



GOLD COAST COLONY

REPORT  
OF THE  
Education Committee  
1937-1941

GOLD COAST :

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## PREFACE

1. At a meeting of the Board of Education on the 19th March, 1937, it was decided that a Committee should be appointed with the following terms of reference:—

“To examine the existing educational system in the Gold Coast and to make recommendations where necessary for its modification.”

His Excellency the Governor in due course appointed the Committee with the following membership:—

Mr. G. Power, Director of Education (*Chairman*).

Mr. D. Benzies, Supervisor of Schools, and later Principal of the Training College, of the Presbyterian Church.

Rev. H. M. Grace, Principal of Achimota.

Rev. C. W. Armstrong, General Superintendent of the Methodist Mission.

Nana Sir Ofori Atta, K.B.E., Omanhene of Akim Abuakwa.

Mr. V. A. Tettey, M.B.E., Senior Inspector of Schools, and later Deputy Director of Education.

Mr. E. Tagoe, Vice-President of the Gold Coast Teachers' Union, and later Inspector of Schools.

Mr. K. A. Korsah, O.B.E., Barrister-at-Law.

2. In January, 1939, Rev. M. B. Taylor, who had taken the place of Rev. C. W. Armstrong as General Superintendent of the Methodist Mission, was appointed a member of this Committee.

Rev. H. M. Grace left the country in May, 1939, and Rev. R. W. Stopford, who became Principal of Achimota in 1941, was appointed a member of this Committee in his place.

The death of Mr. Tettey, Deputy Director of Education, in November, 1941, was a great loss to the Committee, and his advice, based on his long experience and on his sympathetic understanding of our problems, has been greatly missed.

3. We met fourteen times between May and July, 1937, fourteen times between January and April, 1938, and seventeen times between January and May, 1939. During this period Mr. W. J. D. Wadley, Senior Inspector of Schools, acted as Secretary. We met again on eighteen occasions in December, 1941, for the final preparation of our Report.

We invited Europeans and Africans interested in education to express their views, and we had before us some forty memoranda, contributed both by individuals and by bodies connected with education.

We appointed two sub-committees to advise us, one regarding curriculum, and the other regarding girls' education. The former under the chairmanship of Mr. T. Barton, Senior Inspector of Schools, consisted of the following members:—

Mr. D. G. Herbert, Method Master at Achimota College and now Principal of King's College, Budo, Uganda.

Mr. V. A. Tettey, Education Department.

Mr. E. Tagoe, Teachers' Union.

Mr. D. Benzies, Scottish Mission.

The latter, under the chairmanship of Miss L. M. Tucker, Inspector of Schools, consisted of the following members:—

Miss E. M. Cooke, Headmistress, Achimota College.

Miss Irene Mason, Methodist Mission.

Miss E. H. McKillican, Scottish Mission.

Miss Ruby Quartey-Papafio, Headmistress, Government Girls' School.

These sub-committees held many meetings and we owe a great debt of gratitude to them.

4. Incidence of leave and the public and private engagements of the members of the Education Committee made it very difficult to arrange meetings at times when all could be present. The members of the Committee, regarding it as of vital importance to their task that all the different interests and points of view which they represented should be fully considered, were reluctant to meet unless all could attend. The thorough and unhurried consideration of every view-point and problem led often to long deliberations, the final reward of which, however, was the unanimity which the Committee has achieved. The difficulties and the policy referred to above inevitably caused long delays.

The outbreak of war with the acute shortage of staff which came in its train made further meetings out of the question for a considerable period. It was possible, however, for the Education Department to free Mr. T. Barton, Senior Inspector of Schools, for a short time early in 1940, and he was able to write a preliminary draft report for the consideration of members of the Committee. This draft report was sent, also, to others interested in education for their observations; many helpful criticisms were received which were considered by us in the preparation of our final report.

We are greatly indebted to Rev. R. W. Stopford, Principal of Achimota, for acting as secretary during our final meetings, when shortage of staff made it completely impossible for the Education Department to provide an officer for the purpose. Without his aid, the revision of this Report would hardly have been possible.

5. Our terms of reference were wide, and our preliminary discussions covered most aspects of the educational system of the country. It became clear however that the major problem was that of providing facilities for the education of a much larger number of children than can find places in the existing schools, and also of devising methods for raising the standard of the numerous schools which have sprung up in recent years without official approval, or, indeed, in many cases, without official knowledge. A considerable section of our Report is concerned with these questions. We have not dealt with education in the Northern Territories,

where the problems are different from those in the Colony and Ashanti, and where the Administration has its own distinctive form in which education plays a large part. We have also refrained from making recommendations in our Report with regard to employment, as this lay outside our terms of reference. Nevertheless the question of the types of employment available for educated young men and women has a direct bearing upon the whole system of education, and it was the subject of frequent discussions. We welcome the information that Government has undertaken a special investigation of this matter.

6. The arrangement of our Report will, we hope, make it easy to understand our main recommendations. We state briefly our conception of the aim and basis of education and then proceed to the consideration of the system of infant-junior schools which we believe to be the most vital need of the moment. We make recommendations for the alteration of the existing system and for the training of teachers specially for this work. We next consider the senior primary schools with special reference to the content of the curriculum, and we devote a chapter to the discussion of some special problems of girls' education. We deal in order with secondary education, and the training of teachers, and then consider some of the financial questions, including teachers' salaries. We believe the question of teachers' pensions to be of such importance that we have devoted a small separate chapter to it. We next discuss the general problem of university education and adult education, and then proceed to consider administration and control, where we make recommendations for setting up some new administrative machinery. We conclude with a chapter on a variety of miscellaneous points.

7. Our recommendations are mainly concerned with general principles. We have not considered it necessary or wise to enter into details upon many points, because we believe that a most careful consideration of many additional factors is necessary before alterations in Rules can be framed, and because, in some cases, only experience can show the exact form which regulations should take. We consider that the Central Advisory Committee, the establishment of which we propose, is the body best fitted to work out the detailed application of our recommendations.

We have attempted no estimate of the financial implications of our recommendations, which must necessarily depend upon their detailed application, and upon a growth in revenue from all sources which cannot be foreseen at this stage.

8. We have to acknowledge our gratitude to members of the public for their ready criticism and co-operation, and to the staff of the Education Department for much clerical assistance willingly and competently given. Finally, we desire to place on record the friendly and co-operative spirit which existed inside the Committee and has made pleasant for us all the fulfilment of our task.

## CHAPTER I

### THE AIM AND BASIS OF EDUCATION

9. This Report, which contains a constructive plan for the future of the Gold Coast, has been completed at a time when destruction on the largest scale ever known is raging throughout the world. The gigantic scale of this destruction has been made possible, to some extent, by the misuse in European and Asiatic countries of educational forces. When we read therefore such a definition of education as that contained in the Report of the Oxford Conference on Church, Community and State, "Education is the process by which the community seeks to open its life to all individuals within it, and enable them to take their part in it," we see that something further remains to be said concerning the quality of the community's life and the spirit that inspires its educational policy. Along with many others we have realised more clearly in the past two years that any process of education which is not founded upon spiritual values may ultimately destroy human virtue.

10. This view is affirmed by the statement of the Colonial Office in its Memorandum of 1925 that "native education must be based on religion." The Gold Coast people and Government have in the past recognised this truth by supporting a Christian ideal and way of education. With all the more confidence, therefore, do we state our belief that the essential purpose of education is to open to the citizens of a country a life which is rooted in the unseen and eternal realities, from which all the potentialities of the child will draw the means of growth. Spirit, mind and body are all alike the concern of education.

11. Each of these three aspects must be considered in its relation to the social structure and national tradition. Not only the curricula but the whole life of the school must be brought into the closest contact with the life of the home and neighbourhood that each may react on the others, preserving all that is good and providing for growth and change in the community as well as in the child. The memorandum mentioned above says, "Education should be adapted to the mentality, aptitudes, occupations and traditions of the various peoples, conserving as far as possible all sound and healthy elements in the fabric of their social life." Without this relationship and adaptation, education is unreal and dangerous.

12. Within the social framework the school must strive to train children in "habits, skills, knowledge, interests and attitudes of mind which they will need for living a full and useful life; to set standards of behaviour, effort, and attainment, by which they can measure their own conduct . . . . The ultimate test must be whether it assists in the development of citizens who desire the common good and are prepared to make sacrifices to secure and maintain it; men and women, that is, who care for all that is lovely and of good report. For the fully educated person, we should do well to remember, is one who is enlightened in his interests, impersonal in his judgments, ready in his sympathy for whatever is just and right, effective in the work he sets himself to do, and willing to lend a hand to anyone who is in need of it." (*Handbook of Suggestions for Teachers.*)

13. If education is a function of the community, then its aim must be that each individual should make the fullest contribution to the community. There must also be that equality of opportunity which is inherent in the democratic tradition of African life, and is also a fundamental assumption of British rule. No child should be debarred by reasons of finance from obtaining the form of education by means of which he or she can best serve the community. Moreover, an increasing supply of honest, devoted and well-educated leaders and citizens is the essential condition of the advance of any society. Particularly does the rapid development of African life in our day make this need urgent. If our plans bear fruit, that supply should be forthcoming. But it is in no spirit of easy optimism that we face the task, and in particular that part of it which relates to the training in industrious habits and a sense of values that will not be shaken in contact with the selfish and impersonal influences of the present age.

14. The school in the Gold Coast has already moved far from the stage at which its sole purpose seemed to be to train clerks for employment by European enterprises. Indeed it is now at a stage when we must plan our education in relation to the whole of the national life, having in mind as our ultimate aim the education of the whole people to be worthy citizens not only of the Gold Coast, but also of Africa, the Empire and the World.

15. In the words of Sanderson, the school must be a microcosm of the nation. At the same time it must provide for that growth and change in the community to which we have already referred. It is with the first of these two ideas in mind that we have laid such emphasis on the development of agriculture and the indigenous arts, crafts and music. Regarding the second, we believe that it is not an exaggeration to say that upon education rests the main responsibility for the framework of the new society which is emerging in this country. Our educational planning must therefore be most closely correlated with the work of all the public services.

16. However abstract the phrasing of our aim may be, we realise that the process of education is mainly concerned with three realities, the child, the teacher and the school. We must continually remind ourselves that the school is but a method, and not the only method, of education: that school and teacher alike exist for the child, whose interests and future possibilities they must serve, and for the development of whose individuality abundant room must be found in any system of education. Curricula and organisation must be made to suit the child, and not, as so often is the case, allowed to force the child to fit their pattern. In the last resort the child, who is the citizen of the future, must be the focus of the whole educational policy.

17. The school itself must provide an environment in which the child can grow. Its spirit and atmosphere, its discipline and its activities, mould imperceptibly the youthful spirit. Its surroundings and its buildings must be simple and yet beautiful, its equipment must be adequate without extravagance. But we would emphasise that it is the general tone which is the primary consideration, and that this depends not so much upon material surroundings as upon the staff.

18. On the teachers then rests the final and full responsibility for realising our hopes. Only by their example, influence and skill can our aim be achieved; the standard of the teacher sets the standard of the school. The proper training of teachers is therefore of first importance. All that has been said about the ideals and methods of the education of the child apply in special degree to the training of the teachers. Of all work in the community theirs yields the greatest opportunity for useful service. To their high calling the country must give the best possible training in character and mind, for they are the leaders of the generation to come: without their devotion and their skill no curriculum, however admirable, will achieve its end: without their moral integrity the whole educational system, however wisely planned, will not create a righteous people.

## CHAPTER II

### PRIMARY EDUCATION—INFANT-JUNIOR SCHOOLS

#### THE ESSENTIAL NEED

19. In 1920, Sir Gordon Guggisberg's Committee of Educationists completed an exhaustive examination of the then existing facilities for education and outlined a comprehensive scheme of development. Since then great improvements in the work of the primary school have been effected, and there has been a substantial increase in the number and the enrolment of these institutions. (See Appendix A).

20. But if educational progress has been gratifying, it has brought the problem of finance for widespread education more and more into the foreground. In 1936 Government was obliged to close the "assisted list," and the fact remains that as yet facilities do not exist for giving even a majority of our children of school-going age an opportunity for sound education. Obviously, the efforts of Government and the missions must be largely supplemented by those of the general community, and one of the principal problems before the Committee has been that of finding a means of accelerating the spread of a sound education at a cost which the country can afford.

21. The demand for education is already great and it is growing steadily. It is a significant fact that even in the less prosperous areas Chiefs and communities are becoming more and more willing to pay for the establishment of schools and to support teachers. Several hundreds of village infant-junior schools have been established and maintained by local effort in the last few years: but, unfortunately, they are staffed by untrained teachers and, on that account, they cannot achieve a quality which is in keeping with the aspirations of those who have established them, or which can be regarded as satisfactory on any reasonable standard of judgment.

22. We are of the opinion that one of the most important needs of the present time is for a larger number of efficient infant-junior schools, especially in those areas where there are few facilities for education. We believe that such a development would make possible steady and substantially accelerated progress towards

a proper educational system. We wish, however, to place on record our emphatic opinion that literacy alone is not education: all our proposals in this chapter should be regarded as only a preliminary stage towards that fuller education, as and when funds are available, the provision of which must be regarded as an essential need.

#### THE INFANT-JUNIOR SCHOOL

23. *Duration of Course.*—We envisage a course of six years' duration. At present the normal course is of six years' duration, three years being spent in the infant classes and three in the junior school. We propose, however, that two years only should be spent in the infant classes, followed by four years in the junior school.

24. *Age of Admission.*—We recommend that the normal age of admission should be six years. In making this recommendation we have in mind the fact that, in each of the classes in existing schools, there are children at several stages of development and that the oldest invariably receive most attention. The raising of the age of admission to six years instead of the present five (and the occasionally permitted four) would do much to remedy the situation and to reduce wastage. Moreover, as children at the age of six make more progress than they do when they are younger, this rule would assist materially in improving the general educational standard.

25. *Curriculum.*—The medium of instruction would be the vernacular. The essential aims of the curriculum may be represented as follows:—

- (a) religious instruction (subject to the provisions of paragraph 26);
- (b) the study of the vernacular;
- (c) a command of arithmetic sufficient for the needs of everyday life;
- (d) habits of healthy living;
- (e) a training in art, crafts and music based on and developing the traditions and aptitudes of the country;
- (f) the awakening of an intelligent interest in the environment of the Gold Coast citizen through  
(1) the teaching of Nature Study, Gardening and Agriculture in a thoroughly practical manner and (2) simple lessons on civic relationships of the individual in the family and the community;
- (g) ability to speak, read and write simple English.

26. In making provision for religious instruction and worship, the safeguards included in the present Education Rules would be preserved. These safeguards are:—(1) no child shall receive any religious instruction objected to by its parents or guardians; (2) no child shall be present at any form of religious instruction or worship to which its parents or guardians have taken exception; (3) every school shall be open to children without distinction of religion.

#### THE TRAINING OF TEACHERS FOR INFANT-JUNIOR SCHOOLS

27. *The Need.*—In the general observations made at the beginning of this chapter, it has been indicated that one of the principal obstacles to the establishment of satisfactory infant-junior schools is the shortage of trained teachers. At present the great majority of teachers employed in the numerous non-assisted infant-junior schools are without training of any kind and no solid progress will be possible until they can be replaced by teachers who have undergone an effective course of training and whose salaries are in keeping with the available resources.

28. After detailed study, the Curriculum Sub-Committee presented a report in which it indicated an essential minimum of academic qualifications and training for the new class of teacher required for the infant-junior school, particularly in the village. After consideration of this report and of the financial aspects of the problem, we have come to the conclusion that the demands of efficiency and finance would both be given reasonable satisfaction by the introduction of a new, two-year course. We therefore recommend that there should be provided for teachers in infant-junior schools a two-year course of training at a college, or in a department of a college, specifically staffed and equipped to train teachers for infant-junior schools.

29. *General Observations on the proposed new type of Teacher and Teacher-Training Course.*—It may safely be assumed that, for a very considerable time to come, students when they enter on the two-year course will have passed the Primary School Leaving Examination (the examination at present called the Standard VII Certificate Examination) and that, normally, they will not have received a more advanced education. The students, therefore, will be about sixteen years of age when they are enrolled, and about eighteen when they are certificated as teachers.

30. The course as a whole should provide for the revision and consolidation of the work the students have already done in the primary school, and for their training in methods of teaching applicable to infant-junior schools.

