

XXI.—1928—29.

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Report and Recommendations of the Committee  
appointed by His Excellency The Governor  
in March, 1928, to consider the pro-  
blem created by the closure of  
Inefficient Schools.

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Ordered by His Excellency the Governor to be printed.

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## Introductory Memorandum.

At a meeting of the Board of Education held in the Council Chamber, Accra, on the 12th March, 1928, various motions were brought forward by the representatives of Missionary bodies aiming at dealing with the situation which had arisen in certain schools through the introduction of the Education Ordinance, No. 21 of 1925, and the Rules made thereunder.

2. As there stated, His Excellency promised to appoint a Committee to consider these and other relevant matters. The Committee, appointed in March, 1928, consisted of the following members:—

W. J. A. Jones, Esquire.	(Chairman)
D. J. Oman, Esquire.	(Director of Education)
Rev. A. G. Fraser	(Principal of Achimota)
Rev. T. L. Beveridge	(Presbyterian Mission)
Rev. C. W. Armstrong	(Wesleyan Mission)
Rev. Father Acker	(Roman Catholic Mission)
Miss S. F. Lamont	(Krobo Girls' School)
Miss M. K. Quartey-Papafio	(Government Girls' School, Cape Coast)

Nana Sir Ofori Atta, K.B.E.

J. E. Casely Hayford, Esquire, M.B.E.

W. E. G. Sekyi, Esquire.

P. Awunor Williams, Esquire.

H. Van Hein, Esquire.

I. F. Ofori, Esquire.

H. Atta Fua, Esquire.

3. The terms of reference for the Committee were:—

“To consider the problem which has been created by the closure of inefficient schools, and to make such recommendations as the Committee may think appropriate for dealing with the situation.”

4. The Committee presented a report to the Acting Governor on the 9th August, 1928. The report follows this Memorandum.

5. The Honourable Nana Sir Ofori Atta, K.B.E., was appointed a member of the Committee but was unable to attend the meetings owing to his absence in Europe. A copy of the report was issued to him on his return, but not finding himself in entire agreement with the Committee, he presented a minority report which is attached to the main report and printed as Appendix E.

6. The recommendations of the Committee are given in paragraph 31 of their report and are summarised as:—

- (a) Those relating to Rural Training Colleges.
- (b) Those relating to Rural Schools.
- (c) Interim arrangements.
- (d) General.

7. In order to determine what action, if any, would be taken by the various Missionary bodies in the event of the general recommendations

regarding Rural Schools and Training Colleges being approved by Government, inquiries were instituted with a view to determining :—

- (a) How many schools in addition to those now in existence each Mission could open or would like to open in the course of the next three years or so;
- (b) Approximately where the schools would be established;
- (c) The number of additional teachers likely to be required for such schools;
- (d) The number of additional teachers required for existing schools.

8. Missionary bodies were also asked if they would be prepared to establish one or more Rural Training Colleges at a very early date, and if so, in which districts. If they were unable to take such action they were asked to state whether they would be prepared to send for training in a Government Rural Training College selected candidates for subsequent employment in their own schools. Suggestions were invited as to the districts in which the establishment of Government Rural Training Colleges would best meet the needs of Missions in such circumstances.

9. Replies received may be summarised as follows :—

#### PRESBYTERIAN CHURCH OF THE GOLD COAST.

Dr. Wilkie formally acknowledged the report, and stated that the points raised involved important questions of policy which required careful consideration, but asked that Mr. Bellon of the Basel Mission might be consulted. Permission to do so was given. No further report has been received.

Dr. Wilkie, however, states informally that the matter has been considered at a joint meeting of Scottish, Basel and Bremen missionaries. All approve in principle and are ready to recommend strongly to their home committees as follows :—

(a) The Scottish Mission is prepared to recommend a Rural Training College, but is doubtful if the scheme is practicable in the immediate future in view of heavy commitments in respect of Akropong Training College.

(b) The Basel Missionaries, without committing the home committee, suggest a Rural Training College at Mampong (Ashanti), provided a European trained teacher as Principal is available.

They would also like to reopen, as Rural Schools, five schools in the Mampong district, four in the Kumasi district, one in the Kokofu district, three in the Berekum district and two in Ashanti Akim, *i.e.*, fifteen in all. Such schools would require sixteen teachers, together with four to six additional for existing schools.

(c) The Bremen Missionaries are prepared to recommend similarly a Rural Training College for the Ewe area, with a centre either at Kpando or Amedzowe.

#### ENGLISH CHURCH MISSION.

The Bishop of Accra stated that the English Church Mission would like to, and probably could, open 29 schools in the next three years when teachers were available. The schools would probably be in the Western Province (17), Central Province (3), Eastern Province (3), and Ashanti (6). About three teachers would be required for each of these schools, and, in addition, twenty would be required for existing schools.

He further stated that the English Church Mission was not prepared to establish a Rural Training College at a very early date, but that he hoped to do so when funds permitted. Meanwhile he was prepared to

allow teachers for Rural Schools to be trained in a Government Rural Training College and suggested it might be sited in the Western Province in the neighbourhood of Dunkwa, Tarkwa, or Sekondi.

