



THE GOLD COAST.

A REVIEW OF THE EVENTS
OF 1920-1926

AND

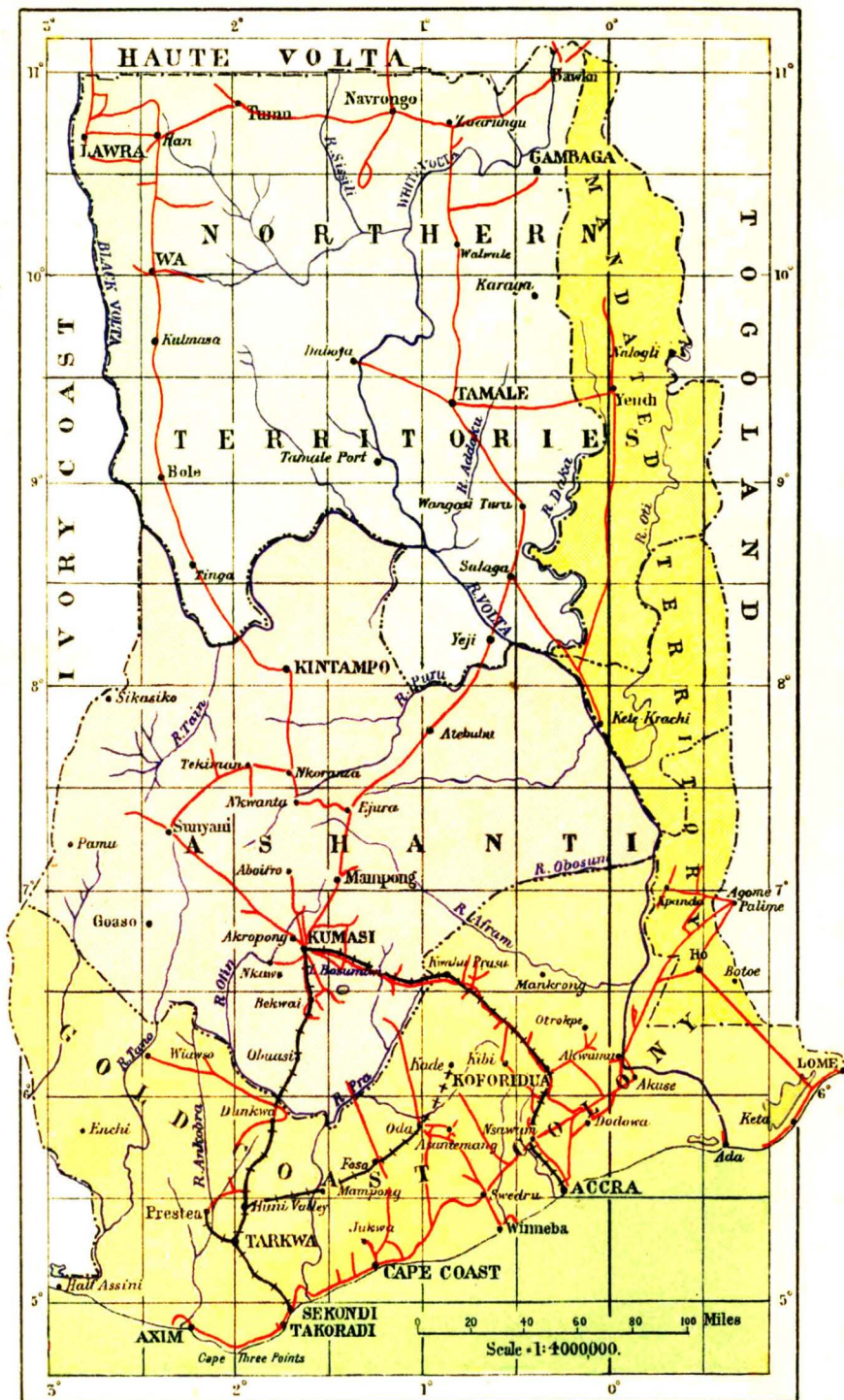
THE PROSPECTS OF 1927-1928

BY

His Excellency Brigadier-General
SIR FREDERICK GORDON GUGGISBERG, K.C.M.G.,
D.S.O., Governor and Commander-in-Chief of the
Gold Coast Colony and its Dependencies.

Accra : : 3rd March, 1927.

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The Governor's Annual Address to the Legislative Council of the Gold Coast, Estimates Session, March, 1927.