31. If the principles stated in the last paragraph are accepted by those responsible for the organisation of two-year courses, such courses should provide satisfactory equipment for work in the infant-junior school. But in view of the shortness of the new course and the youth of the students when they complete it, it is highly desirable that they should be given special supervision and guidance in the first years of their teaching careers—in other words that training should be extended to the schools. If possible there should be in each area a model infant-junior school, staffed by experienced teachers who have special qualifications. The newly-trained teachers should either begin their teaching careers in these schools or be placed in the charge of experienced Headmasters selected for this purpose. For some time to come these Headmasters will be chosen from those who have had a four-year training. Further training could be given by visiting teachers, selected from the best of those who have undergone the four-year course, who have distinguished themselves in infant and junior work, and who are likely to take a lead in making the school a centre for the general education of a community as a whole. Each educational unit should have a staff of visiting teachers. It would be a great advantage if they were given a special course of training before appointment. It is reasonable that they should be given special consideration so far as salaries are concerned. They should not be required to undertake duties of an administrative or clerical kind.

32. It is to be expected that, with the increase in number of infant-junior schools, educational bodies may wish to appoint special supervisors for the purpose of overlooking the work and organisation of such schools.

33. *Provision for the Training of Teachers for Infant-Junior Schools.*—As there will be a considerable increase in the number of infant-junior schools, a large number of teachers who have undergone the two-year course will be required in the near future.

34. Missions may wish to train their teachers at the colleges they have already established. This arrangement has the advantage of economy of staff and administration. It must be pointed out, however, that, by bringing two- and four-year course men under the same roof, invidious comparisons between the prospects of two types of teacher might be made more prominent than they would be in other circumstances. A sense of vocation evoked by mission teaching may lessen this danger: but, even so, we would urge that the two-year course should be given in separate colleges, if possible. We realise that the missions will be unable to provide such additional colleges from their own resources.

35. Provision should be made for teachers who have undergone a two-year course to receive further training after a period of outstandingly good service. This would recognise the reasonable ambitions of more capable and hard-working teachers and at the same time assist in providing supervising and visiting staffs for groups of infant-junior schools in the villages.

36. The principal missions apart, provision must be made for the needs of native authorities, undenominational organisations, and missions other than those which are able to maintain training colleges of their own. The demands from these various quarters may be expected to increase steadily, and a new training college which might well prove a model to others with the same purpose will be required in the comparatively near future. It may be suggested that this college should form a part of Achimota. The geographical position of Achimota is not a suitable one for the training of students of whom many will work in rural areas and, moreover, it appears in keeping with the natural development of Achimota that such extension as may be made in its teacher-training department in future should be in the nature of more, rather than less, advanced courses than those it now provides.

37. We consider, therefore, that it is necessary to establish a two-year training college for infant-junior school teachers and we recommend that it should be under the control of the Achimota Council. There should also be, in connection with this college, a model and experimental school which should be used for observation and demonstration purposes. In the following subsection we provide an outline scheme for the establishment of such a college.

#### TWO-YEAR COURSE TRAINING COLLEGE

38. *Choice of site.*—In selecting a site for the new college, it would be desirable to keep the following considerations in mind: (1) the college should have ready access to numerous good infant-junior schools; (2) it should have a genuinely rural environment; (3) it should have ready access to an adequate food supply produced by local farming and, also, to a main road and to medical assistance; (4) it should have a good water supply, provided in a way which could be imitated by a rural community and is approved by the Health Branch of the Medical Department as suitable for rural areas; (5) generous but inexpensive provision for playing fields should be possible; (6) as a means of training its students in an aspect of their future work, this training college should take an active interest in schemes for the betterment of the people of the area in which it is situated. It is desirable, therefore, that it should not duplicate in a specially favoured area the work of other institutions and that, therefore, it should not be established in an area in which there is already a post-primary school or college (excepting, of course, an agricultural institution); (7) adequate room should be available for future expansion. We consider that a site at Bunsu would be suitable.

39. *Women-teachers in Infant-Junior Schools.*—We are of the opinion that the teaching of Infants can best be given by women and that women teachers will be required for the Infant-Junior Schools. We look forward to the time when normally infant teachers will be women. Special provision must therefore be made for their training as for the training of male teachers for these schools. As the provision of suitable candidates and their training and conditions of service present many difficulties, we recommend that the Central Advisory Committee should work out the details of a suitable scheme, and that in planning the Two-year Training College the possibility of its development into a co-educational institution should be kept in mind.

40. *Curriculum.*—We do not contemplate any lowering of the standard of Infant-Junior Schools. Rather we believe that teachers cannot satisfactorily be trained to teach in all classes from Infants to Standard VII and that specialised training for Infant-Junior work must result in increased efficiency and in the attainment of a higher standard. We advocate in paragraph 31 that provision should also be made for the further care of two-year trained teachers by their allocation to specially chosen and experienced Headmasters, by the setting up of model Infant-Junior Schools in each area, and by the use of expert visiting teachers. In the Two-year Training College the course in education should consist of simple child-study leading to the principles and methods of teaching, since child-study is the foundation of all principles and methods. The curriculum should be related chiefly to the work of the Infant-Junior School, as stated in paragraph 25, and should aim also at increasing the teachers' knowledge of their own mental problems and their power of dealing with them.

The Sub-Committee considered carefully the details of the curriculum for the Two-year Training College. Its recommendations, with some additions, are set out in Appendix C as an indication of the type of curriculum which we consider suitable.

41. *Staffing.*—We consider that the staff should consist of the following: a principal; two method masters or a method master and a method mistress with specialised knowledge of Infant-Junior work; an agriculture master; a master for art and crafts who has undergone an adequate special course of training, preferably that given at Achimota; a music master who has been trained to study and teach African as well as European music; eight assistant masters, including four to specialise in teaching method and to assist with the teaching of that subject and with the supervision of the students' teaching practice.

In addition, a clerk would be necessary unless the staff were to be called upon to spend much time on work out of keeping with their essential duties.

A catering and a sanitation staff would also be necessary.

42. In arriving at the above estimate the Committee had the following considerations in mind :—

- (1) A minimum of twelve weeks' teaching practice is essential.
- (2) In view of the fact that the vernacular is, very properly, the medium of instruction in the infant-junior school, teaching practice, apart from that in lessons on English as a subject, would be taken in the students' own mother-tongue. Any departure from this fundamental principle would have grave effects on the efficiency of the training.

Arrangements would, therefore, have to be made for students to leave the college in groups to undergo training in the art of teaching in schools which use the mother-tongues of these groups. From the outset, it would be necessary to provide for teaching-practice in four languages: Twi, Fante, Ga and Ewe. Four assistant method masters would therefore be required.

- (3) To provide a reasonably satisfactory training, a short course must be intensive: a considerable amount of individual attention must be given and a high degree of efficiency must be continuously maintained. It would be much more dangerous in a two-year course than it would be in one of four years' duration, not to provide adequately against sickness and the incidence of leave.
- (4) It is a difficult task to establish a completely new course and college and it is essential that, if they are established, they should be in good running order in the first year of their existence. Otherwise teachers of indifferent quality will be produced for several years.
- (5) Agriculture is of paramount importance in the two-year course as we have envisaged it. Very little research work has been done on how to teach agriculture so that it will be of real educational benefit to school children and awaken in them genuine interest and pride in a rural way of life. Much has been said about the desirability of achieving such an end, but little of how it is to be done. To be successful, the teaching of agriculture should be in the hands of a fully qualified specialist whose business it would be to keep in close touch with the Department of Agriculture.
- (6) The staff as estimated above would probably be adequate for 120 students. While the enrolment of the college at its inception might be much smaller, it would be impossible to begin with a proportionately smaller staff—no problem of staffing or teaching can be solved by such simple means as the purely arithmetical.
- (7) Art and crafts and music represent an important aspect of education which has been treated more or less as a cinderella in the Gold Coast for lack of properly trained staff. It would be a great pity if such a defect were to be perpetuated.

43. *Selection of staff.*—In initiating an intensive two-year course it would be dangerous to experiment with an inexperienced staff: the staff should be chosen from men who have already had experience in teacher-training.

### CHAPTER III

#### PRIMARY EDUCATION—SENIOR SCHOOLS

##### CRITICISMS OF THE PRESENT SITUATION

44. The Committee had before it numerous criticisms of the Standard VII Certificate Examination as at present organised. They can be summarised as follows :—

- (a) Success in the examination no longer provides a qualification for certain kinds of Government employment to which it has long been a passport. On that account a secondary course is to be preferred to the type at present provided by the senior primary school, and the Junior School Certificate Examination of the University of Cambridge Local Examinations Syndicate might well be adopted.
- (b) The examination is not a satisfactory means for the selection of young men for employment or to undergo certain courses of training.
- (c) The examination represents not so much a sound education as the memorisation of a great number of unrelated facts.
- (d) A disquietingly high percentage of the candidates who sit for the examination fail to pass it.
- (e) The examination is bookish and, inevitably, it dictates an unsuitable curriculum.

45. In the following paragraphs we shall discuss these criticisms in the order in which we have set them out.

- (a) The Committee is of opinion that the adoption of a secondary type of course in the senior primary school would be a gravely retrograde step, which would ignore the real needs of the great part of the community. It would lead inevitably, in the Gold Coast, to the widespread adoption of the Junior School Certificate Examination of the University of Cambridge Local Examinations Syndicate. The Junior School Certificate is an examination which is much more bookish than is that for the Standard VII Certificate and it represents not the completion of an education but only a progress test which secondary schools will abandon when it is no longer necessary to them. The stepping stone from the primary to the secondary school is at the end of Standard III or Standard IV, and the senior primary school has a much more valuable function to perform on behalf of the community than the subordinate one of being a preparatory school for secondary education.

- (b) It has never been intended that the primary function of the examination should be the narrow one of stamping young men as suitable for employment in certain occupations. As a criterion of general education it has been valuable in the past, and later in this section we shall make recommendations as to how it can be made more valuable in this respect in the future. But, obviously, it has always been desirable that a further test for specific aptitudes should be given when candidates are considered for a particular type of employment or training. Training colleges and Government departments, for example, give such further tests before admitting candidates to courses or probationary service.
- (c) Success in the examination has too often been regarded as the most important criterion of the efficiency of a school and on that account teachers have given way to their pupils' and their parents' obsession with it as the most important step of all towards lucrative, black-coated employment. In consequence, cramming has not always been opposed as consistently as it should have been and, in general, teaching has been much too literary in character and a wide range of subjects has been studied in a manner not genuinely educative. This has been specially true of the paper on "General Subjects" (citizenship, geography and history, nature study and hygiene). This paper has in recent years included a very generous choice of questions, in the hope that it would encourage variety in the curriculum and provide to some extent for the different educational needs of different areas. But many teachers have come to the entirely wrong conclusion that the large choice of questions indicated a great extension of the amount of mere information which in the Education Department's opinion should be acquired in a four-year course. Support for this conclusion has been found (again wrongly) in the fact that the Education Department has in the last few years urged teachers steadily to extend their own knowledge by systematic reading. The end in view has been the general improvement of teachers' equipment for their work and the deepening of their understanding of the aims of the primary school course, for Inspectors and others in close contact with the schools agree that the senior primary course could be made much more effective without putting any additional strain on the teacher or the taught.
- (d) The results of the Standard VII Certificate Examination show that on the average 50 per cent of the pupils who complete a senior primary school course have not attained the requisite standard of proficiency. This points to the need for an entrance examination to Standard IV and for very careful promotions from one senior standard to another.

46. We have felt that it would be useful to discuss criticisms of the Standard VII Certificate Examination at the beginning of this section of our report and in some detail, for they illustrate the need for a wider interpretation of the aims of the primary school course than has been common in the past. In some quarters it has been suggested that such an interpretation would never gain general support unless the Standard VII Certificate Examination were abolished. With this we do not agree. Mere abolition would achieve no change in public opinion of any positive quality and it would remove a standard of achievement to which the schools should endeavour to work and which, experience shows, they greatly need.

47. We agree with the criticism that the Standard VII Certificate Examination has been too "bookish" and too rigid in the past and that by its inevitable influence on the curriculum it has materially assisted other forces, including public opinion itself, in retarding the development of an education adapted to the varied needs of different communities and areas.

At our request, the Curriculum Sub-Committee made a detailed study of this problem, with a view to advising as to (1) the subjects which are essential to any scheme of senior primary education in the Gold Coast and should therefore be made obligatory; (2) the various subjects from which a particular school might select one or more as best suited to the needs of its environment; (3) a scheme for a new Primary School Leaving Examination designed to give a greater freedom to the curriculum than was allowed by the old Standard VII Certificate Examination.

The following paragraphs set out the recommendations of the Curriculum Sub-Committee as adopted by us.

#### RECOMMENDATIONS

48. *Curriculum*.—Provision for the teaching of the following should be made in the curriculum of every senior primary school:—

- (1) religious instruction and worship, subject to the provisions of paragraph 26;
- (2) English;
- (3) a Gold Coast vernacular;
- (4) writing;
- (5) arithmetic;
- (6) hygiene;
- (7) agriculture and nature-study;
- (8) art and crafts;
- (9) music;
- (10) the duties and rights of a citizen, history and geography;
- (11) organised games and physical exercises.

49. We recommend that the senior primary school course should be planned around a central group-subject, for the purpose of unifying the various subjects of the curriculum in special relation to the life of the community which the school serves. This central group-subject may be agriculture, or fishery, or a craft or crafts, such as metal-work, wood-work, pottery, masonry, weaving, or domestic science. Schools should be allowed to propose for approval any other central group-subject suited to their particular needs. The syllabuses on the various subjects, both literary and practical, should be drawn up in relation to the central group-subject, and they should not be taught, as is now so often the case, in partial or almost complete isolation from each other. In the majority of schools this will call for much practical work of a thoroughly systematic kind.

50. The subjects we have recommended as compulsory are numerous. In our opinion, all are essential to a properly balanced scheme of primary education in the Gold Coast, and we do not share the fear, expressed by some, that the inclusion of them all in the curriculum will inevitably congest it and lead to scrappy, ineffectual teaching. If the aim of teaching each subject is intelligently understood by the teacher and related to the central group-subject of the school, the work of the senior primary school should achieve that unity and effectiveness it now lacks.

Moreover, those who inspect or superintend the work of the senior primary school are in general agreement that time is wasted to a serious extent through faults in classroom practice and in the planning of work. For example, too much revision is often done.

Again hygiene would be treated best in the first year of the senior primary school course as a continuation of the infant-junior school training in healthy habits, rather than as a formal subject, and citizenship need not be taught as a formal time-table subject until a later stage.

Further, all the subjects of the curriculum need not be taught in each year of the course. In the higher classes the number of subjects should be limited and every opportunity should be given for students to specialise in the subjects in which they show particular aptitude or interest.

51. *The transition from the Vernacular to English as the medium of instruction.*—We recommend that in the first year about one-third of the time for classwork should be devoted to an intensive course in English, which at that stage becomes the medium of instruction.

52. *The study of the Vernacular.*—We recommend that the vernacular should become a compulsory subject of the senior primary school course. This recommendation aims at a continuity of study throughout the whole educational system. At present the vernacular is taught in the infant-junior school, in the secondary schools and in the training colleges. Moreover a Gold Coast language may be offered as a subject of the Cambridge School Certificate Examination or of the University of London Matriculation Examination. In many senior primary schools, however, the vernacular is not taught. Exemptions from this rule may have to be made in some places where there are two or more mother-tongues.

53. *Nature Study in urban areas.*—In urban areas, nature study should be associated with systematic educational work in a garden. It would be a grave mistake if some kind of biological study were not included in the curriculum. The course should include the study of plant life and, also, systematic instruction in maintaining and improving the fertility of the garden and improving the quality of garden produce, and in the care of domestic animals.

54. *Religious Instruction.*—We recommend that Religious Instruction should become a more vital part of school life than it is now. We support the view that religious teaching should be related to the original religious beliefs and institutions of the Gold Coast peoples and we wish to stress the duty of maintaining the religious attitude which is one of the fundamental characteristics of African peoples. We have recommended in paragraph 48 that religious instruction should be included in the curriculum of every school. We further recommend that each Educational Unit should be requested to draw up a syllabus of religious instruction for its schools and to submit an Annual Report to the Director of Education on the religious and moral instruction in those schools.

#### THE PRIMARY SCHOOL LEAVING EXAMINATION (NOW CALLED THE STANDARD VII CERTIFICATE EXAMINATION)

55. We recommend that an examination should be held at the conclusion of the primary school course and that the name "Standard VII Certificate Examination" should be replaced by the name "Primary School Leaving Examination." The examination should be confined to candidates from senior primary schools registered by the Director of Education as provided in paragraph 191.