#### WESLEYAN MISSION.

The Acting General Superintendent stated that it was difficult to answer the questions till the meeting of the Synod in January next. He also dated :—

- (a) that he did not contemplate opening more than 50 new schools in the next five years, the present policy being to strengthen village schools already in existence and to concentrate on raising the standard of Central Schools (mostly in Ashanti and the Central Province);
- (b) that his present need was for 200 qualified teachers, towards which number 30 men leave Wesley College each year;
- (c) that the question of a Missionary Training College for Rural Teachers was now before the Missionary Society in London;
- (d) that if the Society could not build a Rural Training College they would be prepared to have their Rural Teachers trained in a Government Rural Training College;
- (e) that if the Society could build a Rural Training College it would probably be in the Central Province (Saltpond-Winneba district) or Ashanti.

#### ROMAN CATHOLIC MISSION.

Bishop Hauger (Cape Coast) stated :—

- (a) that he proposed to start at least twenty new schools of rural type as soon as staff was available. The schools would be in Appolonia (3 or 4), Denkira district (3), Sekondi district (2), Saltpond district (2 or 3), and Ashanti (5 or 6);
- (b) that he was prepared to establish a Rural Training College in connection with the proposed Training College at Amisano, near Elmina, but that the execution of his plan depended on the extent of Government assistance.

Bishop Herman (Keta) stated :—

- (a) that in addition to the schools now open he would like to open during the next three years about 100 rural schools in the stations visited by the Fathers attached to his district (Trans-Volta);
- (b) that the schools would be in the districts of Keta (3), Abo (10), Denu (6), Djodze-Fiagbedu (8), Ho (12), Bla (15), Krachi (3), Liati (18) and Kpando (25);
- (c) that in the beginning each school would need one teacher;
- (d) that during the next three years about 30 teachers would, in addition, be needed for the upkeep and extension of existing assisted and non-assisted schools;
- (e) that the Mission would be ready to establish one Rural Training College, at Gbi-Bla, and also to send students to a Government Rural Training College if established on the coast.

#### A.M.E.Z. MISSION.

The Acting General Manager preferred to await the arrival of the Rev. W. W. Mathews from America before replying.

10. It should be noted that the two Missions (Presbyterian Church and Wesleyan Mission), which control a very large proportion of the existing schools in this country, are not yet in a position to say what can be done

in the matter of establishing Rural Training Colleges. Incidentally it may be remarked that these are the only two Missions which have, so far, established colleges for the training of teachers. Until some clearer idea of the needs of missions is obtainable, together with further details as to the efforts which they will be able to make to supply their own needs, it is impossible with any accuracy to estimate the probable commitments of Government in respect of buildings, staff and grants, if the recommendations of the Committee are adopted.

11. The references in Appendix C following the main report are to Training Colleges for the training of teachers in a four-year course, and the information was supplied before the Committee met. It should be added that the Roman Catholic Mission has since submitted schemes for training teachers for existing schools at Bla (in Trans-Volta) and at Amisano (near Elmina). The schemes are now under consideration by Government whose assistance on a liberal scale has been asked as essential to the building of the colleges.

12. The interim arrangements recommended by the Committee (*vide* paragraph 6 above and paragraphs 28, 29, and 31, (xv and xvi) of the Report) were briefly:—

- (i) to allow more untrained teachers to qualify for Teachers' Certificates by examination;
- (ii) to continue the existence of the Provisional List attached to the Register of Teachers; and
- (iii) to encourage existing Training Colleges to train teachers for a shorter period in addition to those taking the usual four years' course.

13. The first of these recommendations had already become the policy of the Education Department. The first examination for certificates is to be held in June, 1929, and Missions have been informed that permission to sit will be granted to those unqualified teachers who have been enrolled for a reasonable time on the Provisional List attached to the Register of Teachers to whose fitness to continue as teachers the Head of the Mission is prepared to testify. A large number of teachers is likely to take advantage of this privilege.

14. The second suggestion has been adopted by the Education Department, and the duration of the validity of the certificates granted to persons enrolled on the Provisional List is being extended in cases where the fitness of the holder to continue teaching justifies that action.

15. Reference is made in paragraph 29 of the report to the willingness of the Wesleyan Mission to train, as a temporary measure, a number of teachers for Rural Schools side by side with the students taking the ordinary four years' course.

H. A. HARMAN,  
*Acting Director of Education.*

*November 16th, 1928.*

REPORT OF THE COMMITTEE APPOINTED BY HIS  
EXCELLENCY THE GOVERNOR IN MARCH, 1928 TO  
CONSIDER THE PROBLEM WHICH HAS BEEN  
CREATED BY THE CLOSURE OF INEFFICIENT  
SCHOOLS AND TO MAKE SUCH RECOMMENDATION  
AS THE COMMITTEE MAY THINK APPROPRIATE  
FOR DEALING WITH THE SITUATION.