Honourable Members of the Legislative Council:

It is my pleasant duty for the eighth year in succession to congratulate Honourable Members on the prosperity of the country. A few months ago a congratulation of this nature would not have seemed possible, even to the most optimistic. The long drawn-out coal strike interfered with industry and general business at home to such an extent as to make it probable that our own trade would suffer seriously. Up to the end of the first half of the current financial year we had only realised a little over one-third of our estimated revenue for the whole year. Thanks, however, to the fact that our chief article of export is in world-wide demand for food purposes, we have already weathered the storm successfully, and it is now certain that our trade and revenue will be the greatest in the history of the country. The record of the Gold Coast in the post-war period is indeed remarkable as is shown by the facts that in that period we have trebled the tonnage of our trade, quadrupled its value, and nearly trebled our revenue.

2. The chief events of importance in the Gold Coast during the year under review were :—

- (i.) The coming into force of the new Constitution granting electoral representation on this Council for the first time to the people of this country.
- CHIEF EVENTS
IN 1926-27.
- (ii.) The formation of Provincial Councils of Paramount Chiefs.
- (iii.) The opening of Achimota.
- (iv.) The passing of the Forestry Ordinance.
- (v.) The entry of the first steamer into Takoradi Harbour.

- (vi.) The visit of the Parliamentary Under-Secretary of State for the Colonies.
- (vii.) The opening of the Gold Coast Commercial Intelligence Bureau in London.

I shall deal later with these events in their proper places, merely remarking here that the second and third taken together form a combined event of paramount and far-reaching importance to this country. The formation of the Provincial Councils—I do not refer to their electoral powers—provides the people with the machinery for the preservation and development of their national institutions, while at the same time the opening of Achimota gives them the opportunity for that advancement in thought and education that is essential to the preservation of this country's position in a continually advancing world.

The grant of electoral rights under the new constitution of the Legislative Council, limited though they may be at present, is a distinct sign of His Majesty's appreciation of the progress made by the people of this country; and, further, may be regarded as a sign that continued progress will in due course receive the recognition that it will merit.

The passing of legislation whereby the preservation of the forests of this country has been assured well merits, in the minds of those who are acquainted with the history of forestry in this country, its place in the list of important events. It is not only a sign of progress as indicating that the people realise the value to agriculture of forest preservation, but is also a sign of the beginning of real and efficient co-operation between the Government and the various Aman of the country. Government's action in amending this ordinance to meet the views of the Chiefs and their Councillors should do much to dispel the suspicions with regard to their land which are held by the people of this country.

The entry of the first steamer into Takoradi Harbour is not perhaps in itself an event of the very highest importance, but it is a sign, taken in conjunction with railway and road development, that we are nearing the end of our important task of consolidating the trade of this country by an efficient system of transportation.

Similarly the opening of the Commercial Intelligence Bureau in London may not appear to be a very important event, but it also is a sign, a sign that this country has learned what every other country in the world has long recognised,

namely, that in these days of intensive competition merchants and others require complete information easily and rapidly obtained. It is, in fact, the Gold Coast's recognition of the value of propaganda. But, apart from its intelligence functions, it is planned that the bureau will gradually develop its personal service to the people of this country in connection with the establishment of hostel or other accommodation for young people undergoing educational or professional training in England.

3. The visit of the Parliamentary Under-Secretary of State, the Hon. W. G. A. Ormsby-Gore, M.P., was a remarkable success and of great value to this Government. Mr. Ormsby-

Gore's party, consisting of the Hon. MR. ORMSBY- C. A. U. Rhys, M.P., and Mr. J. E. W. GORE'S VISIT. Flood and Mr. A. Bevir of the Colonial

Office, arrived at Accra from Nigeria on the 20th March, 1926. The first ten days were devoted to conferences in Accra with official and non-official deputations, and during this period Mr. Ormsby-Gore himself paid a visit to British Togoland. Between the 27th March and the 5th April Mr. Flood visited the Northern Territories, making a complete circuit from Kumasi *via* Yeji, Tamale, Navoro, Lorha, Wa, Kintampo, and Sunyani, and back to Kumasi, where he rejoined Mr. Ormsby-Gore. The latter with the remainder of the party motored on the 1st April from Accra *via* Aburi, Mampong, Koforidua and Kibi to Bosuso where they entrained for Kumasi. From the 3rd to the 6th April Mr. Ormsby-Gore visited various places in Ashanti, and on the 7th and 8th journeyed by train to Sekondi, visiting the gold mines at Obuasi and Abosso and the manganese mines at Nsuta *en route*. On the 9th he visited Takoradi Harbour Works and the Seysie Oil Plantation, while on the 10th Mr. Rhys, Mr. Flood, and Mr. Bevir visited Cape Coast. On the 11th the whole party embarked at Sekondi on the motor boat "Adda" for Sierra Leone.

