

Africana

GOLD COAST



GOVERNMENT

REPORT
of the
CONSTITUTIONAL ADVISER


GOLD COAST

Printed and published by the Government Printer, Accra. To be purchased from the Government Printing Department (Publications Branch), Accra, Gold Coast, and from the Crown Agents for Oversea Governments and Administrations, 4 Millbank, London, S.W.1.

1955

PRICE—SIXPENCE

Ref: S.C.6.

OFFICE OF THE CONSTITUTIONAL ADVISER,
PRIVATE POST BAG,
ACCRA.
17th December, 1955.

YOUR EXCELLENCY,

I have the honour to submit thirty copies of my recommendations for constitutional changes in the Gold Coast intended to secure an adequate degree of transfer of power from the centre to the regions. I hope Government may agree to publish these recommendations without delay.

2. It would be impossible for me to acknowledge all the various sources from which the information forming the basis of these recommendations has been obtained. Some of the principal representative bodies of whose advice I have had the benefit, are mentioned in my discussion of the recommendations. Though I cannot hope to do justice to the co-operation, courtesy and good humour which I have experienced in numerous quarters it would be ungracious not to acknowledge the great debt I owe to Sir Sidney Phillipson and his masterly survey of the problems with which I have had to deal. I think I should say too that though the representatives of the opposition found themselves unable to co-operate in my task, they did not allow their strong political feelings in any way to prejudice the civilities of social intercourse. I am glad to have met them and I learnt a good deal from them without being able actually to discuss their proposals or my proposals in detail.

3. I am most grateful to Your Excellency and your Government for the manner in which I have been treated. In particular the loan to me of the services of Mr. Alton has been the main factor in any value which these recommendations may possess. Mrs. Brind has kept the office going with the maximum of efficiency and the minimum of fuss, and I am very grateful.

4. I doubt if I can contribute much further to the objects of my mission, the most important of which I have failed to achieve. Should any further occasion for my services arise next year, I shall be at Your Excellency's disposal.

I have the honour to be
Your Excellency's
Obedient Servant,
F. C. BOURNE
Constitutional Adviser.

HIS EXCELLENCY,
SIR CHARLES ARDEN-CLARKE, G.C.M.G.,
GOVERNMENT HOUSE,
ACCRA.

INTRODUCTION

I was appointed by the Secretary of State at the request of the Gold Coast Government, acting under the authority of the Legislative Assembly, to advise the Gold Coast Government and all parties on problems connected with devolution to regions. To this end I arrived in the Gold Coast on 26th September, 1955.

A personal statement setting out my aims, endorsed by the Government, was published as *Gazette Notice No. 2933 in Gold Coast Gazette* Number 84 of 15th October, 1955.

As the object of my mission was to give advice in the light of conditions as I found them, and as I was not appointed as a Commissioner to report in due form, I consider that my advice to the Gold Coast Government and the country as a whole can best, as events have developed, be given as recommendations supported by explanatory detail.

I, therefore, proceed to consider in the following paragraphs a scheme for engaging regions more closely in the business of government. My proposals are intended to afford the means for "diffusion of power from the centre" which is what I understand to be essentially what is asked for by parties in opposition to the government. The scheme I propose is what I myself consider to be justified by the facts of the situation.

In acquainting myself with the Gold Coast situation I sought information and advice very widely from a great number of bodies and individuals, and I was in no way limited at any time in any of my activities. In the event the National Liberation Movement and its allies declared themselves unable to afford me the opportunity of consultation on the grounds that the recent State Councils (Ashanti) Amendment Bill directly attacked the heritage and culture of Ashanti and *pro tanto* stultified my mission.

The upshot, therefore, is that though I am aware of the Government's views on regional devolution, and though I have had most fruitful discussion with the Standing Committees of the Northern Territories' Council, the Trans Volta/Togoland Council and the Joint Provincial Council, and with a very large number of Local Government bodies and other representative individuals and institutions and Government officials of all grades, I have not had the advantage of discussing their own Federal proposals with the N.L.M. and their allies, nor of offering them for their consideration my own alternative proposals.

