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1952



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## PART I

### Outstanding Events of the Year

#### POLITICAL DEVELOPMENTS

AN event of outstanding importance in the field of political advance in the Gold Coast occurred in December, 1950, when the new constitutional instruments were published. The importance of these instruments which were due to take effect on 1st January, 1951, lies in the fact that, under the new constitution, the Gold Coast will enjoy a greater measure of responsible government than is enjoyed by any other African colonial territory. An important feature of the new constitution is the greatly enlarged legislature, whose membership will be increased from 31 to 84. It will include, for the first time, representatives of the Northern Territories, elected by the Northern Territories Council, and, in addition to the members elected by the traditional Councils and the Southern Togoland Council and the four municipalities, other members popularly elected by constituencies covering the whole of Ashanti and the Colony. The Legislative Assembly, as the new legislature is to be called, will elect its own Speaker.

Perhaps the most important step in the constitutional advance of the Gold Coast lies, however, in the composition of the new Executive Council which is to be the principal instrument of policy. The Governor will continue to act as President of the Council but, of the remaining members, only three are to hold *ex-officio* appointments: the others, who must number at least eight, are to be appointed from the Assembly by the Governor and their appointments will require the approval of the Assembly. Members of the Executive Council will be styled Ministers and the majority will have portfolios which will carry with them responsibility for the activities of a number of Government Departments. In brief, the new constitution will place in the hands of the people of the Gold Coast a large measure of responsibility for the government of the country and will extend representation in the Assembly to such an extent that the whole country may be said to be fairly represented. A more detailed summary of the provisions of this new constitution will be found in Appendix I.

During the year intensive preparations were made for the introduction of the new constitution; these were largely concerned with the detailed planning required for the holding of the first general election, due to take place in February, 1951, and with the proposals for the reform of local government submitted by the committees of the Legislative Council and Northern Territories Territorial Council which had worked out in greater detail the broad recommendations contained in the Coussey Report.



Suffrage in the Colony, Ashanti and the southern section of Togoland under United Kingdom Trusteeship will be given to British subjects and protected persons of both sexes over the age of 21 years. When the plans for the general election had been completed a full-scale publicity campaign was inaugurated with the intention of explaining the details of the election procedure in every part of the Gold Coast. Towards the end of the year the registration of voters took place with satisfactory results, owing largely to the excellent work of the various teams which had toured the country instructing those who were qualified to register on the manner in which registration would be carried out and describing the reasons for registration.

The offices of the central Government which had previously been established in a single Secretariat were, during the last four months of the year, divided into a number of Ministries in anticipation of the appointment of Ministers under the new constitution. Details of the new Ministries will be found at Appendix I.

A further step of political importance was the election of a member to represent the Southern Togoland Council in the Legislative Council. In this way the people of the southern section of Togoland under United Kingdom Trusteeship were for the first time directly represented in the legislature of the Gold Coast.

#### ECONOMIC DEVELOPMENT

The Government's Ten Year Development Plan, on which work had been progressing for some years, was laid before the Legislative Council at the end of the year, and will be considered by the new Legislative Assembly when constituted. It provides for a great variety of works estimated to cost some £80 million (at present prices); it emphasises the need for economic development and improved communications as a basis for the further expansion of social services, but it provides also for a rapid extension of water supplies, health services, housing and education. It provides for a great extension of rail and road communication, the improvement of Takoradi harbour, the encouragement of new industries and the development of improved agricultural techniques. A large new hospital is planned for Kumasi, and the University College is to have new buildings on a new site outside Accra.

In addition to the Ten Year Plan is the Volta River Project, a vast enterprise which, if undertaken, will provide not only electrical power for the reduction of bauxite into aluminium—the central feature of the scheme—but also supplies of electric power for other parts of the country, water transport to the Northern Territories and such subsidiary projects as the irrigation of dry areas, especially parts of the Accra plains. It will involve also the building of a new harbour to the east of Accra. During the year a great deal of the detailed exploratory work was carried out, and it was possible to conclude that the scheme was economically practicable; but the method of financing it had not yet been worked out.



In the field of agriculture the Gonja Development Corporation began operations on a pilot scheme of mechanised farming at Damongo in the Northern Territories.

The bulk purchase scheme, which was initiated in 1949, made a contribution towards stabilising the cost of local foodstuffs. The Agricultural Produce Marketing Board, also established during 1949, began operations in the year.

The cocoa crop continued to suffer from the ravages of the Swollen Shoot disease, but as new areas came into operation production has been maintained, and by the end of the year, the 1950-51 main crop showed signs of proving the highest since the war. Moreover the price paid to the producer was a record one of some £131 per ton.

#### SOCIAL SERVICES

The University College of the Gold Coast continues to expand. Towards the end of the year, the University College acted as host to an International West African Education Conference which was attended by representatives of all the territories in West Africa as well as by an observer from UNESCO. Plans are progressing, and building has actually started, for the establishment of a College of Arts, Science and Technology at Kumasi.

Mass education campaigns were continued in 1950, the principal effort being transferred from Togoland to Ashanti. Among the features of this year's campaign was a fortnight's camp for Ashanti youths by the sea at Anomabu.

The Extra-Mural Department of the University College made great progress during the year in association with the People's Education Association. During the year plans were completed for Rural Health Centres and for a system of Mobile Medical field units some of which were in operation by the end of 1950.

#### THE STRIKE

In January an attempt was made to bring about a general strike in pursuance of objects which, for the most part, were not concerned with a trade dispute. The attempt met with only partial success over a short period. One of the results was that the development of many trade unions received a severe set-back.