The desirability of giving the Under-Secretary of State the fullest possible opportunity of gaining first-hand knowledge of the administration, trade, agriculture

RESULTS OF and general conditions of life in this MR. ORMSBY- country in the short period of three weeks GORE'S VISIT. naturally necessitated very careful preparations for his visit, and I am greatly

indebted to all those, both in and out of the Government

service, for the time and trouble which they took to make Mr. Ormsby-Gore's visit a success. That it was a success is shown by his instructive and interesting report to the Secretary of State. In the opening paragraphs of his report Mr. Ormsby-Gore says: "I should like at the outset to explain "that I have written it with a view to giving people in Great Britain and other parts of the Empire some general picture' of "the West Coast and its problems as I saw them in an extremely "brief tour." Mr. Ormsby-Gore's report did more than that. It gave the Government the views of a fresh and unbiassed mind on problems so familiar to us as to tend to parochialism. The ready sympathy which he gave to all officials in the discussion of their particular problems, and the information and suggestions which he brought from so many previous visits to other parts of our tropical Empire, not only encouraged everyone in their work but were also of practical value. The presence of one of the younger Members of Parliament in his party will, I trust for many years to come, provide us with a member of the House of Commons who has gained first-hand experience of this country and its problems, while there can be no doubt that the experience gained by the two permanent officials of the Colonial Office will facilitate the interpretation of the written word. I sincerely trust that the visit of Mr. Ormsby-Gore and his party will be only the first of many.

THE NEW LEGISLATIVE COUNCIL.

4. The new constitution of the Legislative Council was conferred upon the Gold Coast Colony by an Order of the King in Council dated 8th April, 1925. On the 15th April, 1926, the necessary Electoral Regulations under the Royal Order-in-Council were made, laying down the procedure for the election of Provincial, Municipal, Mercantile, and Mining Members. On the same date two other Orders were made, declaring respectively the recognised Chambers of Commerce for the election of the Mercantile Member and the recognised Head Chiefs for the establishment of the three Provincial Councils. Simultaneously a notification was published in the *Gazette* showing the population of every Head Chief's Division and the number of votes to which that population entitled him in electing members to the Legislative Council.

The European Mercantile Member was duly elected. The Chamber of Mines did not avail itself of its right to elect, but preferred that the Mining Member should be nominated. This was done by accepting the recommendation of the Chamber of Mines. All three Municipal Members had to be nominated, owing to the conditions attached to the grant of the franchise to the towns of Accra, Sekondi and Cape Coast, *i.e.*, that the Members for those towns shall be nominated until the municipalities are placed under the Municipal Corporations Ordinance.

ELECTION OR
NOMINATION OF
UNOFFICIAL
MEMBERS.

5. With regard to the election of Provincial Members, **the three Provincial Councils first met on the 17th of May, 1926**, and received a Message from me to the following effect :—

OPENING OF
PROVINCIAL
COUNCILS.

“ Head Chiefs of the Provincial Council,

“ I, FREDERICK GORDON GUGGISBERG,
“ Governor of the Gold Coast Colony, give you greeting.

“ His Majesty the King has been graciously pleased
“ to approve of the Head Chiefs of the Gold Coast
“ Colony electing the Provincial Members of the
“ Legislative Council.

“ It is on you, assembled here in Provincial Council
“ yourselves the chosen rulers of your people,
“ that the privilege and duty is conferred of electing
“ these Provincial Representatives from those qualified
“ among your own number.

“ This is the first and most important of your
“ duties. I am confident that you will bring to it the
“ care and serious consideration it deserves, paying
“ due regard to the opinion of your respective
“ Oman Councils.

“ 2. You are further charged under His
“ Majesty's Order-in-Council, with the considera-
“ tion of any claim that may be laid before you
“ by a Chief who has not been declared by me to
“ be a recognised Head Chief, but thinks that he
“ should be so declared. I wish to remind each
“ Head Chief here of the serious consequences to your
“ Oman which will follow the wholesale breaking away
“ of Chiefs from their lawful Paramount Chiefs, and
“ I therefore rely on you to give every claim that comes

“ before you full and just examination. In all such
“ cases you are required to submit your recommenda-
“ tions to the Provincial Commissioner for my informa-
“ tion, and I take this opportunity of impressing upon
“ you that well-weighed recommendations by you in
“ matters such as these, which lie so clearly within
“ the range of native custom and tradition, will
“ be of the greatest assistance to me in coming to a
“ just decision.