"Proposals for a Federal Constitution for an independent Gold Coast and Togoland" were published in an undated document about the middle of the current year. They were forwarded to the Secretary of State in August. The N.L.M. who were responsible for these proposals had the support of the Asanteman Council and among the signatories of the document was the leader of the official opposition, who is also Chairman of the N.P.P. Another signatory was the President of the Aborigines Rights Protection Society and others represented a number of Movements such as the Ghana Action Party, the Muslim Association Party, the Ghana Congress Party, the Asante Youth Association, the Anlo Youth Organisation and the Togoland Congress. The State Council of Akim Abuakwa State in the Eastern Region of the Colony also sent a supporting memorandum dated 19th August, 1955. But the Joint Provincial Council representing all the Chiefs in the two Colony Regions, after prolonged discussion, by a majority decision rejected the Federal proposals. It would be unfair for me to criticise these "Proposals" in detail, as the authors have declined to discuss them.

Moreover, the "Proposals" were in fact presented as an outline only: the details were left for discussion in a Constituent Assembly, and the financial arrangements in particular were to be worked out by a Finance Commission under that Assembly. The suggestion was that this Assembly should be composed of elected representatives and representatives of Territorial Councils and some other bodies selected at a preliminary conference of all political parties and movements called by Government. Under the existing Constitution responsibility for the government of the country has been conferred on the Legislative Assembly and the Cabinet, under the general supervision of His Excellency the Governor, with reference, when occasion demands it, to the Secretary of State. This responsibility cannot be transferred to any other body nor do I see what authority a Constituent Assembly appointed in the manner suggested would have had.

I would, however, suggest that experience in other countries has shown that fragmentation of existing States is, on general grounds, mistaken: on the contrary the tendency has been towards greater consolidation. The "Proposals" are based on a revolt against excessive centralisation: this can surely be corrected by less drastic administrative changes than those so far recommended by the N.L.M. The Gold Coast with its component parts working as a team has a great future not only as a prosperous member of the nations of the world, but as an example to numerous less developed communities in the African continent. The opportunities now available may not recur.

In the following paragraphs I offer such a scheme of devolution as I have been able to devise on the evidence afforded me. They provide for a very substantial transfer of power from the centre to regions. Careful consideration of all the advice I have received suggests that they should meet the legitimate demands of the political, social and economic conditions of the Gold Coast.

It is my hope that the recommendations as stated will furnish material for the drafting of the Chapter of the Constitution dealing with regional devolution.

I have not endeavoured to usurp the functions of a parliamentary draftsman, though here and there for purposes of clarity I have set out possible clauses in more or less legislative form. Before that stage is reached, time must be given for full consideration and discussion in the country and in the Legislative Assembly. It is for the people to decide.

"Laws they are not, which public approbation hath not made so."

RECOMMENDATIONS

I. First of all the term "Region" must be defined. I suggest that the Accra region should be left as it is and should not be affected by any new arrangements which may be made. I think regions should be limited to the Eastern, Western, Ashanti and Northern Territories regions for the time being.

Should Togoland or most of it fall to the Gold Coast before the new Constitution has been finally drafted, the Trans Volta/Togoland region could be added to the list.

Whatever may be the result of the long standing difference between the Brong States of Western Ashanti and the Asanteman Council, I cannot see any administrative justification for creating a separate region of this comparatively small area wherein local opinion on the subject is far from unanimous.

I have heard opinions of undeniable weight to the effect that the Colony should either be administered as one region (excluding, I suppose, the small Accra region) or as three: the present division of two regions is felt to be inappropriate. I can give no opinion of my own on this point, but whatever happens, the Joint Provincial Council do not mean to allow themselves to be divided again.

