africa.

We have made a tentative estimate of the cost of our proposals for university development. In the near future capital expenditure would be in the region of one and a half million pounds and annually recurrent expenditure in the region of a quarter of a million pounds. We have recommended that at first the greater share of this expenditure should be met from the Colonial Development and Welfare Fund, and that the share to be met by the West African Governments should increase until they ultimately bear the whole cost.

We desire to draw special attention to the need for improvement in the education of girls.

We have recommended that there shall be a progress review of the whole situation at the end of five years.

We have considered higher education, not in isolation, but as an integral part of a complete educational system. We have reviewed the primary and secondary schools both in their general aspects and as the source of supply on which the university institutions would have to depend for the quality and the quantity of their students. We examined them also as fields of service for teachers who had been trained in the university colleges. We have accordingly included in our Report some suggestions for the general improvement and expansion of the primary and secondary school systems.

When we examined the system of technical education we considered that an immediate increase in facilities was so urgent that we should make recommendations on the subject. We have therefore recommended the appointment of three technical officers to survey the existing facilities as a whole, and to establish technical institutes in each of the three main dependencies.

The development of many of the services which are urgently needed in West Africa will depend greatly on the training of African staff and on the research work for which our proposals provide. We hope therefore that university development in West Africa will be regarded both in the West African dependencies and in Great Britain as a matter of great urgency.

SUMMARY OF RECOMMENDATIONS WITH REFERENCES TO THE RELEVANT CHAPTERS AND PARAGRAPHS OF OUR REPORT

Primary and Secondary Education

(Chapter II)

Curricula in Primary Schools.

Most of the children in the primary schools come from rural communities. The curricula in the schools should be much more closely related to the life and environment of the children. (*Paragraph* 11.)

Staffing of Primary Schools

The primary schools should ultimately be staffed by teachers who have had at least a secondary education, and the secondary schools should be staffed by teachers who have had some post-secondary education in a university college. (*Paragraph* 14.)

Education of Girls

A great increase in the education of girls is an urgent necessity. (*Paragraphs* 13, 34 *and* 38.)

The Schools and Character Training

The schools must in future accept more responsibility for character training in view of the inroads upon the traditional system of home training which increased schooling inevitably entails. (*Paragraphs* 41 *and* 42.)

Teaching of Science

More facilities for the teaching of science are required in all secondary schools. The science curriculum should be brought into closer relation with the life and environment of pupils. More use should be made of local material for science lessons. (*Paragraphs* 23, 24 *and* 25.)

Teaching of English

The standard of spoken English is unsatisfactory. Specialist teachers of English in the secondary schools should if possible be English, until more advanced courses for African specialists in the phonetics of English are developed. (*Paragraph* 26.)

Qualifications and Status of Teachers

The academic qualifications of the great majority of the teachers must be raised. For the rapid raising of standards and for a rapid expansion of good secondary schools, enough Africans with the right qualifications cannot at present be found. As a temporary measure the employment of more Europeans with high qualifications is highly desirable. In the meantime as many selected Africans as possible should be sent to the United Kingdom to complete their training, until the necessary teacher training courses can be established in West Africa.

In this connection we have pointed out that unless conditions of service ensure to the teaching profession continuity, an adequate status, and a decent standard of living, the difficulties of securing and retaining adequate staffs will constantly recur. (*Paragraphs* 27, 29 *and* 30.)

Work Beyond School Certificate stage

Under present conditions, work beyond the school certificate stage must be postponed from school to college in West Africa. (*Paragraph* 29.)

Future Development of Higher Education in West Africa

(Chapter IV)

Steps Recommended

We recommend that there should now be set up a university college in Nigeria, and a university college in the Gold Coast, and that certain reorganisations and new developments of higher education should be carried through in Sierra Leone, in close connection with Fourah Bay College.

The university college in Nigeria should include faculties of arts and science and the professional schools of medicine, agriculture, forestry and animal health as well as a teacher training course.

The university college in the Gold Coast should include faculties of arts and science, and an institute of education, which would provide for research in education and for teacher training courses.

The university college in Sierra Leone should include courses in arts and science up to the Intermediate level and a teacher training course. With this, we hope, would be associated an arts degree course, intended mainly for theological students, and financed by the Church Missionary Society, who are the present authorities of the college. (*Paragraph* 47.)

Research

The university colleges should themselves be centres of research and should collaborate closely with research organisations in West Africa, such as the Institute of West African Industry Arts and Social Sciences, and the West African Cocoa Research Institute, and with the research work of Government departments. The colleges should provide facilities for visiting research workers. The scale of staffing recommended will also allow members of the staff opportunities for research. (*Paragraphs* 11, 83, 97 *and* 110.)

The Proposed University Colleges

Nigeria

We recommend that there should be set up at Ibadan a university college providing:

Arts. Intermediate and degree courses.

Science. Intermediate and degree courses, including intermediate and degree courses in engineering, and a survey school for West Africa.

A School of Medicine for West Africa and a School of Dentistry for West Africa. See Chapter VI.

A School of Agriculture for West Africa, a School of Forestry for West Africa, a School of Animal Health for West Africa. See Chapter VII.

Teacher Training. (A two-year course.) See Chapter V. (*Paragraphs* 80 *and* 82.)

The Gold Coast

We recommend that there shall be developed at Achimota a university college providing:—

Arts. Intermediate and degree courses. (Including a course in Social Science to serve West Africa.)

Science. Intermediate and degree courses. (Including Intermediate engineering and, for the present, a degree course in engineering to serve West Africa.)

An Institute of Education for West Africa. (See Chapter V.) Providing for (*a*) Research in education, psychology and linguistics. (*b*) Teacher training courses, including one for graduates from all the British West African Colonies. (*Paragraphs* 95 *and* 96.)

Sierra Leone and the Gambia

We recommend that Fourah Bay College should be reconstituted, with a new site in the Freetown peninsula, and new buildings. The college should provide:—

Intermediate Science: The aim should be to establish as quickly as possible the teaching of four subjects in addition to mathematics.

Teacher Training: A two year professional course (see Chapter V).

Arts: Continuance, from private resources, of an arts degree course, suitable for theological students. This, we understand, is being considered by the Church Missionary Society.

The reconstituted Fourah Bay College should serve the Gambia as well as Sierra Leone in the range of Intermediate courses recommended. (*Paragraphs* 100, 108, *and* 109.)

ADMINISTRATION

Inter-University Council for Higher Education in the Colonies

We regard it as essential that each university college should have the closest possible contact with British universities. We understand that the Asquith Commission is recommending the establishment of an Inter-University Council for Higher Education in the Colonies to maintain touch with university institutions in the colonies. We consider such a body would be able to give suitable guidance to the growing university institutions in West Africa. (*Paragraph* 112.)

Organisation in West Africa

We recommend that there should be established a West African Advisory Council on Higher Education which would be concerned with the wider problems of organisation of higher education in West Africa, and would make recommendations from time to time concerning the further development of the three university colleges. (*Paragraph* 116.)

Non-academic administration

We recommend that for each university college the functions of non-academic administration and finance should be exercised by a council.

We believe that, when the colleges have been established, there might be set up for each a large representative body to be known as the Court of Governors.

There should be small advisory committees for each of the professional schools which, under our proposals, will not for the present be duplicated in West Africa. We recommend the establishment of advisory committees on medicine, agriculture, forestry and animal health at Ibadan, and an advisory committee on education at Achimota. (*Paragraphs* 117, 118 *and* 119.)

Academic administration

An academic body should be created immediately for each university college, to advise on courses and to interpret the academic needs of the college to its council and to the Inter-University Council on Higher Education in the Colonies. In matters relating to examinations, syllabuses and curricula, it would also be in contact, through the Principal, with the university concerned with the degree examinations. This body should be known as the Academic Board until such time as the college received its own charter, when the body would take on wider functions, including the award of degrees, and would be known as the Senate.

In the university college at Ibadan the schools of medicine, agriculture, forestry and animal health should form an integral part of the college and for administrative purposes should all be under the principal of the university college. (See Chapters VI and VII.) We recommend the establishment of separate boards of studies for (*a*) arts, (*b*) science, (*c*) medicine and (*d*) agriculture, forestry and animal health.

At Achimota the Institute of Education should form an integral part of the university college and for administrative purposes should be under the principal of the university college. We recommend the establishment of separate boards of studies for (*a*) arts, (*b*) science and (*c*) education.

In Sierra Leone the academic board at Fourah Bay College should not at this stage be sub-divided into boards of studies. (*Paragraphs* 120 *to* 123).

Examinations

Degree examinations taken in West Africa should be equal in standard to those taken in the British universities. Qualifications obtained in West Africa should be regarded as an adequate basis for post-graduate work by other British universities. We understand that colonial colleges in general will be afforded facilities by London University, which will act as an examining body and will be prepared to approve syllabuses and curricula designed to meet the needs of colonial students. We are satisfied that such an arrangement will meet the immediate needs of West Africa, with the reservation that Fourah Bay College may prefer to retain its link with Durham University and allow its students to continue to work for Durham degrees.

As early as possible members of the staffs of the university colleges in West Africa should be given the opportunity to take some part in the examinations conducted on behalf of the University of London (or the University of Durham). (*Paragraphs* 124 *to* 127.)

Buildings and Equipment

General requirements

We recommend that buildings should be of simple construction, capable of modification and extension as conditions require, but that equipment should be extensive and modern, and that generous facilities for research should be provided. Residential buildings should provide individual rooms for each student as well as common rooms. It is essential that a good library and a good museum should be built up at each university college. (*Paragraphs* 129 *and* 130.)

The university college at Ibadan

A new site of not less than 1,000 acres should be acquired, to meet the needs of the university college, including the schools of medicine, agriculture, forestry and animal health. (*Paragraph* 131.) (Details of the buildings required are given in paragraph 132.)

Until these new buildings are ready the college should use the existing buildings at Yaba for its developing faculties of arts and science, its medical school and its teacher training department. Similar temporary arrangements should be made for the schools of agriculture and forestry at Ibadan. (*Paragraph* 65.)

The university college at Achimota

Buildings in the main compound at Achimota should be adapted and extended for the use of the university college. Residential buildings should be adapted to provide individual rooms for each student as well as common rooms. (*Paragraph* 133.)

Fourah Bay College

A new site in the Freetown peninsula and new buildings should be provided. (Details of the new buildings required are given in paragraph 139.)

Finance

Sites, buildings, equipment and staff

In the near future capital expenditure would be of the order of one and a half million pounds, and there would be an annual recurrent expenditure of about a quarter of a million pounds.

We have recommended that at first the greater share of the expenditure should be met from the Colonial Development and Welfare funds, and that the share to be met by the West African Governments should increase until they ultimately bear the whole expenditure. (*Paragraphs* 68 *and* 69.)

The estimates of the capital expenditure which may be required for sites buildings and equipment have been indicated in the most general terms and should be taken as guides rather than estimates.

The figures given for estimated recurrent expenditure relate to staffing when the colleges are established and have the numbers of students reasonably to be expected after possibly five years. Before that time, the cost of our proposals should be less than we have indicated. The figures of recurrent expenditure are based on estimates of salary levels which may not apply after the war. It is assumed that a professor should be paid at least £1,200 to £1,500, while junior staff will start at about £500, and more senior lecturers at higher levels.

Members of staff should become members of the Federated Superannuation Scheme for Universities. They should be given free air passages to enable them to take leave each year in the United Kingdom. (*Paragraphs* 140 *to* 144.)

The financial summary overleaf (pages 130 and 131) sets out in tabular form the relevant recommendations contained in paragraphs 140-147 of Chapter IV and in Chapters V, VI and VII.

Scholarships

There should be scholarships from the secondary schools to the university colleges for the Intermediate courses. There should be scholarshops also for degree work for promising students who have completed their Intermediate courses. For some time to come there should be scholarships to enable selected graduates to spend two years in post-graduate work in Great Britain. (*Paragraphs* 149 *to* 151.)

REVIEW OF PROGRESS MADE AND REPORT TO THE SECRETARY OF STATE

There should be a review of the progress made, and of the financial allocations we have recommended, in five years' time. This progress report should be submitted by the councils of the three proposed university colleges to the Secretary of State for the Colonies, in order that he may consider the progress made by the three university institutions and the response to university development called forth locally. (*Paragraph* 152.)

Financial Summary

A summary of the preliminary estimates of the cost of the proposals put forward in Chapters IV, V, VI and VII of the Report.

	Capital	Total	Recurrent	Total	Remarks
	£	£	£	£	
A. *Projects to serve the whole of West Africa.*					
In Nigeria.					
Schools of Medicine	500,000[1]		40—50,000		[1] Includes a 1,000 bed hospital, part of the cost of which should be borne by the Nigerian Government.
Dentistry	60,000		5,500		
Agriculture	100,000		20,000		
Forestry	50,000		10,000		
Animal Health	—		20,000		
		710,000		95—105,500	
In the Gold Coast.					
Institute of Education	—[2]		20,000		[2] Will eventually require more buildings as the university college grows.
Degree course in engineering	20,000[3]		3,000		
		20,000		23,000	
		730,000		118—128,500	[3] To serve West Africa until degree courses in engineering are established at Ibadan in Nigeria.
B. *Projects to serve each territory.*					
(i) *Nigeria.*					
Site, buildings and equipment	600,000[4]		—		[4] Includes £50—75,000 for buildings and equipment for engineering.
Arts	—		16—20,000[5]		
Science	—		30,000		
Education	—		4,000		
Grants to laboratories and libraries ...	—		7,000		
Administration (including salary of Principal).	—		5,000		
		600,000		62—66,000	[5] Less at start.
(ii) *Gold Coast.*					
Buildings and equipment	100,000		—		
Arts	—		16—20,000		[6] Less at start.
Science	—		20,000[6]		
Grants to laboratories and libraries ...	—		5,000		
Administration (including salary of Principal).	—		5,000		
		100,000		46—50,000	

(iii) *Sierra Leone and Gambia.*				
In Sierra Leone.				
Buildings	100,000		—	
Arts and Science—Intermediate	—		10,000	
Education	—		2,000	
Administration	—		2,000	
		100,000		14,000
		800,000		122—130,000
Total expenditure in each territory.				
(*A and B Combined*).				
Nigeria	1,310,000		157—171,500	
Gold Coast	120,000		69— 73,000	
Sierra Leone and Gambia	100,000		14,000	
TOTAL EXPENDITURE IN WEST AFRICA	1,530,000		240—258,500	

The Supply and Training of Teachers

(Chapter V)

Staffs for Colleges for the Training of Primary School Teachers

The number of training centres and colleges should be substantially increased. (*Paragraph* 12.)

In future any European coming to the staff of a teacher training college should have a degree and a diploma of education or a professional certificate.

For African staff, the same qualification should be aimed at. But for the immediate future we recommend that Africans should have at least the qualification required for a secondary school teacher, that is, the successful completion of an Intermediate course and two years' professional training. The present African staff of these colleges should be carefully reviewed. Selected members of these staffs should be sent, as opportunity offers to the university colleges for special courses.

European staff should take refresher courses in the United Kingdom when on leave. Selected African staff should be given the opportunity to do likewise. The policy of sending "proved" African teachers on scholarships to the United Kingdom to be prepared for training college posts is welcomed. (*Paragraphs* 14, 15 *and* 16.)

Steps Recommended for Raising the Standard of Teaching in the Secondary Schools

(*a*) All non-graduate African staff in secondary schools should have an opportunity of wider academic study in the atmosphere and surroundings of a university institution. A year's refresher course should be provided for these teachers at the university colleges.

(*b*) New African appointments should as soon as possible be from men and women who have passed through at least an intermediate course at one of the proposed colleges and a two year teacher training course. Staff of secondary schools should eventually be graduates with a diploma in education.

(*c*) Principals and leading members of staffs should attend refresher courses at the proposed Institute of Education when it is established. In the meantime they should be enabled to take short refresher courses in the United Kingdom. (*Paragraphs* 7-9.)

Two-Year Post-Intermediate Courses for the Training of Secondary School Teachers

(*a*) These should be regarded as professional courses and should not be mixed up with an attempt to extend the general education of the would-be teacher.

(*b*) At the university colleges there should be separate members of staff to direct this professional training.

(*c*) "Social studies" should be given an important place in the curriculum. (*Paragraph* 11.)

An Institute of Education for West Africa

An Institute of Education for West Africa should be established as part of the university college at Achimota in the Gold Coast. The work of the institute is considered under two heads:—

(*a*) Research,
- (1) education,
- (2) psychology,
- (3) language study and teaching.

(*b*) Training, providing at the start the following courses, all serving the whole of West Africa except course (1), which will also be provided in Nigeria and Sierra Leone.

(1) A two year course for those who have reached Intermediate standard.

(2) A one year course for graduates, who intend to teach mainly in secondary schools. Following English usage the title "Diploma in Education" should be reserved for this post-graduate course.

(3) A course lasting 6 or 12 months for specially selected or prospective members of training college staffs, to bring them into touch with new ideas and methods in education.

(4) A course lasting 6 or 12 months to train men and women for youth service.

(5) A course, lasting at first for one year, in physical education.

(6) A course for teachers of art.

(7) Some provision for teachers of music who could study Western and African music, in relation to singing, instrumental playing, and dancing. (*Paragraphs* 17, 18, 19 *and* 23.)

STAFF AND ADMINISTRATION

(a) *For the two-year post-intermediate courses in Nigeria and Sierra Leone.*

Staff

Where the number of students in both years of the training course combined does not exceed 20, a staff of one full-time head and one full-time assistant should suffice, provided part-time help were available. For each additional 15 students one full-time assistant should be added. (*Paragraph* 25.)

Administration

As regards administration, at the colleges in Nigeria and Sierra Leone the department of education will be of equal standing with the other academic departments. In the Gold Coast the post-intermediate teachers' training course will be a part of the work of the proposed Institute of Education for West Africa. (*Paragraph* 26.)

Finance

(See Summary of Chapter IV.)

(b) *For the Institute of Education for West Africa.*

Staff

(For recommendations see paragraph 29.)

Administration

The institute of education should form an integral part of the university college at Achimota. (*Chapter IV, paragraph* 122.)

There should be an advisory committee on education. This committee should include the senior members of staff of the institute and representatives of the four dependencies with experience in the particular field of study. (*Chapter IV, paragraph* 119.)

Finance

(See summary of Chapter IV.)

Medical and Health Education, including Dentistry

(Chapter VI)

MEDICAL SCHOOL FOR WEST AFRICA AND ITS TEACHING HOSPITAL

There should be created at Ibadan in Nigeria a single centre of medical education and research to serve for the present all the West African colonies. The buildings should be planned for an eventual intake of 80 students each year. A teaching hospital containing up to 1,000 beds should be provided. (*Paragraphs* 21, 24 *and* 25.)