56. We recommend the following scheme for the examination:—

- A. *English*—a reading and conversation test and a written paper (compulsory).
- B. *Vernacular* (compulsory). (Provision will be made for an alternative paper in those schools exempted from vernacular study as provided in paragraph 52.)
- C. *Arithmetic* (compulsory).
- D. *One of the following*:—
  - (a) Domestic Science (for girls only).
  - (b) A practical and written test of the work of candidates from a school or schools in which the principle of a central group-subject has been adopted as recommended in paragraph 49.
  - (c) General Subjects: a paper on the same lines as that now set but including by special permission an optional section on Art and Crafts.

The following notes further explain our recommendations and they are, in effect, an amplification of what we have already said on the subject of the senior primary school course.

57. The recommended new central group-subject should be examined in the same manner as Domestic Science now is, i.e., by means of: (a) a written paper and (b) a practical test or an examination of the practical work done by the candidates in the year preceding the examination or by both a practical test and an examination of practical work done in the school by the candidates.

Candidates should be required to have undergone at least a two-year approved course before being admitted to the examination.

All syllabuses of instruction for a central group-subject should be submitted for approval to the Education Department and the facilities for teaching them (including the staff) should also be approved before a school is permitted to enter candidates for this part of the examination.

Experiment will be an essential of success and it has already been begun by educational bodies. According to the life and needs of different communities, syllabuses will vary from school to school both in content and in the emphasis put on particular subjects included in them.

The criteria on which a syllabus should be considered for approval should be (a) its relevance to the life of the particular community which the school serves; (b) the adequacy of the work contemplated.

58. The examination of the practical aspect of candidates' work will present difficulties but they should not be insurmountable. It will be essential that the Education Department is satisfied that each candidate has done systematic practical work which has been of educational and instructional value and not merely that of a labourer. An inspection of a school may in some cases be a sufficient test: for example, where a syllabus has put emphasis on agriculture, the condition of the farm or garden and the crops in it, records of crops, and pupils' individual notebooks or diaries may provide sufficient evidence of satisfactory practical work.

The Education Department would, no doubt, seek the advice and assistance of experts such as members of the Department of Agriculture and the Principals of the Middle Boarding Schools.

The written papers for the new central group-subjects should contain a compulsory section on Hygiene and the Duties and Rights of a Citizen.

59. The Curriculum Sub-Committee submitted to us specimens of examination papers in English which it had prepared in accordance with modern examination methods now adopted by important examining bodies. It was the principal aim of the Sub-Committee to improve the examination by reducing to the narrowest possible limits the variation in the standard of marking for which the present essay type of test, more than any other type, is responsible. The Sub-Committee had other disadvantages of this test in mind. It encourages teachers to prepare sample answers on "spotted" topics and to drill their pupils in them. Moreover, in the Gold Coast the fact that English is still a foreign language (even if a Standard VII boy has benefited to the full from the primary school course) puts the candidate at a disadvantage. In the stress of the examination room, especially, he may experience much difficulty in deciding on what is expected from him as the content of his essay.

We recommend that the English paper should, in future, include a question or questions designed to test candidates' ability to understand and make intelligent use of what is communicated to them by the printed or the written word. One question should be so framed that it calls for an answer in the form of a short continuous composition. Provision for a test of a knowledge of elementary grammar and idiom should also be made in the examination paper.

We feel that such a paper would encourage right methods of language teaching and make due provision for a training in real thinking and study.

#### VOCATIONAL TRAINING

60. We are of opinion that the purpose of the senior primary school should be to provide general and not vocational or trade education: but, as we have already recommended, the teaching in these schools should be much more closely related than it is at present to the way of life and the needs of the community. This implies that much work of a practical kind should be included in the syllabus for the new central group-subject and that in many schools that syllabus will be related to agriculture or local crafts. Boys who have been taught according to such a syllabus will be much better equipped than is the normal ex-Standard VII boy of the present day to follow up farming as a vocation or to undergo a training as an apprentice in a trade or a craft.

61. The Government middle boarding schools provide a general education and at the same time their work has a strong vocational bias, emphasis being put, among the practical subjects of the curriculum, on carpentry, metalwork and masonwork. The pupils may choose one of these three subjects as the trade-subject of their course but they are all given instruction in agriculture. While, however, there is a strong vocational bias in the work of the middle boarding schools, it is not the intention that they should produce finished masons or carpenters. The aim is to give a senior-primary-school general education and to produce handymen who may, if they wish, enter on an apprenticeship and complete a training in a trade.

We consider that the training given by the middle boarding schools is of a very useful kind, and we recommend that it should be continued, and that the number of such schools should be increased.

62. We would point out, however, that there are already boys who desire to take up farming rather than a trade as a vocation, and we should like to see some provision made for them in schools comparable in type with the Government middle boarding schools, such schools to give the bias on the practical side of the curriculum to agriculture and not to trades. We consider that educational bodies might well be encouraged to establish such schools. We should like, also, to see the teaching of agriculture so developed in the middle boarding schools that the course is made equivalent in standard to those in trade subjects, pupils being allowed to choose to specialise in agriculture or in a trade.

## CHAPTER IV

### PRIMARY EDUCATION—GIRLS

#### THE PRESENT SITUATION

63. At present only 25 per cent of the pupils attending all Government and assisted primary schools are girls, and, while it is satisfactory that the proportion of girls to boys has not fallen with increasing enrolment, it is to be regretted that the proportion is so low (*see Appendix A*). As a means of improving the situation we recommend that, in mixed schools, at least one-third of the vacancies should be given to girls if there are sufficient applicants.

64. In actual fact, most schools are mixed. There is a steady increase in the number of mixed schools which have a woman teacher for domestic science in the senior classes: but it must be admitted that thoroughly satisfactory provision for girls' education will continue to present difficulties until there is a very considerable increase in the number of trained women teachers available for employment in mixed schools. In the larger centres, the total enrolment of girls in the senior primary schools is now sufficiently large to

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We feel that such a paper would encourage right methods of language teaching and make due provision for a training in real thinking and study.

#### VOCATIONAL TRAINING

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61. The Government middle boarding schools provide a general education and at the same time their work has a strong vocational bias, emphasis being put, among the practical subjects of the curriculum, on carpentry, metalwork and masonwork. The pupils may choose one of these three subjects as the trade-subject of their course but they are all given instruction in agriculture. While, however, there is a strong vocational bias in the work of the middle boarding schools, it is not the intention that they should produce finished masons or carpenters. The aim is to give a senior-primary-school general education and to produce handymen who may, if they wish, enter on an apprenticeship and complete a training in a trade.

We consider that the training given by the middle boarding schools is of a very useful kind, and we recommend that it should be continued, and that the number of such schools should be increased.

62. We would point out, however, that there are already boys who desire to take up farming rather than a trade as a vocation, and we should like to see some provision made for them in schools comparable in type with the Government middle boarding schools, such schools to give the bias on the practical side of the curriculum to agriculture and not to trades. We consider that educational bodies might well be encouraged to establish such schools. We should like, also, to see the teaching of agriculture so developed in the middle boarding schools that the course is made equivalent in standard to those in trade subjects, pupils being allowed to choose to specialise in agriculture or in a trade.

## CHAPTER IV

### PRIMARY EDUCATION—GIRLS

#### THE PRESENT SITUATION

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64. In actual fact, most schools are mixed. There is a steady increase in the number of mixed schools which have a woman teacher for domestic science in the senior classes: but it must be admitted that thoroughly satisfactory provision for girls' education will continue to present difficulties until there is a very considerable increase in the number of trained women teachers available for employment in mixed schools. In the larger centres, the total enrolment of girls in the senior primary schools is now sufficiently large to

justify the establishment of separate senior-primary day schools for girls. We would welcome, also, additions to the number of girls' boarding schools and we are of opinion that local authorities, when properly established, should be encouraged to institute scholarships to enable girls to enrol in boarding schools. We would strongly recommend that as many girls' schools as possible should receive financial assistance from Government.

Such developments would assist substantially not only in increasing the number of suitable candidates for training as women teachers but, also, in increasing in the comparatively near future the number of girls who complete the senior primary course after receiving an adequate training in domestic science. All but a few of the girls who attend school subsequently marry; and the disproportion between the number of educated young men and the number of young women who have been educated for home life is still great after many years of determined efforts to reduce it.

65. Apart from Achimota College, there is only one primary boarding establishment in the Gold Coast which can be described as co-educational. We are of opinion that the possibility of establishing more co-educational boarding schools (both primary and secondary) should be kept in view, especially by the principal educational bodies, but we do not consider that the principle of co-education should be universally applied in the Gold Coast at the present time.

#### GIRLS' CURRICULUM—PRIMARY SCHOOL LEAVING EXAMINATION

66. While we recognise that the teaching of domestic science makes heavy demands on the time-table in the senior standard classes, we are anxious that the educational and cultural value of the work represented in the "General Subjects" paper of the existing Standard VII Certificate Examination should not be overlooked. As much attention as possible should be given to nature study and gardening, history, geography and citizenship.

67. The arithmetic paper for the Standard VII Certificate Examination includes a special section for the girl candidates who offer domestic science. It calls for a somewhat lower degree of proficiency than does the section for boys. We would recommend that this special section should be abolished and that the same standard of work should be expected from the girls as from the boys. The new arithmetic paper should, however, include a number of questions related to the rest of the girls' senior primary school course: it should, for example, give girl candidates an opportunity of showing their competence with such calculations as are necessary in home management in all its aspects.

#### DOMESTIC SCIENCE

68. *Abolition of the existing Domestic Science Certificate.*—The recommendations we have already made call for a somewhat higher standard of work in the Primary School Leaving Examination than is at present required from the girl candidates. In view of the great improvements in girls' education that have been effected in the last fifteen years, we consider that our recommendations are not unreasonable, and we feel that the time has come when the standard of achievement expected from girls should approximate appreciably more closely than it has in the past to that expected from boys.

In accordance with these views we would make the further recommendation that the issue of the type of Standard VII Examination Certificate confusingly called the "Domestic Science Certificate" should be discontinued. This certificate does not represent a full pass in the Standard VII Certificate Examination: it is awarded to girls who pass in domestic science but, though they do not pass in English and Arithmetic, achieve a certain (rather low) standard in these subjects. The certificate was introduced to encourage girls to complete a domestic science course in a senior primary school and it has served a useful purpose, girls being given the hope of securing at least a certificate of some kind, if they could not feel capable of equalling the boys in the harder and more literary subjects. But the popularity of the senior primary school course for girls is now assured and, if the "Domestic Science Certificate" were abolished, there would certainly be a greater incentive to work for the full certificate which is awarded to the girls who achieve the pass mark in all three subjects of their examination—English, arithmetic and domestic science.

We consider that three years' notice of the intention to abolish the "Domestic Science Certificate" should be given.

69. *The teaching of Domestic Science.*—It is generally agreed that the domestic science course needs little modification in respect of aim or scope. But we have been advised that no serious difficulty would be experienced in taking certain steps which would make for a considerable improvement in the teaching of the subject.

70. In the teaching of housewifery an essential realism is achieved by the pupils' practical training being given in the staff bungalows or houses or, in the case of mixed schools, in the manager's house. There are, however, schools which do not enjoy such advantages and their number will increase as facilities for the teaching of domestic science become more widespread, especially in mixed schools. We consider that every school in which domestic science is taught should have at its disposal (in addition to its domestic science rooms) a house in which housewifery can be taught and that, if such a house is not available, a simple one, African in character, should be built. The expense need not be great, and the addition of such a house to the equipment of a girls' school is not an extravagance but a necessity, as important to it as a workshop is to a boys' school which gives prominence to practical, manual subjects in its curriculum.

71. We feel that a greater realism should be achieved in the teaching of child-welfare; and that wherever possible senior girls should be enabled to attend regularly at welfare centres and with their teachers be permitted to give organised assistance with the work of these very practical institutions. Where there is no welfare centre, a school might well consider the establishment of one of its own. All this is a matter for co-operation between the Education and Medical Departments, the Gold Coast Branch of the British Red Cross Society, and the various educational bodies; and we recommend that a review of the situation and a scheme for its improvement should be drawn up by the proposed Curriculum Sub-Committee, suitably reinforced by experts drawn from the various bodies we mention and from the girls' schools.

While we realise that much has been done to relate the teaching of cookery to African needs and ingredients, we feel that it is desirable to reaffirm in this Report the following general principles :—

- (1) European dishes, chosen from approved cookery books, should be those which are generally liked by Africans, and
- (2) constant emphasis should be put on the desirability of using local foodstuffs if these are cheaper than, and can be substituted for, European.

#### VOCATIONAL EDUCATION FOR GIRLS

72. In the senior primary school, the domestic science course is in itself a training for the home-life which is the future career of all but a few of the girls who attend school in this country. It has been represented to us, however, that an increasing number of girls are now completing the senior primary school course several years before marriage is contemplated (about the age of 19 or 20 years), and that on returning to the environment of their homes they find difficulty in maintaining and applying the knowledge they acquire at school. It is held, therefore, that, as yet, much effort on behalf of girls' education is wasted.

There are, of course, numerous aspects of the present situation which do not lend support to this assertion. The number of girls who enter on a teacher-training or other post-primary course is increasing, and they are given unrestricted scope for the way of life in which girls' schools have trained them. There are many homes, also, in which the education provided by the senior primary school course for girls is immediately acceptable. Further, fiancees' courses have been established at a number of girls' schools. Again, sufficient progress has been made for society itself to be capable of supplementing in a more or less systematic fashion the efforts made in and through the educational system. In large towns, such as Koforidua and Accra, certain families give a training in the home, by receiving girls who pay fees and are taught house-keeping, dress-making and the like. As time goes on and the number of families capable of establishing such a training (which is analogous to an apprenticeship) increases, the situation will tend to improve appreciably of itself. It is also to be remembered that the social-service work done by educated African women has already had considerable effect.

73. On the other hand, post-primary vocational courses are, in our opinion, necessary if the present speed of progress is to be appreciably accelerated. We feel that such vocational courses would enjoy considerable support in the larger centres of population ; but it must be pointed out that both initial and recurrent expenditure on them would be heavier than that on the domestic science training provided by mixed schools. We suggest that local authorities should be urged to provide such centres.

## CHAPTER V

### SECONDARY EDUCATION

#### THE PRESENT SITUATION

74. There are at the present time three assisted boys' secondary schools in addition to Achimota, where there is a co-educational secondary department, and the Wesley Girls' High School at Cape Coast is beginning to develop a secondary course. There is also an increasing number of non-assisted secondary schools of varying standards of efficiency (*see* Appendix A).

Many criticisms have been made of secondary education as it exists to-day ; these may be summarised as follows :—

- (1) the aim of general secondary education is still interpreted in many quarters in a narrow and almost exclusively materialistic sense, and bears little relation to the needs of the country ;
- (2) the present facilities for secondary education are inadequate ;
- (3) the existing facilities for secondary education are in danger of creating unemployment ;
- (4) there is no provision for the control of secondary education.

Our observations on these criticisms are made in the following paragraphs.

75. In many quarters the aim of secondary education has been, and still is, interpreted in a narrow and almost exclusively materialistic sense. One result of this is that one type of curriculum is almost exclusively followed. This curriculum is, in general, limited to academic subjects, most of which are chosen not for their educational value, nor for their contribution towards the pupils' future service to the community, but because the staff and the training can be easily provided for them. This concentration on only one aspect of a complete education, usually accompanied by a narrow interpretation of the purpose of that education, has an adverse effect on the work of the schools and on the whole character and outlook of the pupils who attend them. A narrow and selfish attitude may be encouraged in the pupils, and a type produced which has no interest in the community, little sympathy with its needs and problems, and little sense of responsibility towards it.

76. Another unfortunate feature of many secondary schools is that examination results are considered the criterion of a school's efficiency. Those subjects only are chosen which present least difficulty to the pupils, and others are usually excluded. In such schools a genuinely intellectual and cultural training is impossible. In this connection we would advocate the abolition of the Cambridge Junior Certificate Examination for boys, and its retention for girls only as a temporary measure.

77. Many have exaggerated the educational achievement a secondary course represents, and have made a correspondingly high estimate of the status due from the community to the product of the secondary school. Although this is a phase that is passing, because of the increasing number of boys who succeed in the School Certificate Examination each year, it has left results that cannot altogether be removed in a few years.

78. Along with this view has gone the impression that a secondary education of the type described above is a " liberal " education. We believe, on the contrary, that it has all the demerits of a bad form of vocational education. The School Certificate Examination has provided a passport to office employment.