I suggest that the numbers or boundaries of regions under the Constitution should not be altered except in accordance with the general wish of the residents in the region or regions concerned, ascertained by references to District Councils or—in their absence—to Local Councils, and such other representative bodies or individuals as Government may find it appropriate to consult. ✓

II. I think the term "Regional Assemblies" might be more acceptable than "Regional Councils". There is already the Asanteman *Council* in Ashanti and the Joint Provincial *Council* of Chiefs in the Colony. Moreover the term "Assembly" is more appropriate to the sort of body here contemplated.

I suggest that the existence of District Councils throughout regions should be a condition precedent to the establishment of the Regional Assembly. The existence of Local Councils has provided a basis of experience for the creation of District Councils. Similarly where District Councils have existed, they will in their turn have provided a wider experience to be used by their members in exercising the functions of a Regional Assembly. ✓

The result of this provision would be that of the four regions under consideration only Ashanti and the Northern Territories would qualify for a Regional Assembly at once. This is not unreasonable; for the setting up of a Regional Assembly, and devolution of powers to it is really more urgent for areas distant from the centre than for those contiguous to it.

Should such Assemblies come to be regarded as a useful and popular institution, I have no doubt that arrangements could be made fairly speedily to set up District Councils in the Eastern and Western regions which could in their turn demand the setting-up of a Regional Assembly in their region also. I suggest, therefore, that this clause should read —

"A Regional Assembly shall be established in any region where the majority of District Councils desire it; provided that a Regional Assembly shall not be established unless District Councils have been first set up to cover the whole region."

III. The next thing and one of the most important things to consider is the position of Chiefs. At present officially they have a very important part to play in the development of the Local Councils which have been established in the Colony and Ashanti, based geographically largely on the States; and the Local Council stage is that wherein the Chiefs' influence will always perhaps be of major importance; as I understand the position, they are practically debarred from personal participation in political and administrative work outside the bounds of their own States. They are recognised as fathers and spokesmen of their own people, but remain unrelated to the people of other States, except in so far as they can contribute to the common stock of practical experience for the good of the Region as a whole. Their position in the country is based on tradition and not on Statute. Tradition is a living thing which is best left to develop naturally. It would be unsuitable to endeavour in detail to define the functions and privileges of Chiefs in the Constitution. But in view of their very great importance in matters of regional development, particularly in the field of Local Government, something must be laid down in the first place to safeguard their position, and in the second place to provide a means whereby their experience can be utilised for the general good of the region. I would, therefore, suggest something of the following nature to be embodied in the Constitution. These sub-clauses might follow a brief prelude incorporating the spirit of the above introductory observations.

"(i) that no measure affecting the traditional function or privileges of a Chief or Chiefs in a Region or Regions, whether a Regional Assembly shall have been established or not, shall be introduced in the Legislative Assembly without prior consultation with the Chief or Chiefs concerned. Any views received as a result of such consultation shall be circulated to all members of the Legislative Assembly and shall be laid before the House for debate and determination by a free vote without respect to party affiliations, before such measure is read for the first time."

I have suggested "a free vote without respect to party affiliations" in the hope that this will help to establish the fact that chiefs and their traditional functions and privileges are outside party politics.

"(ii) in any region in which a recognised Council of Chiefs exists it shall be open to such Council at their pleasure to tender advice on any subject of regional importance to the Regional Assembly; and similarly the Regional Assembly should normally seek the advice of such Council on such matters. Advice received under this clause shall be laid before the Regional Assembly concerned for debate and determination of the question involved."

Should Regional Assemblies be established in due course in one or both of the Colony Regions, perhaps the Joint Provincial Council, in exercising their rights under this clause, might agree to sit in separate (Eastern or Western) Wings.

IV. The next thing would probably be to lay down the objects for which Regional Assemblies are being established. Perhaps something on the following lines would serve.

- (i) to afford an effective link between regions and the Central Government and thereby to remove any danger of excessive centralisation;
- (ii) to provide for the formation and ventilation of local opinion on matters of national importance;
- (iii) to procure the use of local knowledge and experience to ensure that legislation is devised and implemented and schemes and projects involving expenditure in the region designed, and the required money provided, in a manner suited to the circumstances of the region concerned.