#### FINANCE

There has been an increase in the value of both imports and exports. Revenue, which is still largely dependent on customs duties, was in consequence buoyant.

To sum up the economic and financial position, it may be said that the Gold Coast is reaping the benefit of the very high world prices of minerals and raw materials and has built up large reserves, especially those controlled by the Cocoa Marketing Board. But it must expect soon to feel the severe impact of very much higher prices of imports, and if the international situation deteriorates, curtailment of supplies.



Owing to the dependence of the Gold Coast economy on foreign trade, changes in the world's demands for its export products as well as fluctuations in the supplies of consumer and capital goods tend to have immediate and far-reaching effects on the economic life of the country.

The rise in the prices of commodities during the year led the Government to increase the temporary cost of living allowance to Civil Servants and Government employees from 15 per cent to 20 per cent and to extend it, though at a lower rate, to the higher salary scales.

#### SPORTS

The year 1950 saw a great development of sport in the Gold Coast, the climax of which was the sending for the first time of a team to compete in athletic contests in the United Kingdom. A great impetus was given to sport by the visit in 1949 of Sir Sidney Abrahams, the former Olympic runner, and funds have been collected for the construction of a large sports stadium in Accra.

#### IMPORTANT VISITORS

Among the distinguished visitors to the Gold Coast in 1950 were Prince Axel of Denmark, whose visit in November coincided with that of the Danish Hydrographic Survey Ship *Galathea*, Lady Baden-Powell, the Chief Guide, who inspected scouting activities in the Gold Coast, and the Rt. Honourable Walter Elliott, M.P. who came on a private visit to renew his contacts with the University College of the Gold Coast, and to convey to it an invitation from Glasgow University to take part in the celebrations of the latter's 500th anniversary. The Specialised Agencies of the United Nations were represented by Commandant Autret of the Food and Agriculture Organisation and Professor Brock who arrived under the auspices of the World Health Organisation to study nutrition problems; Mr. John Bowers of UNESCO came to attend the International Education Conference held in Accra in December. From America came Mr. Whitney H. Shepardson of the Carnegie Corporation and Drs. Berner and Berry who carried out entomological and schistosomiasis surveys on the Volta river area as a part of the technical assistance programme of the Economic Co-operation Administration. British unofficial visitors included Mr. John Wilson, the Secretary of the British Empire Society for the Blind, who surveyed the problems of blindness in the Gold Coast, and Sir William Halcrow, whose panel of engineers was employed during the year on surveys connected with the Volta River Project. British official visitors included Dr. E. D. Pridie, Chief Medical Officer at the Colonial Office, Sir Sydney Phillipson, C.M.G., who initiated an examination of the problems of regional organisation, and Sir David Lidbury, K.C.M.G., C.B., D.S.O., who began an enquiry into the structure and remuneration of the Civil Service.

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## PART II

### Chapter 1 : Population

A CENSUS was held in the Gold Coast in 1948 when a total population of 4,118,450 was enumerated. This figure was 30 per cent higher than that recorded at the previous census in 1931. It included three individual totals of 2,222,810 in the Colony, 1,076,696 in the Northern Territories and 818,944 in Ashanti. The two sections of Togoland under United Kingdom Trusteeship are administered as parts of the Colony and of the Northern Territories, and its population of 382,768\* is accordingly included partly in the total for the Colony and partly in the total for the Northern Territories.

Since the census was taken in 1948 the administration of the Krachi district has been transferred from the Northern Territories to the Colony and the census figures of these regions have accordingly been altered to 1,045,093 and 2,254,413 respectively.

On the assumption that the general trend of population increase in the several parts of the Gold Coast has continued since the census, it is estimated that the African population at mid-1950 was 4,266,600 in the Gold Coast ; 2,335,600 being in the Colony, 857,700 in Ashanti and 1,073,300 in the Northern Territories ; Krachi district is here included with the Colony. For Togoland under United Kingdom Trusteeship, the population figures of which have been included in the foregoing totals, the estimate is 397,400.

The non-African population, which is concentrated chiefly in the large towns and mining areas, numbered 6,770 in 1948, a figure made up of 4,211 British and 1,213 Lebanese ; the remainder was divided in the main between Swiss, Dutch, Indian, French and Syrian, although twenty-one other nationalities were also represented.

The African population was almost equally divided between the sexes : the males, with a total of 2,078,715 outnumbered the females by 45,750. Of the 61 tribes or tribal divisions recognised in the census the three largest were, in descending order of size, the Ashanti, Ewe, and Fanti, each of which numbered about half a million. No other tribe equalled half this number but seven recorded populations of between one and two hundred thousand.

Except in the case of Tamale, the figures for the eleven towns with populations of over 10,000 revealed a marked immigration from rural areas. A table showing the population of these towns will be found in Appendix VI.

\* Since the taking of the 1948 census it has been discovered that some villages (population 846) in the Gonja district, formerly thought to lie outside Togoland, are in fact just within the border of the Trust Territory. The addition of this population gives a census population of 383,614 for Togoland under United Kingdom Trusteeship.



## Chapter 2 : Occupations, Wages and Labour Organisation

THE number of people employed in the major industries, especially those in building and timber, has shown a slight general increase over the previous year. The building industry has expanded to meet the extensive Government programme of development and the great increase in commercial building in the main towns. The timber industry has prospered, by reason of favourable markets, to such an extent that in some areas contractors have had difficulty in finding sufficient labour. A table showing the approximate numbers employed during the year in the major industries, normal hours of work and minimum wages will be found at Appendix VII.