In the view of many parents, pupils and teachers this has been thought to be the function and justification of secondary education. This interpretation has tended to create, and, if not checked, will further extend, unemployment. The number of clerks which the country can usefully employ is limited. In recent years many secondary school products have been unable to find employment of the type for which they think their education has fitted them, nor at the salary which they, and those who have supported them during a comparatively expensive education, consider suitable. We believe, however, that the chief danger is not the creation of unemployment, but the production by the examination-ridden secondary school of a class of unemployables who over-estimate their own achievement and worth.

79. We realise also the danger of the uncontrolled increase in the number of secondary schools, not only because of its bearing on the problem of employment, but still more because there is a grave risk of schools growing up which in their narrowness of curriculum and general unsuitability will perpetuate those evils which we have mentioned above. This growth has become in recent months a very serious problem, especially as the only object of many of these new schools appears to be to make profits for their founders.

80. In making these observations we are not unmindful of the fact that some secondary schools have done, and are doing, most valuable work. They have produced young men who have not only shown themselves capable of filling positions of responsibility, but also of becoming wise and energetic servants of the community. We aim at increasing the usefulness of such good schools.

#### RECOMMENDATIONS

81. *Curriculum.*—It has been recognised in recent years by educational experts in England and elsewhere that the curriculum of the School Certificate Examination, influenced as it is by the desire to obtain Matriculation Exemption, enforces upon a very large majority of the students a type of education which is designed for the small majority who subsequently proceed to higher studies. In our opinion one of the first of the steps which should be taken is the establishment of machinery to examine the School Certificate Examination syllabuses so that, where necessary, they may be brought into closer correspondence with the national life and needs. To this end we propose that the Curriculum Sub-Committee should be augmented, as occasion demands, by the addition of members of the secondary school staffs and that, thus reinforced, it should survey the whole School Certificate course, seeking the expert advice of specialist teachers of particular subjects wherever necessary.

In making this recommendation we would point out that in recent years, especially, the Cambridge Local Examinations Syndicate has been very willing to co-operate with Colonial Education Departments, colleges and schools in devising syllabuses to meet local needs, when such needs have been closely studied and defined.

82. Special syllabuses for African languages, art, agriculture and science have already been introduced. As in the case of the Matriculation Examination of the University of London, English Language and English Literature have been constituted separate subjects, Language being compulsory and Literature optional, as is proper where a foreign language is concerned at the School Certificate stage in education. It is as important, also, to the Colonies as it is to the United Kingdom, that full advantage should be taken of the new School Certificate regulations which give the boy who does not desire to proceed to higher studies, or is without the ability to do so, a wider choice of subjects for his School Certificate Examination than that for a Matriculation Examination.

83. These innovations represent substantial progress, but we feel that it is only a beginning. Much remains to be done for that majority of boys who do not intend to make a career through higher studies. Irrespective of their choice of career, all secondary school boys should be given some understanding of, and respect for, their country's own substantial cultural achievement revealed in its languages, folk-lore, proverbs, music, art and political and social institutions. It is a common and merited criticism that many secondary school boys have no regard for these things, disown any desire to further their development, and strain after the mere externals of European culture, ignoring the solid achievement of many generations of their own race. It is important, also, that this study of their own culture should be associated with some attempt to define the changes and problems in the life of the Gold Coast people for which increasingly close contact with another civilisation is responsible. This postulates not new subjects but new syllabuses. History, for example, might well be associated with the study of elementary economics and of the content of the subject which in the existing Education Rules is called "The Duties and Rights of a Citizen." In the primary schools and training colleges (and in the training colleges especially) the economic, political, social and cultural problems of the development of the Gold Coast are studied with keen interest; an attitude of tolerance is fostered, powers of discrimination and judgment are developed, and a desire to be of service to the community is encouraged. We consider that it is important that this kind of study and training should be given a place in the curriculum of the Gold Coast secondary school. Much must depend on the teacher, and some have already done work of high merit. The establishment of an Institute of West African Culture, as suggested at Achimota College, is in our opinion, an essential to real success.

The whole life of the Gold Coast demands that agricultural and biological studies should be given a principal place in the secondary school curriculum and we are of opinion that Government should assist in developing facilities for such studies and for science in general, so that they may no longer be overshadowed by the more literary studies.

We recommend also that consideration should be given to the use of new approaches to teaching, and in particular to the use of the "Applied" method, as suggested in the Report of the Spens Commission. The increasing latitude of the School Certificate syllabus is making this practicable within the limits of that examination.

84. It is perhaps desirable to point out that the preparation of special syllabuses to suit Gold Coast needs, or the use of new methods of approach, does not in any way imply that the standard of the School Certificate Examination is being lowered. Rather we aim at bringing the standard of our educational system into line with that of the most progressive elements in English education. Obviously, the Cambridge Syndicate would oppose any suggestion which would lower the standard, and it is significant, for example,

that independent expert opinion regards the syllabus for Gold Coast languages as providing for as wide a study and as high a standard of achievement as do the Syndicate's School Certificate syllabuses for modern European languages. We appreciate the readiness of the Cambridge Syndicate and of the University of London to co-operate with Colonial Education Departments in providing for colonial needs and we are of opinion that the Gold Coast should continue to make use of the services of the Cambridge Syndicate as an examining body—a body which organises secondary school examinations for many parts of the Empire and maintains an educational standard from which each may estimate its own achievement. Since the Cambridge School Certificate Examination is a school leaving examination, we recommend that the Gold Coast should come into line with some other countries in which this examination is held, and that no candidate should be allowed to sit for this examination who has not been in attendance at a secondary school approved by the Director of Education for this purpose. It should be noted that it would still be possible for private candidates to sit for the London Matriculation Examination.

85. *Facilities for Secondary Education.*—We are of the opinion that increased facilities for secondary education of the proper type are required. We recommend therefore that Government should give assistance for the establishment of secondary schools to serve areas where they are needed.

86. We should like, moreover, to see further provision made for boys and girls who have shown outstanding ability in the senior primary school course, to go on to secondary studies with a view to passing the School Certificate Examination. At present the Education Department annually awards eight scholarships to pupils who distinguish themselves in the Standard VII Certificate Examination. These scholarships are tenable for four years at any of the Government-assisted secondary schools, Achimota College or the Government Technical School. We recommend that their number should be increased and also that, when District Education Committees are constituted, they should endeavour to institute similar scholarship schemes for pupils from the areas under their supervision.

87. In support of our recommendation we would point out that it would in its application assist considerably in ensuring that secondary education would be less restricted than it is now to pupils from comparatively limited areas which have the advantage of having been in the past more progressive than others in the development of facilities for education. It would ensure, also, that boys and girls of real merit are not debarred from secondary studies by poverty, and this, in turn, would help to hold a balance in the enrolment of the secondary schools between pupils of high ability and those who are less able but who, nevertheless, by reason of the comparative affluence of their parents, have no great difficulty in securing admission to a secondary course.

88. *Control of Secondary Education.*—At the same time, if secondary education is to develop efficiently and in the way we have advocated, we are of the opinion that some form of control is required to prevent the mushroom growth of undesirable schools. The aim of such control is not to discourage the development of secondary education, but to safeguard the community from ill-conceived and inadequately-managed institutions which bear no relation to the needs of the students and the country, and to protect the interests of the parents. We consider that the following measures of control are desirable :—

- (1) no person or body should be allowed to open a secondary school without the previous consent of the Director of Education ;
- (2) all secondary schools should be registered ;
- (3) the Director of Education should have the right to inspect all secondary schools, and to close those which have no possibility of sound development ;
- (4) no financial assistance from public funds should be given to any secondary school which has not a responsible managing body, the constitution of which precludes the possibility of personal gain ;
- (5) the accounts of secondary schools receiving financial assistance from Government should be submitted to the Director of Education after being audited by an auditor approved by him.

In the exercise of his powers under these measures of control we recommend that the Director of Education should act in consultation with the Central Advisory Committee (*see also* paragraph 188).

#### SECONDARY EDUCATION FOR GIRLS

89. Achimota College was until 1940 the only institution in the Gold Coast which presented girl candidates for the School Certificate Examination on the completion of a full, general secondary course. There is now, however, a secondary course at Wesley Girls' High School, Cape Coast. Obviously there is yet a serious lack of facilities for general secondary education as a foundation for advanced professional training, for example for the teaching, nursing and medical professions. We consider that steps should be taken to remedy the situation, and that more girls' secondary schools should be established.

#### THE GOVERNMENT TECHNICAL SCHOOL

90. As there seems to be some misunderstanding about the nature and purpose of the courses provided by the Government Technical School, we feel that a statement with regard to them would not be out of place in this Report. We would add that we endorse in general the policy in accordance with which the school is conducted.

91. The primary aim of the school is to produce not artisans but men, who by virtue of their post-primary training, will be capable ultimately of filling positions of much greater responsibility, similar to those of foremen of works and chargemen. For such posts a long apprenticeship is necessary ; some members of the community appear to think that it is not, and some employers seem to expect that a young man should leave the Technical School completely qualified as an artisan and foreman combined. To ensure that the country derives the fullest return from its expenditure on the Technical School, it is essential that the apprenticeship served by its products should be a genuine continuation of systematic training in the particular vocations these products may choose. Sympathetic application of this principle has certainly had gratifying results.

We would point out also that in our opinion the Government Technical School represents an essential part of the system of vocational education. If Achimota is to produce African engineers, it is only reasonable that African foremen of works and the like should also be produced.

#### TRAINING SCHOOLS AND COURSES OF GOVERNMENT DEPARTMENTS

92. We have made no detailed survey of the schools and courses conducted by Government departments. We have noted with satisfaction, however, that where there is a demand, various kinds of vocational training are made available for individuals who are sponsored by native administrations as well as for the employees of Government. We feel that wherever there is a real need this system should be extended, and we would point out that, as local administrations develop, there will be a demand for young men who have undergone one or other of the forms of vocational technical training now provided for young men in various branches of Government's second division staff.

93. *Agriculture*.—We are of opinion that courses in agriculture should be provided for boys who have completed a senior primary school course. We understand that Achimota College proposes to establish such courses at Bunsu and we consider that the college, in consultation with the Department of Agriculture, should be able to devise courses which will attract the more progressive elements in the farming community.

94. *Technical apprenticeships*.—We understand that Achimota College is introducing an apprenticeship system in Ceramics and Textiles for boys who have passed the Standard VII and School Certificate examinations. These apprentices will receive a general education in addition to their craft training. We welcome this experiment.

## CHAPTER VI TEACHERS

### THE TRAINING OF TEACHERS

95. *Types of training*.—We have in mind two main types of training, one for the infant-junior schools and one for the senior primary schools. Detailed recommendations with regard to provision for the training of the former have been included in Chapter II. A four-year course of training for work in the latter type of school is already in existence, the qualification for entrance to the course being the possession of a Standard VII Certificate.

It has been the aim in the past to staff the senior primary schools with teachers who have had the four-year training course. With the new emphasis upon the infant-junior schools, with their own course of training, the four-year course will be more closely related to the needs of the senior primary schools. The senior primary schools, therefore, should be staffed by teachers who have had the four-year course, or its equivalent.

96. *Standard of admission*.—As secondary education of the right type develops, and more candidates come forward for teacher training who have completed a secondary course, we are of the opinion that the present basis of selection of future teachers will be modified. We endorse the statement made in section 163 of the Report of the 1938 Committee of Inspection of Achimota College: "The ultimate aim should be a system under which no one will be eligible for the two final years of professional training who has not completed a full secondary course . . . . The demand for teachers is at present so great that it would be impossible now to enforce any such rule, but it should be kept in view as the goal of progress."

97. *The development of special aptitudes within the Four-year Course*.—While we consider it desirable that all teachers should undergo a normal general course of training, we consider that teachers with special aptitudes should be encouraged to develop them, so that the standard of work of the primary schools in subjects such as singing, art, physical training, citizenship and domestic science may be raised, as it should be, above its present level of efficiency. Though the general course of training now provided by the training colleges is too full to permit of complete specialisation in subjects of the kind we have mentioned, much can be done by the encouragement of the students' own interests.

98. *The training of Specialist Teachers*.—Some specialist teachers will be required by senior primary schools which adopt the recommended new central group-subject. Courses will be a necessary provision for the training of teachers for this work.

It would be a great advantage if these teachers were given occasional refresher courses designed to deal with the problems peculiar to their work.

99. We welcome the institution at Achimota of a special course for Art and Crafts teachers, and the provision of Education Department scholarships for that course. The work already done shows great promise for the future.

It might be added that a proposal has been made that in selected schools Craft Centres should be established, each staffed by a teacher who has obtained the Special Art and Crafts Certificate at Achimota. These Craft Centres will not only serve the schools of which they form part, but will also be models for the surrounding schools. It is hoped that they will provide both instruction and inspiration for the schools of the neighbourhood which are teaching the central group-subjects, and they should also influence the craft-work of the district. We consider that such a development is desirable and that it may well be extended to Domestic Science and Agriculture.

100. *Visiting Teachers for Primary Schools*.—In Chapter II, paragraph 31, we have recommended that selected men should be trained by special courses to work as visiting teachers in a group of district schools. In general such special courses should be given at the proposed new two-year training college so that those who undergo them, may gain a first-hand knowledge of the nature and aims of the new course. We are of the opinion that provision should be made for visiting teachers for senior schools.

101. *Teachers for Middle Boarding Schools.*—Specialist teachers of masonry, carpentry and metalwork are employed in the Middle Boarding Schools and in the past there has been difficulty in securing men with an adequate training. We consider that provision should be made for the proper training of these specialists and that in order to produce really satisfactory instructors in masonry, carpentry and metalwork selected boys, who have satisfactorily concluded a Middle Boarding School course, should be sent to the Government Technical School for four years and, thereafter, serve an apprenticeship of two or three years' duration with the Public Works Department or with a private firm.

We are of opinion, also, that steps should be taken to train Africans for appointment as headmasters of Middle Boarding Schools. For these posts experience of teaching and technical qualifications are both necessary.

102. *Teachers for Secondary Schools.*—At the present time no special course of training is provided in the Gold Coast for teachers for secondary schools, and no standard minimum qualification for work in such institutions has been clearly established. The following are the principal qualifications of the African staffs now employed in secondary schools: (1) the School Certificate; (2) the School Certificate with a shortened course of training leading up to the award of a Preliminary Second Class Teacher's Certificate; (3) a Preliminary Second Class Teacher's Certificate after the full four years' training; (4) a pass in a University Intermediate Arts or Science Examination; (5) an external degree; (6) a degree course in the United Kingdom and (7) an unusual but ideal qualification, a degree combined with a subsequent teacher-training course.

In numerous cases the Intermediate and the Degree qualifications have been gained by private study during employment.

103. It will be noted that the various qualifications we have enumerated do not always include a course of training in teaching. We consider that such training is essential, and we look forward to the time when it will be a necessary qualification for employment on the staff of a secondary school.

We recommend also that the Achimota Council should be asked to arrange for a one-year course of teacher-training for those who have passed the Intermediate and Degree examinations.

#### WOMEN TEACHERS

104. *The present situation.*—Women teachers are trained at Achimota, where the course is co-educational and lasts for four years, and at five training centres for women, under Mission authorities, where three-year courses are provided. Students are admitted to all these centres after passing the Standard VII Examination. The number of women teachers who have completed their training in recent years has been increasing; in 1941 the number was 63. Almost all women teachers are engaged in general work in girls' senior primary schools, in teaching Domestic Science in those and in mixed schools, and, to a small extent, in teaching infants.

105. The standard of work of the women teachers is comparatively high. Domestic Science teaching, in particular, although it has been given widely for only a few years, has already reached a creditable standard. This achievement is all the more remarkable considering the ground which must be covered in the training courses, and the consequent difficulty of giving emphasis to any one branch of the work, as well as the shortness of the average term of service of women teachers. As in all countries, many women teachers leave the service to be married after a few years' work in the schools. This permanent factor must be considered in all plans for the provision of women teachers for this country.

106. *The general need.*—We consider that many more women teachers will be required not only for the infant-junior schools to which we have made reference in paragraph 39, but also for Domestic Science and for the senior primary classes.

107. The growth of Domestic Science as a central group-subject in senior primary schools will make even greater demands than at present on the training of women teachers for this work. Each school which chooses Domestic Science as a central group-subject will require at least one woman trained for the task. In addition a few able women with some higher training and further experience will be required as visiting teachers to assist the development of Domestic Science as a central group-subject in various schools. We recommend that women teachers' training centres should bear in mind the probability of an increased demand for teachers with a special knowledge of Domestic Science, and that provision should be made for the training of visiting teachers in this subject.