V. I suggest that the establishment of an Assembly in any region should be effected by a separate Government Ordinance. It would have to be made clear that the supreme legislative power remained at the centre, but that in order to carry out the objects stated in the previous clause, Government would transfer to regions the powers and functions necessary for the purpose. This is the reverse of the system recommended in the N.L.M.'s Federal Scheme, whereby the Centre's powers are to be prescribed and all residuary powers are to rest with the units. This extreme form of Federation would, I believe, slow down development and introduce an intolerable handicap to the administration of the country.

✓VI. The question of how the Regional Assemblies should be composed is clearly most important. I think in the first place that all members of the Legislative Assembly elected from the Region, except Ministers and Ministerial Secretaries, should be ex-officio members so long as they remain members of the Legislative Assembly. They might not all be able to attend meetings regularly, as their duty to the Legislative Assembly would have priority, but they would at least have the right to attend and it is hoped that their attendance would not be perfunctory. Their presence would be of great value, as they would at the meetings obtain real first hand information of the feelings in the region regarding important matters under consideration at the centre.

Secondly I suggest a similar and perhaps somewhat larger number of members should be elected up from District and Municipal Councils. These members would really be the main body of the Assembly, and being themselves (excepting the Municipal members) also members of Local Councils and District Councils they would maintain direct touch with the people on all subjects. Their membership of the Regional Assembly should terminate on their ceasing to be members of the District or Municipal Councils concerned.

I believe that Municipal Councils should be represented on Regional Assemblies, if only to afford regular contact between the Municipality and the Assembly. I do not contemplate any sort of interference by the Assembly in Municipal affairs or any common financial assets or liabilities.

Thirdly I suggest that the above two classes of member combined would have power to co-opt, up to twenty per cent of their number, important residents in the region, men of standing and experience whose advice they would value, possibly including representatives of commercial interests. These members would be eligible to hold any office in the Assembly including that of Chairman, but in order to avoid any undue emphasis on party affiliation in their selection, I think these members, though otherwise full members, should not be entitled to vote.

I suggest that the normal duration of such an Assembly should be three years.

It is probable that some regions, if not all, might desire that there should be a President of their Regional Assembly. If there were such a President, his functions would be limited to the formal opening of the first session of the Assembly in any current year. He would be kept in touch with all the Assembly's proceedings, and he could send for the Chairman at any time for discussion; but apart from this, he would have no part in the Assembly's proceedings and no prescribed power of control.

If a region or regions did desire such a President to be appointed, there would be considerable difficulty in deciding how the appointment should be made. It would be clearly undesirable to make such a question a matter of possibly acrimonious debate in the Regional Assembly. On the other hand nomination by Government, or by H.E. the Governor, might be considered to be out of keeping with democratic theory.

I think myself there are many advantages in enabling such a President to be appointed when locally desired.

It might be laid down that when not less than two-thirds of the members of a Regional Assembly present and voting agreed to a nomination, a resident in the region could by resolution be appointed President of the Assembly.

✓VII. Regional Assemblies should be formally consulted on the intention and proposed content of any new principal legislation or amendments to principal legislation and the draft of Bills on any matters substantially affecting the life or well-being of the inhabitants of the Region concerned, provided that bills certified by the Minister of Finance as requiring budgetary secrecy or by the Attorney-General as urgent or purely formal, should not be so referred.

Regional Assemblies should also have the right by resolution to recommend to Government measures which they considered desirable for enactment in the interests of the region. They should also be enabled to give their advice on any other matters referred to them by Government.