YOUR EXCELLENCY,

The problem which we have been appointed to consider has been presented to us by our Chairman through the medium of the petition of the Manbii Party of Accra and Government's reply thereto and a summary of the arrangements which the smaller missions and other educational bodies are able to make for the training of teachers (*vide* Appendices A, B, and C). From the petition (Appendix A) it appears that whilst the intentions of Government to provide for the proper teaching and care of school children are considered good, the steps taken to effect this improvement have resulted in the closing down of a number of schools and are considered too precipitate. The result is that those responsible for the non-assisted schools allege that they have had no time in which to set their schools in order in conformity with the Education Ordinance of 1925 and that very undesirable effects are following the exclusion of large numbers of children from the schools. The petitioners consider that the inability to meet the requirements of the Education Ordinance and to accede to the many requests for admission of children point to the insufficiency of the number of schools in the Colony and ask for indulgence by way of an extension of time to enable the non-assisted schools to remedy their defects and comply with the demands of the Education Code. Government's reply (Appendix B) repudiates the contention that reasonable steps have not been taken to ensure that managers of schools are fully aware of their responsibilities, reiterates Government's promise to exercise leniency where schools have honestly endeavoured to meet the requirements of the law, and adds that where no such effort has been made to take advantage of the time afforded by Government such schools must be treated in accordance with the law which, as the petitioners recognise, is intended to protect Gold Coast children from a spurious education. From the summary of the arrangements which the smaller missions and other educational bodies are able to make for the training of teachers (Appendix C) it appears that all these look to Government for very substantial assistance and that none can arrange in the near future to provide its own Training College.

2. To us the primary cause of the present problem appears to be the shortage of sufficiently qualified teachers and not the insufficiency of schools complained of by the petitioners since there is no serious or general shortage of buildings and building materials.

3. The only solution of the problem appears to us to lie in the provision of a greatly increased number of qualified teachers as soon as possible and a special scheme of education for rural areas. Provision for the training of staff for schools in these rural areas is necessary. The schools in rural areas would provide a somewhat different training from that given in central schools. They would not go beyond Standard III, but would be a ladder by which the central schools could be reached. A

great point in their favour is that in them local men of good and strong character who have served the community well would give simple instruction in the vernacular to the children.

4. To make this scheme possible it appears necessary to establish a special and shorter course of two years duration in Rural Training Colleges several of which would be established in village areas with a number of small schools where teachers in training could acquire practical experience. The presence of good water and food supplies and easy transport facilities would of necessity have to be considered in selecting sites. In these institutions would be trained carefully selected men of strong character who, after completing the course, would go out into the Rural Schools and with the assistance of other suitable persons, either qualified or unqualified, maintain them.

5. In the formation of this scheme of Rural Schools and Training Colleges we have kept in mind the following main points:—

- (i) That local support for schools should be developed and, therefore, the chiefs and people to be benefited should be asked to provide land and assist materially in the provision of houses and gardens for teachers: these houses and gardens to be the property of the missions or other educational bodies only so long as they are used for school purposes.
- (ii) That teachers who are natives of rural areas are best for the schools of such areas.
- (iii) That teachers for Rural Schools require a somewhat different training from that given to teachers for most central schools and should have a different scale of remuneration.
- (iv) That the courses in the Rural Training Colleges and the proposed small rural schools should be of a special nature.
- (v) That teachers in Rural Schools are to be enrolled on the Register of Teachers after training in Rural Training Colleges.
- (vi) That assistant teachers in Rural Schools will possibly not always possess the qualifications now demanded for registration.

and have ventured to deal with matters, which although not strictly within the terms of reference, have arisen therefrom.

6. With regard to the provision of Rural Training Colleges wherein teachers can be trained for Rural Schools, we hope that the Presbyterian, Ewe Presbyterian, Roman Catholic and Wesleyan Missions will each provide, with the assistance of Government, one for their own use and that Government will cater for its own needs and those of the smaller missions and bodies interested in education by establishing at the earliest possible date one or two such colleges.

7. These training colleges should be situated in village areas which have a considerable number of schools in the vicinity, where teachers in training can obtain practical experience, and where there are good water and food supplies and transport facilities. The buildings should conform approximately to the village type and small houses are to be preferred. There should always be a staff of at least one European-trained teacher as principal, and experienced qualified assistants with African qualifications, but no European will be considered absolutely necessary if sufficiently experienced and qualified Africans are available.

The course in these training colleges should be of two years' duration and the curriculum should include:—

Vernacular,  
English,  
Arithmetic,

Writing,  
 Hygiene, (including some knowledge of children's ailments)  
 Singing,  
 Games and Physical Exercises,  
 Agriculture,  
 Object Lessons and Handwork.

8. We are unable, at this stage, to suggest what amount per annum should be awarded as grant in respect of each student in training in Rural Training Colleges.

9. In regard to the grants payable in respect of the European teachers in the Rural Training Colleges, we recommend that the provisions of the present rule, No. 73 (3), be widened to include any teacher in possession of European qualifications showing a knowledge of the English language not below the standard required for the Cambridge School Certificate.

10. We recommend that grants in Rural Schools be based on efficiency and average attendance but that such grants shall not be comparable with those awarded under the existing rules.