No accurate statistics of unemployment are available ; but figures provided by the Labour Exchanges in Accra, Kumasi and Takoradi confirm that unemployment is largely confined to the main towns, and is due chiefly to the reluctance of unemployed persons to seek work in the villages and rural areas when they cannot find it in the towns. At the end of the year about 3,500 persons were known to be without regular employment, a figure which fluctuated between 2,500 and 4,000 in the course of the year.

The re-settlement of ex-servicemen as a separate activity of the Labour Department ended on 31st March, when it was merged with the general employment service. Since its inauguration in May, 1945, the Resettlement Branch has received more than 100,000 enquiries from ex-servicemen ; of these well over half were applications for employment, and in more than 50 per cent of the cases employment was found.

A Resettlement Branch remains as part of the Headquarters of the Labour Department, but is now mainly concerned with the distribution of war medals, and with any questions ex-servicemen may raise.

Although cost-of-living index figures are not available, it is clear that the cost of living has risen. A temporary allowance of 15 per cent had been granted to Government servants in September, 1949, and as a result of recommendations made by a Committee of the Legislative Council appointed to enquire into the cost of living of Government servants this allowance was increased to 20 per cent on 1st April, 1950.

The trade union movement of the Gold Coast was gravely affected by the results of an attempt made on 7th January to call a general strike, allegedly in support of a trade dispute. Since the time of the strike, which ended on 20th January without becoming general throughout the country, vigorous efforts have been made to persuade the unions to reorganise on more responsible lines ; by December these efforts had resulted in the re-establishment of a Trades Union Congress with a new constitution, based on wider and more democratic representation than that of the previous Congress. Under the Trade

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outlying fields is a problem for the farmers, and they will have to be supervised carefully for some years to ensure that they are manuring their land thoroughly.

## Chapter 7 : Social Services

### EDUCATION

#### *General*

The integrated Ten-Year Plan for Education Development, originally drawn up in 1946 and revised in 1950, envisages a wide extension and improvement in the quality and availability of primary, secondary and technical education and of teacher-training. The limiting factors in the rate of expansion are still money and an adequate supply of trained teachers but good progress is being made. New training colleges are coming into production and existing colleges to which extensions have been made are contributing an increased number of trained teachers to the annual output. Native Authority grants for educational purposes are substantial and there is an increasing realisation that education has to be paid for and is worth paying for. It is hoped that within a comparatively short time the six-year basic primary course will be available for all children and that there will be a comparable expansion of senior primary education.

The various types of school—Government, mission and church, and Native Authority—are subject to the general control of the Government in accordance with the provisions of two Education Ordinances, one for the Colony and Ashanti and the other for the Northern Territories. The Education Department is advised on matters of policy and administration by the Central Advisory Committee on Education and, on local matters in the Colony and Ashanti, by the District Education Committees. The Northern Territories Board of Education advises the Director of Education on educational policy in the Northern Territories.

#### *Education Finance*

The funds placed at the disposal of the Education Department are spent on the general administration of the educational system and the maintenance of a number of Government primary, post-primary, teacher-training, technical and trade-training institutions. Substantial grants-in-aid are paid to Missions and Churches and to Native Authorities for the upkeep of primary schools, and almost the entire cost of non-Government teacher-training colleges and secondary schools is met by the Education Department. The full cost of the construction of buildings for post-primary institutions falls upon the Education Department votes. Examples of other duties of the Department are the upkeep of departmental libraries, the examination of vernacular literature and the selection of candidates for scholarships. The total expenditure on education for the financial year 1949-50 was



£1,856,361, of which £151,098 was expenditure from Development Funds and £127,603 expenditure by Native Authorities from funds contributed by Central Government ; £291,250 was accounted for by subventions and £39,358 represented expenditure on building, etc., connected with education under the Public Works extraordinary.

The main existing legislation in respect of grant-in-aid was made in 1932. Since then new legislation of considerable complexity has been made which is designed to meet the needs of an educational system that has expanded rapidly. In 1950, a Committee, of which the Financial Secretary was chairman, was appointed to enquire into the finances of education, and its report is being considered by the Government.

#### *Primary Education\**

The medium of instruction for the six-year basic course is the vernacular but all pupils receive a sufficient grounding in English to enable instruction to be given in that language during their further education or, in the case of those who leave school, to enable them to continue their interest in English reading.

Chosen pupils proceed to a four-year senior primary course, at which instruction is in English.

The curriculum of the basic and senior primary courses corresponds broadly to that of similar schools in the United Kingdom, but the need to relate teaching to the circumstances and demands of the community is fully recognised and is reflected in the syllabuses of instruction. Special attention is given to the teaching of the vernacular, hygiene, crafts, agriculture and, in the case of girls, to housecraft, including nutrition and child-welfare.

The four types of primary school—Government (wholly maintained by the Central Government), assisted (receiving about 80 per cent of their salary bills from Government), designated (receiving substantial grants-in-aid from Native Authorities) and non-designated (receiving in some cases small grants from Native Authorities, but more often maintained by local communities)—reflect the increasing financial responsibility for education being assumed by Native Authorities. In accepting these commitments the Native Authority representatives and other members of District Education Committees are coming to recognise the need for the orderly and controlled expansion of education. The non-assisted schools chosen for improvement from time to time by Native Authorities thereby receive trained teachers, and form the new category of "designated" schools.