The medical school and, if possible, the teaching hospital should be on the same site as the other buildings of the university college. (*Paragraph* 39.)

Staff

For an annual intake of 30 to 40 students there should be a staff of one professor, one senior and one junior lecturer in each of the following eight departments:—

(1) anatomy.
(2) physiology.
(3) biochemistry.
(4) pathology.
(5) medicine.
(6) surgery.
(7) obstetrics and gynaecology.
(8) social medicine and hygiene.

All these appointments should be on a full-time basis and the holders of posts in the clinical departments, including pathology, should not as a general rule engage in consultant practice. (*Paragraph* 27.)

In the earliest stages three members of staff for each department may not be required: in no case should there be less than two teachers in each department: three are essential when the annual intake exceeds 30 students.

When the annual intake exceeds 40 students, increases in staff will be required, in junior staff for the preclinical departments and in pathology, and in part-time lecturers for the clinical departments. (*Paragraph* 35.)

Research

The scale of staffing proposed will allow members to devote time to research. The medical school should become the centre for medical research in West Africa. It should collaborate with other bodies engaged in medical research and with members of the Colonial Medical Service. It should provide facilities for visiting research workers. (*Paragraphs* 36 *and* 37.)

The preparation of serological products as well as the work of clinical pathology and routine investigations should continue to be done at the Institute of Medical Research of the Nigerian Government. (*Paragraph* 38.)

Admission

The school should admit students of either sex under equal conditions. The academic qualification should be the passing of suitable subjects in the Intermediate science examination of a British university. The possession of an academic qualification alone should not entitle a student to admission to the medical school. (*Paragraphs* 40 *and* 41.)

Administration

The immediate governing body of the medical school should be the board of medical studies which would eventually become the faculty of medicine.

This board would be responsible to the academic board and the council of the university college. The general administration of the medical school should be carried out by a dean, whose office should be filled by the board of medical studies by the election of one of its members every four or five years. (*Paragraphs* 43 *and* 44.)

Standards

The immediate object of the school should be the institution at the earliest moment possible of a course of a standard which will be accepted for recognition by the General Medical Council, and be accepted for all purposes as fully equal to a British qualification. (*Paragraph* 46.)

The course should be of at least the same duration as a full medical course in Great Britain. There should be a post-qualification but pre-registration year to be devoted to house appointments and other forms of supervised training. (*Paragraph* 47.)

Finance

(See summary of Chapter IV.)

Provision of Qualified Dentists

Training facilities recommended

We recommend that

(1) a school of dentistry for West Africa should be established at Ibadan as an essential part of the intended faculty of medicine. This should be done as soon as possible.

(2) Until the school of dentistry is established, the Governments of the West African colonies should continue to provide scholarships to enable students to come to the United Kingdom to train as dental surgeons.

We recommend that a director of the proposed school of dentistry should be appointed at an early date. He should submit a detailed estimate of the requirements and of the cost of the proposed school, after a personal investigation of the problem. (*Paragraphs* 49 *and* 50.)

Finances

(See financial summary of Chapter IV.)

Training of dental assistants

The training of dental nurses, attendants and other subordinate staff should in the first instance be undertaken by the medical department in each colony in which there is a government dentist. (*Paragraph* 52.)

Provision of Assistants for the Medical and Health Services

The training of hospital nurses, community nurses, midwives, and dispensers, sanitary inspectors and health visitors, should continue to be carried out by the medical departments of the various governments, and should not be done at the proposed university institutions.

These assistants should be trained in considerable numbers. Exceptionally promising students should be given the opportunity to obtain medical and other professional qualifications. (*Paragraphs* 53, 54 *and* 56.)

Agriculture, Forestry and Animal Health
(Chapter VII)

Schools of Agriculture, of Forestry, and of Animal Health.

Location

The Schools of Agriculture and Forestry for West Africa should be established at Ibadan. Pre-clinical training of veterinary students should be carried out at Ibadan and should be followed by clinical training at Vom. The field station of the School of Animal Health for West Africa should be at Vom. (*Paragraph* 26.)

Admission and length of courses

The academic standard of admission to the professional courses in agriculture, forestry and animal health should be the passing of the Intermediate science examination of a British university in the subjects of chemistry, physics, and biology. Students should complete this course in the college serving their own territory. Agricultural and forestry students from all the territories should continue their studies for a further two years at the agricultural and forestry schools of the university college at Ibadan. Veterinary students, after one and a half to two years of pre-clinical training at Ibadan should spend the two to two and a half years of their clinical training at Vom. (*Paragraph* 29.)

Staff

At each school there should be at least two members of staff for each main subject of the curriculum. This scale of staffing is essential to provide continuity of teaching and to allow the staff time for research. In the teaching of special subjects this full-time staff should seek the part-time assistance of specialists in the various Government departments. There should be close collaboration between the staff of the college and the officers of these departments in research problems. (*Paragraphs* 31 *and* 32.)

Administration

The three schools should be integral parts of the university college. There should be a single board of studies for these three schools responsible to the academic board of the university college. There should be also a separate advisory committee for each school representative of the board of studies of the school and of the Government departments concerned. (*Paragraphs* 30 *and* 33.)

Residence of students

These students will be members of this university college and should share in its corporate life. They should not be housed in separate hostels. (*Paragraph* 34.)

School of Agriculture

Site

The school should have a new site as part of the university college at Ibadan and 250-500 acres of ground for an experimental farm. (*Paragraph* 36.)

Standards

The course should aim from the start at reaching degree standards. Until that aim is achieved it should provide a course which would be recognised throughout the British Empire, and accepted as a qualification for colonial agricultural scholarships. (*Paragraph* 37.)

Staff

There should be a head of the school, who should act as the administrator of the school. In addition there should be two lecturers in each of the following subjects:—

(1) agricultural chemistry,
(2) agricultural botany,
(3) entomology,
(4) mycology, } (would lecture also in school of forestry)
(5) agricultural economics.

(*Paragraph* 39.)

Finance

(*Paragraph* 41.)

(See Summary of Chapter IV.)

SCHOOL OF FORESTRY

Site

The school should have a new site, as part of the university college at Ibadan. (*Paragraph* 44.)

Standards

The aim of the school should be to provide a degree course in forestry. Until that aim is achieved it should provide a course of similar scope, standard and status to that which has been recommended for the agricultural school. (*Paragraph* 45.)

Staff

There should be a head of the school. In addition there should be two lecturers in each of the following subjects:—

1. forest botany,
2. forest engineering.
3. forest economics.

(*Paragraph* 46.)

Finance

(*Paragraph* 47.)

(See Summary of Chapter IV.)

SCHOOL OF ANIMAL HEALTH

Sites: Ibadan and Vom

The teaching of such subjects as physiology, anatomy and pathology, the particular applications of which comprise veterinary medicine, should be carried out in association with similar teaching in medicine at the university college at Ibadan. This part of the course would last from one and a half to two years. Students of the school should spend the vacation of their first year at Vom.

The existing buildings and land of the Vom school should be taken over by the university college. Here the students should do the clinical part of their course, which would last from about two to two and a half years. (*Paragraphs* 51, 52 *and* 56.)

Standards

The school should aim at a standard equivalent to that reached in the M.R.C.V.S. course in Great Britain. (*Paragraph* 54.)

Staff

At Vom the staff should consist of a head, and two whole-time lecturers in each of the following subjects:—

(1) veterinary medicine,
(2) animal husbandry,
(3) veterinary pathology and bacteriology.

In addition, specialised teaching of particular subjects might be given at Vom by officers of the Nigerian Veterinary Department on a part-time basis.

At Ibadan, the fundamental teaching in the subjects of pathology and physiology should be given by the staff of the medical school. The teaching of anatomy would require in addition a senior lecturer and a demonstrator. (*Paragraph* 56.)

Finance

(*Paragraph* 57.)

(See Summary of Chapter IV.)

Technical Education

(Chapter VIII)

1. Technical Education Officers

We recommend that forthwith three technical education officers of wide experience of technical work and technical education in the United Kingdom should be appointed:—

(*a*) to survey the existing facilities for technical and commercial training, and, in consultation with those planning the economic development of the area, and with each other, to make recommendations as to future development.

(*b*) to establish the technical institutes as outlined in our second recommendation.

(*c*) to supervise the future development of technical education.

One officer should be appointed for Nigeria, one for the Gold Coast, and one for Sierra Leone and the Gambia. Each officer should be of the rank of an assistant director of education, and should be a member of the education department of the territory concerned. (*Paragraph* 26.)

2. Technical Institutes

We recommend that as soon as possible each of the three dependencies of Nigeria, the Gold Coast and Sierra Leone should have its own technical institute. The one in Sierra Leone should serve the Gambia also. (*Paragraph* 26.)

General Outline for the Three Technical Institutes

Residence

Each institute should be at least partly residential. A library and recreational facilities should be provided.

Courses

Technical, commercial, and, perhaps, art courses should all be available in each institution. The institutes should cater for the intermediate ranks of industry and commerce. To meet the great variety of needs, the courses and standards should be flexible.

Each institute should provide such facilities for further study as would enable the exceptional student to proceed to the university. (*Paragraphs 27 to 30.*)

Administration

Each technical institute should be under the education department of the territory, and should also have its own advisory committee. (*Paragraph 32.*)

Adult education

The technical institute should be a focus of interest for the youth of the country and for the adult population living round about it. (*Paragraph 33.*)

Facilities for Nigeria

The first institute should be at Yaba, and should use the buildings of the Higher College when these become vacant. It should include provision for much of the instruction at present being given in several Government departments.

Facilities for the Gold Coast

(i) This institute should, if possible, be established in the former buildings of the technical school at Takoradi. If these buildings cannot be released, a new technical institute should be built at Takoradi.

(ii) Commercial courses should also be established at Accra.

(iii) A technical school might with advantage be established to serve the mining area.

Facilities for Sierra Leone and the Gambia

A technical institute should be established in or near Freetown to serve the needs of Sierra Leone and the Gambia. (*Paragraph 35.*)

WALTER E. ELLIOT, *Chairman.*
J. R. DICKINSON.
J. F. DUFF.
B. MOUAT JONES.
K. A. KORSAH.
I. O. RANSOME KUTI.
EVELINE C. MARTIN.
E. H. TAYLOR-CUMMINGS.
A. E. TRUEMAN.

G. E. SINCLAIR,
Secretary.

5th May, 1945.

The following five members, Dr. H. J. Channon, Sir Geoffrey Evans, Dr. Julian Huxley, Mr. Creech Jones and Dr. Margaret Read, have signed the Minority Report which follows.

MINORITY REPORT

CONTENTS

Introduction

1. We are in general agreement with substantial parts of the foregoing Report, to which we have made no small contribution, but with the principles and the policy elaborated in Chapter IV we find ourselves in serious disagreement. We deeply regret the difference of opinion, particularly as we set out together with the common desire to make recommendations regarding the development of higher education in British West Africa which would fulfil the highest hopes of all interested in the welfare and progress of the West African peoples. That desire has remained with us all. But early in our discussions after our return to Britain, it became clear that in important respects our views regarding the best means of attaining the ends which we were all seeking, were widely divergent, and lengthy discussions have failed to reconcile them. In the pages which follow, we shall confine ourselves largely to consideration of an alternative policy, for we do not consider it necessary to point out or discuss the consequential changes in a number of other chapters which adoption of our own proposals would entail.

2. Our colleagues base their recommendations on the conception that the development of higher education in West Africa will at the moment be most fruitfully furthered by an extension of the scope and activities of the existing institutions towards university status. They recommend that Sierra Leone and the Gambia shall be served by a new Fourah Bay College, providing degree courses in arts, "mainly for theological students," and intermediate courses in arts and science; that in the Gold Coast, the existing intermediate courses in arts and science of the university department* at Achimota College shall be extended to degree level and an Institute of Education added; that the courses now being given in various parts of Nigeria, in science, agriculture, forestry, medicine, and animal health, shall be brought together in a new institution at Ibadan, and, with the addition of courses in arts and engineering, be raised to degree standard. The institution would be a Nigerian one, but the schools of medicine, agriculture, forestry, and animal health would serve the whole of West Africa (see paragraph 39). Our colleagues thus propose the establishment of three separate university colleges of varying degrees of comprehensiveness.

3. Our proposals are on the contrary founded on the belief that the development of higher education will be best promoted by the formation of a comprehensive unitary University College for the whole of British West Africa together with a Territorial College in each of the three larger dependencies† (see paragraph 27). We shall advance reasons which lead us to the view that the proposal of our colleagues to create three university colleges will defer for a considerable time the provision of the type of university education which we would wish to see established as soon as possible. In our opinion, their proposals do not pay sufficient attention to the question of the number of students likely to be available, nor to the difficulties of making the necessary provision of staff, equipment and finance; they involve a diffusion of effort and resources when all the circumstances suggest to us the urgent need of concentration, if realisation is not to be indefinitely postponed; they make what we regard as a provision for quantity when we would prefer one of higher quality, more soundly based. Lastly, we believe that there is danger that such proposals will lead to a wrong emphasis in educational development which may prove detrimental to the social and economic needs of the territories. We feel encouraged to express our opinions since each of us has

* See paragraph 112.

† Wherever the expression "the three main territories" or "dependencies" is used, we refer to (1) Nigeria (2) the Gold Coast, and (3) Sierra Leone together with the Gambia.

been interested in the development of colonial peoples for a long time and has worked actively on their behalf. It is because we feel that the proposals miss what appears to us to be a great opportunity for the advance of the West African peoples that we venture to suggest other methods.

General considerations

4. We must state at the outset that we have no doubts either as to the desirability or as to the urgent need of making provision for university education in British West Africa. We shall not therefore restate the case. Our aim indeed is that the West African territories shall be provided with a full range of university facilities at the earliest moment possible. In our view, the means we propose will alone ensure that adequate numbers of West African men and women can be trained to the highest standard in the different professions. Nor will anything less than these means serve the purpose of enabling West Africans to obtain in West Africa education which will justify them in feeling that they are on terms of professional equality with those who have been educated in Great Britain, or will fit them in the fullest sense to be pioneers in the much needed development of their own country.

5. This aim requires that any future university must have all the necessary material facilities planned and provided without delay:—a library, essential for all studies and particularly for those in arts, intensively built up from the beginning; adequate laboratories for practical instruction in the different branches of science and engineering with provision of appropriate equipment and apparatus; the complete range of practical facilities for such subjects as agriculture, animal health, forestry and clinical medicine; residential facilities worthy of the purpose they must serve.

6. It also requires that the staff must be adequate in number and of high calibre. The recognition outside West Africa of any university institution will depend not only on the quality of the teaching given to its students; it will depend equally on its research achievements. If the number of its staff is too small, its members will be too occupied with teaching and they will have little time or inclination to carry out and to supervise research, although the need for this is urgent. If the facilities are inadequate, staff of the calibre necessary to carry out research will not be attracted. Thus a vicious circle will be created.

7. There are two other points to which we attach much importance. No university institution can fulfil its purpose unless it is comprehensive in scope. It is not sufficient in the world of to-day that a student should acquire a narrowly vocational qualification of competence in a particular profession. He must acquire a much wider outlook on the problems of the world than can be given by isolated intensive study of his own subject. Students of a variety of faculties must work together in a single institution and share a corporate life. This is particularly necessary if Africans are to fit themselves for the higher posts in the different professions and for public life. We need not labour this point for it has been emphasised repeatedly in recent authoritative reports in Britain.

8. Lastly, no college aiming at university status can progress with any speed towards its goal unless the students entering it have been adequately equipped for university study. Their numbers too must be adequate. Both these conditions must be fulfilled to justify the costly provision of the necessary facilities, to provide impetus to development, and to help to attract the desired staff. We shall often have occasion to refer to what we have said in this and the three preceding paragraphs.

Secondary Education

9. We accept in full the observations in Chapter II concerning the handicaps under which the secondary schools labour. We would, however, add a further comment so that their difficulties may be more fully appreciated both in West Africa and in Great Britain.

10. In Britain, boys and girls are learning from their environment through all their waking hours. Moreover, and this is very important, their formal education in school is to a great extent in harmony with what they are absorbing from their general surroundings. In West Africa the situation is entirely different. The formal education in secondary schools cannot be said to be in harmony with African life and thought; in most respects it is alien to it; and the facilities available to the English child out of school hours are completely lacking. The pupil is under the heavy handicap of being taught in English, which to him is a foreign language and which he may not hear spoken save during his school hours; he lacks all the educational environment of the British home, family discussions, books, the wireless; theatres and cinemas employing the medium of English are largely non-existent; libraries and magazines play little part in his life. We understand that even in the boarding schools, where the general position is obviously better, the pupils naturally tend to relapse into their own vernacular outside the hours of formal instruction.

11. At the same time we must sympathise with the difficulties of the teachers. A very high proportion of the 559 teachers in the secondary schools* of British West Africa are West Africans. While almost all of them have received the best courses of teacher training available in West Africa, the academic qualifications of more than three-fifths of their number is no more than the possession of the School Certificate, and in some cases, less. We make these observations in no spirit of criticism either of the pupils or the teachers. Indeed we greatly admire the cheerful way in which teacher and pupil face the great handicaps under which they labour. But as a result of these and other handicaps, the average age of entry to the School Certificate examination is 20 +, while the age of admission to the West African Colleges is about 21 +; in England this examination is usually taken at the age of 16 + and the student usually enters the university at 18 + after two years further education at school. This background of secondary education has important implications on our conclusions.

12. The present conditions both of secondary education and of life in West Africa thus mean that pupils leave the schools with a general education which is far too limited for them to begin true university study. To quote from evidence submitted by the Council of Achimota College, as to its university† department: "The method of instruction approximates more to the class-room than to the lecture room. It has been found by experience that students are not capable of profiting from lectures alone, although as their course proceeds, they are taught to work more and more on their own, as a preparation for further studies." This state of affairs is inevitable and it will persist until the secondary schools are able to undertake sixth form teaching as it is understood in Great Britain. Some years will elapse before this practice which, in our view, is essential to sound educational development, can become general or perhaps even begin. The present deficiencies of schooling must therefore be met by the colleges to which the students proceed on completion of the school certificate, and two years are devoted to the intermediate course which in Great Britain occupies one year. Even on successful completion of

* See Table V of Appendix III.
† See paragraph 112.

the latter course, the West African student must, for the reasons given in the two preceding paragraphs, be at a handicap compared with the English student at the corresponding stage in a university of Great Britain.

13. We give a few illustrations of the difficulties under which the West African labours who is seeking higher education. Thus we may note that of the 30 students who reached the various London intermediate examinations in 1942 after the two year course given at Achimota College, only 18 passed; that there has been a 20 per cent. wastage rate at Yaba Higher College even though the entrance examination is highly competitive and the various courses have yet to reach degree level; that of the average annual entry of 8 Fourah Bay students for the Durham B.A. degree, 3 have been successful. Or we may cite the results of West African students who have come to study medicine in three of the medical schools of Great Britain since 1931; 15 of these 43 students left because of repeated failure in the earlier examinations. We give these illustrations because they reveal some of the difficulties which must be faced; these difficulties are not peculiar to West Africa, for they have been encountered in other regions where secondary education is inadequate.