108. Though the time has not yet come for the provision of training for girls in such subjects as Dress-design, Textile work, and even Architecture, all considered as branches of Applied Art, we are strongly of the opinion that such developments will be necessary in the future. The encouragement of such work may well form part of the task of the proposed Institute of West African Arts, Industries and Social Science.

109. *The course of training.*—We have recommended in paragraph 39 that the Central Advisory Committee should give further consideration to the course necessary for women teachers in infant-junior schools.

For the women teachers in senior primary classes we are of the opinion that a four-year course of training, parallel to that given to men, is essential. We recognise that the immediate provision of a four-year course would create difficulties of accommodation, staff and finance, but we wish to urge that the provision should be made as soon as possible.

For Domestic Science teachers in senior classes we recommend that the training centres should give a four-year course, in which much of the time in the last two years should be devoted to Domestic Science work and method. An additional one-year specialised course should be provided, possibly at Achimota where such a course already exists, for the visiting teachers in Domestic Science, and for the teachers of Domestic Science in training centres.

#### TEACHERS' CERTIFICATES

110. We recommend that the present system of awarding Second and Third Class Certificates at the end of the four-year course, in accordance with Education Rules 49, 50, 51 and 52, should be abolished, and that a new type of certificate to be called "Teacher's Certificate A" should be introduced.

111. The classification of certificates as "Preliminary Second" or "Preliminary Third" has ensured that students in training have had a strong incentive to apply themselves to their studies; but we feel that the system has had undesirable results. Students awarded a Preliminary Third Class Certificate have left college with a strong (in some cases, a hopeless) sense of inferiority and they have been penalised financially throughout the whole length of their careers.

112. The selection of students for training should be carried out in the most careful manner and it should be reviewed from time to time during the first year of the course and at the end of it. Students who prove to be lacking in ability should be dismissed, and there should be no reluctance in applying this rule wherever there is a clear case of mistaken judgment in selection.

If practical effect is given to these principles there is little justification for making permanent a differentiation between the value of teachers, all of whom have undergone the same four-year course and have been considered to be of approximately the same potential value. There are, however, two considerations which should be taken into account in devising a new system of certification:—(1) Students-in-training are adolescents; they may not reach the standard of which they are ultimately capable while they are still at a training college and, in point of fact, a considerable number do not. (2) Some differentiation, which has a financial aspect, should be made between the achievements of students when they complete their course of training, so that any tendency to slackness on the part of the more distinguished students and those who are less distinguished but still above the average, may be counteracted. Training college authorities are of opinion that there would be slackness if students knew that all would be treated as exactly equal at the end of their training.

113. With these considerations in mind, we recommend that on receiving a "Teacher's Certificate A," a teacher should be graded for salary purposes in one of three grades, I, II or III, and that these gradings should be kept on record by the Director of Education but not endorsed on certificates. Further, Grade I should be reserved for students who have distinguished themselves, Grade II for those of average attainment and Grade III for those below the average. We recommend also that a similar grading should be made for women teachers at the end of their three-year course of training.

The differentiation in salary which we recommend is shown in the schedule of proposed new salary scales (*vide* paragraph 121). It will be noted that differentiation ceases when the first efficiency bar is passed.

114. Teachers who have taken a course of training, following the passing of the School Certificate Examination, should, we recommend, be awarded the same "Teacher's Certificate A" as those who have completed the four-year training course.

115. We recommend that teachers who have successfully completed the two-year training for infant-junior schools proposed in paragraph 28 should be awarded a certificate to be called "Teacher's Certificate B."

116. We recommend that Special Certificates should be awarded, as is now done, to teachers who have successfully completed the Special Art and Crafts Teaching Course at Achimota. We recommend also that endorsements on Certificates A and B should be made recording the completion of other special courses of training approved by the Director of Education.

#### INTERCHANGE OF STAFF BETWEEN TRAINING COLLEGES, ETC.

117. There is general agreement among the training colleges that considerable benefit would accrue from interchanges of staff between the Education Department, Achimota College and the training colleges of the Missions. We support this view and we consider, also, that conferences of training college staffs should be held regularly every three or five years. One such conference has already been organised by the Education Department and Achimota College, and there is no doubt that it was of substantial value.

It is recognised that the work of the training colleges could be brought into closer relation to that of the primary schools if, from time to time, members of the staffs had an opportunity of undertaking the same type of duties as those of supervisors of schools. A departure such as this would involve some increase in the staffs of training colleges and additional expenditure on salaries and transport. We recommend that Government should pay grant in respect of the salaries of additional staff and, also, in respect of the means of transport specially maintained for travelling on supervisory duties.

#### THE DEVELOPMENT OF TRAINING COLLEGE LIBRARIES

118. In the last few years especially, the staffs of training colleges have devoted much attention to giving their students a training in reading so that they find a genuine pleasure in this pursuit and, also, become capable of extending, by private study, their knowledge of the content, technique and aims of education. It is becoming more and more obvious that further progress in the schools depends to a large extent on the acquisition by every student-in-training of a stronger habit of reading and a greater skill in it than the average teacher now possesses. An extensive library is an essential piece of equipment, if the improvement we have in mind is to be effected. The training colleges have, of course, recognised the need and have made a sustained effort to satisfy it. But their resources are limited, and it is clear that they need help and encouragement.

We recommend that a grant should be made annually to each of the Mission training colleges for the purpose of maintaining libraries.

## CHAPTER VII

### FINANCE

#### TEACHERS' SALARIES

119. *The present situation.*—There are at present two salary scales for teachers, one for teachers in Government schools, and the other for teachers in Government-assisted schools. The scale for Government teachers with four years' training starts at £48 per annum and rises to £208 per annum in 20 years; the scale

for teachers in Government-assisted schools with similar training commences at £71 per annum and rises to £155 in 17 years. Further, Government teachers have a non-contributory Pensions Scheme, whereas teachers in Government-assisted schools have either a contributory Pensions Scheme, or no pensions at all.

We have found, in considering teachers' salaries, that much difficulty arises from the distinction between the two salary scales, and that there is an increasing public demand that the distinction should be removed. We do not consider that it falls within our terms of reference to make recommendations concerning the salaries of Government teachers, but we feel that we should state our opinion that it is difficult to justify a distinction between teachers who have received a training which is practically identical, and are doing work of equal responsibility and difficulty.

In making recommendations concerning salaries we have considered the need for improving both the content and the extent of education, with the consequent requirements of more teachers and better teachers, and we have also kept in mind that neither Government nor the Missions, nor finally the people as a whole, have unlimited funds at their disposal for educational purposes, and that there is no prospect of any large increase in these funds in the near future.

120. *Recommendations.*—After very careful consideration we have come to the conclusion that an increase in the provision for education is only practicable if a reduction is made in the initial salaries of teachers in Government-assisted schools, which, in the opinion of many competent observers, are unnecessarily high. We therefore propose, in paragraph 121, salary scales which are based upon a lower initial salary, which we believe will provide adequate remuneration.

121. Details of the recommended salary scales and allowances to headmasters will be found in the following schedules. It should be borne in mind that the revised salaries will apply only to teachers admitted for training after the new scale has been finally approved.

### SUGGESTED MINIMUM SALARY SCALES FOR TEACHERS ENGAGED IN GOVERNMENT-ASSISTED SCHOOLS.

Year of Service	Provisional Certificate	Honorary Certificate	Teacher's External Certificate	"Teacher's Certificate B" Two years' training	"Teacher's Certificate A" (Women) Three years' training	"Teacher's Certificate A" Four years' training			Special Scale	Year of Service
	I.	II.	III.	IV.	V.	VI.	VII.			
	£	£100	£	£	£	Grade III	Grade II	Grade I	£	
1	24	As approved by the Director of Education : Maximum £100	27	Probation { 42 42 42 42	One preliminary year at £54, then to Year 1 of Column VI.	54	54	60	170	1
2	—		30			54	54	60	180	2
3	—		33			54	60	66	190	3
4	—		36			60	60	66	200	4
5	—		39	45		60	66	72	—	5
6	—		42	48		66	72	72	—	6
7	—		45	51		78	—	—	—	7
8	—		48	54		84	—	—	—	8
9	—		51	57		90	—	—	—	9
10	—		54	60		96	—	—	—	10
11	—		57	63		102	—	—	—	11
12	—		60	66		108	—	—	—	12
13	—		—	69		114	—	—	—	13
14	—		—	72		120	—	—	—	14
15	—		—	75		126	—	—	—	15
16	—		—	78		132	—	—	—	16
17	—		—	81		138	—	—	—	17
18	—		—	84		144	—	—	—	18
19	—		—	87		150	—	—	—	19
20	—		—	90		156	—	—	—	20

#### Suggested allowances for Headmasters:—

- (1) £4 for the headmaster of one section of a school—i.e., Infants only, Junior only, or Senior only.
- (2) £8 for the headmaster of two sections of a school—i.e., an Infant-Junior school or a Junior-Senior school.
- (3) £12 for the headmaster of a complete school, including Infants, Juniors and Seniors.

If a one-department school (e.g., an Infants school) has duplicated classes, it will come under (2); and if a two-department school (e.g., an Infant-Junior school) has duplicated classes, it will come under (3). These allowances would not be payable to teachers on the Special Scale.

122. The normal period of training for women teachers other than those trained at Achimota is three years. We consider it unfair, however, that such teachers should be regarded as equivalent to those with four years' training, and we have recommended that they should be required to serve for one preliminary year at £54 per annum before coming on to one or other of the three grades for teachers with four years' training (Column VI).

123. We have further readjusted the scale by making it cover a period of 20 instead of 17 years. By doing this we have reduced the expenditure which will be incurred by Government.

124. In addition to the salaries suggested in this scale, we have recommended a scale of allowances for headmasters, such allowances to vary according to the type of school of which a teacher is in charge. In

support of this recommendation we wish to point out that headmasters have considerably more responsibility and much more detailed work than ordinary teachers, and it is only reasonable that they should be given some recognition for the efficient performance of their duties.

125. As an alternative to our present proposals, we have considered the introduction of a basic scale with special allowances, where necessary, graded according to the cost of living in different places. After careful deliberation, however, we are of the opinion that the institution of different salary scales for different areas is not now practicable.

126. With regard to the Special Scale, we recommend that it be retained, amended as proposed in paragraph 121, and that, so far as promotions to it are concerned, each individual case should be considered on its merits.

127. We have also given considerable thought to the problem of salaries for teachers with two years' training. In drawing up the scale for these teachers we have been guided by the need for providing a reasonable wage, having due regard for the training undergone. This training is not to be considered as complete in itself. We hold that a period of practical experience is essential before such teachers can be considered equipped for their work, and therefore we recommend that the first four years of actual teaching, following their two-year course of training, should be considered as a probationary period. It should then be definitely decided whether they should continue teaching or whether their certificate should be withdrawn.

#### THE PAYMENT AND ADMINISTRATION OF GRANTS-IN-AID OF PRIMARY EDUCATION

128. *Salary Scales in relation to available Grant-in-Aid.*—Block grant and school fees are at present the two important sources from which educational units draw their income for the maintenance of assisted primary schools and, in particular, for the payment of salaries in accordance with the requirements of the Education Rules. Heads of educational units have pointed out that, in the absence of a substantial income from other sources (e.g., grants from local authorities), they are liable to serious financial embarrassment if at any time Government finds itself unable to pay the block grant in full because of a shrinkage in revenue consequent on economic depression. It has also been pointed out that such financial embarrassment was actually experienced as a result of the "slump" of 1930-31 when for a time Government would sanction no modification of salary scales, although grant-in-aid was reduced.

We consider that the salary scales of teachers who have completed their training and entered on their careers should not be subject to modification except in circumstances of grave financial difficulty. Any suggestion to the contrary would cause a justifiable sense of insecurity. We agree, also, with the Gold Coast Teachers' Union that if sacrifices are to be demanded from teachers, they should be assured that comparable sacrifices will be demanded from every section of the community. We realize that the salaries of teachers are dependent upon the grants-in-aid and the school fees which Educational Units receive and that, therefore, if at any time grants-in-aid cannot be paid in full by Government, it follows that Educational Units will find it impossible to pay teachers in accordance with the minimum salary scales laid down in the Education Rules. In consequence we recommend that in the event of Government, at a time of financial stringency, finding itself unable to pay in full the "earned grant" (as defined in Education Rule 65 (d)), immediate consideration should be given to the need for making necessary adjustments to the existing minimum salary scales.

129. *The Payment of Teachers' Salaries.*—Numerous complaints have been made that the salaries of teachers in Government-assisted schools are paid irregularly or not in full and that deductions made from salaries are on occasion only nominally of a voluntary nature. In most cases it is difficult to secure evidence from individual complainants which would substantiate their more disquieting assertions; but we feel, nevertheless, that existing safeguards against possible abuses could be strengthened without adding an undue burden to the administrative work of the Educational Units. Such strengthening would certainly be welcomed by the teaching profession, which points out that when teachers are not paid in full each month and payment of arrears is deferred for a long period, they are liable to incur debts.

130. The causes which give rise to complaints may be summarised as follows: (1) fraudulent action (which is generally considered to be of rare occurrence); (2) failure to pay salary in full at the end of a month and for a number of months, due to employers' being short of money; (3) the fear of victimisation for refusing to sign receipts for money not actually received, as, for example, for objecting to certain deductions.

131. Shortage of money at certain times of year has been a serious and a not readily avoidable difficulty. The Education Rules passed in 1933 provided for the payment in advance of quarterly instalments consisting of twenty per cent of the grant as a means of obviating this difficulty. The difference between the Government financial year and the calendar year in respect of which grant was earned made it impossible for the first quarter's payment to be made in advance. The suggestion has been made to Government that twenty-five per cent of the grant earned in a calendar year should be made available at the beginning of each quarter, except the fourth quarter when the advance should be twenty per cent, leaving five per cent to cover adjustments at the end of the year. If this suggestion is adopted the difficulty will, to a large extent, be removed.

132. Deductions from salaries are varied in nature: they may include contributions to pensions schemes or funds; instalments of the refund of debt; contributions to the maintenance or expansion of the work of the Educational Unit which employs the teachers concerned. In addition, increments may be stopped for reasons other than failure to pass one of the Efficiency Bar Examinations prescribed by the Education Rules.

Before 1931, each assisted school was required to submit monthly salary vouchers to the Education Department. The practice was abolished on the recommendation of the Retrenchment Committee of 1931, made in consequence of the assertion that managers were burdened by the duty of preparing a large number of complicated and unnecessary returns. The reintroduction of the salary-voucher system (which has already been effected) should assist in ensuring regularity of payment and in preventing wrongful deductions from salaries, and as a further protective measure the Gold Coast Teachers' Union should, we suggest, urge all its members not to sign a receipt for an amount in excess of what has actually been paid. The Union should also assist with the investigation of suspected cases of victimisation (e.g., dismissal) for refusal to agree to unwarranted deductions from salary.

133. *School Accounts.*—Information placed at our disposal has shown that the keeping of school accounts in general is in need of considerable improvement. For example, confusion is caused by an Educational Unit's failing to keep separate accounts for its assisted and non-assisted schools.

We are of opinion that Educational Units, apart from those which are small and do not require, or possess, a highly developed system of supervision and control from the centre, should keep central accounts for their assisted schools, in addition to the accounts which, in accordance with Education Rule 58 (13), are kept locally.

We recommend that the Central Advisory Committee should, in consultation with the Educational Units, devise a system of accounts which will be practicable for those units and satisfactory to the Director of Education.

#### SOURCES OF REVENUE

134. *The Existing Situation.*—The revenue of the schools is now made up of (a) School Fees ; (b) Government Grant ; (c) in some cases, grants from Missions ; (d) in some cases, contributions from the community by special local efforts or by grants from Stool Treasuries. The contribution made by the local community to the work of education has been most generous, especially in the provision of school buildings, and it is a remarkable indication of the desire for education.

135. *The possibility of increasing the Existing Revenue.*—We have pointed out in paragraph 22 that revenue is one of the factors which must determine the rate of educational progress. We have felt it our duty, therefore, to consider whether any increase in the existing sources of revenue is practicable, and whether there are any other sources from which funds may be obtained for educational purposes.