The total number of Government and assisted primary schools at the end of the year 1950 was 656 (including 85 for girls). The enrolment in the 656 schools was 102,138, of whom 70,530 were boys and 31,608 girls. The total increase in enrolment over 1949 was 1,250. A hundred and one schools had approved housecraft centres. There were 936 designated schools (grant-aided by Native Authorities)

\* Basic infant-junior : 6 years. Senior primary : 4 years.

having a total of 511. The number of teachers employed is approximately 1,200. The number of pupils is approximately 100,000. The number of schools is approximately 1,200. The number of teachers is approximately 1,200. The number of pupils is approximately 100,000. The number of schools is approximately 1,200.

Among the 511 were 85 for girls. The numbers in Standard IV. At the end of 1950 there were 6,432 pupils.

#### *Secondary Education*

Substantial progress has been made in secondary education. At Achimota were 1,200 pupils. At Achimota were 1,200 pupils.

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#### *Trade and Technical Education*

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The opening of technical institutes will make possible the training of technical staff.



having a total enrolment of 102,115 pupils, of whom 20,748 were girls. The number of primary schools which are neither assisted nor designated is approximately 1,500. Enrolment figures for these schools are inaccurate, but it is estimated that approximately 50,000 boys and approximately 17,000 girls attended such schools in 1950. All pupils pay fees which, in the aggregate, make a substantial and necessary contribution to the finances of education. The fee income for Government and assisted primary schools was £160,079.9.2. in 1950. There were thus 271,945 pupils (202,981 boys and 68,964 girls) receiving primary education of varying degrees of efficiency, distributed in three roughly equal groups consisting of (a) well staffed Government-assisted schools, (b) less well staffed designated schools, and (c) other schools staffed almost wholly by untrained teachers.

Among the 1,592 Government assisted and designated schools, 511 were senior primary schools taking pupils up to Standard VII. The numbers in the senior primary schools were 11,002 in Standard VII, 12,944 in Standard VI, 16,644 in Standard V and 21,441 in Standard IV.

At the Primary School Leaving Examination (Standard VII) in 1950 there were 10,571 candidates—8,972 boys and 1,599 girls; of these 6,432 passed, 5,532 boys and 900 girls.

#### *Secondary Education*

Substantial progress continued in the development of secondary education. Enrolment in the eleven assisted secondary schools and at Achimota was 2,776 at the end of 1950 (an increase of 265) and non-assisted enrolment was 3,319 (a decrease of 77).

In December, 1950, the assisted secondary schools and Achimota presented 451 boys and 81 girls for the School Certificate Examination of the Cambridge Local Examinations Syndicate. Of these 373 boys and 53 girls were awarded certificates.

In addition, Achimota School for the first time presented candidates for the Cambridge Higher School Certificate examination, and all 29 of them were successful.

One new assisted secondary school for boys, the Ewe Presbyterian Secondary School at Ho, in Togoland, was opened in January. New or improved accommodation for assisted secondary schools continued to be provided throughout the year.

#### *Trade and Technical Education*

Technical education is at present mainly provided by the Government Technical School. In addition to the normal four-year post-primary courses in building construction and mechanical engineering, there are now a two-year teacher-training course for teachers of technical subjects and a four-year course for handicraft teachers. The capacity of the school has been increased and it will be developed as a secondary technical institution as soon as suitable staff can be obtained.

The opening in January, 1951, of a Trade-Training Centre at Tamale will make possible in the Northern Territories a type of vocational



training already being supplied at Mampong in Ashanti and at Asuansi in the Colony. Technical and professional trade-training courses are planned at other industrial centres, but at present only the clerical classes of the Accra Technical Institute have begun. The provision of higher technical training at post-secondary level will be an important duty of the proposed Gold Coast College of Arts, Science and Technology, a fuller description of which is given below.

The first of the four Technical Institutes, providing day and evening classes for men and women, is now to be built at Tarkwa, but progress on this has been delayed by shortage of staff.

Several government departments and private firms conduct professional and trade-training courses for their junior staff.

#### *Training of Teachers*

The principal general training courses are :

(1) a four year post-primary course or a two-year post-secondary course for the Teacher's Certificate A, which qualifies teachers for employment in senior primary and infant-junior schools ;

(2) a two-year post-primary course for Certificate B which qualifies teachers for employment in infant-junior schools. Courses are open to men and women alike. During 1950 there were eight Certificate A Colleges, with a total enrolment of 1,028 (586 men and 442 women) and twelve Certificate B Colleges having a total enrolment of 764 (691 men and 73 women). The output of trained teachers in 1950 was 628.

The former Methodist Mission, Mmofraturu College, for the training of women teachers has now been combined with Wesley College, Kumasi.

#### *Scholarships*

Schemes for awarding scholarships for higher education and training have been in existence since 1944, and students are placed in United Kingdom institutions and in the University College of the Gold Coast. The schemes are financed by grants under the Colonial Development and Welfare Act, by the Gold Coast Government and, to a lesser extent, from Native Authority revenue. The total expenditure on these scholarships since their inception is estimated at almost £600,000. Since 1944, 508 scholarships have been awarded for courses in the United Kingdom, at the University College of the Gold Coast and elsewhere. The United Kingdom courses are varied and have included accountancy, agriculture, architecture, arts and crafts, welfare of the blind, broadcasting, co-operation, arts, economics, dentistry, domestic science, engineering, forestry, geology, journalism, law, linguistics, medicine, physical education, pharmacy and other professional courses. Courses in arts, commerce, science and economics have been provided at the University College of the Gold Coast.

Scholarships have also been granted by the British Council, the Nuffield Foundation, the Anglo-French Standing Consultative Commission for Togoland and various Missions and Churches.

#### *Higher Education*

At the College of Arts, Science and Technology, reading and writing are taught in English, and reading and writing in the local languages. Educational Classics, Philosophy, Geology, and other subjects are taught by the Gold Coast Government. The Gold Coast Government has already begun research in the social sciences, the amount of money spent on building and announcing and the same plan at Legon.