14. There is much experience from other colonial areas to show the handicaps under which any college labours when it is burdened with the task of making good the deficiencies of secondary education. Instead of being free to concentrate on its development as a university institution, it tends to become a continuation school; there is always a heavy wastage rate of unsuccessful students; the development of the research and other activities properly associated with a university institution is almost impossible, for under such conditions staff of the quality required are not attracted; lastly, the best students whose presence would contribute so much to the creation of the high standards required, naturally prefer to go elsewhere. Colleges founded in such conditions as our colleagues propose will doubtless reach their goal ultimately; but their progress will be exceedingly slow and it will be a very long time before they can include anything of the range of activities which will provide their students with a genuine university education. This method of university development is academically unsound and economically wasteful in any institution aiming at full university status other than as a very distant objective. In our view it would be unwise to ignore the lessons to be learnt from colonial experience elsewhere.

The potential number of university students

15. If a university is to come into being within any reasonable period of time, it is not the extent of the area to be served nor indeed the size of its population which must be considered. It is the capacity of the area to supply an adequate flow of students able to pursue successfully degree courses within the period normally allocated to these courses in universities in Great Britain. As in Great Britain, so in West Africa, the capacity of secondary school pupils varies; some are capable of proceeding a stage further to intermediate study, others to a degree level, while for the majority the completion of secondary education will be the stage at which academic instruction will cease, for they will take up immediate occupations or proceed to vocational education. We turn to consider the potential number of entrants for university study.

16. Our colleagues stress the considerable increase in the number of pupils passing the School Certificate examination which in 1943 amounted to 739 (Gambia 5, Sierra Leone 34, Gold Coast 195, Nigeria 505). Of this total, 620 were drawn from the 884 candidates who entered from secondary schools; the remaining 119 were derived from 481 private entrants.

17. Figures of successes in the School Certificate examination acquired under colonial conditions must however be used with caution in attempting any estimate of the number of students capable of pursuing university study successfully. Thus the Report on Higher Education in Malaya pointed out the difficulties which were encountered in the achievement of the desired standards at Singapore, where work was confined to medicine and dentistry and to a limited number of subjects in arts and science; yet in 1938, nearly 2,800 pupils took the School Certificate examination in Malaya.

18. The significance of the West African figures must be considered in relation to the educational background which we have just discussed, and we must therefore rely on the opinions of those who have wide local experience. Here we would refer to the considered views of the Council of Achimota College which draws students from all the Colonies, a proportion of whom subsequently study in British Universities. "At the present time the Gold Coast alone produces about 45 students a year who are qualified to commence an intermediate course, of whom at least 20 are fitted for degree work," and later, "We consider that a West African University would be able to enrol annually a total of at least 60 students from the start who would be fitted for degree work."

19. We recognise that this number is only an estimate. But even if all these 60 students wished to pursue courses in the range of professional studies which the Commission unanimously recommends should be established—arts, science, engineering, medicine, dentistry, agriculture, forestry, veterinary science, social studies and teacher training—such an annual entry will certainly not allow of the multiplication of university facilities in three or even in two places. Indeed, it would be much too small to meet the needs of a single institution embracing all these subjects. We must also recognise that for some years ahead a significant poportion of students will certainly wish to go to England to study subjects such as law, medicine, and the like.

20. We add a further comment concerning the intake. Our evidence suggests that the increase in the number of pupils passing the School Certificate cannot proceed much further until more secondary schools and better teaching are provided. Here we would emphasise that whatever increase there may be in the years immediately ahead, it cannot add greatly to the potential annual entry of 60 degree students, which represents about 1 in 11 of those passing the School Certificate. This entry will rise appreciably only when the quality of secondary education is markedly improved, and when the use of English becomes much more widespread; time will be required for the achievement of both these objects.

21. Nevertheless we are convinced that immediate steps should be taken to provide adequate facilities for higher education in West Africa. This conviction is not a matter of faith only; it is supported by the evidence we have gathered and the educational activities we have witnessed. We are, for instance, encouraged in this view by the performance of West African students in Great Britain, to which many now come to seek degree or similar qualifications. As we pointed out in the example given in paragraph 13, some of these students return home with unfulfilled hopes. A proportion, however, acquit themselves well. Thus in this same example, 9 of the 21 students who have successfully completed their medical courses have done so with no failure or only one failure in the five examinations entailed, an achievement with which any British student would be justifiably satisfied. We also have faith that the proposals we make in paragraph 81 (that wider opportunity shall be given to students to show their capacity for university study) will lead to the discovery of further students of the calibre required. We anticipate also that our recommendations in paragraphs 83-84 will improve the quality of secon-

dary education without undue delay. We have no doubt that these and other factors will in the years ahead justify the heavy capital and recurrent expenditure which must be undertaken now.

A West African University College

22. We encountered in West Africa the almost unanimous desire of representative African opinion that any facilities for higher education provided should be of high quality. It was constantly urged upon us that West Africans must be able to obtain in their own country at the earliest moment both university education and qualifications equivalent to those which they could obtain in Great Britain; status and quality were always to the forefront of discussion. We agree with this view which we regard as of high importance. In our opinion, the proposals of our colleagues to establish three university colleges will not satisfy this requirement. We base our conclusion not only on the grounds of the limited number of students available; we invite particular attention to our remarks in paragraph 14 and to our subsequent discussion.

23. There is however another approach to university development in the conditions of West Africa to-day, which is, in our opinion, much more likely to be fruitful and to yield more certain and rapid results. This method is to create a new West African institution aiming at high quality in university teaching and research from the start. Students would not be admitted to it direct from the secondary schools; admission would be confined to those who had shown their capacity by successful completion of the first stage of a university course. This would be effected by passing, in the territorial college of their own dependency (see paragraph 27), the intermediate arts or science examination of London or other British University.

24. In our view, the urgent needs and desires of West Africa can be met only by the creation of such a new West African institution, serving all the dependencies. A West African University College of this type, provided with all the material facilities necessary for a full range of studies from the start and concerned only with students of proven capacity, would succeed in attracting staff of the university experience and quality to be desired. These three factors—adequate material facilities, capable students and a staff of quality—which are all within the range of achievement in the next few years, would provide great impetus to its development both in teaching and research. We do not doubt that within a short time, and particularly in view of certain of the recommendations of the Asquith Commission, it would enable Africans to acquire in West Africa degree and other professional qualifications receiving recognition in Great Britain and elsewhere. It would at the same time provide an intellectual centre with adequate material facilities and the staff necessary to carry out research work vital to the progress of West Africa and essential to the recognition of any university institution. Unencumbered by the handicaps to progress which we discuss in paragraph 14, it could proceed with vigour forthwith to the progressive building up of academic standards in teaching and research which would lead to the attainment of the status of an autonomous university awarding its own degrees.

25. We therefore recommend the creation of a unitary residential West African University College. This College would provide equal opportunity to students of all the dependencies, and the three main territories would be equally represented on its governing body. We discuss this College in detail in paragraphs 60-77.

26. This recommendation is in harmony with the views expressed by the Asquith Commission as to the principles which should govern the development

of universities in the Colonies. A similar recommendation has been made regarding the projected University of the West Indies by the West Indies Committee of the Asquith Commission. We would do no more than point out that in the Caribbean area public education is far more advanced than in West Africa and that the distances separating the Colonies to be served are similar.

Territorial Colleges in the Gold Coast, Nigeria and Sierra Leone

27. We also recommend that the Gold Coast, Nigeria and Sierra Leone, which, for this purpose would include the Gambia, should each possess what we shall describe as a Territorial College, the functions of which we discuss fully in paragraphs 78-98. Here we would say that each Territorial College would provide courses up to the Intermediate level for potential entrants to the West African University College, for those who wished to prepare for more advanced technical and other vocational training, or to fit themselves to hold posts of greater responsibility than would otherwise be open to them. Each would become a vigorous centre for training teachers for secondary and primary schools and social welfare workers. Each would act as the centre from which extra-mural activities and extension work in the broadest sense would be conducted. In a word, each Territorial College would make itself the growing point of education in its colony. On the one hand, it would be in close contact with the work of the West African University College, for entry to which it would prepare its students and on the governing body of which it would, as we discuss in paragraph 97, be represented. On the other, through its training of teachers and the many activities we discuss in full later, it would bring its full weight to bear on the general problem of increasing the spread of education to the mass of the peoples and of raising the general standard of life.

28. As secondary education spreads and the West African University College becomes firmly established, there will be need for the creation of further university facilities in the different dependencies, so that ultimately each will doubtless come to possess its own university; we refer to this question in paragraph 101. But some time must pass before such developments are practicable and we are concerned here with the problem immediately confronting us. We therefore confine ourselves to expressing the belief that the method we have proposed of a West African University College, fed by Territorial Colleges, which also exercise the other functions we have briefly mentioned, is, in our view, not only more in the interests of West Africa as a whole, but calculated to achieve both short-term and long-term university development more quickly.

The educational background of West Africa

29. The development of university education or any other form of education must be related to the social and economic needs of the peoples. We are deeply conscious of the character and the urgent importance of these West African needs. We shall not discuss them at length, for brief mention of the educational picture only will illustrate them. There are estimated to be some five and a half million children of school-going age in British West Africa. Even in areas where education is most advanced, only one child in six receives any education whatever; in the territories as a whole, only one in thirteen. And as to secondary education, a total of no more than 11,500 pupils attend secondary schools, not all of them for a full secondary course. This is the background against which we submit our recommendations.

We now turn to present in more detail our objections to the majority proposals for the immediate creation of three university colleges.

An Examination of the Majority Proposals

30.—(a) *The undesirability of institutions of narrow academic range.*

We have pointed out in paragraph 7 the reasons which lead us to the view that any university institution can only succeed in its educational purpose if it is comprehensive in scope. We cannot therefore agree with our colleagues' view that the Church Missionary Society should be encouraged to continue providing for degree courses in arts only at Fourah Bay College, divorced as they must be for many years to come from similar studies in science; we examine this matter in more detail in paragraphs 118-122.

31. We hold similar views regarding their proposal that degree courses in arts should be provided forthwith at Achimota, and that corresponding courses in science should be added "as soon as possible." We point out that the great extension of the social services which will be brought into being in Great Britain after the war will require very considerable increases in university staff, just at the time when the effects of the war on university education have reduced the supply of potential candidates to much below normal; there will also be large demands from all the dependencies of the Colonial Empire. Our colleagues implicitly recognise this difficulty. They suggest that if sufficient staff cannot be found, there should be preferential allocation of such science staff as may be available to their proposed Nigerian College at Ibadan. If this occurs—and it can only occur by arrangement between the respective dependencies at a time when each will be struggling to establish full facilities in its own college—Achimota College will for some years ahead be concerned with degree studies in arts only, while it is likely that the degree work of the Ibadan College will be confined to science and professional subjects.

32. We do not need to stress the undesirability of such a method of development, for it is contrary to much authoritative opinion which has been expressed in recent years in Great Britain. We would add that our visit to West Africa left us deeply impressed with the intense need for the development of studies in arts and science to the same level *side by side*. While we recognise the desirability of providing in West Africa degree facilities in arts and science as soon as possible, we would nevertheless regard some delay in their provision as preferable to their divorce from one another.

33. Such developments at Achimota and Ibadan as are suggested by the majority might lead eventually to a federal type of university organisation. While federal universities exist in Great Britain, they owe their existence not to deliberate design but to historical circumstance. They have come into being usually because experience showed that individual colleges founded earlier to meet local needs or to provide for particular subjects could not, by reason of finance, numbers of students, or their general range of studies, justify their elevation to the status of universities. Little if any support can be found for the federal conception among university opinion in Great Britain. In our view, it would be unfortunate if the experiences of Great Britain in this matter were repeated in West Africa.

(b) *The prosecution of research.*

34. We consider that the majority proposal that degree facilities in arts and science should be duplicated at Achimota and Ibadan will greatly hinder the development of research activities in both these and allied fields of study. We base this opinion on the considerable experience which shows how difficult it is for colleges or even universities in the Colonies to include within their activities what we should regard as a sufficient emphasis on research.

35. In West Africa, research in science must be concerned mainly with the biological subjects such as botany and zoology, and with the application of these subjects and of chemistry and physics to medicine, animal health, agriculture and forestry. Research in pure chemistry and physics, and in engineering will not be possible for many years ahead. In our view, every endeavour should be made to build up a first class scientific centre by concentration of scientific development at the West African University College at Ibadan, where co-operation with those working in medicine, animal health, agriculture and forestry will provide both the environment and impetus to the carrying out of much-needed scientific research, and will at the same time greatly aid research in these subjects themselves. West Africa is in desperate need of such a scientific centre, and its creation will prove impossible unless the necessarily costly facilities both for teaching and research are provided in full measure at a single institution. Even so, the recruitment of the desired staff will not be easy; the diffiulties are indeed likely to be far greater than in other subjects, because of the large demands for the projected expansion of industrial and other applied research in Great Britain.

36. We do not need to say that we share our colleagues' views that any university institution can justify itself only if its teaching receives the continued inspiration of research. We fear, however, that their proposals to duplicate facilities in science must inevitably defeat the end in view. We base our conclusion, not only on the diffusion of material resources, the difficulties of staffing and the number of students likely to be available; we also point out that under their proposals, the staff will be burdened by making good the deficiencies of the school education, since, in contrast to the professinal courses, students will be admitted direct from school.

37. The arguments which we have just put forward in regard to science, apply in our opinion with equal force to arts, where such problems as the creation of an adequate library, and the conduct of research in such subjects as education and sociology, present no less difficulty.

38. We turn to comment on the training of West Africans in research methods on which our colleagues lay much stress. We wish to emphasise that, in Great Britain, training in research is limited to those students who have acquired a first or second class honours degree in arts or science, or have achieved a correspondingly high standard in the professional subjects. We mention also that the conduct of much of the research work carried out to-day depends on the availability to the academic staff of research students who collaborate with them. The future development of research in any university institution in West Africa must depend on the establishment of courses for honours degrees, and we have no doubt that our proposal for the creation of a single university institution will hasten the establishment of such courses. In the interim period, it will ensure that everything possible has been done to make practicable the conduct of research by the staff.

(c) *The proposal for concentration of certain subjects in a Nigerian Institution.*

39. As regards agriculture, forestry, medicine and veterinary science, our colleagues share our view as to the need of a single centre, and as to the scope and quality of the provision to be made; these are described in Chapters VI and VII. We all recognise that the standard of teaching and research in these subjects in West Africa can be made to approach those in Great Britain only if all effort is concentrated on the development of single schools, admission to which shall be the passing of the intermediate science examination. Our colleagues' proposal, however, that the concentration should be effected in a *Nigerian* college seems to us gravely to jeopardise the purpose

in view. The task of building up the professional standards which West Africans desire is an immensely difficult one. It will not be accomplished without the driving force which can be provided only by the combined efforts of all the peoples of British West Africa. In our view, these and other studies should be concentrated in a *West African* and not in a purely Nigerian institution; the college should be supported by all the British territories in West Africa, and the peoples of all the four dependencies should share in its government and in responsibility for its success and progress.

40. As we have just said, the arguments to which our colleagues subscribe regarding the professional subjects, apply in our opinion with no less force to arts and science. Equally, the West African University College should embrace the Institute of Education, discussed in Chapter V, as well as a school of engineering.

(d) *The number of West Africans in universities of Great Britain and their subjects of study.*

41. We have already mentioned some of the evidence which bears on the number of students likely to be available for university study; we have also indicated our view that in planning university development it is necessary to differentiate between those who are capable of proceeding to intermediate level only and those who can reach degree standard. We desire to point out here that the gross total of the number of students pursuing various post-school-certificate courses, either in West Africa or in Great Britain, gives no indication of the nature of the university facilities which must be provided; such figures must be analysed in relation to the subjects under study and to the length of the courses involved.

42. We shall not discuss this question further in relation to the courses taken by students in West Africa itself. We turn however to consider it in relation to the 249 West Africans who are studying in British universities. We note that 66 of these students are pursuing courses for which provision will not yet be made in West Africa (law 36, African languages 8, commerce 13, architecture 1, other subjects 8). There are two outstanding figures in the remaining 183, namely 76 in medicine and 30 in social science.

43. As to medicine, the considerable figure bears out experience throughout the Colonial Empire where usually between one-third and sometimes more than a half of the students seeking university education choose to become doctors. The fact that the number of students making this choice bears a high proportion to the total students available, and that it includes a majority of the more able students, is an important factor in the greater progress which is made in medicine as compared with other subjects. This number of 76 corresponds to an annual entry of about 13 to the six-year medical course. This would form a useful beginning for the proposed Medical School at Ibadan, which is planned for an eventual annual entry of 80 students.

44. As to social science, the students involved are taking a special two year elementary course, designed to enable beginnings to be made in the initial staffing of welfare posts in the dependencies. The remaining students are distributed over a wide range of subjects; they include 8 in teacher training, 9 in dentistry, 12 in engineering and about 20 each in arts and science. We submit that the latter three figures (which correspond, for courses of three or four years in length, to an annual entry of from 3 to 6) provide no support for the multiplication of degree facilities in engineering, arts, or science, at this stage of university development in West Africa.

45. We would add two points. First, that some of the courses now being taken in Great Britain in universities and elsewhere, such as social science,

teacher training, etc., would under our proposals be provided mainly in the Territorial Colleges. Second, that experience has shown that students are far less likely to encounter failure in their university studies in Great Britain, if the deficiencies of their school education have been first made good by study in a West African college, where they have shown their capacity by reaching intermediate or higher standard. This is one of the factors which leads us to make our recommendations regarding the Territorial Colleges, for as we have said, we wish to see much wider opportunity provided for West Africans to show their fitness for university or other higher study either at the West African University College or in Great Britain.

(e) *The need for a balanced educational policy.*

46. The picture which we have given of the educational background of West Africa in paragraph 29 shows that there are immense tasks ahead in every sphere of education, from the spread of literacy and elementary knowledge to the masses of the people to the production of professionally trained men and women. There are equally pressing needs in every other sphere of human activity. There is the need to improve the general lot of the peoples by raising the standards of their health by better nutrition and housing, by provision of pure water supplies and sanitation, and by the prevention of disease; and the need to provide better communications, to promote industry and a vastly improved agricultural productivity, on which economic development and better standards of living in West Africa must largely depend. Education is indispensable to economic development, for without it little improvement in the present low standards of life is possible. Nor can effective progress towards self-government be made without both educational and economic development, for a self-governing country, in the sense we understand self-government, must be capable not only of providing efficient administrators and legislators; it must aim at being financially self-supporting.