✓VIII. Devolution of power by Government to regions is a matter which requires most careful consideration. Such a devolution could be of great value to Government in relieving Ministers and their staffs in Accra of a great deal of local business which would be better performed in the regions, and the removal of which from Accra, would give the Ministers more time to consider broad matters of policy

on a national basis. I suggest that the Ministry of Local Government should transfer a very substantial part of their functions to Regional Assemblies and considerable transfers should also take place in the fields of development, agriculture, communications, works (particularly internal roads and water supply) housing, education and health. I suggest that the following items should be transferred in all cases:

1. *Local Government*

- (i) the approval of Local Authority Estimates.
- (ii) the approval of Local Authority rates and precepts.
- (iii) the approval of Local Authority loans, within loans policy centrally laid down and the total sum made available.
- (iv) the approval of bye-laws, fees and licenses.
- (v) the allocation and administration of regional grants in aid from all sources to Local Authorities.
- (vi) the appointment of such member or members, as is prescribed, to the regional committees of the Local Government Service Commission. These committees are intended to undertake such functions in respect of local government staff matters as is laid down in Local Government Council Staff Regulations; they will be responsible to a central Local Government Service Commission.
- (vii) the consideration and the making of recommendations in respect of amendments to the Instruments of Local Authorities.
- (viii) approval of the appointment of Joint Committees.

2. *Agriculture, Animal Health and Forestry*

Extension work; and the supervision and encouragement of Local Authorities in the exercise of such functions as have been granted to them under section 58 of the Local Government Ordinance.

3. *Education*

Within the framework of general policy laid down, control over Local Authorities' responsibilities in respect of primary and middle education. Extensive advisory functions in relation to secondary education, and determination of site, type plans etc. of secondary institutions within the funds allocated.

4. *Communications*

Responsibility for control over regional roads, excluding national routes and main inter-regional routes. This control should extend to decisions as to which regional roads should be improved and maintained within the finances annually allocated for this purpose to the Region.

5. *Medical and Health*

The determination of the site of Health Centres within general conditions and principles laid down and the available funds; the general direction and encouragement of Local Authorities' efforts in the provision of dressing stations, maternity clinics, ambulance services and rural hygiene, as exercised under section 58 of the Local Government Ordinance.

6. *Works—Rural Water Development*

The allocation of priorities both in respect of decision as to which localities shall be provided next with water supply schemes and also decision as to division of funds and resources between large and small schemes—within the availability of funds provided to the region, and general conditions and principles laid down.

7. *Town and Country Planning*

Responsibility for appointment and supervision of local committees, other than Local Authority or Municipal committees; responsibility for approving plans. Decision as to the order of priority for the undertaking of village plans, within the funds and resources made available to the region. Regional Assemblies might perhaps be constituted as Regional Planning Authorities for this purpose, excluding any areas subject to control by a Municipal Council.

8. *Housing*

The administration of rural housing projects, such as the Roof Loans Scheme, within the limits of national policy and the funds allocated: responsibility for appointment and supervision of local committees charged with duties under any ordinance designed to further housing, housing loans, building societies etc.

9. *General*

Within the above fields and within the general procedure laid down for consideration of development and ordinary estimates, it is the intention:

- (a) that the Regional Assembly shall have the power of determination of the site of a new project where this concerns the Region and is not national or inter-regional in character.
- (b) in considering the expansion or contraction of any service (including the closing down of an institution) the Regional Assembly shall have the power of determining on which project the increased or decreased expenditure shall be made, when this concerns the Region and is not national or inter-regional in character.

10. *Appointment to Statutory Boards, Committees etc.*

Where a Corporation, Committee etc. which is established, whether by ordinance or otherwise, by the Central Government is of an inter-regional character, provision should be made for representation from those regions affected. Where provision is made for the appointment of regional representatives to statutory boards, committees etc., appointment of such representatives should lie in the hands of Regional Assemblies. Such representation would appear to be particularly desirable in the case of the Agricultural Development Corporation, the Cocoa Marketing Board and the Industrial Development Corporation.

11. *The making of Regulations*

Within the fields transferred, Regional Assemblies should be given the power of making regulations, bye-laws etc., under the appropriate principal ordinances.

These items should be included in each Ordinance setting-up a Regional Assembly. Moreover when the Ordinance first comes to be drafted, Ministers concerned would be expected to review the work of their Ministries in detail in order to decide whether further items should also be transferred. I suggest that a similar review by these Ministries should take place periodically, perhaps every five years.