11. We also recommend that uncertificated teachers in Rural Schools shall receive such remuneration as is, in the opinion of the Director of Education, reasonable having due regard to the circumstances of their employment and that they should be provided by the village or community with houses and gardens free of rent. It appears to us that such a scheme would have the advantage of being likely to attract villagers to teach in village schools and thus keep the schools in closer contact with the life of the community.

12. With regard to the houses and gardens for teachers we recommend that they shall be provided from the time that the school is first opened. The houses and gardens should remain the property of the mission or other educational body only during such time as they are used for school purposes and within two years of ceasing to be so used should revert to the original donors or their heirs or successors.

13. Teachers in Rural Schools who have completed a two-year course in a Rural Training College are recommended for inclusion in the Register of Teachers. Provision should be made for the enrolment on a separate roll of Rural School Teachers of persons approved by the Director of Education as fitted by age, experience and character for employment as assistant teachers.

14. With regard to attendance in Rural Schools there should be a minimum attendance of not less than two consecutive hours and a total of not less than 300 attendances during the year.

15. As obligatory subjects of instruction in Rural Schools we recommend the following :—

Vernacular speaking, reading and writing,  
 Arithmetic,  
 Object lessons and handwork,  
 Games and physical exercises,  
 Writing,  
 Hygiene,  
 Gardening.

The medium of instruction in Rural Schools should be the vernacular whenever the nature of the subject permits its use.

16. Some of us take exception to the exclusion of English from the obligatory subjects of the curriculum of Rural Schools. It is the opinion of others of us that the inclusion of English as a compulsory subject is bad

policy in that it would frequently be taught by persons who themselves have only an imperfect knowledge of the language. It is pointed out that its exclusion from the list of obligatory subjects does not mean total exclusion from the school curriculum but if English is made compulsory not only will the disadvantage of imperfect instruction exist, but schools will have to be examined in that subject for grant purposes. This will make the earning of good grants (a very important point in connection with rural schools) practically impossible. The disadvantages of including English amongst the obligatory subjects are therefore real, but four of us—Messrs. Casely Hayford, Van Hein, Awunor Williams and Miss Quartey-Papafo—adhere to their opinion that English should be included amongst the obligatory subjects of the curriculum for all classes in Rural Schools.

17. Rural School buildings should be simple in construction and therefore the taking into consideration of open walls and verandah space in calculating the accommodation of Rural Schools of the open air type is recommended.

18. With regard to the question of grants we recommend that they be made payable on the efficiency and average attendance of the school, but at this stage we are unable to fix the amount per head. The total grant to a school should not exceed, in any circumstances, the total expenditure of that school. The Director of Education should, however, have the power to consider a group of schools under one management as a school for the purposes of this rule.

In regard to grants, the underlying principle is that good schools should cost the mission and community little, fair schools should cost them a certain amount more and poor schools should cost them very much more.

19. The general adequacy of the staff should be a large determining factor in deciding grants.

20. We recommend that no Rural School shall include any standard higher than Standard III.

21. The extension of schools generally will necessitate the extension of supervisory staff. This will add greatly to recurrent expenditure which can only be reduced if African teachers are trained for the purpose. At present African teachers are trained almost entirely with a view to teaching in schools only, but for the work of supervision picked men will need a higher training involving specialised work; and attempts being made in schools outside the ordinary system to reach a higher level than Standard VII must remain isolated and unsatisfactory unless more teachers are trained in secondary work.

22. The Director of Education on various occasions during the meetings, has emphasised the need for a considerable increase in the staff of Inspectors of Schools and stated that he saw little prospect of the scheme for the establishment of Rural Schools being successful unless a staff was provided to afford the necessary guidance to teachers and to exercise supervision over the schools.

23. Mention has also been made of the new Education Rule under which a grant-in-aid may be made to missions in respect of qualified supervisors of schools and to the fact that certain missions in Nigeria have found such appointments exceedingly helpful. We invite the attention of Government and Missions to these two points.

\* \* \* \*

27. With regard to the provision of rules to govern the various proposals contained in this report we consider that the Education Rules at present in use for primary schools and training colleges for teachers can be adapted for use in connection with the Rural Schools and Rural Training Colleges, but are of the opinion that the detailed amendments necessary

can best be dealt with by the Director of Education in consultation with the Law Officers and Missions at a later date when the proposals outlined have received the approval of Government and have reached a more definite stage.

28. We realise that if the recommendations contained in this report are adopted, their effect (so far as trained teachers are concerned) cannot be felt for at least three years and with this in mind we recommend that in order to give immediate relief, measures be taken to open the Teachers' Examination to certain unqualified teachers whose names are enrolled on the Provisional List and who are the holders of provisional certificates. To effect this we recommend that, with the approval of the Director of Education, selected teachers, who have been enrolled on the Provisional List for at least a year and who are well recommended by Managers and Inspectors, be permitted to present themselves for the next Teachers' Examination to be held in June, 1929, and that in worthy cases the validity of the provisional certificate, which at present lasts for only two years and expires on the 30th of June, 1929, be extended.