47. The social, political and economic development of the territories will therefore require very large numbers of trained personnel for all the intermediate posts in the various public, technical, commercial and industrial spheres; in agriculture, forestry, veterinary science, medicine, engineering, transport, communications, the Civil Service, commerce and the like. The building up and progress of West Africa depends on an adequate supply of men and women, of secondary education followed by suitable technical training, to serve the expanding services and essential needs of their respective countries. We emphasise that the capacity of every qualified professional man can be utilised to its full extent only if there are many such men and women able to work under his direction. If therefore the schemes now being planned by Colonial Governments under the Colonial Development and Welfare Act are to be implemented, there must be a wide extension and improvement of vocational and technical education. Very large numbers of secondary school pupils will be required to undertake the theoretical and practical training necessary to fit them for the many intermediate posts which will have to be filled.

48. We mention this matter first because we lay much emphasis on the development of post-secondary vocational education. Secondly, because we fear that in their desire to justify their proposals for the immediate establishment of a university college in each of the three larger dependencies, our colleagues have given a picture which to some may be misleading. It would be unfortunate if the impression were conveyed that secondary school or college education should be mainly directed to the preparation of students for university education. Comparison with Great Britain is instructive here. In England and Wales, only one in six or seven of secondary school pupils

who have passed the School Certificate or Higher School Certificate examinations enter university institutions. We desire to emphasise that the economic and social progress of a country demands simultaneous progress in education at all levels. The history of education in India illustrates this point. There is, we hope, little likelihood for a long time ahead of the occurrence in West Africa of the problem of the unemployed graduate which has been met in India. But Indian experience does illustrate the necessity of a balanced provision of education at all levels, the importance of relating the development of education to an expanding social and economic life, and the need for high quality in higher education.

49. In our view, the suggestion of our colleagues that three university colleges should be established at this stage, may lead not only to a lack of balance in educational policy but also to a lack of balance in educational expenditure. We are not discussing in this report the considerable expenditure required in all the other services concerned with health and social welfare; nor the limitations imposed on educational expenditure by the pressure of other urgent priorities. Colonial Governments and the British Exchequer are already committed for some years ahead to wide and costly schemes of educational development at the lower levels. Even so, such knowledge as we have of these schemes leads us to believe that they will make only a limited inroad into the problem of providing universal public education for all children.

50. We desire to point out that the cost of a university college does not end with the initial capital outlay and the recurrent provision of its initial annual expenditure. Once established on a narrow basis, it naturally endeavours to widen its activities and to become all-embracing in its range; there then follow demands for greatly increased expenditure. Such a development is obviously much to be desired if conditions are favourable and if quantitative provision is not made at the sacrifice of quality. In present colonial conditions, however, this can rarely be accomplished; lack of an adequate number of students of the requisite quality, and inability to attract staff of the necessary calibre, make its achievement impossible. In our view, the establishment of three college centres of restricted scope, struggling at this stage to develop to university status, and providing in each territory at an unjustifiably high public cost courses for small numbers of students, is not the wisest use which can be made of the money available for education in general, nor is it in the best interests of the social progress of the West African peoples. In the circumstances of West Africa to-day, and for some time to come, such colleges cannot hope to achieve the educational standards or the university life which we believe desirable.

51. In making these comments, we are not prompted by any doubt as to the desirability of incurring the heavy capital and recurrent expenditure which will be necessary if proper university facilities are to be provided. Indeed, as we have already indicated, we wish every capable West African to be given the opportunity of availing himself of such facilities. We are however concerned that there shall be an adequate return on the heavy expenditure, and that the lessons to be learnt from colonial experience elsewhere shall be carefully weighed.

Evidence

52. We received in West Africa a considerable volume of evidence in support of our main view. Even though there were differences of opinion regarding the siting of the university, the general view expressed was in favour of a comprehensive West African university.

53. Thus our attention was drawn to the resolution of the noteworthy 1920 Accra Conference of representative African delegates from the four dependencies, chosen by the educated community in each territory. It declared for a British West African University on such lines as would " preserve in the students a sense of African nationality," and for a system of sound secondary education on national lines in each colony " which shall form a sound nucleus for the formation of the proposed British West African University."

54. This idea has continued ever since among West Africans. We found African opinion in the Gold Coast united in demanding a single West African University. The Asantehene of Ashanti (Otumfuo Sir Osei Agyeman Prempeh II, K.B.E.), when asked if his people would attend a West African University which was not sited in Ashanti, replied, " Yes, my people will not mind where the university is, so long as it is in British West Africa and they have access to it." The chiefs of the colony, through the Standing Committee of the Joint Provincial Council of Chiefs of the Eastern, Central and Western Provinces of the Gold Coast colony, told us that the three existing colleges provided " *the basis* for a future West African University." " It is evident that the time for the founding of such a university has arrived or will soon arrive. We are of the opinion that the work at Achimota requires extension, that of Fourah Bay and Yaba not excepted. The most economical means of extension which will above everything else give our children the fullness of life that higher education can provide, appears to be a *central university capable of ensuring a true university life which is beyond the scope of any one of the existing centres."**

55. The Gold Coast Youth Conference, regretting the limitation of the Commission's enquiry to British West Africa, said, " It is our view that the system of regional councils now made part of the policy of His Majesty's Government could be more effectively applied to higher education than to any other activity. If a real centre of learning adapted to the needs of the people of West Africa is to achieve its cultural and development purpose, what should be visualised by His Majesty's Governmnet in this enquiry must be the establishment of a seat of learning for all West Africa, that is to say the West Sudan, in which the Governments of France, Liberia and Britain will participate." The Youth Conference naturally favoured the establishment of the university of British West Africa in the Gold Coast, but stated that they had considered the possibility of smaller universities, each territory with its own. " It is our view that, both from the academic and administrative point of view, smaller universities will be a tough and uncertain proposition because of want of money, want of a fully developed economic life and want also of fully integrated communities conscious fully of their own educational needs. A start may therefore be made *with one university in one centre with a possibility of establishing other universities at other centres as the countries and the peoples develop*, to justify the subsequent spreading out of our energies." We received evidence similar to the view expressed in the last sentence from the Gold Coast Teachers' Union and from the Accra Town Council.

56. When Mr. Coussey, a distinguished African lawyer, then serving on the Governor's Executive Council and now appointed a Judge of the Supreme Court, was asked whether he thought all the dependencies would send their children to a unitary university for British West Africa, he replied " I think every colony would co-operate. We hope there will be a university which will serve not only the British Colonies but also the French Colonies." He thought such a university would have the full support of West Africa " because it would from the outset be engaged in research and teaching and turning

* Italics in paragraphs 54-58 are ours.

out men who would benefit the country greatly . . . I personally feel that one university and one unit, where all would live together and share common studies, would do a great deal to break down the barriers between the different colonies." The Director of Education, Mr. Gerald Power, C.M.G., also expressed his views in favour of a residential West African unitary university, provided it offered a full university life.

57. The most detailed evidence was offered to the Commission in a memorandum by the Achimota College Council, a comprehensive and representative body of men and women, African and European, academic, official and lay, who have been in the closest touch with the development of West African education for many years. After examining the advantages of a university of a semi-federal type and of a federal type, the Council rejected emphatically these forms of university and urged the Commission to consider establishing " *a unitary university situated in one of the colonies, supplying the needs of all British West Africa,*" with centres for higher study in agriculture, forestry and veterinary science " associated with it but located in appropriate areas." When faced with the possible objection that the colony with the unitary university might have an advantage over others, that such a university would involve much travelling on the part of students, and that local differences between the various colonies might make cultural unity difficult in the university, the Council said,

(i) " The tendency is for British West Africa to draw together in administration (e.g. the Resident Minister's organisation) and for purposes of research (e.g. on cocoa); a central unitary university would be in keeping with probable developments, and would assist in the creation of joint technical services.

(ii) No more travelling would be involved than in a semi-federal university, and it may be anticipated that after the war inter-colonial travelling will be easier and less expensive.

(iii) Nigerian students have been attending both Fourah Bay and Achimota for some time; there are now students at Achimota from Nigeria, Sierra Leone and the Gambia. No serious cultural disunity has been experienced."

" We feel also that a unitary university has certain definite advantages:—

(i) An adequate number of students will be available for a full variety of courses.

(ii) It will be much easier to provide the necessary staff, and there will be a considerable saving on salaries.

(iii) The administration of the university will be more efficient and less expensive.

(iv) A full university life affording social contact between workers in different fields will be possible.

(v) Students from the four territories will become better acquainted with each other, and will face the common problems with fuller understanding.

(vi) Proper provision can be made for research."

58. " *We therefore recommend that the University of British West Africa should be unitary in form, and that it should have a Governing Body fully representative of the four colonies. As education expands in the future, the time may come when, one by one, the colonies may establish universities of their own, but we consider that present conditions require a unitary university, for only in that form can a University of British West Africa maintain a proper academic standard.* We consider also that it is essential that the university should be residential."

59. This, we would point out, is the same plan that we propose. It means applying in the sphere of higher education the same principle of inter-territorial co-operation which has proved of benefit in a number of other problems of common interest in West Africa. All who are familiar with the problems and needs of colonial development and welfare recognise the role which planning, common services, and joint research schemes over wide areas play in such matters.

The West African University College

(a) *Site.*

60. In our opinion, the West African University College should be established in Nigeria. The vast population and area of that territory are but two reasons for this proposal. The evidence we received convinces us that on realistic grounds a single West African university could not well be situated elsewhere than in Nigeria.

61. Both our colleagues and ourselves have expressed the view that a university institution, with certain departments serving the needs of West Africa as a whole, should be established at Ibadan. We go further, and recommend that Ibadan should be the site of the West African University. Any decision on the site of an institution which is to serve a number of colonies must inevitably prove disappointing to some. But in the main report we agree with the powerful reasons there set forth as to why Ibadan suggests itself as the natural centre in British West Africa for the development of study and research in agriculture, forestry and medicine. We would add two points. First, Ibadan offers opportunities for the development of a comprehensive university, which are unique in West Africa. Here can arise under the most favourable conditions, a West African University of the nature and character which we would wish to see. Ibadan is West Africa's largest native town, and one of character, situated in attractive country. Here it will be possible for the practical instruction in agriculture, forestry and medicine to be given within the confines of the university grounds; only in the case of students of animal health will it be necessary for it to be given elsewhere. Students of all these future faculties, together with those of arts, science and engineering, can work side by side throughout their courses. Secondly, the southern part of Nigeria is the centre of West Africa in terms of the number of students to be served, and this has a practical bearing on the convenience and cost of travel. We are quite clear that the location of the West African University College at Ibadan will in no way make it a purely Nigerian institution: our proposals provide adequate safeguard against this occurring and ensure that it shall be West African in scope and outlook.

(b) *Range of Studies.*

62. The University College would provide courses in arts, science, medicine, agriculture, forestry, veterinary science, and engineering. In view of current thought in Great Britain, it is essential that the Institute of Education, concerned as it will be with graduate teacher training and research in education, should also be located here.

63. It is unnecessary for us here to discuss the scope and range of the facilities for medicine, agriculture, forestry, veterinary science and teacher training, since our views on these subjects are fully expressed in the main Report, in Chapters VI, VII and V respectively.

64. The provision of facilities for arts and science must be of similar scope and range, both as regards staff, buildings and equipment. An adequate library must be built up as rapidly as possible; an ample number of teaching and research laboratories with full provision of apparatus will be required, and an appropriate number of laboratory staff.

65. We regard the provision in West Africa of a properly equipped school of Civil and Mechanical Engineering as of considerable importance. Without such a school there will not be available the African professional engineers who will be required in increasing numbers for the projected extensive development of the four dependencies, particularly in such spheres as roads and general communications, water supplies, drainage, irrigation, and the control of soil erosion. We recognise that the provision of the school will be costly, but we have no doubt either as to the need or as to the wisdom of the expenditure.

66. The fact that Yaba Higher College, which the entire Commission proposes should be converted into a Technical Institute, already provides a four-year course in engineering, may give rise to the view that this new Technical Institute should aim at the provision of degree courses in engineering, as is done in Ceylon, where this particular type of instruction is carried out at the Technical College and not at the University. But for three reasons we recommend that the School of Engineering should be located at Ibadan. First, it is important that the Technical Institute at Lagos should concentrate on the training, in a wide variety of activities, of the large numbers of men urgently required for intermediate posts in Nigeria. Success in carrying out this highly important objective would, in present conditions, be jeopardised if any attempt were made to provide in the early stages too extensive an academic range of study. The Nigerian Technical Institute should therefore, like those of the Gold Coast and Sierra Leone, concern itself with making good the deficiencies of technical instruction at the intermediate level. Secondly, the heavy expenditure which the provision of a centre of professional engineering instruction will entail, can only be justified if it serves all the West African dependencies. Thirdly, the developmental needs of the vast territory of Nigeria, and the opportunities for practical experience which that dependency already provides and will increasingly provide in future, are powerful reasons for the development of a fully equipped engineering school at Ibadan.

67. We agree with our colleagues that there should be facilities at Ibadan for the study of engineering at university level. The majority recommend that there should be a department of engineering at Ibadan, and also that the engineering department at Achimota should be continued. We consider, however, for the reasons given in paragraph 65, that there should be one well-equipped School of Engineering at Ibadan to serve all West Africa. We cannot therefore endorse their proposal that the staff of the engineering department at Achimota should be strengthened or the extremely limited equipment of the department increased, for there can be no justification for any attempt at present to establish in West Africa more than one school of engineering. We refer in paragraph 131 to the intermediate steps which should be taken before the Ibadan School is brought into being.

68. As to the Institute of Education, we do not need to repeat the views expressed in Chapter V of the main Report. We therefore confine our remarks to suggesting that its initial teacher-training activities should be

(*a*) a one-year post-graduate course for the diploma in education.

(*b*) a one-year refresher course for members of the staffs of existing training colleges.

(*c*) Specialist courses for teachers of physical training and art.

(*d*) A training course for Youth Service Leaders which might be held not annually but in alternate years.

69. It may seem that this proposed range of teacher training work to be undertaken at the Institute is somewhat restricted. We make these proposals deliberately, however, for two reasons. One is that we think it essential for

the training staff to be associated with the research activities which will be set up in the research division of the Institute. The other is that we hope the staff will be available to give advice and help in establishing and developing teacher training courses in all the territories, whether at the Territorial Colleges or in other training institutions.

70. We reiterate our conviction, already expressed at the beginning of the section on the Institute of Education in Chapter V, that if such an Institute is adequately staffed and given opportunity to experiment and to expand its activities, it will, in a relatively short time, see its own scheme of work ahead and plan accordingly.

(c) *Entrance Requirements.*

71. For the reasons given in paragraph 14, the College would not be concerned with studies below Intermediate level; the entrance requirement would therefore be the passing of the intermediate arts or science examination of London or other British University. Students would acquire this qualification by study in the Territorial College of their own colony; in Sierra Leone and the Gambia at a new Fourah Bay College; in the Gold Coast at Achimota College; in Nigeria at a new College which we suggest might be located at a suitable centre east of the Niger, possibly at Enugu. The provision of a Nigerian Territorial College is necessary since our colleagues and ourselves are agreed that Yaba Higher College should become a Technical Institute. It is an essential feature of our plan that each of the three main dependencies should have its own Territorial College.

(d) *Travelling expenses of students.*

72. If equality of opportunity is to be provided for all the territories, a further condition must be fulfilled. Students coming from the other dependencies or from the more distant parts of Nigeria must not have to bear the cost of travel. We therefore recommend that the annual return travelling expenses of the students of all the territories should be met out of a fund provided for the purpose. This should apply not only to scholarship holders but also to private students. The total annual sum required should, in our view, be met from the revenues of all the colonies. The amount to be borne by each territory should be related not to the number of its students in attendance in any particular year; it should be determined by the usual financial method followed in joint undertakings by the colonies. A similar recommendation has been made by the West Indies Committee of the Asquith Commission, for the new unitary University College of the West Indies.

(e) *Governing Body.*

73. We propose that the College should be governed by a Council and an Academic Board. The importance of university administration independent of the local governments or of political considerations was stressed repeatedly in the evidence submitted to us. We mention this point because we recognise that some Africans may be apprehensive that the government of the territory in which the college is situated may exert considerable influence on its policy. We see no ground for this apprehension. The Council must, in our view, possess autonomy, and at the same time be fully representative of the academic and territorial interests involved. It would then, in conjunction with the proposed Inter-University Council in Great Britain (paragraph 100), be able to guarantee that academic freedom of teaching and research which is essential to any true university. Membership of the Council would include the two chief officers of the College, namely the Visitor (who would become the Chancellor when the College received its University Charter), and the Principal

(who would become its Vice-Chancellor), together with the Vice-Principal, and the Chairman of each of the five Boards of Studies.* The dependencies, and here again we group Gambia with Sierra Leone, must have full and equal representation. Each should be represented by four members (the Gambia should be represented perhaps by one, and Sierra Leone by three). Of these four, one should be nominated by the Governor; one elected by the Legislative Council; one should be the Principal of the Territorial College; and one a graduate, African or European, representing the Guild of Graduates (see paragraph 92), and elected by the Council of each Territorial College. Such a composition would ensure the closest contact between the Territorial Colleges and the University College; it would, at the same time, give representation to the other interests of each colony.

74. We recognise that attendance at meetings of the Council by representatives of the more distant dependencies will involve long journeys. That is inevitable in any institution serving a number of territories. This situation is already encountered in East Africa and it will arise in the case of the University of the West Indies where distances are equally great. Air transport will, however, help largely to overcome the difficulties of distance, and free air passages should be provided for all members. We express the hope that the importance of this work would ensure that members of the Council would regard it as a duty of first importance to attend its meetings.

75. When present, the Visitor would act as Chairman of the Council; normally, however, the Council would be presided over by its elected Chairman. We suggest that the first Visitor and the first Principal might be nominated by the Crown; subsequent appointments to the latter post might perhaps be filled by the Council.

76. The Academic Board would consist of the Principal, who would be its Chairman *ex officio*, the Vice-Principal, the Chairman of each of the five Boards of Studies, all professors, the non-professorial heads of departments, the librarian and five other members of the academic staff.

77. We do not need to discuss in detail the functions of the Council and Academic Board, which would follow the accepted form. The Council would be the final authority of the College and would be responsible for all matters of finance and general policy. It would make appointments of non-academic nature, and after consultation with the Academic Board, it would appoint to academic posts. The Academic Board would be responsible for all matters of academic concern, such as curricula and examinations. It would make its recommendations to the Council on these and other matters such as discipline. The Academic Board would conduct its work largely through the Reports of the Boards of Study. There would at the outset be five such Boards of Study; one each for arts (which would include education), science, medicine, engineering, and one for the combined subjects of agriculture, forestry, and animal health. The membership of each Board of Study would include all the professors teaching in its subjects, together with a suitable proportion of the senior and junior non-professorial full-time or part-time teachers.