136. With regard to school fees, the Education Rules do not prescribe that fees shall be charged in any school, and Missions still retain their own scales, which differ from one another to a considerable extent. In some instances, a discrimination is made between assisted and non-assisted schools, and, in others, special rates obtain for rural or for urban areas. Thus the fees charged per month may vary from 3d. to 1s. in Infant Classes, 1s. to 3s. in Standards I–III, and from 2s. 6d. to 3s. 6d. in Standards IV–VII. The parents are also called upon to pay for books and clothing, which constitute for them a major addition to the cost of educating their children.

We do not consider that any general increase in school fees can be recommended. It must be stated, however, that serious difficulty is created by schools which charge fees lower than those in the other schools in the same area. The remedy for this may rest with the District Education Committees, if they are established as we suggest in paragraph 176, and if some measure of control by them becomes practicable. There is some demand for the abolition of school fees. We think it desirable to point out that in countries where education is free it is also compulsory, and that compulsory universal education is normally to be found only in those countries where there is a high level of direct taxation.

137. The appropriation made by Government for educational purposes has increased very considerably since 1920 (see Appendix A) and Government is now committed to expenditure on education which amounts to approximately ten per cent of its average revenue at the present time. The closing of the Assisted List, announced in 1937, was made necessary by the present and future commitments in respect of the salaries of teachers already in service, and by the impossibility of Government's assuming unlimited liability which would be created by a further growth in the number of assisted schools. Indeed if the number of assisted schools had increased indefinitely, almost all the revenue would have been required to provide education for all children of school-going age.

138. Nevertheless the closing of the Assisted List threw into relief the existing disparity in the assistance given to education in various parts of the country. It is to this aspect of the problem that we have given special consideration. We feel that it is essential that ways should be found by which a wider distribution of the present resources can be made so as to render assistance to schools in areas where education is of more recent growth. The system of paying block grants, introduced in 1933, has allowed some measure of re-allocation by the Educational Units among their own schools on the Assisted List. But the problem of the wider distribution of the present resources still remains unsolved. We make the following suggestions for further consideration :—

- (1) that the system of block-grants be adjusted to allow Educational Units to allocate a portion of their grant to their own schools, now outside the Assisted List, in areas approved by the Central Advisory Committee, and to schools approved by that Committee ;
- (2) that certain local authorities, in districts most favoured by the present allocation of grant, should assume part of the financial responsibility for schools within their areas, thereby freeing a corresponding portion of the Government grant for the purpose of assisting schools in areas where education is of more recent growth ;
- (3) that the money accruing to Government from savings on earned grant caused by the gradual replacement of four-year trained teachers by two-year trained teachers in the Infant-Junior Schools, as proposed in paragraph 28, should be distributed among the Educational Units for the purpose of assisting schools in less advanced areas.

139. With regard to grants from Missions, we do not consider that it is reasonable to expect that the Missions will be in a position to increase their contributions to educational work.

140. It remains for us to consider whether we may hope for increased grants from the local community. The steady growth of Stool Treasuries is a development which is of fundamental importance in the extension of primary education. It is not for us to make specific recommendations on a subject which is the concern of Government and of the Native Administrations, but we wish to state as emphatically as we can our considered opinion that some definite part of the revenues of the States should be allocated for the work of education. In the meantime it is essential that the needs of education should not be overlooked by the Native Administrations, for experience has shown that grants previously made by local Chiefs have been discontinued when State Treasuries were established.

We trust also that the people will be ready, as they have been in the past, to make special local efforts for such purposes as the provision of school buildings.

The District Education Committees suggested by us in paragraph 176 are, in our opinion, the best means of securing the co-operation of the various elements concerned in education, and of co-ordinating, directing and increasing the local efforts.

141. The conclusion is inescapable that any large increase in the provision for education is dependent upon an increase in revenue. This can come only from an increase in the appropriations made by the central Government and by the Native Administrations and other local authorities. It will be for the Government and for the country to decide in what ways that increased revenue can be provided.

#### VARIOUS GRANTS

142. *Special Grants in respect of Primary Boarding Schools.*—Boarding schools are regarded by many as being superior educationally to day schools; and we consider that the maintenance of a number of primary institutions of this type is not only desirable but necessary particularly in view of the growth of central senior schools serving a number of villages. It must be pointed out, however, that boarding schools cost more to maintain—for efficiency the staff must be larger and it is necessary to maintain practically three times the equipment of buildings which is adequate for a day school. These facts were formerly recognised in the Education Rules, which, before 1933, permitted the payment in respect of a primary boarding school of a sum not exceeding 105 per cent of the total cost of salaries.

The maximum grading is now 100 per cent and no special encouragement is given to maintain a boarding department that is thoroughly effective from the educational point of view. We feel that a difference of 5 per cent between the maximum possible gradings of boarding and day establishments is only a meagre representation of the difference in educational value and cost of maintenance. With these considerations in mind we recommend that a separate grant, not exceeding 15 per cent of the total amount paid in salaries to teachers, should be awarded on the efficiency of the boarding department of an assisted primary school. In boarding schools which are attended by a number of day scholars this special grant should be based upon the proportion of pupils who are boarders.

143. *Grants in respect of Visiting Teachers.*—We have recommended that visiting teachers of art and other subjects should be employed in developing the work of these subjects in a group of schools situated in a particular area. Employment of this kind would involve a certain amount of travelling, and we recommend that Government should bear the full salary cost in respect of each approved visiting teacher.

144. *Grants in respect of Supervisors of Schools employed by Educational Units.*—According to Education Rule 67, a maximum of £120 per annum may be paid in grant in respect of African supervisors of schools. We consider this sum inadequate. It is not in keeping with a type of appointment which calls for more than average ability and energy and demands a keen sense of responsibility. Even if these considerations were without significance, it is obvious that no allowance is made for transport or for capital expenditure on it, and reliable transport is a necessity in supervising schools. We are of opinion that Rule 67 should be amended to bring it into correspondence with Rule 68, which is concerned with the payment of grant in respect of European supervisors, and that provision should be made for the payment of a sum not exceeding £350 per annum as grant in respect of each African supervisor.

145. *Grants for Secondary Education.*—We have recommended in paragraphs 81–85 that the curriculum of the secondary schools should be made much wider and that increased facilities should be provided for secondary education of the proper type. We are of the opinion that this will involve secondary schools in increased expenditure. While we do not advocate an alteration in the existing basis of grants-in-aid to secondary schools, we recommend that assistance should be given to them in the form of capital grants for equipment for scientific and applied work.

#### GRANTS TO TEACHER-TRAINING COLLEGES

146. *Existing Training Colleges for men and women.*—The present system of awarding grants to training colleges makes demands on the finances of Missions which are proportionately much greater in respect of these institutions than they are in respect of the assisted primary schools. The block grant provides for approximately 75 per cent of salaries in assisted primary schools, and fees make a further substantial contribution to their funds. On the other hand, in 1938 in one Mission training college which can be regarded as representative of the others, the cost of a student was approximately £48 per annum. Of this amount, the Mission was responsible for £24 per annum, Government £18 and the student £6. Since 1938, the fee has been increased; but the fact remains that the training of teachers is carried on by the Missions in conditions of considerable financial strain, and that, in consequence, their work is less effective than it could be. The efficiency of the whole educational system depends on the quality of the training which teachers receive, and we strongly recommend that steps should be taken to safeguard and improve this quality by increasing the grants paid to the training colleges.

147. The Education Rules make separate provision for grant to be paid in respect of students, African staff and European staff, and we consider that this system does not call for any amendment.

148. The present grant in respect of students is £5 in respect of each in their first year of training and £10 in respect of the others in the second, third and fourth years of the course. The payment of a smaller grant in respect of first-year students was designed to avoid waste arising from the selection of indifferent students and their subsequent dismissal after a period of probation. In actual practice the selection of students is probably as efficient as can reasonably be expected and wastage is certainly slight. There is thus little or no justification in fact for the retention of the rule, and we recommend that the grant payable in respect of a student in training, taking a four-year course, should be the same for each year of the course.

149. In view of the financial difficulties already experienced by the Missions we are of the opinion that the provision of training facilities suited to the type of education recommended in this Report will constitute a heavy burden on their funds. We recommend therefore that the grant payable by Government in respect of a student in training taking a four-year course should be increased to £20 per annum.

150. It is only the larger Educational Units, the Roman Catholic and the Methodist Missions and the Presbyterian Church, that maintain training colleges for men. Students for the smaller Missions are trained as teachers at Achimota College ; and the Education Department pays a grant of £30 per annum in respect of each, the total fee payable to the college being £33 per annum. Thus, while the larger Missions make a considerable contribution to the cost of the training of teachers, the smaller make virtually none. Moreover, the students trained at Achimota College meet only a small part of the cost of their own training in comparison with that made by the students in the Mission training colleges. We consider that this distinction is unjustifiable and we recommend that Government scholarships for teacher-training at Achimota College whether in respect of students intended for Mission service, or for service with other Educational Units, should be reduced to £20 per annum.

151. According to the present Education Rules, the grant payable in respect of the salaries of African teachers employed in training colleges may not exceed 60 per cent of the total amount of these salaries. In assisted primary schools grant up to 100 per cent of the total amount of teachers' salaries may be paid, and, as we have pointed out, 75 per cent of the total paid in these schools is in actual fact met by Government. We consider that this anomaly should be removed, and we recommend that grant up to 100 per cent of the total amount paid in salaries to African teachers should be payable to all training colleges.

152. At present a grant of £150 per annum is payable in respect of each European engaged in a training college. No comment on the meagreness of this sum need be made. After consultation with the Mission representatives on the Committee we recommend that a grant up to £250 should be payable in respect of each European member of a training college staff.

153. *Colleges which provide the suggested new Two-year Course.*—We recommend that the rate of grant paid to these colleges should be the same in all respects as that recommended in paragraphs 146–152 for the existing training colleges.

## CHAPTER VIII

### TEACHERS' PENSIONS

#### THE NEED FOR A GENERAL PENSIONS SCHEME

154. At the present time only two of the larger educational units make provision for pensions in respect of their teachers and one has a Provident Fund. Representations have been made to us by the Gold Coast Teachers' Union that a general pensions scheme for all teachers in Government-assisted schools be instituted. It was pointed out to us that a scheme organised in this way would have at its disposal resources which would be much larger than those which any one educational unit could ever hope to possess, and that, under such a scheme, a teacher who moved from one educational unit to another, would not, as at present, suffer any loss.

155. The suggested scheme brought to light many difficulties. Such difficulties were the existence of Mission pensions schemes and the transfer of teachers from assisted to non-assisted schools and *vice versa*. Other matters requiring careful consideration were whether the scheme should be contributory or not, whether it should be confined entirely to trained teachers, whether anything could be done for untrained teachers in secondary schools and whether the scheme should apply to Mission schools only or to all non-Government schools.

#### RECOMMENDATIONS

156. We wish to make it clear that we approve in principle of pensions for non-Government teachers. We consider further that any pensions scheme which is introduced must be a contributory one, part of the expense being borne by Government and part by the teachers. A contributory scheme would mean more substantial pensions ; if contributions were not paid by the teachers, the money available would be very limited and pensions consequently smaller. It is probable, moreover, that there will be a very considerable increase in the number of trained teachers, and if the scheme were non-contributory the drain on Government resources would be very great. We are also of the opinion that the scheme should be compulsory, because a pensions scheme, to be of any value, must be really comprehensive.

157. We summarise our recommendations as follows :—

- (i) that a pensions scheme for non-Government teachers should be instituted ;
- (ii) that the pensions scheme should be applied to all future trained certificated teachers, and that the case of existing trained certificated teachers should be sympathetically considered, bearing in mind that there are some who belong to no pensions scheme and others of long service who already belong to a pensions scheme ;
- (iii) that the application of the scheme to untrained certificated teachers should be considered ;
- (iv) that the scheme should be contributory ;
- (v) that, in view of the reduction in initial salaries, the contributions of teachers should be as low as is consistent with the provision of reasonable pensions ;
- (vi) that the scheme should be compulsory.

158. In view of the extreme complexity of the question we recommend that Government should set up an *ad hoc* Committee to devise a Pensions Scheme.

## CHAPTER IX

### UNIVERSITY AND COLLEGIATE EDUCATION

#### THE PRESENT SITUATION

159. There has been a very considerable development of facilities for secondary education since the Educationists' Committee's Report was written in 1920, and further extensive development may be expected. In consequence, the number of young men who are capable of successfully undergoing a course of higher education is already considerable and it is steadily increasing.

160. We are of opinion that there is scope for African graduates of the highest type not only in Government but, also, in other service, for example, the Missions, local authorities and business. We feel that the employment of such men is not only a desirable but a necessary step for the further development of the Gold Coast.

161. At present, Government's contribution to post-secondary education of the university type is represented by the university classes at Achimotá and by scholarships tenable chiefly in the United Kingdom. So far, Achimota has been able to provide the full course for only one degree examination—the University of London Examination for its B.Sc. (Engineering) Degree. The other university courses now available at the College are those which lead up to the First Examination for Medical Degrees and the Intermediate Examinations in Arts, Science and Agriculture.

162. We feel that a pass in an Intermediate Examination cannot be regarded as a satisfactory termination of a course of higher education. It represents only an introduction to the intellectual discipline of university studies and, in fact, a meagre preparation for those higher grades of employment which call for a sense of responsibility, initiative and continuous constructive effort.

#### THE DEVELOPMENT OF UNIVERSITY EDUCATION

163. These various considerations—that the number of students capable of profiting by a university education has increased, that there is scope for the employment of African graduates of the highest type, and that the present facilities for higher education are inadequate, might seem to point to the desirability of an immediate development of the university classes at Achimota up to degree standard. We believe, however, that there are other cogent arguments which must be considered before any change in the existing system can be recommended.

The whole question of the extension of the university classes at Achimota was most carefully considered by the Committee of Inspection of Achimota College in 1938. Their views, expressed in pages 137-145 of their Report, cannot lightly be ignored, and we are in general agreement with their conclusions. We wish, however, to stress certain points which appear to us to be of major importance.

164. In the first place, the provision of university education cannot be considered merely in relation to the Gold Coast alone; the population of this country is too small to provide an adequate number of university students, even if there is a very large increase in the number of secondary schools. We believe that unless the university of the future is West African, combining in its organisation not only Achimota but also the centres of higher education in Nigeria and Sierra Leone, it can never provide an adequate variety in its curriculum nor maintain a proper standard.

That standard must be high. We would insist that the aim in providing university education should be to establish degrees which will command respect outside West Africa. For this we consider that nothing less than the standard of an Honours Degree at a British University would be sufficient. We do not wish to see repeated in this country the evil effects of a low standard of university attainment which are all too obvious in some other lands. To establish Pass Degrees would be relatively easy; we do not consider that it would be worth while.

Moreover, as the Achimota inspectors rightly observe, "an African University when it comes should not be a mere reproduction of an English University . . . but one really adapted to African needs and shaped by African minds." But development towards this goal must of necessity be slow, and the process can be hastened only at the risk of destroying what we desire to create. The premature establishment of a general system of university courses leading to Pass Degrees might make impossible the full realisation of the aim of building up a university in West Africa which would be able to take its place among the universities of the world.

#### RECOMMENDATIONS

165. For these reasons we recommend that Achimota College, in consultation with the other centres of higher education in West Africa, should begin without delay the planning of the proper lines of development of university work. The Institute of West African Arts, Industries and Social Science should be of great service in this connection. We consider also that Achimota College should strengthen its existing Intermediate and Degree classes as a foundation upon which university work of a higher standard may subsequently be built. We do not, however, advise the introduction, at this stage, of Pass Degree courses in Arts and Science.

166. We further recommend that, until the time comes for the establishment of a University of West Africa, there should be a generous provision of scholarships to residential universities in the United Kingdom and elsewhere. At present a limited number of such scholarships is awarded by Government and by the Council of Achimota College. We consider that the number of these scholarships should be increased, the principle of selecting only the very promising being carefully maintained, and that they should be extended to include such courses as those of the Imperial Institute of Tropical Agriculture in Trinidad. We suggest that scholarships should normally be awarded to men and women who have passed the appropriate Intermediate Examinations. We desire also to suggest that Government should assist Mission bodies to award similar scholarships to equally carefully selected young men who, on completing their course, would be employed in teaching in secondary schools or training colleges.

## CHAPTER X ADULT EDUCATION

#### THE PRESENT SITUATION

167. In the past, attempts at adult education, in the narrow sense of the word, represented by evening classes and the like, have been received with enthusiasm at their inception but, in the long run, they have not achieved a degree of success in keeping with the time and energy spent on them. Most students have enrolled in these classes with a view to improving themselves in their vocations, and, while no criticism of their motive

is suggested, it has been pointed out that they generally failed to realise that little can be achieved without determined application not only in the classroom but in private study also. Many students, moreover, suffered from the discouraging deterioration in their proficiency in essential subjects, such as Arithmetic and English, which is the inescapable consequence of cramming for examination successes in the primary school. A further difficulty has been that, apart from a number of school teachers, very few members of the community have come forward as instructors for evening classes.