29. The Rev. C. W. Armstrong, the Acting General Superintendent of the Wesleyan Mission, has enquired whether, as a purely temporary measure until the new Rural Training Colleges are established, the special two years' course recommended could be started at once if the staff and accommodation are already available in an existing Mission Training College. It has been pointed out to him that there are serious objections to conducting these courses in the same colleges simultaneously with the four-year course. As a temporary expedient only and provided that the training of the four-year-course students suffers in no way whatever, we agreed to special courses being arranged for teachers who may desire to take the examination referred to in the preceding paragraph.

\* • \* \* \*

31. Our recommendations summarised under various heads are :—

#### RURAL TRAINING COLLEGES.

- (i) That Rural Training Colleges be established in which teachers for Rural Schools will undergo special courses of two years duration, and that Government will make grants towards the upkeep of all efficient Rural Colleges.
- (ii) That any teacher in possession of European qualifications showing a knowledge of the English language not below the standard required for the Cambridge School Certificate be admitted to the staff of the Rural Training Colleges.

#### RURAL SCHOOLS.

- (iii) That schools called Rural Schools be established which will not go beyond Standard III and in which simple instruction, principally in the vernacular, will be given to children by local men of good and strong character.
- (iv) That the teachers for the Rural Schools be drawn as far as possible from the people of the district in which they are to teach.
- (v) That teachers for Rural Schools be provided with houses and gardens free of rent.

- (vi) That grants to Rural Schools be based on efficiency and average attendance but that they be not comparable with those awarded under the present rules and that they do not in any circumstances exceed the total expenditure of the school. The Director of Education may, however, consider a group of schools under one management as one school for grant purposes.
- (vii) That uncertificated teachers in Rural Schools shall receive such remuneration as is in the opinion of the Director of Education satisfactory having due regard to the circumstances of their employment and the fact that they are to be given houses and gardens rent free.
- (viii) That teachers in Rural Schools who have completed a course in a Rural Training College be included in the register of teachers and that provision be made in a separate roll of Rural School Teachers for persons approved by the Director of Education as fitted by age, experience and character for employment as assistant teachers.
- (ix) That a minimum attendance in Rural Schools of not less than two consecutive hours and a total of not less than 300 attendances during the year be required.
- (x) That the obligatory subjects of instruction in Rural Schools be :—  
 Vernacular speaking, reading and writing,  
 Arithmetic,  
 Object Lessons and Handwork,  
 Games and Physical Exercises,  
 Writing,  
 Hygiene,  
 Gardening,  
 and that the medium of instruction be the vernacular wherever possible. Four of us,—Messrs. Casely Hayford, Van Hien, Awunor Williams and Miss M. K. Quartey-Papafio—also recommend the inclusion of English amongst the obligatory subjects.
- (xi) That the verandah spaces and open walls be taken into consideration in estimating the capacity of Rural Schools of the open-air type.

\* \* \* \*

#### INTERIM ARRANGEMENTS.

- (xv) That in order to relieve the situation in the three years which must elapse before the effects of our recommendations, in so far as they relate to the training of teachers, can be felt, the Teachers' Examination be thrown open to certain selected unqualified teachers whose names are enrolled on the Provisional List and that the validity of the provisional certificates be extended in worthy cases.
- (xvi) That as a temporary expedient and provided that the training of the four-year-course students suffers in no way whatever, Missions that have the accommodation and staff be permitted to arrange in the existing Training Colleges for the training of teachers who may desire to take the Teachers' Examination referred to in (xv) above.

#### GENERAL.

- (xvii) That the details concerning the new rules required to govern the recommended Rural Schools and Training Colleges, the situation of the Training Colleges, the amounts of grants, the interim arrangements outlined in (xv) and (xvi) and all similar matters

be dealt with by the Director of Education in consultation with the Law Officers and the Missions at a later date when the proposals herein have received the approval of Government and have reached a more definite stage.

We have the honour to be,

Your Excellency's obedient Servants,

*Chairman:* W. J. A. JONES.  
FR. ACKER.  
C. W. ARMSTRONG.  
A. H. ATTA-FUAH.  
F. AWUNOR WILLIAMS.  
\*T. L. BEVERIDGE.

\*The Rev. T. L. Beveridge left for England before the report could be signed.

CASELY HAYFORD.  
A. G. FRASER.  
SUSIE F. LAMONT.  
I. F. OFORI.  
D. J. OMAN.  
MERCY K. QUARTEY-PAPAFIO.  
W. ESUMAN-GWIRA SEKYE.  
‡H. VAN HEIN.

‡Mr. Van Hein died on the 4th of July before the report could be signed.

*Secretary:* E. LESSTER.

Nana Sir Ofori Atta did not attend the meetings of the Committee but has submitted a minority report.

## APPENDIX A.

COPY.

TO HIS EXCELLENCY SIR RANSFORD SLATER, KNIGHT COMMANDER OF THE MOST DISTINGUISHED ORDER OF SAINT MICHAEL AND SAINT GEORGE, COMMANDER OF THE MOST EXCELLENT ORDER OF THE BRITISH EMPIRE, GOVERNOR AND COMMANDER-IN-CHIEF OF THE GOLD COAST COLONY AND ITS DEPENDENCIES, &c., &c., &c.