Territorial Colleges

(a) *Number and location.*

78. We have already indicated that we attach the highest importance to the work of the Territorial Colleges, each of which must become the dynamic centre of educational development in the territory which it serves. As we have mentioned in paragraph 71, there would at the outset be three such: Achimota College in the Gold Coast, a new Fourah Bay College in Sierra Leone, and a new College to serve Nigeria situated east of the Niger.

---

* *See* paragraph 77.

(b) *Functions*

79. The three chief functions of each College would be to provide academic courses to the intermediate level; to train teachers for the primary and secondary schools, and social welfare workers; and to act as the main centre from which the extra-mural activities throughout each territory are organised.

(c) *Intermediate courses*

80. Each Territorial College should provide courses leading to the intermediate B.A. or B.Sc. examination of London or other British University. These intermediate courses would be of two years duration. They would be taken by those students who wished to acquire the entrance qualification to the West African University College, to seek further education for the purposes mentioned in paragraph 82, or to be trained as secondary school teachers as described in paragraph 84. While the students will be specialising to a certain extent in preparing for their various intermediate examinations, we consider it to be important that they should be given some background of general cultural studies. All of them should therefore be required to attend courses in English and in elementary sociology, while arts students should be given a course designed to illustrate the place of science in the modern world. Unless such courses are given, the colleges will fail to provide their students with the broader outlook desirable in itself and necessary for them to profit by university or other higher study or training which they may later follow; teaching will tend to be directed too intensively to the examination syllabus. In the case of Achimota College and the new Nigerian College, courses for the intermediate B.Sc. (Engineering) should be provided.

81. In order that wide opportunity should be given to students to show their fitness for higher study, the entrance qualification for the intermediate courses should be possession of exemption from London Matriculation. We make this suggestion because the variable quality of the secondary schools means that pupils are provided with unequal opportunity, and a further examination test might have the effect of eliminating students of potential capacity. Possession of the London Matriculation exemption would not, however, entitle the holder to automatic admission. Regard would be paid to the personal qualities of the student and his school record; it would also be undesirable to admit students who had obtained the entrance requirement after a number of repeated attempts. This would not debar admission of those who are described in Britain as " persons of mature years "; such persons are in another category.

82. As time goes on, the secondary schools will improve their general standards and the age at which the school certificate is taken will decrease. (In West Africa, candidates take this examination at the age of 20+; in Malaya the age of passing both for boys and girls was 17½; in Ceylon 16.) Employers, whether Government departments or commercial firms, may then demand that a certain cadre of future employees should have a better general education before beginning their specialised vocational training. Such a demand is likely to arise in the Civil Service, in commerce, and in administration; in the whole range of social services, for social welfare appointments such as labour and co-operative assistants; for non-professional posts of more responsible nature in the technical aspects of industry and in Government departments such as those of agriculture, animal health, survey and the like. These students would come to the Territorial College to follow an academic course whether in arts or science, perhaps taking the intermediate examinations, perhaps not. They would work side by side with those who intended

to proceed to the University College, and would eventually help to form the cadre of well educated, technically trained young men and women who are so much needed for the future development of West Africa.

(d) *The training of secondary and primary school teachers.*

83. The most desperate educational need of the West African dependencies is for greatly increased numbers of teachers of every kind: men and women who have been given the opportunity for obtaining the educational training which the importance of their work demands. We make three recommendations regarding the teacher training section of the Colleges.

84. As to secondary education, we fully recognise that the quality of the secondary school teaching can only begin to approach that in Great Britain when the staffs of the secondary schools contain a considerably increased proportion of trained graduate teachers. Even if the West African Institute of Education is established without delay, it must be a long time before teachers of this type are available in anything like adequate numbers. Meanwhile there is the pressing need for expansion of school education. We therefore recommend first that each Territorial College shall undertake the training of secondary school teachers. These teachers should take the two-year intermediate course in arts or science which we have just described, followed by two years devoted to a properly designed teacher training course. We regard the production of large numbers of teachers trained in this way as an urgent need. It is only by this means that the quality of the teaching in the existing secondary schools, in which more than half the teachers have not proceeded beyond the School Certificate stage, can be rapidly improved; and provision made for the expansion of secondary school facilities for which there is so great a demand. Students who successfully complete the intermediate teacher training course should be recognised as qualified to teach in the secondary schools or upper standards of the primary schools in any of the British West African colonies; the West African Council for Higher Education which we discuss in paragraph 99 would concern itself with the conditions to be fulfilled to acquire such recognition. Secondly, refresher courses for the non-graduate teachers of existing secondary schools should be provided. There is real need for courses of this type, which would probably require to be of not less than one year's duration.

85. Our third recommendation concerns the training of primary school teachers, for whom a two-year course following the School Certificate course should be provided. Lastly we record our opinion that the teacher training section of each College should experiment in the training of women teachers, whether through special refresher courses for existing teachers or in the regular two-year courses. We earnestly hope that an increasing number of girls will wish to take one of these teacher training courses, and also the other courses which now we turn to discuss.

(e) *The training of social welfare workers.*

86. The Colleges should provide vocational courses for the training of social welfare workers. There is a pressing need for facilities for training in the basic knowledge required for such posts as probation officers, youth leaders, labour officers, co-operative secretaries, welfare officers in industry and commerce, and community workers of many kinds. These men, and eventually women, would be rather older than the average age of the teachers in training, and might not necessarily take the full two-year intermediate course. They might be selected for their experience or particular ability for welfare or other work and given a special one-year course of further general education, followed by a suitably designed second year vocational course.

87. The advantages of combining the teacher training and social welfare course in one institution are obvious. Future progress must depend on the intimate collaboration of these two groups of workers, and it will be invaluable for them to train side by side. Whilst the practical training of teachers and welfare workers would be separate, they would share certain general lecture courses and discuss their general problems in seminars. Such a system would widen the teacher training course and help to avoid the somewhat narrow interests which tend to develop in the teaching profession; at the same time, it would give that educational background to welfare work which is essential to its success.

(f) *Social Studies.*

88. Before proceeding to further discussion of the work of the Territorial Colleges, we consider it desirable to comment on the general question of teaching and research in social studies, and the respective parts which the West African University College and the Territorial Colleges have here to play. In this somewhat ill-defined field, there is need for clear distinction between the training of social welfare workers, undergraduate study and post graduate study and research.

89. As we have indicated in paragraph 86, the training of social welfare workers should be undertaken at each of the Territorial Colleges where the conditions in which welfare work is to be carried out can be studied on the spot and where experiments and investigations can be made. At the same time we emphasise the importance we attach to an elementary course in social studies which should be compulsory for *all* students of the Territorial Colleges; such a course will reach the widest number of students in all the territories.

90. As to social studies at the West African University College, we make three comments:—

(*a*) We do not think that sociology should be offered as a separate degree subject in the earlier years; that will be possible only when the results of sociological research in Africa are more systematised and available in published form. Sociology, however, might and probably should, form some part of any economics degree course.

(*b*) The possibilities of post-graduate work in African sociology will depend upon the development and utilisation of research facilities. Whether the sociological research activities of the West African Institute are centred in Ibadan or not, there should be research undertaken at the University College in the field of African sociology and this should be closely related to economic and demographic research.

(*c*) We have suggested a course for youth leaders at the Institute of Education, in addition to such youth service training as the Territorial Colleges may provide. We have made this suggestion because we think that Youth Service is in one sense " continued education ", and it must of necessity be closely linked with educational planning and research.

(g) *Adult Education and Extra-mural activities.*

91. The third function of the Territorial Colleges would be to act as the extra-mural centres of the West African University College. We interpret the term " extra-mural " in the widest possible sense to include at least three types of adult education: residential study during the College session; vacation courses; and what is known in Great Britain as extension work, namely lectures and tutorial study groups conducted in clubs, co-operative guilds and other centres of adult activity.

92. We lay great emphasis on this function of the Colleges, for we are convinced that it is vitally important that higher education should not be divorced from the mass of the people as a whole. We fully agree with the recommendations in the main report that the Technical Institutes should also concern themselves with adult education and become centres of social and educational thought and activity. But the Territorial Colleges have a particular responsiblity and opportunity in this matter. To them will largely fall the task of undertaking the wide dissemination of knowledge and gradually building up an enlightened public opinion. They would accomplish this in many ways. They would hold short refresher and vocational courses for teachers in different subjects and for workers in other fields of social service. They would make arrangements for giving, both on their own premises and at selected centres in the Colony, lectures or performances providing a general cultural background of music, languages, literature, drama, economics, political administration, history, science, trade, etc. These lectures or performances would be given by members of the staff of the College, by visiting members of the University College, or by distinguished visitors to West Africa (of which there are likely to be many in the future) or by graduates living in the Colony. To further this purpose, we should like to see established in each Colony, with the Territorial College as its centre, a Guild of Graduates consisting of men and women, African and European, willing to take part in these extra-mural activities. That guild would be represented, as we say in paragraph 73, on the Council of the University College. The importance we attach to this adult education and extra-mural work is such that, in our opinion, each Territorial College should possess at least two members of staff, over and above the number required for strictly academic teaching, to act as tutors in this sphere of work. The Principal of each College would act as Director of these extra-mural activities.

93. At the same time we believe that the Territorial Colleges should be the place where West Africans who have been forced to discontinue their studies at too early an age, should be able to recommence them; and where opportunity is given to those of responsible age, who desire to equip themselves for social or public service, to acquire a better cultural background. Courses for students such as these would probably, in the first instance, take one of two forms. Scholarships might be given for a year's academic study in which students could choose, with help and advice, from among the various courses being given in the College, and might in addition have special seminars and tutorial work to meet their particular needs. Secondly, vacation courses might be held lasting from two to six weeks in which either academic studies or vocational training would be provided. These short courses might be of various kinds, such as physical training, youth leader training, teaching of English, dramatic work, crafts and so on.

94. We make this proposal in the light of two main considerations. The first which we have already mentioned, is the importance of making provision for many able men and women who have never had a chance of real *study*. The second is our conviction that in the modern world, when educational opportunities are being extended and social differences are being diminished, it would be disastrous to set up a great gulf between the few who, by merit and good fortune, have had the opportunity for acquiring learning and education, and the vast majority who have had no such opportunity. We think it of the greatest importance in the conditions of West Africa that the doors of both the Territorial Colleges and the University College should be open to students who do not necessarily fit into the academic mould to which we are accustomed in Great Britain. We are confident that Progress Unions, Youth Movements

and Native Authorities will be anxious to raise funds to give scholarships for courses such as we have outlined above. This proposal is in the best traditions of certain forms of adult education in Great Britain, where it is recognised that residence in a College, with access to libraries and opportunities for combined discussion and recreation, are essential elements in continued education, essential things which cannot be provided solely by extra-mural organisation of tutorial or extension classes or even of less formal class work in adult education.

(h) *Library and Museum*

95. The provision of adequate libraries for the Territorial Colleges is essential. These need not provide the facilities for advanced reading, scholarship and research required in the library of a university institution (except where a member of the staff is specialising on some particular subject), but should cover a wide cultural range. In addition to providing textbooks and standard works on the subjects dealt with in the curriculum, the library should include books giving a general background in such subjects as literature, history, social studies, geography, philosophy, scientific method and achievement, modern political and economic viewpoints, etc. Good books and journals on African, and particularly West African, subjects should naturally be available. The intelligent use of such a general library by students should be an important part of their education.

A good museum should also be provided at each Territorial College. This should include general exhibits illustrating the geology, geography and natural history of the territory, its ethnology, archaeology and history, its art and its crafts, its local products, its recent developments and its plans for the future —all of these against a general West African background. In some cases such a Museum might be combined with the main Museum of the colony, while in others geographical considerations might make separation desirable. In the former case, the Museum would be more elaborate and comprehensive, and would probably require a full-time Curator. In any case, the member of staff entrusted with the care of the Museum should be given facilities for learning the technique of curatorial work, and should receive part of his salary expressly in respect of such work.

A good museum of the type suggested is an important educational instrument, not only for regular students, but perhaps still more in respect of extra-mural activities of various kinds.

(i) *Staffing*

96. We attach particular importance to the question of staffing. In seeking staff for these Territorial Colleges, there must be no question of recruiting men and women who will consider themselves as senior schoolmasters or schoolmistresses, "willing and able to teach up to intermediate standard." If these Colleges are to take their real place in the life of the people, the members of their staffs must have an outlook much wider than that of the schoolroom. They must necessarily be able to prepare their students for the intermediate examinations, and at first they will inevitably need to make good the deficiencies of the students' previous school education. Nevertheless they must be people with wide interests of their own, who will welcome a job like this because it gives them a pioneering opportunity to develop also adult education and youth services in the interests of the West African peoples. It is inevitable that we must turn to Britain for such teachers until Africans of suitable qualification and interests are forthcoming in sufficient numbers. We believe that this type of work will make an immediate appeal in Britain to men and women with no narrow academic outlook, but with sound learning, broad sympathies and—perhaps most important—a willingness to experiment.

(j) *Governing Body.*

97. Each of the Territorial Colleges would possess its own governing body constituted on the lines of that of the present Council of Achimota College. Each College should be in the closest touch with the work of the West African University College, and as we have said, its Principal should be a member of the Council of that institution. By such means he will be able to give the Council the benefit of his advice in the light of his experience of the workings of his own College; to follow personally the progress of his own students; to participate in the discussions of policy on the University College Council; to seek its advice on further developments of his own College; to help to develop a co-ordinated policy of extra-mural study and development.

98. Similarly we feel that it would be an advantage to the work of each Territorial College if its Governing Body included among its members, one or possibly two members of the academic staff of the West African University College. Such members need not necessarily be members of the University College Council; their choice might, in some cases, for instance, be determined by their capacity to assist the Territorial College in the development of a particular subject. If this proposal prove acceptable, we suggest that the member or members should be invited to serve on the governing body by the West African University College Council, on the nomination of the Principal of the Territorial College concerned.

West African Advisory Council on Higher Education

99. We endorse the majority recommendation given in paragraph 116 of Chapter IV that a West African Advisory Council on Higher Education should be established. The proposals we have made for the method of government, and for the composition, of the governing bodies of the West African University College and the Territorial Colleges will ensure that there will be an ample number of persons, fully acquainted with the position and needs of all the Colleges and territories, from which the members of such a Council could be drawn. In view of the importance of the teacher-training and other related activities of the University College and the Territorial Colleges, we suggest that the Council should contain among its members, a representative of the Education Department of each Colony. Such a Council would be well equipped to co-ordinate development as a whole, to encourage specific activities in different dependencies and to avoid undesirable multiplication of facilities.

Recommendations of the Asquith Commission

100. We refer in rather more detail than is done by the majority to certain recommendations of the Asquith Commission. The first is the proposal for the creation in Great Britain of an Inter University Council for Higher Education in the Colonies, through which the Colleges throughout the Colonial Empire will be able to seek the advice and help of the Universities of Great Britain on any matter of academic policy, staffing and many other aspects of their work. It is also suggested that one or two of the members of the Inter-University Council should be members of the Council of each of the Colonial Colleges, each of which would receive visits from these and others sent out from Great Britain. The object of this first recommendation is to bring to bear on the development of higher education in the Colonies all possible academic help from Britain. The second recommendation is for the creation in Great Britain of a Colonial University Grants Advisory Committee, on which the Inter-University Council will be represented. This body will, after consultation with the Inter-University Council, advise the Secretary of State on the allocation of monies from United Kingdom Funds for the development

of higher education in the Colonies. It will act in a manner not dissimilar to the University Grants Committee in Great Britain. We mention these proposals so that it may be fully appreciated that the development both of the University College and the Territorial Colleges will proceed under the most favourable conditions and in close co-operation with authoritative academic opinion in Britain.

Future University Development

101. It is clearly not our task to attempt to define future university development, recommendations regarding which will fall to the Inter-University Council to which we have just referred. We therefore do no more than to make two observations. The first is that it is clear that as soon as the number of students entering a given Faculty at the University College reaches a certain figure, it will be desirable to provide further facilities elsewhere; here we recall that the proposed Medical School is planned for an annual entry of 80 students. The second concerns the future of the Territorial Colleges. In our view such Colleges will have an enduring place in West African education. With regard the present provision of three such colleges as only a beginning, and we are anxious that further colleges of this type shall be created as soon as possible. We recognise that as secondary education improves it will be desirable for the West African University College at Ibadan, or any other similar college developed later, to admit students direct from school. Nevertheless the background of West Africa which we have mentioned in paragraph 29 leaves no doubt in our minds that, even if the emphasis of the work of the Territorial Colleges changes in particular cases as time passes, the fundamental need for these colleges will long remain.

102. We turn to comment on one aspect of the development of future University Colleges. These might develop out of Territorial Colleges or they might arise as new foundations. We believe that the latter course may prove desirable, for two reasons. First, because, as we have just said, we believe that the Territorial College has an enduring place in West African education. Secondly, because its buildings may not lend themselves to adaptation to university needs. In our view it is desirable that when a further university college is developed it should be planned as a future university from the start. Otherwise sooner or later a new beginning on a fresh site has to be made, or profound difficulties of adaptation and administration met by what proves so often to be unhappy compromise.

An Examination of Suggested Difficulties

103. We shall not argue further the reasons which lead us to dissent from the views of our colleagues which they record in paragraph 51 of Chapter IV that university development in West Africa will be best encouraged by the provision in each territory of an institution " proceeding up to degree levels." Nevertheless we wish to comment on a number of points they raise regarding our proposals.

104. In paragraph 55 of Chapter IV, the majority suggest that we contemplate holding back educational progress in individual territories in order " to promote the success of a regional plan," and in paragraph 57 they refer to an endeavour to promote a " regional outlook by discouraging two of the existing organisations." This is a misleading view of our conception of regional understanding and collaboration; it is in conflict with much of the evidence and it rests on a different assay of the standards of the present institutions and the educational background. In our opinion our proposals

are, on the one hand, more ambitious and practical in respect of university development proper; on the other, they will provide greater impetus to general educational development in the individual dependencies. Each dependency will have its own Territorial College, and will take an equal share of responsibility in the government of the West African University College. The Principal of each Territorial College and one other member nominated by its governing body will be members of the Council of the West African University College. The students of each dependency will carry out the earlier part of their courses in their own Territorial College. They will then proceed to the West African University College, where they will receive education of a quality which Colonial experience shows cannot be provided by any other means. They will return to their Colony to play a fuller part in its life and development than would have been possible otherwise. Some of them will, we hope, become members of the staffs of their own Territorial College.