Once the functions have been transferred, they could not be withdrawn except by formal amendment in the Ordinance by resolution of the Legislative Assembly.

IX. It is important that the Regional Assembly should not work in a water-tight compartment without relation to the Legislative Assembly. I consider that it is necessary to lay down that all Ministers of Government shall have a right at any time, by arrangement with the Chairman, to address the Regional Assembly on matters relating to their portfolios. Of course, it is implied in this proposal that members of the Assembly would be in order in questioning the Minister on points not clear in his address; so that this clause will, in fact, enable Ministers to keep Regional Assemblies in touch with the work of their Ministries while, at the same time, giving members of the Regional Assembly the opportunity of voicing their local views and airing their local grievances before the Minister concerned.

X. The position of the Chief Regional Officer requires to be defined. There would be no change as regards his normal functions as the Senior Government Administrative Officer in the region; but at the same time, he would become the Chief Executive Officer of the Regional Assembly. I do not suggest that he should be a member of the Assembly or have a vote; but he would be available for aid and advice at any time and for service on committees of the Assembly. In fact, an Assembly might wish to make him Chairman of their Executive Committee as suggested in paragraph 334 of the Coussey Report: this particular point should not perhaps be laid down in the Constitution, but should be left for the Regional Assembly to decide but he should normally attend meetings of the Executive Committee though not entitled to a vote. In the fields transferred by Government to the Regional Assembly, the Chief Executive Officer would have a duty to co-ordinate the work of the various Government Departments in the region.

XI. The Regional Assembly should have power to appoint an Executive or General Purposes Committee, and also to appoint, whenever required, committees dealing with matters relating to specific Ministries. There could, for instance, suitably be a Development Committee, and it would no doubt be found convenient to entrust most of the day-to-day work of the Assembly to committees, as is done in County Councils in England.

XII. The great bulk of the Gold Coast revenue is derived from external trade. Moreover, the Gold Coast is not a very big country as independent countries go, and the regions are largely dependent on each other in all economic fields. It is not suggested, therefore, that Regional Assemblies should have any power to raise money by taxation or otherwise. The proceeds of Local Government taxation will be entirely used up in Local, Urban and District Councils. Regional Assemblies would, therefore, be grant-receiving bodies for their own direct activities, and in other spheres, where they will have a measure of control over regional departmental activities generally, the services of the department concerned would be employed.

In order to give Regional Assemblies a real interest in development expenditure and departmental expenditure in their regions, provisions on the following lines seem to be desirable:

- (i) Regional Assemblies will be consulted in the formative stage of all parts of development plans affecting the Region. Thereafter when a development plan is laid before the Legislative Assembly, a figure will be stated as representing the sum expected to be available for regional development after due provision has been made for Central Government services and for expenditure on airports, harbours, the Volta River Project, higher education etc., and for inter-regional services such as trunk roads, posts and telecommunications etc. When this sum has been agreed the Legislative Assembly will then determine how this sum on a percentage basis should be allotted between regions, and the percentage will be reported to the Regional Assembly before the preparation of estimates begin.
- (ii) When actual estimates come to be considered, including recurrent, road and development funds estimates—
 - (a) Government will arrange for preliminary consultation between Regional departmental representatives and committees of the Regional Assembly.
 - (b) When provisional departmental estimates are ready, they shall be referred to the Regional Assembly, debated in that Assembly and returned to the Ministry of Finance with the formal resolution of the Assembly recorded.
 - (c) Such formal resolutions shall be fully reported by the Minister of Finance to the Legislative Assembly with his observations, and these will then be debated when the Minister of Finance presents the estimates.

It should be administrative practice that with regard to supplementary provisions, important changes should not be made without consultation with the Region or Regions concerned, more particularly in cases where it is intended to transfer money from one Region to another.

It is understood that in future development plans there will be provision for a substantial unallocated reserve under each head. This proposal appears to be most desirable, and should go far to remove discontents which have occurred in the past.