Plans to be known which will be educational grants should be £350,000. The Gold Coast Government has decided to purpose educational them in and a College of Education. The Government of the Gold Coast afterwar

#### *Extra-Mural Education*

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*Higher Education*

At the beginning of the academic year in October, the University College of the Gold Coast had 213 students, distributed as follows : reading for degree examinations in Arts, Economics or Science—80 ; reading for intermediate examinations—103 ; at the Institute of Education—30. The University College comprises Departments of Classics, English, Phonetics, Geography, History, Mathematics, Philosophy, Economics, Theology, Sociology, Botany, Chemistry, Geology, Physics, Zoology, French and Archaeology ; an Institute of Education was opened in October. A grant of £1,000,000 was made by the Gold Coast Cocoa Marketing Board (in addition to the £900,000 already provided from cocoa funds) to found a large teaching and research Department of Agriculture with facilities for the study of the associated sciences. The Government promised a further £1 million towards the capital cost of certain of the College's permanent buildings, and in August the Secretary of State for the Colonies announced that a grant of £400,000 under the Colonial Development and Welfare Act would be made to the University College for the same purpose. The construction of the first permanent buildings at Legon Hill, near Accra, has begun.

Plans are progressing for the establishment of a Regional College, to be known as the Gold Coast College of Arts, Science and Technology, which will provide a professional course and technical and technological education at the post-secondary level. An extensive site near Kumasi, granted by the Asantehene, has been surveyed and the first buildings should be occupied by January, 1952. For this purpose, a sum of £350,000 has been made available by the Secretary of State for the Colonies under the Colonial Development and Welfare Act. It is hoped that the Principal will soon be appointed. The essential purpose of the College is to train people required for the economic, educational and social development of the country ; and, by training them in a single institution, to develop a sense of common purpose and a common spirit of service to the country. The Teacher-Training College now at Achimota will be expanded and will become a department of the new institution. The opening of a Department of Engineering is to be given priority ; other departments will be opened afterwards.

*Extra-Mural Studies*

To meet the considerable demand for adult education, to a great extent stimulated by the experimental work in the Gold Coast of the Oxford University Delegacy of Extra-Mural Studies, the University College of the Gold Coast set up a Department of Extra-Mural Studies. This Department is maintained by an annual grant from the Central Government. Its staff now consists of a Director, an editor, four resident tutors and a number of part-time tutors. It conducts People's Educational Association classes at a total of 41 centres in a wide variety of subjects and produces several publications.



*Northern Territories*

Education in the Northern Territories lags behind the Colony and Ashanti in quantity though not in quality. In many places there is still a reluctance to send children to school which, coupled with lack of teachers who can speak the local vernaculars, has retarded development; but the output of teachers from the Government Teacher-Training College at Tamale, established in 1944, has permitted in recent years a considerable expansion of primary education. Schools will continue to be opened as trained teachers become available to staff them. Classes at the Training College have been duplicated, and two additional Native Authority boys' senior boarding schools which are to be opened in January, 1951, will increase the supply of potential teachers. The opening of secondary classes at Tamale, also in January, 1951, will be a substantial step forward along the path of educational advance in the Protectorate.

*International Conference*

In December, 1950, an International West African Education Conference was held in Accra. The conference was attended by delegates from the British West African Territories, the French West African Territories, Portuguese Guinea and the Republic of Liberia. There was also present an observer from the fundamental education division of UNESCO. The conference discussed problems of educational systems and mass education; the relationship of the educational system to local government; school buildings and equipment; the exchange of teachers and students; and relationship with, and possible assistance from, UNESCO.

## HEALTH

*Health Services*

In the years before the war the main efforts of the Government in the medical field were directed to the establishment of a hospital system. Since the war, although the development and improvement of hospitals have continued, the main efforts have been directed towards rural health. Mass treatment organisations have been built up to carry out treatment campaigns, especially in the Northern Territories, for major endemic diseases such as yaws and trypanosomiasis, and for epidemic diseases such as cerebro-spinal meningitis and small-pox. Native Authorities have been encouraged to provide more dressing stations and dispensaries. Government travelling dispensaries and mobile clinics under the supervision of trained nurses have been active in the rural areas of the Colony and Ashanti. Three rural health centres have been planned and one of these is nearing completion. Other health measures of great importance in rural areas have been the work of the Rural Water Development Department in improving rural water supplies, tsetse clearance by the Tsetse Control Department and the health and nutritional improvement campaigns which form an important part of the work of social development. The expansion of midwifery services into rural areas is another feature

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in that year, made various proposals for constitutional reform. As a result of His Majesty's Government's comments thereon, a fully representative all-African Committee was appointed to examine these proposals. It reported to the Governor in August, 1949. The report, which put forward far-reaching proposals for the establishment on a fully representative basis of all bodies responsible for the Government of the Gold Coast, was accepted by His Majesty's Government as a workable plan within which the frame-work of constitutional advance could be built.

The new constitution, which came into effect on 1st January, 1951, is described in Appendix I; and in Part III, Chapter 3, an account is given of the preparations made in 1950 for the approaching elections.

The social and economic history of the Gold Coast in the twentieth century has been accelerated by a number of influences and in particular by the spread of education and the development of the cocoa industry.