105. Our conception rests on a desire to see more broadly-based education in all the territories, as well as higher standards achieved at all educational levels. If our proposals are adopted, each dependency will be heavily committed for a long time to come in creating a Territorial College of the nature we have described, in providing the teacher training which will enable the future development of higher education to rest on a more adequate foundation, in extending and re-organising its primary and secondary education, and in creating Technical Institutes. We recognise that our proposals mean that the giving of degree courses in engineering at Achimota College will not be continued; in addition, they also mean that the provision of Pass Degree courses in arts at Fourah Bay College will not be continued, for reasons which we present in paragraph 122.

106. In countering our proposals, our colleagues, contrary to the evidence we received, lay emphasis on the distances which separate the West African Colonies. But this factor must be considered in relation to present and past practice. Already numbers of Africans from all the Colonies come the much greater distance to study in British universities; Fourah Bay College has derived the majority of its students from Nigeria and the Gold Coast, when travelling was more difficult than it is to-day; Achimota College has students from all the Colonies. If distance is to be considered a factor of over-riding importance, the development of university education in West Africa will be indefinitely postponed; and our colleagues' proposals for the centralisation of medicine and the other professional subjects at Ibadan, and of education and social sciences at Achimota, will prove as unpractical as our proposals appear to them.

107. During our discussions, reference has been made to the different cultures of the West African peoples as being a factor unfavourable to co-operation in university development. Such an argument, which, in any case, we regard as inappropriate in considering the provision of university education, is discounted both by the evidence of the Achimota Council and by the history of Fourah Bay College. It is relevant to recall that in the Singapore Colleges, Chinese, Indian, Malay, and Eurasian men and women students worked together without difficulty, though special provision was made to comply with the dietary habits of each race.

108. Our collagues stress the advantages which result from beginning a university college with small numbers of students. As we have indicated, we foresee that for a long time to come there cannot be in the various schools of the single university institution which we advocate, more than a limited number of students. Consequently these advantages for which our colleagues

plead will operate also under our own proposals. They suggest too that there will be a tendency towards isolation and exclusiveness in a unitary university college. We consider however that the West African University College will inevitably have a number of contacts in all the territories through its governing body, its students which come from each dependency and its extension work. A well-founded institution of the type we advocate will, in our view, enliven the intellectual life of all the dependencies.

109. Lastly we refer to the suggestion that a unitary institution would hinder the advance of the education of women through their severence from their own people. If there is force in this argument, we submit that it applies equally to certain important proposals of the majority, as we point out at the end of paragraph 106. We would also quote from the evidence of the Gold Coast Teachers' Union. " Hitherto it has been customary for most of the West African girls destined to fill high scholastic or other posts to go to England for the final years of their education; but we feel the time has come when such training should be readily available in a good university or college in West Africa." We would add that the number of women at present seeking higher education is very small, for in 1943, only 32 girls obtained the School Certificate in British West Africa as a whole. In the early stages of the higher education of women in the Colonies, when their numbers are inevitably small, it is for obvious reasons desirable that they should be brought together in a single university institution.

The Existing Colleges

110. We hope and believe that the plan we have so far described will carry the goodwill and active support of the peoples of all the dependencies. In putting it forward we have no desire to undermine the hopes and traditions which have centred on the existing colleges. We believe that if the plan is looked at as a whole it will be appreciated that the desire of West Africans to see university studies and research of high quality established soon in West Africa cannot be achieved along the lines of earlier anticipations, based on the conception that the expansion and upgrading of the three colleges would lead to their rapid advance to the status pictured by their founders. Our plan not only permits of the reorganisation and development of the colleges, but it provides the means for a general advance both in higher and other forms of education in each of the dependencies. But it means inevitably a change of emphasis in the immediate object and present policy of the existing colleges, to which we now refer.

(a) *Achimota College.*

111. Achimota College, founded in 1924, has recently shed the kindergarten and primary school which were originally part of it. At the time of our visit it contained 242 secondary school pupils. There were also 98 students working for the various intermediate examinations, for which it provides two-year courses following the passing of the School Certificate; in one direction only does it already proceed beyond the intermediate stage, for it provides degree courses in engineering, and in the period 1935-42 a total of 8 students have passed the final B.Sc. examination of London University in this subject. It has, too, a course of training for primary teachers.

112. We appreciate that in founding the college, Sir Gordon Guggisberg conceived it as " more of the nature of a university college than a secondary school " and that he regarded it as " the stepping stone towards the University which it is the ardent desire of Africans to have." But in our view it is unfortunate that the term " University Department " has been

adopted by the College to describe the teaching given in its post-school-certificate classes. As we have indicated, the great majority of students concerned are carrying out work which is done in the sixth form of a secondary school in Britain, and their teachers devote much of their time to the teaching and other activities of the more junior pupils. We would be insincere if we did not express our view that while the College has certain special activities, its general atmosphere and its academic range (except in engineering) do not yet differ significantly from that to be found in a good secondary school in England.

113. The Achimota Council has itself pointed out that, in present conditions, university development in West Africa can only make headway if it is planned on a West African basis. We would add a further point. Achimota Council proposes that in order to obtain more room for its post-school-certificate classes, all the pre-school-certificate teaching should be transferred to the buildings of the original Girls' School, when they are released by the staffs of the Resident Minister and the General Officer Commanding, West Africa. The main buildings of the College would then be used exclusively for post-certificate work. We would regard such a proposal as undesirable other than as a temporary improvisation even for the work of a Territorial College; for the university purposes which the majority propose, we regard it as even less desirable. In our view, it is unlikely that anything approaching a university atmosphere will develop in a College which draws its students from a school situated a few hundred yards away in its own grounds. The desired change in the attitude of mind from that of a secondary school pupil to that of a university student, particularly difficult in the conditions of West Africa to-day, becomes much less easy of achievement. The Achimota Council implied its recognition of this problem, for it indicated that it might perhaps later prove desirable to seek a fresh site for the secondary school.

114. We also point out that while the buildings and grounds of Achimota College are in some respects on a lavish scale for a school, they were not planned as university buildings. The laboratories for instance, are small and would need very considerable extension even for an adequate expansion of the intermediate teaching; for degree teaching in science, new blocks of buildings and expensive equipment would be required; the present hostels are quite unsuitable for university purposes; many other substantial building additions and adaptations would prove necessary.

115. Four of us have been in touch with the work of Achimota College for a number of years. We appreciate the great services which it is rendering to education in the Gold Coast, and we wish to pay our full tribute to them. Our conception of the work of the Territorial Colleges has been influenced by this knowledge; in general terms we have expressed it in Chapter III of the Report and said: " It may be worth while here to call attention to the potential values of a multilateral institution in the present stage of education in West Africa. Achimota is an example of such a place with its intermediate work, teacher training, arts and crafts, music, domestic science. The net result is well developed individuals with an all-round interest in every side of education and an appreciation of the values of other contributions to knowledge than the purely academic." Broad considerations of university development and educational policy alike demand, in our opinion, that Achimota College should pursue this same objective in the wider setting and at the higher level we have earlier indicated (paragraphs 78-98).

116. It is desirable to add a comment regarding the West African Institute (Institute of West African Arts, Industries and Social Science). The close proximity of that institute to Achimota has given it a valuable link with a many-sided centre of teaching and study. While it is not in our province to

discuss the future relations of the West African Institute to the new centres of higher education in West Africa, nevertheless we record our opinion that on general principles the main research centre of the Institute, with its museum and library, should be at or near the University College at Ibadan. That does not by any means exclude the maintenance of local research and production units and experimental stations in each territory. Indeed we hope that on the art, industries, and social science sides the work of the Institute will be carried on as widely as possible in all the territories, and bring valuable results to the Territorial Colleges, the Technical Schools, Teacher Training Colleges and other educational centres.

(b) *Fourah Bay College.*

117. Fourah Bay College, as our colleagues point out, has laboured under immense difficulties ever since its foundation in 1827. The average total number of its post-school certificate students in the last eleven years has been only 17. During the last twenty years, an average of 3 students have passed the Durham Pass B.A. examination each year, while in the last fifteen years an average of less than 1 student a year has taken either the Diploma in theology or that in education. In spite of its difficulties of lack of students, finance and staff, it has nevertheless done pioneer work in Africa, to which we wish to pay tribute.

118. We desire however to commend to the attention of the Church Missionary Society and of their fellow missionaries a suggestion for a somewhat fundamental change in the organisation of academic studies, namely that degree work in theology should be carried on at the West African University College at Ibadan along with other studies in the future faculty of arts.

119. A number of reasons lead us to make this suggestion. First, it is the accepted tradition of English and Scottish Universities that the systematic study and teaching of theology should be accorded a place of importance equal to that given to other studies in the faculty of arts. It is also realised with increasing emphasis that future clergy and ministers should pursue their academic courses with students training for other professions rather than that they should be segregated from them in separate colleges. Secondly, we point out that in West Africa the churches in Nigeria far outnumber in their membership those in the other territories. The provision of the theology course there would thus be likely to lead to an increase in the number of candidates coming forward for theological study.

120. We realise that this change would involve some break with a long established and worthy tradition, but we hope that the churches and missions will recognise the advantages which would result from locating theological studies at the new University centre of West Africa and that they would be prepared to consider the allocation of funds for this purpose.

121. We wish to repeat our conviction that it is undesirable that degree courses in arts, divorced from similar studies in science, should be provided for the very few students likely to be available. In expressing this view, we are uninfluenced by the suggestion of the majority that the cost of this provision would not, for the moment, fall on public funds.

122. We point out that at the time of our visit, the total number of post-secondary students was no more than 17, and that 12 of these came from Nigeria or the Gold Coast, mainly to take courses for the B.A. Pass Degree and not to study theology. When degree facilities are provided outside Sierra Leone, it seems likely that the students of Fourah Bay College will be drawn only from this dependency and the Gambia, and in our view, some time must elapse before even this decrease in the number of students can be made

good. We note, for instance, that the total number of Sierra Leone students passing the School Certificate examination in 1943 was 34, and that only 4 of the 14 candidates who sat for the Durham Matriculation, which is the entrance examination to the College, were successful. Nevertheless we believe that a Territorial College should be founded forthwith, for even though the number of students entering upon its intermediate courses is likely to be very small in the earlier years, its foundation will be justified by the importance of the other activities which it will carry out as a Territorial College.

123. We bear in mind also the fact that this College will serve the needs not only of Sierra Leone but also of the Gambia. We are disturbed by the isolation of education in the Gambia from the rest of British West Africa and we express the earnest hope that the Gambia will not only make the fullest use of the new Fourah Bay College, but will play its full part in the development of the West African University College. Only by so doing, can it hope to remedy its backwardness in educational development.

124. We hope that the new Territorial College we propose, more widely-based than the existing college is, will bear the name of Fourah Bay, and by its wide service to all sections of the community carry on the spirit of the founders of the original college, and have a profound effect in stimulating the much-needed progress of education in Sierra Leone.

(c) *Yaba Higher College.*

125. We are in full agreement with the assessment of Yaba Higher College which is given in Chapter III of the main report and with the recommendation that it should become a Technical Institute; a provisional statement of policy by His Excellency the Governor is in agreement with the latter recommendation. We regard it as unnecessary therefore to comment further, save to point out that we make provision for a new Territorial College in Nigeria. This College will carry out on a broader basis the work which Yaba Higher College has hitherto endeavoured to do under the considerable handicaps of uncertainty of policy, the limitations imposed on its activities, the effects of the war, and lack of adequate funds.

Practical Steps

(a) *General.*

126. Whatever be the policy adopted, an extensive building programme must be carried out. Thus the features common both to the majority and to our own report include the following construction:—(1) at Ibadan, a medical school and a teaching hospital of 1,000 beds and all the buildings required for teaching to the full university standard, and for research, in arts, science, engineering, agriculture and forestry, and for the pre-clinical courses in veterinary science; residential facilities for the staff and the students, and buildings for administration; (2) at Freetown the building of a new Fourah Bay College to serve Sierra Leone. Building extensions at Achimota will also be required; under the proposals of our colleagues these would be much more substantial than under our own, as they would include buildings for university teaching and research in arts and science, the Institute of Education, and additional residential facilities. Our proposals include, however, the provision of a new Territorial College in Nigeria and the Institute of Education at Ibadan.

127. The whole Commission agrees that the importance of this work demands that it should be given high priority, for on it depends not only the production of the professional men and women on whom the social and economic development of British West Africa must in no little part rely, but

also the rapid building up at every level of the social and economic life of the territories. Without these professional men the implementing of policy under the Colonial Development and Welfare Act will be seriously impeded. In times of peace, the carrying out of plans of this magnitude on a permanent basis would have taken much time. Wartime demands moreover have seriously affected the availability of materials and the like. But we express the earnest hope that planning and construction should proceed with all possible speed. We trust that, with the co-operation of the Governors of the dependencies, the usual time taken to reach a decision on policy will be reduced, as well as that needed for the carrying out of all the many preliminaries which must precede permanent construction, such as the choice and acquisition of sites, the preparation of plans, and the delivery of materials.

128. Whatever the speed of erection of the permanent buildings required for the West African University College and the Territorial Colleges, temporary provision must be made for the immediate future. For this purpose we recommend the use of Nissen or similar type of temporary building, for the war has taught many lessons as to their use. One of us is, for instance, familiar with the temporary arrangements made necessary by the war evacuation from London of certain of its famous medical schools. In one of them, the subject of anatomy has been taught in an Army hut under admirable conditions; in this same school, another hut has provided research laboratories in biochemistry; an excellent pharmacology laboratory has been made in converted stables. In a second school, not only the whole of the teaching but also research work in organic chemistry and biochemistry has been carried out in Army huts of much less extensive type. At the same time the students have gained much by taking part in the creation of the necessary improvisations; nor have the examination standards fallen. These examples serve to show what can be done by imagination and energetic action; they demonstrate that magnificent buildings are not a prerequisite of university study. Steps should be taken immediately to arrange with the military authorities for the acquisition of buildings, equipment and apparatus which after the war will be surplus to their requirements and suitable for the developments we propose.

(b) *Development of the West African University College, Ibadan.*

129. In our view it is essential that construction of permanent buildings should not begin until complete plans for the layout of the area and all the buildings which will be finally required have been made. We hope that the best expert advice will be sought and that the buildings will be of fine architectural standard, fitting for the first University of West Africa, and providing inspiration to its staff and students.

130. The immediate steps to be taken will be to provide temporary buildings for lecture rooms, laboratories, libraries, common-rooms and residences for the future faculties of arts and science and for the Institute of Education, and to recruit staff for these subjects. War experience shows that it should be possible to have these buildings in use within a year, for their erection need not necessarily be on the site which the permanent buildings will later occupy. We regard the provision of these temporary facilities for arts, education and science as of the first importance; the erection of the permanent buildings for these subjects should also have precedence over other permanent construction.

131. As to the immediate development of other subjects, the schools of agriculture and forestry (which are both in the vicinity) should be extended in the temporary manner we have described, and their staffs should be strengthened. In veterinary science, all the teaching can be carried on, for the time being, in the excellently equipped School at Vom. As to medicine, full time appointments should be made to the clinical staff of Yaba Medical School and

additional appointments made to the staff in the pre-clinical subjects; for these latter and for residential purposes, further additional temporary provision will prove necessary. In this way, progress towards recognition by the General Medical Council can proceed while the new medical school and hospital are being built at Ibadan. In engineering, for which temporary buildings will not serve, steps must be taken to make it possible for West Africans to obtain the training necessary to ensure their professional recognition as fully qualified engineers. This requires the carrying out of a period of practical training and works experience of approved type following graduation, and under present conditions this experience should be obtained in Great Britain. We suggest as an interim measure that students should take courses for the London Intermediate Engineering examination either at Achimota College, or at Yaba Higher College. Selected students should then be sent to Great Britain to complete their degree courses, and if their performance is of adequate merit, to obtain the subsequent practical experience which will enable them to seek full professional recognition.

(c) *The Territorial Colleges*

Achimota College

132. It must be recognised that the plan to transfer the secondary school to the original girls' school can only become effective when these premises are vacated by the Resident Minister and the General Officer Commanding, West Africa. This cannot occur unless other buildings of which we are unaware become available, or new buildings are constructed. As we have already said, we regard such a plan as desirable only as a temporary improvisation (paragraph 113). Even when it proves possible, it will only partially solve the problem, for the vacated girls' school would be inadequate for the secondary school which would need new class-rooms and laboratories and new residential facilities for staff and students. In the Territorial College itself, new laboratories for practical teaching in chemistry, physics, botany and zoology would be necessary since the existing ones which accommodate an average of only 14 students, have now to serve for the teaching of science to the secondary school pupils. In addition, proper residential facilities to replace the present hostels which were planned for a secondary school must be provided. If the building programme which will be necessary to convert Achimota College to a Territorial College is impossible in the near future, temporary provision of the nature we have already discussed might be made, and the number of admissions to the secondary school decreased. At the same time, the staff for the College must be built up. Some of the existing staff who are teaching in the intermediate classes will doubtless confine themselves to the secondary school, while some will remain on the staff of the Territorial College. We wish to emphasise that the quality and outlook of the College staff to be recruited must be appropriate to an institution of higher education and not to a school.

133. The College would continue to give intermediate courses in arts and science. In engineering, the college might continue for the time being to provide courses for the Final Degree until the West African School is established at Ibadan. There is no doubt however, that in view of the very limited equipment and staff for engineering instruction, it would be more advantageous to the student first to complete his intermediate course at Achimota College and then to come by scholarship to Great Britain for further study in a fully equipped university department, and to obtain adequate practical experience after graduation.

134. The other steps to be taken towards carrying out the sphere of work which we have described for the Territorial Colleges would be:—

(*a*) To provide for two grades of teacher training for primary and for secondary teachers. The first will be a two-year course following School Certificate, the second a two-year course following the passing of the intermediate examination.

(*b*) The specialised training of art teachers should continue until such time as an art school has been built at Ibadan.

(*c*) Preparations should be made to begin some training of social welfare workers.

(*d*) Some experimental work might be done in extra-mural work, and in adult residential courses in the vacations.

Fourah Bay

135. A new site will be required and temporary buildings must be used until permanent buildings are erected. Priority should be given to the provision of buildings for teaching to the intermediate standard in arts and science and for teacher-training courses along the lines already suggested. It seems likely that the training of social welfare workers and the carrying out of extra-mural activities will not be possible in the earlier stages of this College. The reorganisation of Fourah Bay College which we propose, will entail abandoning the existing B.A. courses. We recommend that during the short interval before the B.A. courses come into operation at Ibadan, scholarships to Great Britain should be provided for promising students who have passed the intermediate examination.

The Nigerian Territorial College east of the Niger.

136. A site and temporary buildings will be required for this new College. Priority should be given to the provision of the intermediate arts courses and to teacher training, for in the earliest stages, the intermediate science courses could be taken at Yaba Technical Institute. But this must be an improvisation of the shortest possible duration. The teacher training now given at Yaba Higher College should be removed to the new Territorial College to facilitate the conversion of the former to a Technical Institute.