XIII. It is, I think, agreed on all sides that historical circumstances have put the Northern Territories somewhat behind other regions in some of the most important fields of development. Much leeway has been made up, more particularly in the matter of roads and communications, by the present Government in the past few years, but much remains to be done. Education in particular needs special attention so that there may be plenty of candidates qualified for service in the Region. I would suggest, therefore, that it should be laid down that within a year of the Constitution coming into force, Government should produce an outline Ten Year Plan of development in the Northern Territories, with an undertaking that as the annual estimates come up for consideration year by year, a high degree of priority would be given to such portion of this plan as Government felt able to execute in the year following. For the ten years of the scheme the Northern Territories would have to receive grants additional to the standards laid down in clause XII above.

XIV. In order to ensure that amendments to the Ordinance setting-up the Assembly shall not be made without full consideration, it might be laid down that Ordinances establishing Regional Assemblies shall not be amended in the Legislative Assembly unless:

- (i) the Regional Assembly, or Assemblies, concerned have been first given a full opportunity to state their opinion on the amendments proposed, and
- (ii) any opinion so received shall have been laid before the Legislative Assembly and given proper consideration in debate.

XV. There should be a clause empowering Regional Assemblies to make their own rules of business, in which provision would be made for the following matters among others—

- (i) the place of Assembly and convening of meetings.
- (ii) the election of a Chairman and of one or more vice-Chairmen and the tenure of such appointments.
- (iii) the establishment of committees, the election of members and the appointment of Chairmen for them.

These rules should in all cases include a provision to the effect that in all committees care shall be taken to ensure, so far as may be, that all parties and interests are fairly represented.

- (iv) the delegation of functions to committees or to the Chief Executive Officer.

It is obvious that all the detailed business which will arise in consequence of the transfer of power from centre to regions, would not be carried out completely in the Regional Assembly itself. Members could not spare the time to be in sufficiently continuous session for this, so that they will have to delegate a considerable amount of their functions to their executives. Presumably this would mean the Executive Committee and the Chief Executive Officer. The minutes of the proceedings of the Executive Committee and indeed of all committees would, of course, have to be reported to the Regional Assembly at the first meeting of that Assembly after the Committee meeting concerned. As I see it the Chief Executive Officer would undertake a large proportion of the routine executive work, but would be required periodically to report on this work to the Regional Assembly.

Government might perhaps consider the issue of model rules by way of guidance to Regional Assemblies. There will, of course, be a number of matters requiring regulation which are not included above.

XVI. Government should be empowered in the Ordinances setting-up each Regional Assembly, apart from the matters dealt with in the foregoing clauses, to prescribe for:

- (i) the arrangements for the conduct of the initial meeting of any Assembly. Something on the following lines might serve:

“The Chief Regional Officer should be responsible for conveying this meeting and in doing so he should call for nomination of members to be co-opted. He would preside while the co-optation of members is proceeding. When the membership of the House has been completed, the Chief Regional Officer would fix a date in consultation with the members present for the first full meeting, wherein the Chairman would be elected. When this election had taken place, the Chief Regional Officer would leave the chair and the Assembly would proceed under its own Chairman to the consideration of the rules of business.

- (ii) the number of members to be elected up from each District Council or Municipal Council.
- (iii) the procedure for filling vacancies occurring during the life of the Regional Assembly caused by the death of a member or by the dissolution of a District or Municipal Council or otherwise.
- (iv) the minimum number of meetings to be held by the Assembly in any year.
- (v) the status as public officers of the staff employed by the Regional Assembly, their terms of service, method of recruitment etc.
- (vi) the rates of travelling and subsistence allowance for members attending meetings of the Regional Assemblies or of its committees.
- (vii) detailed administrative arrangements in regard to the system of consultation and advice in financial matters prescribed in clause XII.
- (viii) such other matters as require to be regulated to enable the Regional Assembly to perform its duties efficiently and in accordance with the intentions of this Chapter.