The prosperity of the various African companies for nearly four centuries depended in large measure on the slave trade. Its suppression in the nineteenth century, coinciding with the Ashanti wars, reduced commerce on the coast to straits from which it revived only temporarily when the security of Captain Maclean's administration fostered the development of the palm oil trade. Vegetable oils remained for several decades one of the principal objects of commerce on the coast. This and other trades were, however, displaced in importance by the cocoa industry which from small beginnings rapidly expanded in the new century until the Gold Coast became the world's largest producer, and cocoa the key to the country's prosperity. This prosperity is being threatened by swollen shoot, a serious and contagious virus disease of cocoa whose depredations constitute a grave menace to the economy of the country. A strenuous campaign based on the best scientific advice and research was instituted by Government, and up to the end of 1950 slow but steady progress was being made in the eradication of the diseased trees and the rehabilitation of the devastated areas.

From the days of the Portuguese, gold attracted to the coast adventurers of many nations; in recent times the prosperity of the Gold Coast has been increased by the discovery and working of diamonds, manganese and bauxite, and by the rapid expansion of the timber industry.

Takoradi harbour, built during the Governorship of Sir Gordon Guggisberg and opened in 1928, has become the economic gateway of the country and contributes greatly to its prosperity and development.

The pioneers of education in the Gold Coast were the Wesleyan and Basel missions of the early nineteenth century. They were followed by many others, the Anglican, Presbyterian and Roman Catholic being prominent among them. Education was for many years left entirely to the missions, assisted in the latter part of the century by increasing subventions from the Government. Throughout the present century the Government, while continuing its aid to the missions, has

also built many schools of its own, and Native Authorities have taken an increasingly prominent part in the extension of schooling facilities. The Government has in these and other ways pursued a policy of wise educational expansion, of which the opening of Achimota College in 1924 afforded remarkable evidence, and the establishment of the University College in 1948 a proof of continued progress.

## Chapter 3: Administration and Public Relations

### *The Governor and the Executive Council*

During 1950 the Gold Coast was administered in accordance with the provisions of the Letters Patent and Royal Instructions of 7th March, 1946. The Governor was advised in all matters of policy by his Executive Council which comprised seven ex-officio members, namely the Colonial Secretary (whose title was changed to that of Chief Secretary in September), the Attorney General, the Financial Secretary, the Director of Medical Services and the Chief Commissioners of the Colony, Ashanti and the Northern Territories, together with four appointed members, the Secretary for Rural Development and three African non-officials.

For the sake of comparison, the composition of the new Executive Council which was provided for by the Gold Coast (Constitution) Order in Council, 1950, dated 20th December, is included here. The Executive Council will, from 1st January (on which date the Order in Council is due to take effect), comprise the Governor as President, three ex-officio members (the Chief Secretary, the Attorney General and the Financial Secretary) and not less than eight other members who will be members of the new Legislative Assembly appointed by the Governor with the approval of the Assembly. This comparison provides a clear illustration of the large measure of responsibility which the new constitution will place upon the people of the Gold Coast in the conduct of their public affairs.

### *The Political Administration*

For administrative purposes the Gold Coast is divided into three areas, the Colony, Ashanti and the Northern Territories, each administered on behalf of the Governor by a Chief Commissioner. The southern and northern sections of Togoland under United Kingdom Trusteeship are administered respectively by the Chief Commissioners of the Colony and the Northern Territories.

The three areas are each divided into districts in charge of a Senior District Commissioner or District Commissioner, responsible to the Chief Commissioner.

### *The Legislative Council*

The legislature of the Gold Coast was embodied in the Legislative Council constituted by the Gold Coast and Ashanti (Legislative Council) Order in Council, 1946.



During 1950 the Legislative Council was composed of a President appointed by the Governor, six ex-officio members, 19 elected members and six members nominated by the Governor. The ex-officio members comprised those who served on the Executive Council with the exception of the Director of Medical Services. Among the elected members, nine represented the Colony, and were elected by the Joint Provincial Council, four represented Ashanti and were elected by the Ashanti Confederacy Council, one represented Southern Togoland under United Kingdom Trusteeship and was elected by the Southern Togoland Council, and five represented the municipalities of Accra (two members) Cape Coast, Sekondi-Takoradi and Kumasi (one member each). The nominated members included representatives of the chambers of commerce and mines, the churches and ex-servicemen.

The Governor was empowered to enact ordinances for the Colony and Ashanti with the advice and consent of the Legislative Council and to enact personally legislation for the Northern Territories. The constitution of 1946 also provided certain reserve powers by which the Governor could declare that any Bill or Motion should have effect, although such a bill or motion had not been passed by the Legislative Council. These powers could be exercised only if the Governor considered it expedient in the interests of public order, public faith or good government; they have not in fact been exercised at all.

The Standing Finance Committee of the Legislative Council and various central advisory committees played a major part in the planning of Government policy and formed an important link between Government and the people in financial and executive matters.

The Legislative Council was prorogued on 31st December, and by the Gold Coast (Constitution) Order in Council, 1950, provision was made for a new constitution of which an outline is contained in Appendix I.

In addition to the introduction of the new constitution at the end of the year, three other events of outstanding constitutional importance took place. First, in June, the Government received the report of the Select Committee appointed to examine the machinery required to provide for early elections to the Legislative Assembly and to enable a delimitation commission to divide the country into constituencies. The Committee's report was adopted by the Legislative Council after several amendments had been made, and later, in September, the Elections (Legislative Assembly) Ordinance, 1950, was passed. It provided for the division of the Colony and Ashanti into rural and municipal electoral districts.

The Select Committee had recommended that in rural constituencies elections should be held in two stages and for this purpose rural electoral districts were divided into sub-districts by Registration Officers appointed under the Ordinance. This delimitation was completed by 13th October, and preparations were then made for the registration of voters in the sub-districts and in the municipalities.