FINANCE

137. We do not propose to enter into detail concerning the financial aspects of our proposals. As to the expenditure to be incurred at Ibadan, we are in full agreement with the estimates of the capital and recurrent expenditure required for medicine, agriculture, forestry and animal health recorded in Chapters VI and VII. These subjects will require a capital expenditure, including the cost of a teaching hospital, of at least £710,000 and a recurrent expenditure of at least £95,000 a year. As to arts, science and engineering, the majority suggest that a capital expenditure of between £500,000 and £600,000, with an annual expenditure of some £64,000, will be needed. In this connection, we would point out that the West Indies Committee of the Asquith Commission has, after very careful consideration, estimated that the buildings of the new University of the West Indies, providing initially for some 400 to 500 students, will cost something like £1,130,000 exclusive of the cost of the site. They estimate that, for the faculties of arts and science only, the recurrent expenditure on teaching and administrative salaries alone will be some £60,000 a year. These estimates do not include the heavy sums required for a professional school of engineering.

138. We make no claim that the capital expenditure required under our plan will be less than that proposed by our colleagues; it may possibly

be more. We are however confident that the avoidance of what we regard as an undesirable multiplication of university facilities will result in a substantially smaller annual expenditure. We are also confident that there will be a far greater return on the expenditure required by our proposals, not only in the field of university education and research, but also in the general impetus given to the development of education as a whole. Further, the ordered development which we propose will avoid the future dissipation of financial resources to which we refer in paragraph 50.

139. We would record our opinion that Great Britain could make no gift likely to prove of greater benefit to British West Africa than to provide from Imperial Funds the whole of the capital expenditure required for the West African University College and the three Territorial Colleges which we propose. A similar recommendation has been made by the Asquith Commission in respect of the projected University of the West Indies.

140. We appreciate that the maintenance of three Territorial Colleges and a University College will involve considerable annual expenditure. We hope that the revenue of all four institutions will be met in part by scholarships founded by the local Governments, by the big economic interests, by the Native Authorities, and by fees payable by a proportion of the students. We assume that each local Government will make direct grants to its own Territorial College and that the four Governments will contribute on an agreed basis towards the maintenance of the University College. But we are conscious that the considerable demands on the revenues of the respective colonies will make it extremely difficult for the Colonial Governments to subscribe as generously as they would wish or is desirable. In the circumstances we suggest that until local resources have considerably increased, the Colonial Development and Welfare Act should make good the deficits of the Territorial Colleges through the proposed Colonial Universities Grants Advisory Committee, and that a considerable proportion of the revenue of the University College should be found from the same source. We agree with the majority that the dependencies should bear a progressively increasing porportion of the annual expenditure, until eventually they are entirely responsible for it.

141. We have heard the fear expressed that financial help from the United Kingdom may not be forthcoming for later developments of university facilities in the other dependencies. We appreciate that fear. We would point out, however, that there is in Britain an increasing desire to further the welfare of the Colonial peoples, and that we hope to see wide economic development in the four territories in the coming years, stimulated by the policy which we advocate.

Conclusion

142. We believe that the policy we have outlined represents the only realistic solution of the problem with which we are confronted. We have heeded the evidence placed before us and had regard for the educational experience presented to us. We have tried to assess dispassionately but sympathetically the facts as we found them and to respect the sentiment that already exists towards education in British West Africa. We do not believe that this is the time to formulate schemes involving diffusion of resources, with all the handicaps to progress which must inevitably follow. We believe that our proposal of a unitary university college in these formative years will bring within the grasp of West Africa a university of high quality within the shortest time; while respecting territorial differences it will emphasise the value of a West African approach and a fuller appreciation of the influences and

forces at work in that part of the world. We confess that many of the views expressed by our colleagues in Chapter IV appear to us to be irrelevant to a right conception of the proposals we have made. To suggest that we wish to hold up educational progress in any territory in order to promote the success of a regional plan is incongruous with our eager desire and plans to build up influential centres of educational activity in each of these territories. We have refused to deceive ourselves that there are easy short cuts in providing Africa with that reconstruction in the field of education which is an indispensable part of the great social and economic advance of West African life. Each territory has immense tasks at every level of educational effort and each is asked to co-operate whole-heartedly with the others in achieving the advances necessary in West Africa as a whole and carrying higher education further in each territory. We agree that African support and energy are necessary if the difficulties which inevitably lie ahead are to be surmounted, but we submit that our proposals are the only practical means of achieving the objective so many Africans have demanded. Undoubtedly it would have been easier for us to accept the view of our colleagues, and perhaps in some cases, it would have been more popular. We are confident, however, that the more our recommendations are understood and appreciated, the more support they will gain among West Africans. As we see the situation it is the only way in which the cherished hopes of the four territories can be realised and their people achieve higher standards of living and make rapid progress along the road to self-government.

Outline of Main Recommendations

In opposition to our colleagues, we recommend the immediate establishment of only one institution of university rank, to serve the whole of British West Africa. This should be entitled the West African University College, and should be situated at Ibadan in Nigeria. We also recommend that each of the three main dependencies should possess a Territorial College. For the present they should be devoted (a) to providing courses to Intermediate level, (b) to the training of teachers and social welfare workers, (c) to adult education and extra-mural activities. We consider that territorial colleges of the pattern we propose will for a long time be a necessary link in the educational system of West Africa.

We are in substantial agreement with the proposals of our colleagues, as set forth in Chapters II, III, V, VI, VII and VIII of the main Report, except (a) for the siting of the proposed Institute of Education, and (b) for confining degree work in Engineering to the University College at Ibadan. There are also many small points of difference consequential on our basic disagreement in regard to the proposals of the majority in Chapter IV. Our reasons for proposing the establishment of a unitary University College are set out in detail in our report.

Students should proceed to the West African University College from the Territorial Colleges after taking their Intermediate course there (which for the present should last two years and should include general subjects beyond those required by the Intermediate syllabus).

A reconstituted Fourah Bay College on a new site should become the Territorial College for Sierra Leone and the Gambia; Achimota College that for the Gold Coast; and a new institution should be created in Nigeria, East of the Niger.

We recommend the creation of a West African Council for Higher Education to assist and co-ordinate the development of higher education in British West Africa.

We recommend that the Council of the West African University College should include four representatives from each of the three main dependencies, one of which should be the Principal of the Territorial College, and one a graduate elected by the Council of the Territorial College.

Each Territorial College should also possess an autonomous Council. We suggest that it would be advantageous if one or two members of the staff of the West African University College were to serve on the Council of each of the Territorial Colleges.

The West African University College, in addition to the professional schools of Medicine, Agriculture, Forestry and Animal Health, which our colleagues agree should be established at Ibadan to serve the whole of British West Africa, should also comprise the proposed Institute of Education and a West African School of Engineering. It would also be of advantage if the research headquarters of the Institute of West African Arts, Industries and Social Science were situated at Ibadan, though experimental stations and local research units should be maintained by it in all territories.

The responsibility of recommending the creation of further institutions of university rank in West Africa will fall to the Inter-University Council for Higher Education in the Colonies recommended by the Asquith Commission. We believe in general that it will be best to establish wholly new institutions, rather than to attempt to convert Territorial into University Colleges.

We anticipate that further Territorial Colleges will be required as the educational systems of the territories expand.

We recommend that all capital expenditure for the establishment of the West African University and the three Territorial Colleges in the near future shall be met from Imperial funds. For some time to come, annually recurrent expenditure will also need to be met in part from Imperial funds.

In view of the urgency of the matter, temporary accommodation should be provided for the West African University College and for new construction for the Territorial Colleges, until first class permanent buildings can be erected. Steps should be taken to acquire from the military authorities in West Africa any suitable surplus buildings, equipment and apparatus.

H. J. Channon.
Geoffrey Evans.
Julian S. Huxley.
A. Creech Jones.
Margaret Read.

11th June, 1945.

APPENDIX I

Itinerary of the Commission's Tour of West Africa

15th January–10th April, 1944

The Commission left England by air for West Africa on 15th January and arrived back in England on 10th April, 1944.

18th January. Arrived in Bathurst and stayed the day there.
19th January. Arrived at Accra via Lagos.

The Gold Coast

19th January–10th February.

(See Map 6, page 179).

The main centres visited by members of the Commission were :—

Accra	Assuantsi	Kumasi
Achimota	Sekondi	Effiduase
Tafo	Takoradi	Konongo
Akwatia	Tarkwa	Tamale
Akropong	Nsuta	Pong-Tamale
Cape Coast	Obuasi	Navrongo
Elmina	Bekwai	Zuarangu

10th February. Arrived at Lagos from Accra.

Nigeria

10th February–20th March.

(See Map 5, page 178).

The main centres visited by members of the Commission were :—

Lagos	Gusau	Umuahia
Yaba	Sokoto	Ikot-Ekpene
Shagamu	Vom	Uyo
Ijebu-Ode	Jos	Uzuakoli
Abeokuta	Bukuru	Aba
Ibadan	Anchau	Port Harcourt
Oyo	Toro	Owerri
Ife	Bauchi	Okigwi
Ilorin	Enugu	Ogoja
Kaduna	Oron	Awka
Zaria	Calabar	Onitsha
Samaru	Victoria	Benin
Kano	Buea	

20th March. Arrived at Freetown from Lagos.

Sierra Leone—Gambia—Dakar

20th March–3rd April.

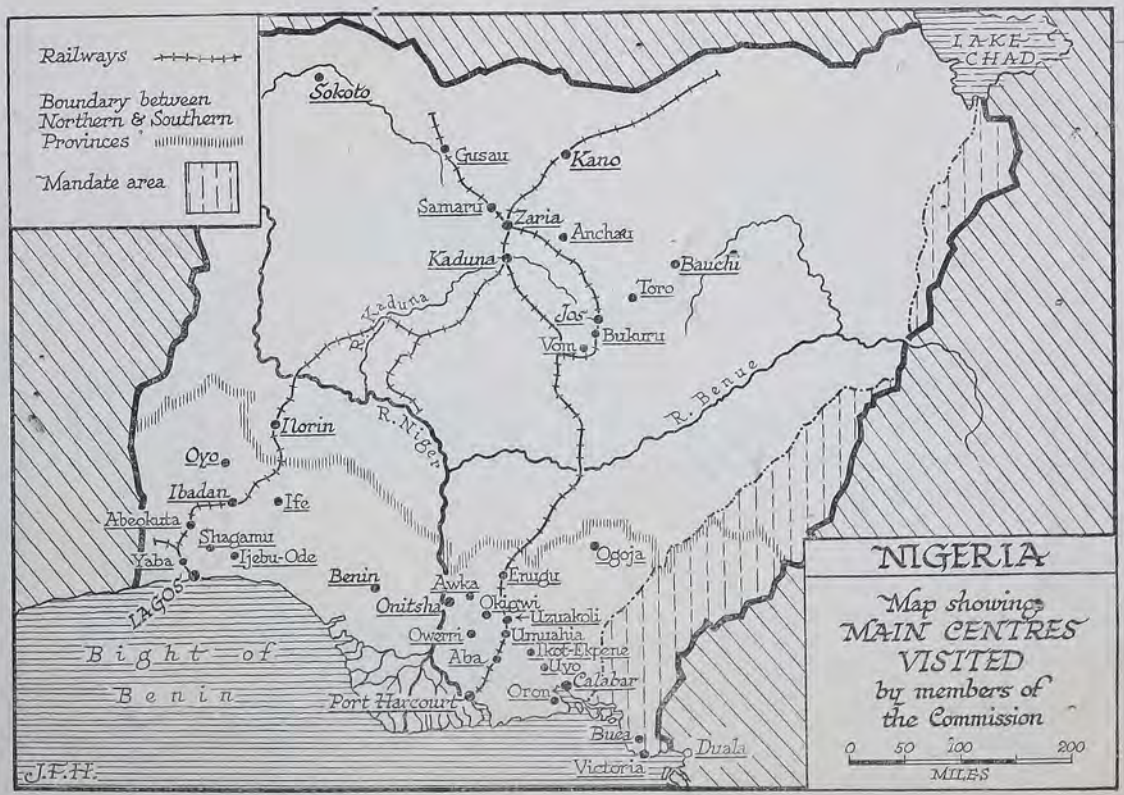
(See Map 7, page 179).

The main centres visisted by members of the Commission were :—

Freetown	Bunumbu	Rokupr
Mabang	Port Lokko	Bonthe
Njala	Marampa	
Bo	Makeni	

A detachment of the Commission visited Gambia on 29th March (the planned visit being shortened by a day owing to the delay of air transport) and Dakar 29th March–1st April and returned to Freetown on 1st April.

3rd April. Returned to Accra.
6th April. Left Accra for England via Sierra Leone and the Gambia.
10th April. Arrived in England.


Railways
Boundary between Northern & Southern Provinces
Mandate area
LAKE CHAD
Sokoto
Gusau
Kano
Samaru
Zaria
Anchau
Kaduna
Bauchi
Toro
Jos
Bukuru
Vom
R. Kaduna
R. Niger
R. Benue
Ilorin
Oyo
Ibadan
Ife
Abeokuta
Shagamu
Ijebu-Ode
Yaba
LAGOS
Benin
Awka
Onitsha
Owerri
Aba
Port Harcourt
Bight of Benin
Enugu
Ogoja
Okigwi
Uzuakoli
Umuahia
Ikot-Ekpene
Uyo
Calabar
Oron
Buea
Duala
Victoria
NIGERIA
Map showing MAIN CENTRES VISITED by members of the Commission
0 50 100 200
MILES
J.F.H.


GAMBIA
R. Gambia
Bathurst
S. LEONE
1 Northern Province
2 Southern Province
1
Rokupr
Pt. Lokko
Makeni
Marampa
Freetown
Bumumbu
Njala
Mabang
Bo
2
SHERBRO I.
Bonthe
Centres visited in The GAMBIA and SIERRA LEONE
Railways
J.F.H.
0
100
200 miles

MAP 7


Centres visited in the GOLD COAST
Navrongo
Zuarungu
White Volta
1
Pong Tamale
Tamale
Black Volta
(MANDATE)
Volta
2
Kumasi
Effiduasi
Konongo
Bekwai
Tafo
Obuasi
Akwatia
Akropong
3
Achimota
Accra
Tarkwa
Agkondi
Elmina
Nsuta
Cape Coast
Takoradi
1 North.n Territories
2 Ashanti
3 Gold Coast Colony
0
100 miles

MAP 6

APPENDIX II

Explanation of some Educational Terms used in West Africa

GRADES OF SCHOOLS

NIGERIA.

Two systems of classification are used :—

(*a*) Elementary and middle schools.
(*b*) Infant, primary and secondary schools.

The corresponding stages in these two systems and the English equivalent are given below :—

(*a*)	(*b*)
Elementary	Infant classes I and II Primary standards I–IV
Higher Elementary I and II Middle I and II	Primary standards V–VI
Middle III–VI	Secondary forms I–IV

Note :—The School Certificate is taken in Middle VI or Secondary Form IV.

Teachers are trained at

A. Higher College, Yaba.
B. Higher Elementary Training Colleges.
C. Elementary Training Centres.

THE GOLD COAST.

Primary schools.—A ten year course including :—

3 infant classes
7 " standard " classes

Pupils are admitted from the ages of 5–7 years and complete the course at the age of 15–17 years.

Middle Boarding schools.—Provide a four year course for those who have completed a primary education. The pupils spend about one-third of their time in literary work and about two-thirds in practical work learning a trade.

Secondary schools.—Provide courses up to school certificate level for pupils who have completed a primary course. Some of the secondary schools have preparatory forms also.

Teachers are trained at :—

A. Achimota.
B. Training colleges maintained by the missionary societies.

SIERRA LEONE.

Infant schools and departments.—A two year course (ages 5–7+).

Primary " standard " schools.—Standards I–VI. A six year course (ages 7–15).

Secondary schools.—Preparatory forms and forms 1–5 (ages 13–20). Form 3 is of the Junior school certificate standard. Form 5 is of the Senior school certificate standard.

Teachers are trained at :—

A. Fourah Bay College.
B. Njala Training College.
C. Training colleges and training courses at secondary schools.

GAMBIA.

Infant classes.

Primary schools.—Standards I–VI.

Secondary schools.—Preparatory, Preliminary and Junior classes. Classes I–VI.

Training of Teachers.—The training of teachers has been carried out by one of the secondary schools.

Types of School

In each dependency there are found the following types of school :—

Government schools. Financed by the Government and controlled by the Education department.

Native administration schools. Financed and controlled by the native administration with varying degrees of government assistance and supervision.

Assisted schools. Controlled usually by the churches and the missionary societies. They are aided by grants from Government and inspected by the education departments. A few proprietary schools also are assisted by Government grants.

Non-assisted schools. The majority of these schools are controlled and financed by the local churches. They are supervised and sometimes aided by the missionary societies. Some of the other non-assisted schools are under proprietary management.

Many of the assisted schools have started as non-assisted schools (often called "bush" schools whether situated in villages or towns) and have later qualified for Government assistance.

Koranic schools. (See Chapter I, paragraph 50). According to the 1931 census the Koranic schools in Northern Nigeria had an average attendance of about 6 pupils each. They are normally carried on by a teacher, who is called a "mallam".

APPENDIX III

Secondary School Statistics.

(i) *Total number of secondary schools.*

Table I

	Boys	Girls	Mixed	Total
Nigeria	30*	4	—	34
Gold Coast	5	1	1	7
Sierra Leone	6	4†	—	10
Gambia	2	2	—	4
Total	43	11	1	55

* Includes Kaduna College in Northern Nigeria.
† Not including Moyamba.

There were thirty-four secondary schools in Nigeria which had been approved by 26th June, 1943. Thirty-three of these were in Southern Nigeria, and comprised twenty-four schools (including 3 girls' schools) providing full secondary courses up to Middle VI, one up to Middle V, and eight (including 1 girls' school) up to Middle IV.

In addition we received particulars of 12 secondary schools (including four evening schools) which had not been approved by the Nigerian Education Department by 26th June, 1943.

(ii) *Numbers of pupils enrolled in the secondary schools and secondary classes in* 1942.

Table II

	Boys	Girls	Total
Nigeria	7,472	638*	8,110
Gold Coast	1,897	241	2,138
Sierra Leone	748	458	1,206
Gambia	82	134	216
Total	10,199	1,471	11,670

* The figures for girls in the lower classes are to some extent estimated as some of the available returns do not separate girls and boys.