The humble petition of the undersigned, representative chiefs and people acting with and for the masses of Accra, loyal subjects of His Majesty the King-Emperor, respectfully sheweth :—

That Your Excellency's humble petitioners admitting that they have now come face to face with a serious dilemma owing to the compulsory closing of such schools in the Colony, as are unassisted or otherwise deemed wanting for their maintenance, would point out :—

1. That your petitioners are aware that the intentions of the Government are good, inasmuch as they believe their action is in the best interests of the school children who should not only be properly taught, but be very carefully looked after and well provided for.

2. That while your petitioners cordially agree with the Government in adopting such measures to procure the aims set out in the preceding paragraph, they most humbly and respectfully beg His Excellency not to overlook some disastrous results that must necessarily be the result of carrying into effect the compulsory closing down of schools considered to be unsatisfactory so peremptorily *and at this juncture of time*.

3. That the present inability, purely from want of sufficient accommodation, to accede to the too frequent requests for admission of children from parents clearly points out the insufficiency of the number of schools in the Colony, this shows an exclusion already which might not have been brought to the notice of the Authorities.

4. That it then naturally follows that such exclusion is already working hardship upon pupils or children seeking education, and that greater degree of hardship will be felt when the compulsory closing of unassisted schools is carried out.

5. That among the undesirable effects that will inevitably ensue are :—

- (a) Juveniles will be left to idle their time and become liable to fall into mischief.
- (b) All moral influences will not and cannot be brought to bear upon youths or children during the period they await admission to established recognised schools.
- (c) There will be a tendency to create or increase a wandering, idle, perambulating, parasitic class of children uncared for and unwatched which in its growth will benumb or deaden the zeal of the youthful generation to learn, and starve eventually the burning desire to provide elements out of which to build up a nation. Such a result must become a standing threat to the attainments of the aims and sentiments and the class through which Achimota can look for success.

6. That under the above circumstances, your humble petitioners are making this united effort through this petition to ask Your Excellency

for a little indulgence by way of an extension of time to enable these schools, watching the development of Achimota and other schools, to remedy as much of their defects as possible by effectually working out plans for the improvement required and so fully comply with the demands of the education code.

7. That your petitioners would humbly recall the works of the Phelps-Stokes Commission—a report by Dr. Thomas Jesse Jones, Chairman of the Commission, entitled “Education in Africa.” His summary and recommendations with reference to the Gold Coast, pages 142 and 143 read:—

\* \* \* \*

“With full appreciation of past educational achievements and present plans of both Government and Missions, it is clear that only a good beginning has been made. Of the three hundred thousand youths of school age only 35,000 are in school. The Government is not *relieved* of any responsibility by the fact that a considerable proportion of these children and their parents have no interest in education or that many of them are even antagonistic to schools. Sound economics and sound government require that *they shall be shown the value of Education* in spite of their indifference or opposition.

“5. That in population areas without schools, the Government provide for the present lack of fully trained teachers by providing for the temporary employment of teachers of lower qualifications on condition that adequate supervision is provided for them and also that facilities for the increased supply of first grade teachers are encouraged.”

8. That upon due consideration Your Excellency’s humble petitioners crave that Your Excellency will, in the circumstances, be graciously pleased to reconsider the matter herein submitted and give them such sympathetic consideration as to Your Excellency may seem fit.

9. And Your Excellency’s humble petitioners as in duty bound will ever pray.

I James Daniel Garshon of  
Accra

witness to the marks of such of the petitioners as are illiterate do hereby certify that this petition has been read over and explained by me to the said petitioners herein named who are personally known to me and that the petitioners declared in my presence and hearing this day that the statements herein were true, and that they were prepared to substantiate them, and in my presence they affixed their marks to the petition this 19th day of November, 1927.

Ayi Bonte                    his  
   X  
   mark.

Gbese Manche.

(Sgd). W. A. Adjin.

Carlai Kwasi                his  
   X  
   mark.

(Sgd). G. D. Laryea.

Daniel Nettey                X  
   mark.  
   Their

Mensah Kwasi                X  
Charles Okai Tagoe         X  
Robert Akrong                X  
Lartei Mensah                 X  
   marks.

## APPENDIX B.

COPY.817/M.P. 14835/1927.

15th February, 1928.

I am directed by the Governor to refer to your letter dated the 19th of November, 1927 (which was not received in the Secretariat, however, till the 30th November) transmitting a petition signed by members of the Manbii Party on the subject of the operation of the new Education Ordinance in so far as the effect of that Ordinance is the closing of certain schools.

The gist of the petition appears to be that an extension of time should be given to enable schools to conform with the provisions of the Ordinance and from this His Excellency infers that it is the contention of the signatories that insufficient warning has been given.

2. It was as long ago as 1925 that the Ordinance, which was not to come into operation until 1st of January, 1927, was drawn up, was published in the *Gazette*, and received the late Governor's assent. In Sir Gordon Guggisberg's speech to the Legislative Council in February, 1925, the principles of the new system were explained in detail together with the action which it was proposed to take in inaugurating it; and in September of the same year, preliminary steps were taken to compile a register of teachers by taking a census of all persons teaching in the Colony and Ashanti. All persons concerned in education, including the managers of all the Accra schools, were then reminded of the requirements of the new Ordinance and of the rules thereunder, and particularly of Sections 5 and 16 of the Ordinance which deal with the requirements in respect of teachers, the former reading as follows:—

“ 5. No person shall teach in any Government Assisted or Non-Assisted School unless he is registered on the Register of Teachers, or on the Provisional List as may be prescribed.”