168. No doubt, as time goes on the difficulties we have enumerated will become less formidable : but we doubt if, at the present stage of development of facilities for primary education, either Government or the various educational bodies would be justified in devoting an appreciably greater proportion of their resources than they do now to the development of a system of adult instruction with a more or less vocational purpose.

#### NECESSARY DEVELOPMENT

169. The methods evolved by Dr. Laubach for the eradication of illiteracy by mass campaigns, and used by him with success in the Philippines and South India, have demonstrated that it is possible to make a large section of the population literate in the vernacular in a comparatively short time. We are of the opinion that these methods should be studied with the object of applying their underlying principles to the circumstances of this country. With co-operation between voluntary agencies, the Missions and Government, and, if possible, with unified direction under a Central Committee, a real advance towards adult literacy could be made.

With increased literacy in the vernacular it is essential that there should be provision for the supply of simple vernacular literature. The propaganda work of the Medical and Agricultural Departments and of Government in general would be greatly facilitated if large numbers of the people could read suitable pamphlets. The provision of such literature requires careful thought and planning.

170. Information and instruction provided by Government now reaches the adult community by means of broadcasting, the cinema and the printed word ; by the example and activities of instructors and other employees of Government Departments and of members of social service organisations ; and through the original and still most generally used channel of all, the Chief and his Council. We feel that the time has come for Government to attempt a great development of adult education, and that the first step which should be taken is a review of all the agencies at its disposal followed by the establishment of a system for the effective co-ordination and direction of the efforts of these agencies. The urgent need is for an organised system for the widespread education of adults in matters which are of importance to the welfare of the community as a whole. The vigorous use of such a system would help to bridge the gap which now exists between so many homes and the primary schools, by creating an outlook in sympathy with the teaching in these institutions, e.g., the teaching of hygiene. We feel that it is essential that all Government adult educational effort should be under a unified direction.

171. We therefore recommend that a small Board of Public Instruction should be established, representative in character. This Board should have sufficient authority to draw up, review, and if necessary amend schemes for adult education, to co-ordinate literacy campaigns, the provision of literature, the use of broadcasting and the cinema, and to call upon and make full use of the knowledge and experience of Government departments and other bodies. The Board would be charged with the responsibility of seeing that effect was given to approved schemes in the most vigorous manner possible.

#### THE CINEMA AND BROADCASTING

172. The establishment of a central film library would be an essential part of any scheme for adult education by means of the cinema. Many of the films it would contain would be useful in the training colleges, secondary and higher institutions and, also, in the senior standards of the primary school : but we would draw attention to the type of film which is designed solely for use as an aid to teaching in the classroom and not for adult educational purposes. We feel that either a separate library of such classroom films should be established or that a special section of the central film library should be devoted to them.

We recommend, also, the payment of grant for the installation of adequate cinematograph apparatus in training colleges and other institutions, provided that the Education Department is satisfied that the staff is capable and desirous of making effective educational use of the cinema as an integral part of teaching equipment.

173. We welcome the institution of a regular broadcast to schools and regard it as an innovation of the greatest importance.

## CHAPTER XI

### ADMINISTRATION AND CONTROL

#### THE PRESENT SITUATION

174. The development of education in the country has been largely due to the co-operation between Government and the Missions. This co-operation has been of a very real nature, and we would like to place on record our opinion that progress in education has been made possible by the friendly relations existing between these bodies. In the proposals we now make for administration and control, it is our aim to maintain and make even more effective this association.

In formulating these proposals we have had in mind the following features of the existing situation of educational affairs :—

- (a) The need exists for a carefully organised endeavour to extend the educational system.
- (b) Attempts are being made by Chiefs, communities and Missions to provide facilities for primary education and in the last few years several hundred new infant-junior schools have been established.

- (c) These schools are in general of indifferent quality, because the great majority of the teachers employed in them are without training of any kind. Those who establish them have little experience in the management of schools and there is no organised system of giving them the advice and guidance of which they would be glad to avail themselves.
- (d) To improve staff and thus greatly to raise the standard of work in the schools to which we refer, we have recommended that a new two-year course of teacher-training should be established. But action with regard to the complementary aspect of the problem is necessary—provision must be made for guiding and training local communities in maintaining facilities for education.
- (e) To judge from the developments of the last few years, local communities are steadily becoming more and more willing to provide substantial sums for education. It is clear, however, that there is a need for careful organisation to prevent waste through overlapping, undue rivalry and ill-considered or over-ambitious schemes.
- (f) Existing machinery for the guidance of educational effort is inadequate for the functions we have in mind. The existing Board of Education is *in effect* a Select Committee of Legislative Council and as such it serves the very useful and necessary purpose of preparing education business for that Council's consideration. Without a body such as the Board of Education the Council might be called upon to spend an undue proportion of its time on education affairs. We are of opinion that the Board of Education should continue to fulfil its present useful function, but we feel that it can never find time to undertake the extensive work which the achievement of the aims we have outlined above would necessitate.

The new machinery should co-ordinate more closely the efforts of the old. It should, also, establish close organised contact between those who are experienced in administration and in educational affairs and those who are capable of presenting the views and wishes of that steadily growing part of the community which is desirous of making a practical contribution to the extension of facilities for education.

We therefore propose two important innovations in the system of administration and control of education. These are the establishment of (a) a Central Advisory Committee on Education and (b) District Education Committees.

#### RECOMMENDATIONS

175. *Central Advisory Committee.*—We recommend the establishment of a Central Advisory Committee under the Education Ordinance as follows:—

##### *Constitution:*

- (a) Membership. (1) The Director of Education (*Chairman*);  
 (2) The Principal of Achimota;  
 (3) Three members to represent the Missions and other educational units;  
 (4) A member to represent girls' education;  
 (5) Three Africans, of whom one shall be a Paramount Chief from the Colony and one shall represent Ashanti;  
 (6) One African to represent the teaching profession.
- (b) All members indicated in (3), (4), (5) and (6) above shall be nominated by His Excellency the Governor.
- (c) The term of membership of members nominated by the Governor shall be four years as from the date of their nomination. Provided that any nominated member on the expiration of his term of membership may be re-nominated for a further term of four years. And provided further that any member nominated as aforesaid may at any time by notification to the Governor in writing resign his seat on the Committee.
- (d) The Governor may, as occasion requires, fill vacancies on the Committee.
- (e) An officer of the Education Department shall be appointed by the Director of Education to be Secretary of the Committee.

##### *Duties:*

To advise the Director of Education on all matters connected with education.

##### *Standing Orders:*

- (a) The Committee shall meet at least once each quarter except by consent of the Committee.
- (b) Six members of the Committee shall form a quorum.
- (c) The Chairman, in addition to his vote as a member of the Committee, shall have also a casting vote in cases where the votes of the members are equally divided.

176. *District Education Committees.*—We are of opinion that the most solid progress will be made in future if the direction in the development of education administration is towards education committees for smaller areas, to be defined, rather than towards provincial committees. In some cases the area would include one or more large native States, in others a larger number of comparatively small States.

177. We consider that if such District Education Committees are established, they should be under the chairmanship of senior officers of the Political Administration and that their membership should include officers of the Education Department and representatives of the State or States and of the Mission or Missions concerned. At the beginning, members should be appointed by the Governor; but when the Committees have proved their efficiency, members might be elected.

178. District Education Committees would survey district needs, consider plans for development in the localities they serve, and submit recommendations to the Director of Education and the Central Advisory Committee. They would also advise concerning the preparation of estimates and the allocation of grants from funds made available by local authorities for educational purposes.

179. *Curriculum Sub-Committee.*—A substantial part of our work has been concerned with curriculum and, in the light of our experience, we recommend that a standing Curriculum Sub-Committee should be appointed by the Central Advisory Committee to assist it, as occasion may demand. The establishment of such a committee would provide permanent machinery for the collection and exchange of information with regard to curriculum and for the discussion, possibly the initiation, and certainly the encouragement, of experimental work.

We consider that the Sub-Committee should have a nucleus of permanent members and that it should co-opt others for the consideration of particular subjects on which they are specially qualified to advise.

180. *Text-books and Publications Sub-Committee.*—Through the efforts of the Missions, Achimota College and the Education Department (acting chiefly as a co-ordinating agent) much progress has been made in the last fifteen years with the preparation and publication of books specially suited to Gold Coast needs. Progress has been most marked in the sphere of vernacular literature, and we understand that the Gold Coast compares very satisfactorily with other African colonies in this regard. Much, however, remains to be done before even a minimum equipment of satisfactory books is made available for educational purposes. There is need for the establishment of a simple type of organisation to advise and assist the Education Department with the extension of work on school literature, with the planning of such work, and with the further co-ordination of the efforts of all who are concerned with it. It is of importance that close touch should be kept with the publishers of school literature for use elsewhere.

181. We recommend therefore that a Text-books and Publications Sub-Committee should be appointed by the Central Advisory Committee to fulfil the functions we have indicated above.

It is suggested that its personnel should include the permanent members of the Curriculum Sub-Committee, so that the necessary correlation of the work of the two Sub-Committees should be made as close and effective as possible.

We recommend that the Text-books and Publications Sub-Committee should also advise on school libraries.

#### SENIOR STAFF OF THE EDUCATION DEPARTMENT

182. We regard the staff of the Education Department as inadequate for the work it is at present called upon to do. We would point out that whereas the establishment of the Department in 1930–31 was 46 Europeans and 8 Africans, the establishment for 1940–41 is only 24 Europeans and 4 Africans. This drastic reduction has imposed a very severe strain upon the staff. It should be remembered that calls made upon the staff of the Department for extraordinary services, for which officers of the Department possess qualifications, have increased the difficulty of organising the work of the Department as a whole, with its already depleted staff. It was, for example, unable, in both the years 1936 and 1937, to inspect even all the assisted schools, much less to examine non-assisted schools or to give to secondary schools the guidance for which they looked. Moreover if District Education Committees are established and conducted in a genuinely constructive manner, they will make considerable additional demands on the time of the Education Department staff. In the interests of efficiency and of the effective control of both assisted and non-assisted schools, it is essential that the Inspectorate should be considerably increased.

183. We recommend that the Central Advisory Committee should give early consideration to the necessity for increasing the senior staff of the Department, and in particular to the need for Specialist Inspectors in such subjects as Agriculture and Art and Crafts. We consider also that a number of African Assistant Inspectors of Schools should be appointed to the staff of the Education Department. The men and women chosen for these appointments could be either young graduates who have had teaching experience, or else teachers of outstanding merit who have undergone a special course of training before appointment. They should have in front of them the possibility of promotion to the rank of Inspector of Schools. Such men could be very valuable.

184. It has been pointed out that jury service is liable to reduce very considerably the amount of time which officers of the Education Department are able to spend on the essential duty of visiting and inspecting schools. We therefore recommend that Inspectors of Schools, like teachers, should be exempted from jury service.

#### SUPERVISORS OF SCHOOLS EMPLOYED BY EDUCATIONAL BODIES

185. We consider that the effective administration of a large Educational Unit demands the employment of European and African supervisors of schools. The work done by the supervisors already in service has proved to be of the greatest value and has helped to maintain the standard of efficiency in the schools. In view of our proposals for the improvement of Infant-Junior Schools, we recommend that the number of these supervisors should be increased to a total of sixteen. We have made recommendations in paragraph 144 concerning the grants-in-aid payable in respect of supervisors of schools.

#### THE REGISTRATION AND CONTROL OF SCHOOLS

186. In commenting on the Annual Report on the Education Department for the year 1935–36, the Advisory Committee on Education in the Colonies referred to the lack of control over non-assisted schools in this country. Elsewhere, control over the establishment and conduct of schools is provided for by legislation.

187. We recommend that a system for the registration of schools should be instituted in the Gold Coast. In support of this recommendation we would point out that: (1) in many parts of the country for various reasons, including rivalry between denominations, redundant schools are established and, in consequence, the resources that a village or an area makes available for education are frittered away on several schools of indifferent quality, when one of a reasonable standard of efficiency could be established and would be adequate to meet the educational needs of the community concerned; (2) unnecessary non-assisted schools compete with other well-established schools by reducing their fees and by other means; (3) there are non-assisted schools which are so poorly managed, so badly staffed, and so indifferently housed and equipped that their educational value is of the slightest—this is particularly liable to be the case where parents have little ability to judge the quality of the schools they support and from which they expect benefits which these schools are never likely to provide.

188. We consider that no school should be permitted to function unless it has first received from the Director of Education a certificate of registration. It should be made compulsory for every school to display its certificate of registration in a prominent place within its buildings so that members of the community, as well as officials, may be able to ascertain without delay or difficulty whether a particular institution has been placed on the register of schools.

We do not suggest that the conditions for the registration of a school should be unduly strict. It should be sufficient if the Director of Education is satisfied that the establishment of a particular school is necessary and that the management and staffing of it are reasonably satisfactory. The rules controlling the registration of schools should be drawn up by the Director of Education in consultation with the Central Advisory Committee. We have made recommendations for the control of secondary education in paragraph 88, which should be read in conjunction with this section.

189. It should be possible, also, for the Director of Education to withdraw a school's certificate of registration at any time, if it failed to fulfil the conditions on which the certificate was granted. Provision for an appeal against the withdrawal of a certificate should be made, and we consider that appeals of this kind should be dealt with by the Central Advisory Committee.

190. *Registration of Senior Primary Schools.*—A Standard VII Certificate indicates not only that the holder has reached at least a pass standard in a primary school leaving examination but, also, that he or she has been enrolled in the four senior standards of a school which is efficiently conducted and in which a reasonably satisfactory effort is made to give an "all-round" education. In the past, such schools were placed on the assisted list and, in effect, no school that was not a Government or a Government-assisted institution was permitted to present candidates for the examination. When the assisted list was "closed," the Education Department instituted a system of "approving" senior primary classes for the purposes of the Standard VII Certificate Examination; that is to say that candidates from non-assisted schools were admitted to the examination, provided that such schools had reached a standard of efficiency which would have secured their addition to the assisted list, had it remained open.

191. With the institution of a system of registration of schools, the use of the somewhat inexplicit term "approved" can be discontinued. Senior primary schools would be regarded as separate schools for the purpose of registration, and should be granted certificates of registration if they fulfil conditions similar to those mentioned in paragraph 188, by means of which a reasonable standard of senior primary education can be maintained.

## CHAPTER XII

### RESEARCH FOR THE PURPOSES OF EDUCATION

192. We consider that research work is indispensable to the success of any attempt to build up a system of education which has a genuine Gold Coast character; and we wish to stress the importance of making adequate provision for organised research.

193. From time to time in this Report, we have drawn attention to the need for bringing the content of education into closer correspondence with the national life and needs. In so doing, we have enunciated no new principle; it has been a commonplace of much that has been said and written about education in Africa in general, and the Gold Coast in particular, in the course of the last twenty years. But we feel that more might have been achieved in the application of this principle if its practical implications had been followed to their logical conclusion and, accordingly, adequate machinery had been provided for research.

194. The application of the principle calls for the introduction into the content of education of material that is of Gold Coast origin or is selected because it is appropriate to Gold Coast purposes. The scientific study of such material, and its ultimate presentation in series of text-books suited to the various stages in the schools and colleges, are not tasks which can be undertaken by individuals whose energies are devoted to full-time teaching or other duties. Either quality must suffer seriously or output must be so limited as to give little or no satisfaction to educational needs.

195. We readily admit that a certain amount of valuable work, resulting in the provision of material for school and college use, has been done in subjects such as agriculture, biology, history and language study. A good beginning has been made with art and crafts; but, on the other hand, little provision has been made for the study of African music and its related subjects. Those who are engaged in the inspection or supervision of the schools are agreed that only a beginning has been made and that, in consequence, the achievements of the educational system are not in keeping with the degree of efficiency that has been reached in the last twenty years in the administration of it.

196. There is an urgent need, also, for research into the mental processes and aptitudes of African children, which calls for the employment of a properly qualified educational psychologist. The efficiency of the professional instruction given in the teacher-training colleges depends ultimately upon research work of this type.