(iii) *The numbers of students taking the Cambridge Senior School Certificate in 1933 and 1943*

Table III

	Entered		Passed		Failed	
	1933	1943	1933	1943	1933	1943
Nigeria	40	961	19	505	21	456
Gold Coast ...	97	324	59	195	38	129
Sierra Leone ...	37	74	14	34	23	40
Gambia	2	6	—	5	2	1
TOTAL	176	1,365	92	739	84	626

In 1943, 35 per cent. of the entrants, 19 per cent. of the passes, and 58 per cent. of the failures were " private students " not entered by schools. See Table IV.

More detailed figures for 1943 are given below showing separately boys and girls and students entered by schools and students entered privately :—

Table IV

		Entered		Passed		Passed with 1st and 2nd grade Honours		Failed		Total Entered
		Sch.	Pr.	Sch.	Pr.	Sch.	Pr.	Sch.	Pr.	
Nigeria ...	Boys	530	398	385	102	252	18	145	296	928
	Girls	26	7	16	2	10	1	10	5	33
Gold Coast ...	Boys	272	38	177	8	109	2	95	30	310
	Girls	13	1	10	—	6	—	3	1	14
Sierra Leone	Boys	35	35	26	6	6	1	9	29	70
	Girls	4	—	2	—	—	—	2	—	4
Gambia ...	Boys	2	2	2	1	—	—	—	1	4
	Girls	2	—	2	—	1	—	—	—	2
TOTAL ...	Boys	839	473	590	117	367	21	249	356	1,312
	Girls	45	8	30	2	17	1	15	6	53
	Boys and Girls	884	481	620	119	384	22	264	362	1,365

Of the *school* entrants, 70 per cent. passed, and 43 per cent. passed with 1st or 2nd grade Honours.

Of the *private* entrants, 25 per cent. passed, and 5 per cent. passed with 1st or 2nd grade Honours.

Table V

Qualifications of Staff in the Secondary Schools of British West Africa

1. Staff with academic qualification of at least the Intermediate standard

Territory	Total Staff in Secondary Schools	U.K. Graduates		U.S.A. Graduates	Priests (otherwise unqualified)	U.K. T.T. Certificates		Durham (Fourah Bay College)				London Intermediate		Yaba Diplomas		Total staff with qualification of Inter and above	Total staff with qualifications below Intermediate
		Degree and T.T. Cert. or Diploma	Degree alone			Board of Education	Other	Degree and Diploma	Degree alone	Inter and T.T. Cert.	Inter alone	Inter and T.T. Cert.	Inter alone	Diploma and T.T. Cert.	Diploma alone		
Southern Nigeria																	
19 Boys Secondary Schools (approved).	246	14	17	—	2	—	2	3	9	—	1	1	2	3	15	69	177
3 Girls Secondary Schools.	28	2	6	1	—	1	1	—	—	—	—	—	—	—	—	11	17
9 Secondary Schools (including 4 evening schools) not approved.	52	—	2	—	—	—	—	—	—	—	—	1	—	1	—	4	48
Gold Coast																	
5 Boys and 1 Mixed Secondary Schools (excluding women teachers).	111	7	21	—	6	—	—	—	1	1	—	4	18	—	—	58	53
1 Girls School and women teachers of 1 mixed school.	15	3	5	—	—	—	2	—	—	—	—	—	—	—	—	10	5
Sierra Leone																	
6 Boys Schools ...	47	2	1	5	4	1	—	8	7	—	1	—	—	—	—	29	18
4 Girls Schools ...	43	1	3	—	—	1	8	—	1	—	—	—	—	—	—	14	29
Gambia																	
2 Boys Schools ...	9	1	4	—	—	—	2	—	—	—	—	—	—	—	—	7	2
1 Girls School	8	—	—	—	—	3	—	—	—	—	—	—	—	—	—	3	5
TOTAL	559	30	59	6	12	6	15	11	18	1	2	6	20	4	15	205	354

NOTE.—The figures in Table V do not cover all the secondary schools in West Africa, but only those for which we secured complete details. We consider however that this table represents a fair sample of the staffs of all the secondary schools in West Africa.

Table V—*cont.*

QUALIFICATIONS OF STAFF IN THE SECONDARY SCHOOLS OF BRITISH WEST AFRICA—*cont.*

2. *Staff with qualifications below the Intermediate standard*

Territory	Total Staff in Secondary Schools	Total Staff with qualification below Intermediate	Senior School Certificate and T.T. Certificate	Senior School Certificate alone	Junior School Certificate and T.T. Certificate	Junior School Certificate alone	Local T.T. Certificate alone	Unqualified
Southern Nigeria								
19 Boys Secondary Schools approved.	246	177	22	15	—	1	97	42
3 Girls Secondary Schools	28	17	6	1	—	—	10	—
9 Secondary Schools (including evening schools) not approved.	52	48	7	15	—	—	12	14
Gold Coast								
5 Boys and 1 Mixed School (excluding women teachers).	111	53	17	21	—	—	15	—
1 Girls School and women teachers of one mixed school.	15	5	4	—	1	—	—	—
Sierra Leone								
6 Boys Schools	47	18	—	2	—	—	11	5
4 Girls Schools	43	29	—	—	—	—	16	13
Gambia								
2 Boys Schools	9	2	1	—	—	—	—	1
1 Girls School	8	5	—	—	2	—	1	2
TOTAL	559	354	57	54	3	1	162	77

NOTE.—The figures in Table V do not cover all the secondary schools in West Africa, but only those for which we secured complete details. We consider however that this table represents a fair sample of the staffs of all the secondary schools in West Africa.

APPENDIX IV

West African Students at Universities and University Colleges in the United Kingdom and in Eire as at 28th February, 1945

	Oxford	Cambridge	London	Edinburgh	Glasgow	Aberdeen	St. Andrews	Durham	Exeter	Nottingham	Southampton	Birmingham	Bristol	Liverpool	Manchester	Reading	Loughborough College	Belfast	Trinity College, Dublin	University College, Dublin	Total
Nigeria	6	13	58	5	11	1	2	7	3	3	2	3	1	—	8	—	—	2	6	7	138
(Scholars)	1	1	28	—	—	—	1	—	2	2	2	—	—	—	3	—	—	—	—	—	40
Gold Coast	7	12	25	23	—	—	—	1	8	—	—	—	—	—	—	1	1	—	2	—	80
(Scholars)	3	8	19	13	—	—	—	—	4	—	—	—	—	—	—	—	—	—	—	—	47
Sierra Leone ...	1	1	6	5	—	—	—	11	—	2	—	—	—	1	—	—	1	—	—	1	29
(Scholars)	—	1	4	—	—	—	—	—	—	2	—	—	—	—	—	—	—	—	—	—	7
Gambia	—	—	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	2
(Scholars)	—	—	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	2
	14	26	90	34	11	1	2	19	11	5	2	3	1	1	8	1	2	2	8	8	249
	4	10	52	14	—	—	1	—	6	4	2	—	—	—	3	—	—	—	—	—	96

Notes.—The upper row of figures for each colony is inclusive of the number of scholars given in the lower row.

These tables are based on information supplied by the Director of Colonial Studies, Colonial Office. There may be a few students who are not included in these three tables, as the Colonial Office does not necessarily come into contact with all West African students who come to the United Kingdom.

COURSES BEING TAKEN BY WEST AFRICAN STUDENTS AT UNIVERSITIES AND UNIVERSITY COLLEGES IN THE UNITED KINGDOM AND IN EIRE AS AT 28TH FEBRUARY, 1945

	Law	Medicine	Engineering	Science	Arts	Music and Art	Architecture	Geography	Dentistry	Veterinary Surgery	Mathematics	Languages other than European	Teacher Training	Agriculture	Commerce	Social Science	Moral Sciences	Other Subjects	Total
Nigeria	30	45	7	8	6	1	1	—	—	—	2	5	3	—	8	16	1	5	138
(Scholars) ...	—	—	2	7	1	1	—	—	—	—	2	5	1	—	3	16	—	2	40
Gold Coast	5	21	2	6	6	—	—	3	6	1	3	3	5	3	3	7	3	3	80
(Scholars)	1	11	2	3	2	—	—	3	3	1	1	2	4	2	1	7	2	2	47
Sierra Leone	1	10	3	—	3	—	—	—	2	—	1	—	—	—	2	6	1	—	29
(Scholars)	—	1	—	—	2	—	—	—	—	—	—	—	—	—	—	4	—	—	7
Gambia	—	—	—	—	—	—	—	—	1	—	—	—	—	—	—	1	—	—	2
(Scholars)	—	—	—	—	—	—	—	—	1	—	—	—	—	—	—	1	—	—	2
	36	76	12	14	15	1	1	3	9	1	6	8	8	3	13	30	5	8	249
	1	12	4	10	5	1	—	3	4	1	3	7	5	2	4	28	2	4	96

COURSES BEING TAKEN BY WEST AFRICAN STUDENTS IN THE UNITED KINGDOM WHO ARE NOT UNDERGRADUATES AT UNIVERSITIES

	Law (Inns of Court)	Medicine (Premedical at Glasgow and Edinburgh)	*Engineering	Science	Music and Art	Accountancy	Dentistry	Veterinary Surgery	†Teacher Training	Commerce	Nursing and Nursery School	Domestic Science	‡Other Subjects	Total
Nigeria	25	6	5	2	—	2	—	—	—	2	4	—	9	55
(Scholars) ...	2	—	1	—	—	1	—	—	—	—	—	—	—	4
Gold Coast ...	—	2	2	—	2	—	—	—	—	—	2	1	—	9
(Scholars) ...	—	—	2	—	2	—	—	—	—	—	—	1	—	5
Sierra Leone ...	4	2	3	1	—	—	1	1	12	—	4	1	4	33
(Scholars) ...	—	1	—	—	—	—	—	—	5	—	—	1	—	7
Gambia... ...	2	1	—	—	2	—	—	—	—	—	—	—	1	6
(Scholars) ...	—	—	—	—	—	—	—	—	—	—	—	—	—	—
	31	11	10	3	4	2	1	1	12	2	10	2	14	103
	2	1	3	—	2	1	—	—	5	—	—	2	—	16

* Including students at Northampton Polytechnic, Technical College, Hull, Huddersfield Technical College, College of Technology, Northampton.
† Including students at Homerton College, Cambridge, Mount Pleasant, Liverpool, St. Charles' Training College, Cold Ash, Berkshire, Hereford Training College.
‡ Mostly technical subjects being studied at Technical Institutes.

APPENDIX V

Departmental Courses of Technical Training in Nigeria

A short account of the main departmental courses of technical training maintained in Nigeria, based on information supplied by the Government of Nigeria.

A. *Courses provided by the Public Works Department*

The Junior Technical Staff course.

This course was started in 1931 in Lagos. A qualified engineer of the department is posted to the course as Instructor. The entrance qualification is the Cambridge senior school certificate or the Nigeria Middle VI examination. The course includes English, mathematics, electricity and magnetism, surveying, building construction and other technical courses. It lasts for 4½ years providing a sandwich course of practice and theory, in all 3 years of practice and 1½ years of theory.

The average annual entry is 10 students. In the last 13 years 107 members of the Public Works Department junior technical staff have been trained in this course.

Students have been trained also for the Gambia and for Sierra Leone Governments and for the architectural branch of the Nigerian Public Works Department.

Junior Technical Course, Kaduna.

This course was started in 1938 and has been staffed by members of the department. The entrance qualification is the Middle VI examination. The students are from Kaduna College and they are trained for their future employment in the Native Administration Works Department. The average annual entry is 4–6. If students of the required qualifications were available, 12 entrants could be accepted each year.

B *Courses provided by the Nigerian Railway*

Technical apprentices' course for the mechanical department.

This course was started in 1942 in Lagos. Recently it has been impossible to provide an instructor from the railway staff. Theoretical instruction has been received in the " University Evening Classes " held at Kings College, Lagos, by instructors provided by the Public Works Department.

The entrance qualification is the Cambridge senior school certificate or Nigeria Middle VI examination, and a satisfactory interview. The course lasts for 5 years. There are at present 14 students taking this course to which 6–8 could be admitted annually.

Station Staff Training course.

This course in Lagos has been running since the opening of the railway. It is under a European instructor. The standard of entry is now the Cambridge senior school certificate or the Nigeria Middle VI examination.

In 1943 a four year course was started to train selected station staff who must have had at least five years' railway experience.

C. *Courses provided by the Marine Department*

A course was started in 1928 in the Marine Department at Apapa, Lagos, and is under a European instructor. The entrance qualification is the Cambridge senior school certificate. It is designed to train those who will ultimately occupy senior posts on Nigerian Marine vessels. Students are trained in a six year course (of which a proportion must be spent at sea) for the Board of Trade Certificate. The dockyard has been approved, for training for this certificate. It has been found that many of the pupils have been hindered by weakness in mathematics even though they have obtained exemption from London matriculation. The numbers taking the course vary but since 1937 have averaged about 12.

D. *Courses provided by the Posts and Telegraphs Department*

A course was established in 1931 in Lagos. It is under a European instructor. The entrance qualification is the Nigeria Middle VI examination or an equivalent standard.

The course is for the training of sub-inspectors, and lasts six years of which the first three years provide a sandwich course of theory and practice, and the last three years provide for work in the districts.

An average of 4–6 students are admitted each year.

E. *Courses provided by the Lands and Survey Department*

Apart from the training of professional surveyors which has already been discussed, classes are conducted in Lagos for the training of computers, draughtsmen and other technical staff of the department. These students also attend the survey school at Oyo to get some experience of practical work.

APPENDIX VI

Survey School, Oyo, Nigeria

History

1. This school was founded in Lagos in 1908 to train professional surveyors. It was the first Government school in Nigeria for training Africans for responsible professional posts. In 1926 the school was moved to Ibadan, and in 1934 to Oyo to more open country suitable for a survey school. Up till 1934 the three year course was taken entirely at the survey school but since 1934 the first two years of the course have been taken at the Higher College, Yaba, and two further years at the survey school at Oyo.

2. The survey students for the first two years of their course enjoy the general amenities of the Higher College. During the second two years of their course they are resident at the survey school at Oyo and are isolated from many of their former interests. The student body is not large enough to engage in varied corporate activities but the students have been allowed to use the playing fields of a training college nearby.

Government of the school

3. The school has always formed a part of the Government survey department and is under the control of the Director of Lands and Surveys.

Staff

4. The school has usually been run by an officer of the survey department except during two periods 1908–13 and 1930–39 when a special instructor was in charge.

Students

5. *Admission.*—Up till 1934 the aim of the entrance qualification was the senior school certificate but students with the junior certificate were often accepted. The number of vacancies in the school has always been governed by the number of vacant posts in the survey department. Until 1934, students recommended by principals of secondary schools sat for an entrance examination set by the survey department. Since 1934 the principal of the Higher College has selected for the survey course the required number of students from those who have passed the Higher College entrance examination. Since few students made the survey course their first choice, some find themselves studying for an uncongenial career. Since 1935 21 pupils have entered the Survey School. Entrants are admitted once every two years.

6. *Fees and scholarships.*—These are the same as for other students of the Higher College, Yaba. (See Chapter III).

Courses

7. The course lasts for four years. Two years are spent at the Higher College, Yaba on a science course. Two further years are spent at the Survey School at Oyo, in specialist training. At the end of this course successful students are granted a Yaba diploma.

8. Of the 21 pupils who have entered the course since 1935 10 have passed and been appointed to the survey department, 1 has passed but has not been appointed, 4 have failed, 1 has been invalided and 1 has resigned, 4 are in the survey school now. From the 6 pupils who took the last course 1942–43 1 resigned, 4 failed and 1 passed: none were appointed to the survey department. Of recent years it has proved very difficult to get Higher College students to take the survey course.

Subsequent employment of students

9. Those students who pass the survey diploma are normally absorbed by the survey department. The vacancies in the survey department are likely to increase in view of the amount of survey work which is needed as a basis for future schemes of development all over Nigeria. At the present moment only one-eighth of Nigeria has been topographically mapped.

10. We were informed that those who passed the survey course before 1934 were in many cases better suited for employment in the survey department than those who had passed the present course.

11. Many students after completing their course at the school subsequently take the Licensed Surveyors' examination, a local qualification which does not include geodetic work. Some of these surveyors subsequently leave Government service to take up an independent survey practice.

Finance

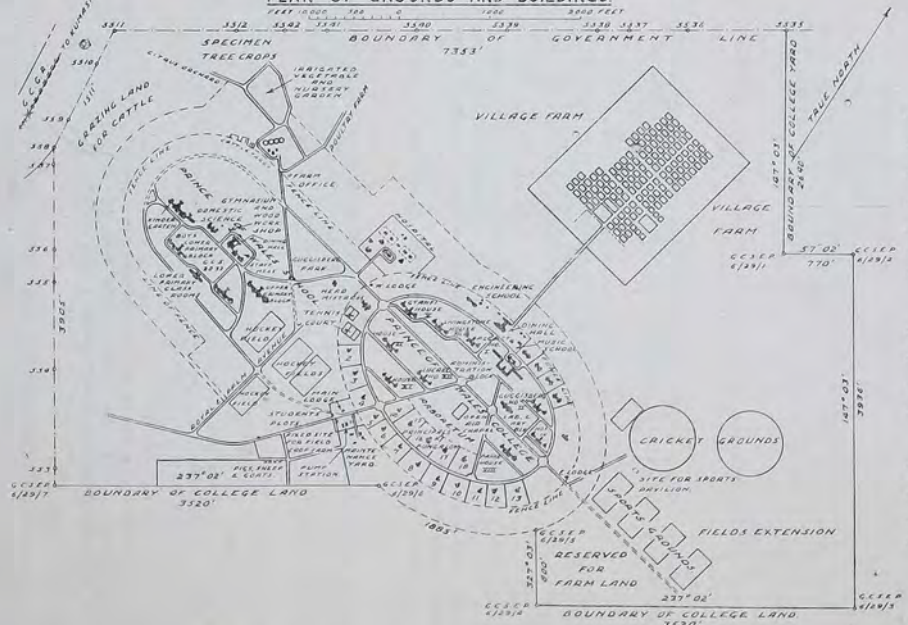
12. The cost to Government of the last two years 1942–3 at the survey school was £3,900. None of the students who took this course obtained appointment to Government service.

(49038r) Wt. 4751—760 3/46 D.L. G. 373 (T.S. 20374)

ACHIMOTA.

PRINCE OF WALES COLLEGE AND SCHOOL.

PLAN OF GROUNDS AND BUILDINGS.



each

LONDON
PRINTED AND PUBLISHED BY HIS MAJESTY'S STATIONERY OFFICE
To be purchased directly from H.M. STATIONERY OFFICE at the following addresses:
York House, Kingsway, London, W.C.2; 13a Castle Street, Edinburgh 2;
39-41 King Street, Manchester 2; 1 St. Andrew's Crescent, Cardiff;
80 Chichester Street, Belfast;
or through any bookseller

1945
(*Reprinted* 1946)

Price 3*s.* 0*d.* net