All male or female British subjects or British protected persons

over the age of twenty-one were entitled to register provided they had not received a prison sentence exceeding twelve months during the last five years; had not been convicted for an election offence or were not disqualified by lunacy, and provided they possessed certain other qualifications. In the municipalities an elector was required to have owned, rented or occupied assessed premises for the period of six months immediately preceding registration; in the rural constituencies residence within the electoral sub-districts for six months and payment of the local authority rate or levy for the current or preceding year were the additional qualifications required.

Registration in both rural and municipal electoral districts was carried out between 1st and 22nd November. In the municipalities 60 per cent of those entitled to register did so; in rural constituencies the percentage was approximately 40. Provisional lists of electors were prepared and published in each electoral sub-district and ward. Claims were invited from persons who had applied for registration but whose names had been omitted from the provisional list and, in addition, registered electors were permitted to object to the inclusion of the name of any person whom they did not consider to be qualified to vote. The process of investigating these claims and objections had already begun by the end of the year; when completed a final list of electors will be prepared for each municipal electoral district and rural electoral sub-district.

The establishment throughout the country of the new electoral machinery required to bring the new Legislative Assembly into being placed a very great additional burden on nearly all branches of Government, and more particularly on the Political Administration, the Public Relations Department and the Government Press. The efficiency of the machinery established was proved by its smooth working during the elections held early in 1951. The electoral rolls are to be revised annually.

The second development of importance was the adoption by the Legislative Council, subject to any modification which the new Legislative Assembly might wish to make, of the reports of the Select Committees which had been appointed to examine the recommendations of the Coussey Committee regarding local government in the Colony and Ashanti. At the same session of the Legislative Council the report of the Committee appointed to consider local government in the Northern Territories was tabled for information. The Chairman of each of these Committees was the Chief Commissioner of the area, the remaining members being Africans. The three reports are detailed; they accept the Coussey Committee's proposals that local government organisation should be in two tiers—district councils and local councils which should be subordinate to district councils. In the Colony and Ashanti reports it is recommended that two-thirds of the members of these councils should be elected and one-third traditional, and that the suffrage for local government elections should, apart from the nationality qualification, be similar to that for the elections to the Legislative Assembly. All three reports recommend



that the new councils should be given considerably wider powers than existing Native Authorities exercise ; they make recommendations regarding the grading and appointment of local government staff, the statutory committees to be established, the sources of local government revenue and the modernisation of methods of assessment.

Thirdly, Sir Sydney Phillipson, C.M.G., who wrote the recent report on administrative and financial procedure in Nigeria, was appointed Commissioner for Regional Administrations in the Gold Coast. In his terms of reference he was required to undertake a detailed examination of the recommendations concerning Regional Administrations made by the Committee on Constitutional Reform and to make recommendations in respect of :

- (a) the activities which could suitably be delegated to the Regional Administrations ;
- (b) their relationship with the Central Government ;
- (c) the relationship between members of the Regional Councils and the administrative and technical staff of the Regional Executive at regional headquarters and in the field,; and
- (d) the financial relationship between the Regional Administrations and the Local Authorities and between the Regional Administrations and the Central Government and Legislature.

Another important Commission which began its task in November was that of Sir David Lidbury, K.C.M.G., C.B., D.S.O., who, assisted by Mr. A. R. MacDonald, was appointed "to investigate and report on changes which, in order to improve efficiency and economy of administration and to secure elimination of waste, are necessary in relation to organisation, staffing and cadre and operative methods of all Government departments, and to make recommendations ; and further to investigate and report on changes in remuneration of all grades of public service which are necessary to secure more efficient and economic administration and to make recommendations".

#### *Area Councils*

The Eastern and Western Provincial Councils continued on occasions to meet separately but generally met together as the Joint Provincial Council to deliberate on matters affecting the welfare and interests of persons in the Colony proper. The Joint Provincial Council has a Standing Committee of 12 (six from each Provincial Council), which meets in Cape Coast once a quarter. All Bills which are to be introduced into the Legislative Council are referred first to the Joint Provincial Council for its views and comments. The Council also has the power to return members to the Legislature.

In Southern Togoland a separate Council with similar functions but with a membership composed of persons elected by the Native Authorities of the area was constituted during 1949. Its first meeting took place early in 1950. The Council elects one member to the Legislature.

In Ashanti the old confederacy was restored in January, 1935, when

a Native Authority, known as the Ashanti Confederacy Council, was constituted under the presidency of the Ashantehene. In May, 1947, its membership was increased to allow for greater representation of the more populous divisions. In addition to its power to elect the four Ashanti members of the Legislative Council (and from 1951 six of the Territorial Members of the Legislative Assembly, the Ashanti Confederacy Council, now known as the Asanteman Council, may make orders and rules and may keep a treasury. All these powers are exercised.

In December, 1946, a Northern Territories Territorial Council was formed. This Council, now called the Northern Territories Council, was legally constituted by Ordinance during the year and met at Tamale in January, June and December. At the January session the parliamentary practice of asking questions and putting forward motions was introduced and this has helped the Council to conduct its proceedings efficiently. Legal provision has been made for a Northern Territories Electoral College.

Six district councils were legally constituted during the year, covering the whole area of the Protectorate, in place of the four unofficial advisory councils.

#### *Municipal Councils*

In Accra, Cape Coast and Sekondi-Takoradi there are town councils on which the elected members form a majority. Kumasi Town Council has an equal number of elected and nominated members.