197. With these considerations in mind, we would urge that the Institute of West African Arts, Industries and Social Science should be founded as soon as possible. We are strongly of opinion that from the outset the Institute should avoid limiting its work to the task of scientifically conducted research and the academic statement of its results. It should take a large share of the work of presenting material for the guidance of educationists and for use in schools and colleges. To achieve success it is essential that it should keep in close touch with all the important agencies which have experience of the educational needs of the community. This implies organised and close co-operation between the Institute, the Education Department, various other Government departments and other educational agencies.

## CHAPTER XIII MISCELLANEOUS

### MEDICAL INSPECTION AND TREATMENT OF SCHOOL CHILDREN

198. We feel strongly that no schemes for the improvement of the educational system can be complete without proper provision for the health of children, preventive as well as curative, and without due attention being paid to the problems of diet and nutrition. We recommend that the whole subject should be reviewed by the proposed Central Advisory Committee in consultation with the Director of Medical Services and officers of his department, and that recommendations for a long-term policy with regard to all school children should be submitted to Government. The improvement of the teaching of hygiene and the provision of facilities for dental treatment should be included in the review. We regard the care of the eyes and the provision of adequate lighting in schools as particularly important.

199. We welcome the establishment by Government of a committee on diet and nutrition. We consider further that no work designed to improve the health of school children will achieve a satisfactory measure of success, unless it is accompanied by intensive propaganda designed to make the adult population familiar with the benefits of a properly balanced and regular diet, as well as to induce habits of healthy living.

### THE PROVISION OF FACILITIES FOR EDUCATION IN MINING AREAS

200. We welcome the growing interest shown by some mining companies in the provision of schools for the children of their employees. Nevertheless there are still some areas where little has been done, and we would urge that all mining companies should give attention to this question. We consider, also, that the whole question of provision for education in mining areas should be given further study by the proposed Central Advisory Committee and that, as a preliminary, information should be obtained with regard to the population of school-going age in the different areas concerned and with regard, also, to the facilities for education which already exist in them or may be established in the near future.

### THREE-TERM SCHOOL YEAR

201. The introduction of a three-term instead of a two-term year in the primary schools has been recommended by the Education Department on several occasions in the last few years. A three-term year is more in keeping with modern educational practice, it provides more opportunities for refresher courses, and its general introduction would facilitate the inspection of schools by members of the Education Department.

We recommend that a three-term year should be adopted generally.

### COST OF PUPILS' BOOKS AND MATERIALS FOR USE IN SCHOOL

202. There have been frequent complaints that parents are called upon to spend excessive amounts on books and materials for school use. The matter has been discussed in Select Committee of Legislative Council and in the Board of Education. In August, 1937, the Director of Education issued a circular letter to the heads of all educational units, inviting them, if they had not already done so, to arrange for the distribution in each of their schools of a list of the books, etc., prescribed for a particular year. A specimen of the lists annually issued in each Government school accompanied the circular letter. Most schools now issue lists of a similar type and parents are enabled to ascertain what exactly their children require and how much it will cost. It is to be feared, however, that many teachers and parents have exercised little supervision, and that children have, therefore, been free to continue the regrettable and not uncommon practice of securing considerably larger sums than they actually need for the purchase of the books prescribed for them. Some teachers have been inclined to prescribe more books than are required, especially where exercise books have been concerned.

203. As a result of a later enquiry by the Education Department much useful information has been received, in the light of which a new circular is being issued. We recommend that if further complaints are made, they should be brought to the notice of the proposed Central Advisory Committee.

## CHAPTER XIV

### SUMMARY OF PRINCIPAL RECOMMENDATIONS

#### CHAPTER II—*Primary Education—Infant-Junior Schools.*

- Para. 23. Infant-junior schools should have a six-year course.
24. The age of admission should be six years.
25. The medium of instruction should be the vernacular.
28. There should be a two-year course of training for teachers for infant-junior schools.
34. The two-year training course should be separate from the four-year training colleges.
37. A two-year training centre for infant-junior school teachers should be established under the control of the Achimota Council.
39. Special provision should be made for the training of women teachers for infant-junior schools.

#### CHAPTER III—*Primary Education—Senior Schools.*

- Para. 48. The curriculum of the senior primary schools.
49. The senior primary school course should be planned around a central group-subject.
51. There should be an intensive course in English in the first year.
52. The study of the vernacular should be compulsory.
54. Religious Instruction should become a more vital part of school life.
55. A Primary School Leaving Examination should be held.
56. The syllabus for the Primary School Leaving Examination.
61. The number of middle boarding schools should be increased.
62. The teaching of agriculture in middle boarding schools should be developed.

CHAPTER IV—*Primary Education—Girls.*

- Para. 63. One-third of the vacancies in mixed schools should be given to girls.  
64. Senior primary schools for girls should be established and as many girls' schools as possible should receive financial assistance from Government.  
67. The special section in Arithmetic for girls in the Primary School Leaving Examination should be abolished.  
68. The " Domestic Science Certificate " should be discontinued.  
70. Every school where Domestic Science is taught should have a practice house.  
71. The Curriculum Sub-Committee should devise a scheme to improve the teaching of child welfare.  
73. " Post-primary " vocational courses for girls should be established.

CHAPTER V—*Secondary Education.*

- Para. 76. The Cambridge Junior Examination should be abolished in the case of boys.  
81. The secondary school curriculum should be brought into closer correspondence with the national life and needs.  
83. Government should assist in developing facilities for teaching science.  
84. No candidate should be allowed to sit for the Cambridge School Certificate Examination who has not been in attendance at a secondary school approved by the Director for that purpose.  
85. Government should give assistance for the establishment of secondary schools of the proper type.  
86. The number of scholarships to secondary schools should be increased.  
88. Secondary education should be controlled by the Director of Education.  
89. More girls' secondary schools should be established.  
93. Courses in agriculture should be provided for boys who have completed a senior primary school course.

CHAPTER VI—*Teachers.*

- Para. 95. Senior primary schools should be staffed by teachers with four-year training.  
97. Special aptitudes should be encouraged in the four-year training course.  
98. Provision should be made for the training of specialist teachers for senior primary schools.  
100. Provision should be made for visiting teachers for senior primary schools.  
101. Provision should be made for training teachers for middle boarding schools.  
103. Teacher training should be provided for secondary school teachers.  
107. Provision should be made for training visiting teachers (women) for Domestic Science.  
109. Women teachers in senior primary classes should receive a four-year course of training.  
110. The present system of awarding Teachers' Certificates should be abolished and a new " Teachers' Certificate A " should be introduced with three grades after a four-year course.  
115. Teachers who have completed the two-year course of training should be awarded " Teachers' Certificate B ".

CHAPTER VII—*Finance.*

- Para. 121. New salary scales should be introduced for teachers in assisted schools.  
133. Educational Units should keep central accounts.  
142. Separate grants to primary boarding schools should be given.  
143. The full salary cost of approved visiting teachers should be paid by Government.  
144. The grants in respect of African Supervisors of Schools should be increased.  
145. Capital grants for scientific and applied work should be given to secondary schools.  
148-9. } The grants-in-aid of existing Teachers' Training Colleges should be increased.  
151-2. }  
153. Rates of grants-in-aid to two-year Training Colleges should be the same as to four-year Training Colleges.

CHAPTER VIII—*Teachers' Pensions.*

- Para. 157. A contributory pensions scheme for non-Government teachers should be instituted.  
158. Government should set up an *ad hoc* Committee to devise a Pensions Scheme.

CHAPTER IX—*University and Collegiate Education.*

- Para. 165. The planning of the development of university work should begin immediately.  
166. There should be a generous provision of scholarships to residential universities in the United Kingdom.

CHAPTER X—*Adult Education.*

- Para. 171. A Board of Public Instruction should be established.  
172. Grant should be paid for the installation of cinematograph apparatus.

CHAPTER XI—*Administration and Control.*

- Para. 175. A Central Advisory Committee should be established.  
176. District Education Committees should be established.  
179. A Curriculum Sub-Committee should be established.  
181. A Text-books and Publications Sub-Committee should be established.  
183. The senior staff of the Education Department should be increased.  
184. Inspectors of Schools should be exempt from jury service.  
185. The number of Supervisors of Schools should be increased.  
187. A system for the registration of schools should be introduced.  
191. The use of the term " approved " school should be discontinued.

CHAPTER XII—*Research for the purposes of Education.*

Para. 192. Research work in education is indispensable.

197. The Institute of West African Arts, Industries and Social Science should be founded as soon as possible.

CHAPTER XIII—*Miscellaneous.*

Para. 198. The Central Advisory Committee should consider the question of the health and nutrition of school children.

200. The question of provision of education in mining areas should be studied by the Central Advisory Committee.

201. A three-term school year should be adopted generally.

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23rd December, 1941.

**APPENDIX A**  
COMPARATIVE TABLES  
ENROLMENT IN PRIMARY SCHOOLS

Type of school		No. of Schools	ENROLMENT		
			Boys	Girls	Total
1920	Government ... ..	19	3,590	660	4,250
	Native Administration ... ..	—	—	—	—
	Assisted ... ..	197	20,001	4,254	24,255
	Non-Assisted* ... ..	308	12,062	1,565	13,627
Totals ... ..		524	35,653	6,479	42,132
1930	Government ... ..	28	5,104	1,258	6,362
	Native Administration ... ..	—	—	—	—
	Assisted ... ..	312	27,120	8,435	35,555
	Non-Assisted* ... ..	251	9,449	2,184	11,633
Totals ... ..		591	41,673	11,877	53,550
1940	Government ... ..	23	4,744	1,525	6,269
	Native Administration ... ..	11	743	41	784
	Assisted ... ..	433	41,144	13,635	54,779
	Non-Assisted† ... ..	464	22,287	4,601	26,888
Totals ... ..		931	68,918	19,802	88,720

\* Figures unreliable. † Figures probably incomplete.

## APPENDIX A—contd.

## ENROLMENT IN SECONDARY SCHOOLS

	Type of school	No. of Schools	ENROLMENT		
			Boys	Girls	Total
1920	Government (Technical School)	1	42	—	42
	Assisted ... ..	1	75	—	75
	Non-Assisted ... ..	1	90	—	90
	Totals ... ..	* 3	207	—	207
1930	Government (Technical School)	1	84	—	84
	Achimota ... ..	1	68	10	78
	Assisted ... ..	2	376	—	376
	Non-Assisted* ... ..	2	43	20	63
	Totals ... ..	6	571	30	601
1940	Government (Technical School)	1	98	—	98
	Achimota ... ..	1	218	85	303
	Assisted ... ..	3	798	—	798
	Non-Assisted ... ..	12	1,213	223	1,436
	Totals ... ..	17	2,327	308	2,635

\* Figures unreliable.

## ENROLMENT IN TEACHER-TRAINING INSTITUTIONS

	Type	MEN		WOMEN		Total Number of Students
		Number of Institutions	Number of Students	Number of Institutions	Number of Students	
1920	Government ... ..	<i>Two-year course</i>		<i>Two-year course</i>		96
	Mission ... ..	1	96	—	—	96
		1	79	—	—	79
	Totals ... ..	2	175	—	—	175
1930	Achimota ... ..	<i>Four-year course</i>		<i>Two-year course</i>		161
	Mission ... ..	1	146	1	15	161
		4	363	6	31	394
	Totals ... ..	5	509	7	46	555
1940	Achimota ... ..	<i>Four-year course</i>		<i>Three-year course</i>		189
	Mission ... ..	1	110	1	79*	189
		3	274	5	119	393
	Totals ... ..	4	384	6	198	582

\* Four-year course for women at Achimota.

## NUMBER OF TRAINED TEACHERS

Year	Men	Women	Total	Remarks
1920 ... ..	—	—	—	Figures not available.
1930 ... ..	1,162*	22	1,184	*5 in Secondary Schools.
1940 ... ..	1,911*	278†	2,189	*33 in Secondary Schools †8 in Secondary Schools.

## ENROLMENT IN UNIVERSITY CLASSES, ACHIMOTA

Year	No. of Students
1920 ... ..	—
1930 ... ..	6
1940 ... ..	45

## TOTAL GOVERNMENT EXPENDITURE ON EDUCATION

Year	Education Department	Achimota	Total
	£	£	£
1920 ... ..	56,441	—	56,441
1930 ... ..	236,397	68,151	304,548
1940 ... ..	244,149	50,609	294,758*

\* Following the financial crisis of 1931 Government expenditure was reduced until in 1933-34 the total was £210,074. Since then it has been increasing.

## APPENDIX C

### THE CURRICULUM OF THE TWO-YEAR TRAINING COLLEGE

1. *Religion*.—Provision should be made for religious instruction and worship, subject to the safeguards in paragraph 26.

2. *Education*.—In Education the course should consist of simple Child Study, leading to the principles and methods of teaching, since Child Study is the foundation of all principles and methods. It should be related chiefly to the work of the Infant-Junior School, and should aim at increasing the teachers' knowledge of their own mental problems and their power of dealing with them.

3. *Citizenship, History and Geography*.—The work should be a revision and consolidation of the primary school course.

4. *Physical Training*.—The English Board of Education's Syllabus should be taken as a basis for the course.

5. *English*.—The aim of the course should be the consolidation rather than the extension of the students' knowledge of English. Frequent and detailed reference should be made to teaching method. Emphasis should be put on the importance of correct speech, and there should be systematic correction of common errors in pronunciation and idiom. The teaching of grammar should be given considerable prominence. It is essential that students should acquire the ability to read with understanding and enjoyment, and practice should be given in extracting and arranging material for lessons from books, pamphlets, etc., especially from those written to assist teachers in Africa.

6. *Vernaculars*.—Normally, the study of the vernacular should be that of the students' own mother tongue, with the object of enabling the students to express their ideas freely and correctly. (A knowledge of a second vernacular is desirable but it should not be included in the syllabus for any efficiency bar examination that may be devised for the teacher who has undergone the two-year course.) The course should consist of: (1) Revision and consolidation of the students' knowledge of script and spelling. (2) A systematic language training in the vernacular, involving oral and written work and providing for the study of vocabulary, idiom, the structure of the language and that type of pure, rich, idiomatic vernacular which in the Gold Coast is sometimes called "deep." (3) A training in clear thinking. (4) A study of proverbs and folk-lore. (5) A training designed to encourage the production of original work in the vernacular.

7. *Hygiene*.—The course should be thoroughly practical and it should include systematic work in the villages near the college. The syllabus should include: (1) The constituents of a balanced diet; (2) healthy habits and how to train children in them; (3) care of cuts, abrasions and other wounds; (4) care of the sick in such cases as do not require trained medical aid; (5) recognition of certain conditions as indicating that the sick require immediate medical assistance; (6) common diseases—causes, prevention and treatment. This should include reference to tuberculosis and instruction in the use of quinine; (7) the study of school hygiene, ventilation, lighting, furniture, posture of children and the recognition in the classroom of poor eyesight, defective hearing, undernourishment, and sub-health; (8) public health.

8. *Nature Study, Gardening and Agriculture*.—The training in agriculture should be such that the teacher is equipped to influence the village in which he is stationed through obviously effective work in his own private garden, as well as through the teaching of Nature Study and Gardening to his pupils. The course should include: (1) The consolidation of knowledge of primary school nature study chiefly in and through simple gardening. (2) The study of life-histories of insects of importance to health and agriculture. The care of domestic animals (poultry, sheep and goats) and pets. (3) The study of the most effective methods of cultivating common food-crops, of combating disease, of maintaining the fertility of the soil and of preventing erosion. (4) The establishment of a firewood plantation and the training of students in the management of such a plantation. (5) The establishment of an orchard of citrus and other fruit trees and a training in the care of them. (6) The introduction of new food-crops recommended by the Department of Agriculture and the Medical Department. (7) Simple recording and accounting work.

9. *Arithmetic*.—The teaching should concentrate on the consolidation of what has already been learned and it should include applied work such as the measurement of land and buildings. Much varied practice should be given, and speed and accuracy in the intelligent manipulation of number should be essential aims. Problems should induce independent reasoning rather than exercise the students in the unintelligent application of formulae. The metric system need not be studied, and geometry, algebra and mechanical drawing need not be studied as such—the content of these subjects may, where required, be included in the arithmetic syllabus.

10. *Music*.—The aim should be the introduction in the infant-junior school curriculum of African music as suitable material becomes available.

11. *Art and Crafts*.—Training should be given in African Art and Crafts along the lines of the special course for Art and Crafts Teachers at Achimota. Special training should also be given in all the forms of handwork and active learning required in the Infant-Junior School—the use of handwork as a method of teaching other subjects, and the making of simple apparatus for gardening, farming, nature study, practical arithmetic, etc.