3. In March and October, 1926, and in March, 1927, statements were issued that the Government would exercise reasonable leniency towards those schools which were unable to comply exactly with the new conditions, *provided that active steps were taken during 1927, to bring the schools into conformity with the new Ordinance and the rules thereunder* as far as possible.

4. The question of education in the Gold Coast was once more reviewed in the late Governor's address to the Legislative Council in March, 1927, when it was explained that in order to prevent the new law from working harshly a provisional list was being drawn up on which the names of unqualified persons teaching on the 31st of December, 1925, were to be enrolled until such time as each individual case could receive consideration.

5. It will be seen, therefore, that the question of educational reform has been before the public continuously for at least three years and His Excellency cannot admit that there is any ground for suggesting that reasonable steps have not been taken to ensure that Managers of Schools were fully aware of their responsibilities. Where schools have honestly endeavoured to meet the requirements of the law, the Government will, as it has stated so often, exercise leniency; but where no effort whatever has been made to take advantage of the time afforded by the Government, His Excellency sees no reason why the schools in question should be treated otherwise than in accordance with the law.

The object of that law, as the petitioners recognise is to protect Gold Coast children from receiving an education which is a mockery and a sham. In many of the schools the sanitary conditions are scandalously defective and the equipment almost wholly lacking, while the teaching is carried on by quite unqualified teachers. Yet no attempt has been made by the managers to remedy these defects.

6. The petition makes no mention of the schools in respect of which it is submitted. If a list of these schools in Accra is furnished, His Excellency will cause enquiries to be made into each one separately.

7. I am to add, with reference to the opening paragraph of the petition that *Government* does not, and has no power to close schools. Closure may be the inevitable result of the Managers neglecting to comply with the salutary provisions of the Ordinance but the responsibility for the closure must rest with them.

I have, etc.,

J. L. TRAFFORD,  
*for Colonial Secretary.*

## APPENDIX C.

## SUMMARY OF LETTERS RECEIVED FROM MISSIONS.

The Roman Catholic, English Church, A.M.E. Zion, Seventh Day Adventists, Nigritian, First Century Gospel (Faith Tabernacles) Missions, the Salvation Army and the Royal School, Accra, have been asked to put forward plans for securing qualified teachers for the schools of their respective Missions.

Of these only the Roman Catholic, English Church, A.M.E. Zion and Seventh Day Adventist Missions have replied and none of these puts up a detailed or definite scheme.

*The Roman Catholic Mission* is unable to start a Training College for teachers for two or three years unless financial support to the extent of £5,000 or more could be assured and in the meantime proposes to send as many students as possible to the Government Training College and use their own more experienced teachers to coach the uncertificated. Also suggests that perhaps the Roman Catholic Training College at Lagos will be able to admit some candidates and perhaps the old College at Bla could be re-opened if financial help and the staff could be obtained.

*The English Church Mission* hopes to arrange for the training of teachers at St. Augustine's, Kumasi, which at present is used for the training of ordination candidates only but the rapidity with which suitable premises can be erected on the site already acquired depends entirely upon the measure of support received from England. Emphasises the great difficulty of obtaining a European staff, both because of the lack of funds and the scarcity of suitable men. Anticipates that the closing down of some of the schools in compliance with the New Education Rules will minimise wastage and asks for time in which to mature plans and urges every possible financial assistance.

*The A.M.E. Zion Mission* is arranging to secure land outside Sekondi for the erection of an Industrial Academy and Training College for Teachers (the latter estimated to cost about £10,000) the particulars of which have been communicated to the Home Governing Board.

*The Seventh Day Adventists* can at present only suggest sending students to the Government Training College although the establishment of a Training College of its own, as soon as the difficulties of staff, etc., can be overcome, is a part of the settled policy of the Mission.

M.P. 8903/28.

## APPENDIX E.

## THE EDUCATION COMMITTEE REPORT.

## NANA SIR OFORI ATTA'S DISSENT.

I have very carefully perused the Education Committee's report. I am sorry that owing to my absence in England, I was not able to take part in the discussion of the important questions which the Committee of which I was a member were called upon to consider.

2. Whilst I fully appreciate the endeavours of the Committee to solve the existing problem, I am sorry I am unable to share the conclusions arrived at, particularly as regards the creation of Rural Schools. I am of the opinion that any idea involving differentiation of any kind in the standard of education given in any part of the country at any stage in any of the schools, is full of peril and danger. I therefore feel it my place to protest very strongly against the system of Rural Schools and Rural Training Colleges for teachers proposed by the Committee. In fact, I thoroughly and altogether object to the term "Rural" being applied in the cause of education in this country.