The Sekondi-Takoradi Council was established only in 1946, although Sekondi had had a town council with an official majority for forty-two years. The Cape Coast constitution was also revised during 1946 in order to provide for an elected majority. In their present form, the Accra and Kumasi municipal bodies also are only a few years old, although the Accra Town Council was originally established in 1898 and the Kumasi Public Health Board (the forerunner of the town council) in 1925.

Each council is invested with powers and duties to carry out the usual municipal services. The revenue of these councils is derived principally from town rates and various licence fees, supplemented by annual grants from Government.

There is a statutory sanitary board in the Ashanti mining town of Obuasi, while sanitary committees with advisory functions and town Boards have also been established in other smaller towns.

#### *Native Authorities*

In all parts of the Gold Coast, apart from the municipalities and a few insignificant areas, local government is at present in the hands of Native Authorities and of subordinate Native Authorities. Considerable changes in the composition of local authorities are envisaged in the Reports of the Select Committees on Local Government, which have been adopted in principle. The membership of these Native Authorities normally coincides with the membership of traditional bodies. They therefore consist mainly of chiefs, who are invariably



assisted in their respective spheres of authority by councils of elders, and sub-chiefs, who are generally speaking representatives of the various sections of the community. Many of the Native Authorities and state Councils now include non-chiefs.

The Native Authorities are charged with the maintenance of law and order in their areas of jurisdiction and with the general welfare of their people. They are given such advice and guidance by Administrative Officers as may be considered necessary, and are empowered to make bye-laws and to impose an annual rate.

Lack of adequate financial resources and control has hitherto proved the greatest obstacle to the successful working of Native Authorities, particularly in Ashanti and the Colony. In the Northern Territories local government was not formalised until 1932, and from the start was built up on a firm foundation of regular taxation and good accounting. Until recent years, however, many Native Authorities in the Colony and Ashanti had long histories of political instability and ineffective control of public funds. One of the results of this was that a large proportion of the local revenue was spent on administration and the repayment of debts incurred in land or political disputes. In some areas little remained for expenditure on social and development services, and for this reason the collection of taxes became increasingly difficult.

In recent years, and in particular after the enactment of the Native Authority (Colony) Ordinance in 1944, the finances of Native Authorities have been subjected to firmer control. During 1948, financial instructions for Native Authorities were drawn up and given the force of law. The Government Audit Department then assumed responsibility for the audit of all Native Authority accounts, and inspections are now carried out at six monthly intervals. The assistance and advice which the Director of Audit and his staff give in this field are of great value to the Native Authorities, and a considerable improvement has been apparent in the manner in which Native Authority accounts have been kept. The confidence of the people—and of the Government—in Native Authority treasuries is growing, with the result that in recent years there has been an overall increase each year in the amount paid by the people in annual rates. Revenue from other sources, including Government grants-in-aid, has also increased considerably. In 1949 a new and more flexible system of assessing the amounts of grants payable to individual Native Authorities was introduced and provision was increased to £390,000. In addition, funds were provided by the central government to enable Native Authorities to pay temporary wage increases to their employees in order to offset the high cost of living.

During the year local government was administered in the Colony by 43 Native Authorities appointed under the Native Authority (Colony) Ordinance, 1944, and in the Southern Section of Togoland under United Kingdom Trusteeship by five Native Authorities appointed under the Native Authority (Southern Section of Togoland

under United Kingdom Trusteeship) Ordinance, 1949. A sixth Native Authority, Krachi, was transferred from the Northern Territories to the Colony Administration in December, 1950, at the request of the people of that state. The areas of these 49 Native Authorities differ greatly in size. Together they cover almost the whole of the Colony and Southern Togoland.

Many of the traditional states are small both in area and in financial resources, and the advantages of federation to establish larger financial units and reduce overhead charges have been pointed out by the Government. As a result 32 states, formerly separate Native Authorities, have federated to form nine Confederacy Native Authorities.

There are now 25 divisions in the Ashanti Confederacy; these are subordinate only to the Confederacy Council. There are in addition three Native Authorities in Ashanti not within the Confederacy's orbit.

The Kumasi Divisional Council includes a representative of each ward of the town of Kumasi and representatives of the geographical areas in which the division is organised; this organisation is arranged for administrative convenience and takes the place of the previous highly centralised system. The ward representatives are nominated by the Asantehene, and include several of the elected members of the Kumasi Town Council; the area representatives are elected by the chiefs in the area usually on the recommendation of the area committees. These committees, which comprise members who are either chiefs or commoners appointed by groups of villages, are very active bodies which deal with the greater portion of the routine administrative work of an area. At full divisional council meetings, the area representatives, who again need not be stool holders, are grouped round the various Kumasi clan chiefs, the intention being that these chiefs shall act as a liaison between the central Native Authority and the areas and shall take a personal interest in the affairs of the areas grouped round them. In practice this has not yet proved effective.

In seven divisions in Ashanti a representative of the Zongo (which is the principal "stranger" settlement) is a member of the council and therefore of the Native Authority; he is also a member of the Native Court. In another division seven non-traditional members, all of whom are nominated, have been added to the council to represent various interests.

The system of local government in the Northern Territories is based on the Native Administrations, of which there are thirteen, including the Confederacies of Lawra and Kassena-Nankani, in the region of Navrongo, and the Prang Confederacy comprising the two Native Authorities of Yeji and Prang. These in turn are divided into eighty subordinate Native Authorities, including the two embryo municipalities of Bawku and Bolgatanga, each of which is a subordinate Native Authority. Measures are also being taken to inaugurate municipal government in Tamale. Every Native Authority has formed a finance committee composed of both chiefs and commoners.