3. What would appeal to me as helpful of the solution of the present embarrassing question would be to have steps taken at once to increase the accommodation at the Central Training Colleges for Teachers, and have the yearly output of Teachers substantially increased. In other words, offer facilities for admission to the Training Colleges for a far larger number of students than is the case at present. Pending the realisation of this, I should recommend that the Education Department permit those of the teachers, who, though not holding certificates entitling them to teach under the Educational Rules, possess experience and can be trusted to teach. Such teachers to be gradually replaced as more and more teachers come from the Training Colleges for teachers. I am not too much enamoured of everything being hoped for from the present certificated teachers only.

4. Secondly, I should recommend that the Education Department relax its present policy relating to limitation of classes, closing down of schools, and the rigid enforcement of other rules relating to buildings and equipment.

5. Much as it is not to-day within practical politics to discuss compulsory education in this country, it is our place to aim at it. None-the-less, the tendency at present is not only to make this object remote, but to deliberately eliminate it from the future plans altogether. I submit that we are not doing our duty to the country.

6. I am so concerned with the suggested rural system that I like at present to concentrate my whole attention on that subject. I therefore ask to be excused from refraining to refer to other points of interest raised in the Committee's report.

OFORI ATTA,

*Omanhene, Akyem Abuakwa.*

OFORI PANIN FIE,

KYEBI,

AKYEM ABUAKWA.

No.88/M.P.8903/28.

Colonial Secretary's Office,

A c c r a,

Gold Coast.

11th January, 1929.

With reference to your letter No.2740/4 dated the 9th August, 1928, transmitting the Report of the Committee appointed to consider the problem created by the closure of inefficient Schools, I am directed by the Governor to inform you that His Excellency has experienced some difficulty in following the argument of the Report, which begins by recapitulating the prayers of the petition annexed to it as Appendix "A", but does not give the facts of the present position as His Excellency hoped it would do.

2. His Excellency anticipated that the report would show :-

- (a) how many schools have been closed, or are likely to be closed, as a result of the new Education Rules;
- (b) how many reductions in numbers of pupils have been made, or are likely to be made, in the near future;
- (c) what number of qualified teachers is required to allow of the re-opening of closed schools or the return to school of children who have been turned away or are likely to be turned away.

This information, as regards the Gold Coast generally, is not to be found even in your introductory memorandum and I am to request you to supply a note on this point for His Excellency's Annual Address in the Legislative Council.

3. In the second paragraph of the Report the Committee ascribes the primary cause of the present problem to the lack of an adequate number of sufficiently qualified teachers and not to the insufficiency of schools of which the petitioners complain. Yet, in the next paragraph, the

Committee

*Breakwa  
x Sandrine + Ode  
off the road*

Committee advocates not only the provision of qualified teachers in greater numbers but also a "special scheme of education for rural areas". His Excellency would have welcomed some explanation of the Committee's reasons for regarding as necessary a "scheme of education for rural areas": for instance, the suggestion might have been advanced that, to meet some of the present difficulties and the discontent that is spreading over the application of the Ordinance, a parallel and preparatory system of education should be introduced with teaching in the vernacular, which would require a lower standard of training in the teachers, and resulting in the giving of literacy to a large number. Such an explanation might possibly have obviated Sir Ofori Atta's uncompromising opposition to the Committee's scheme.

4. It is obvious from Mr. Fraser's Memorandum, Appendix "D" to the Report, that a considerable increase in the number of schools in the Gold Coast is intended; he writes of "the spread of education such as these proposals involved" and the extension of schools".

5. In any discussion upon the creation of this new class of school, controversy will be centred upon the exclusion of English as an obligatory subject and it is to be apprehended that the new schools will be prejudiced from the start if that principle is to be maintained. Whatever the rules, there is little doubt that English will be taught, and, whilst the objection to such instruction by teachers with an imperfect knowledge of the language is fully appreciated, His Excellency thinks that it will be better to recognize what will inevitably happen and to lay down a very elementary syllabus of English, prohibiting any attempt at more advanced teaching. The great difficulty can surely be surmounted by definitely excluding

excluding English from the list of subjects qualifying therefor. That is, in effect, what the exclusion of English as an obligatory subject does mean, but it is quite certain that unless some definite provision for the teaching of English is included in it, the scheme will be hopelessly unpopular.

6. Before any decision can be taken on the proposed creation of a new class of school, the Report must be discussed by the Board of Education and I am to request you to take the necessary action accordingly.

7. No provision can be made for a Government Rural Training College at present; His Excellency has, however, already approved of subsidies to two new Mission Training Colleges at Amisano and Bla and favourable consideration will be accorded to other concrete proposals of a similar nature.

8. Finally, I am to inform you that paragraphs 24 - 26, 30, and 31 (xii) (xiii) and (xiv), of the Committee's Report, together with Mr. Fraser's Memorandum annexed to it as Appendix "D", will form the subject of independent consideration. With the above exceptions, the Introductory Memorandum, Report, and Appendices will shortly be published as a Sessional Paper.

(Signed) D. B. Strathairn  
for COLONIAL SECRETARY.



GOLD COAST.

XXI.—1928—29.

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Report and Recommendations of the Committee  
appointed by His Excellency The Governor  
in March, 1928, to consider the pro-  
blem created by the closure of  
Inefficient Schools.

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Ordered by His Excellency the Governor to be printed.

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