“ 3. His Majesty’s Order-in-Council further provides
“ for the discharge by Provincial Councils of such
“ other functions as may from time to time be
“ assigned to them by Ordinance. I shall be happy
“ to consider any suggestions that you may in course
“ of time put forward as to functions which might
“ appropriately be assigned to your Council under this
“ provision. In the meantime I propose to avail
“ myself of your advice and assistance as occasion
“ may arise in cases coming before me in connec-
“ tion with your Province which depend on
“ questions of native law, custom, and political
“ organisation.

“ 4. To-day in each of the three Provinces of the
“ Gold Coast Colony, Head Chiefs are assembled for
“ the first meetings of the Provincial Councils. I wish
“ to impress upon you the importance to your respective
“ Aman of the occasion. In the past there were moments
“ in your history when in time of war some of you met
“ together to take thought for your combined defence.
“ To-day your institutions and customs are coming
“ into close contact with European customs and
“ education. It is of great importance that you
“ should know how to deal with these new things
“ in the best way for the good of your people and
“ the strength of your Oman. And therefore I ask
“ you to consider seriously whether it would not be
“ be better, for the sake of your people and your Oman,
“ if you could arrange for your successors, and the
“ successors of your Councillors, to be educated and
“ thereby assisted to deal better with the many pro-
“ blems which European civilisation will raise in your
“ country.

“ May Almighty God guide and prosper all your
“ consultations to the advancement of the prosperity
“ and happiness of the people of the Gold Coast Colony.”

In the case of the Western Province eight, out of a total of twenty, Head Chiefs met at Tarkwa but did not elect a representative to the Legislative Council.

ELECTION OF CHIEFS TO LEGISLATIVE COUNCIL. In the Central Province eleven Head Chiefs, out of the twenty-two* whose Divisions were at the time qualified to send representatives to the Provincial Council, met at Dunkwa and elected the two Members

for the Legislative Council to which this Province is entitled. In the Eastern Province out of twelve Divisions qualified for representation on the Provincial Council there was only one abstention, and the Council elected the three Members to which it is entitled.

Five out of the six Provincial Members having thus been elected, the Acting Governor had recourse to his power under the Royal Order and nominated one Head Chief to complete the number, the **Western Province remaining unrepresented.**

6. The new Legislative Council as finally constituted was as follows :—

EX-OFFICIO MEMBERS.

<i>The Governor</i>	His Excellency Brigadier-General Sir Gordon Guggisberg, K.C.M.G., D.S.O., R.E.
<i>The Colonial Secretary</i> ..	Sir J. Crawford Maxwell, K.B.E., C.M.G.
<i>The Attorney-General</i> ..	R. W. H. Wilkinson, Esq., K.C.
<i>The Treasurer</i>	C. W. Leese, Esq.
<i>The Director of Medical and Sanitary Services</i> ..	Dr. M. E. O'Dea.
<i>The Secretary for Native Affairs</i>	C. W. Welman, Esq.
<i>The Comptroller of Customs</i>	Richard Sharpe, Esq.
<i>The Director of Public Works</i>	E. H. D. Nicolls, Esq., O.B.E.
<i>The General Manager of Railways</i>	R. H. Dawson, Esq.
<i>The Commissioner of the Eastern Province</i>	Major F. W. F. Jackson, D.S.O.

*27 is the full number qualified but 5 stools were vacant.

<i>The Commissioner of the Central Province</i>	J. L. Atterbury, Esq.
<i>The Commissioner of the Western Province</i>	H. E. G. Bartlett, Esq.
<i>The Surveyor-General</i> ..	Lieut.-Colonel R. H. Rowe, D.S.O., M.C., R.A.
<i>The Director of Education</i> ..	D. J. Oman, Esq., V.D., O.B.E.

NOMINATED OFFICIAL MEMBERS.

<i>The Director of Agriculture</i> ..	C. H. Knowles, Esq.
<i>The Conservator of Forests</i> ..	L. A. King-Church, Esq.

UNOFFICIAL AFRICAN MEMBERS.

ELECTED PROVINCIAL MEMBERS.

Eastern Province.

The Omanhene of Akwapim	Nana Kwesi Akuffo.
The Konor of Many Krobo	Nene Mate Kole.
The Fia of Awuna	Togbi Sri II.

Central Province.

The Ohene of Winneba ..	Nana Ayirebi Acquah III.
The Ohene of Abura	Nana Otu Ababio II.

NOMINATED PROVINCIAL MEMBER.

The Omanhene of Akim Abuakwa ..	Nana Ofori Atta, C.B.E.
---------------------------------	-------------------------

ELECTED MUNICIPAL MEMBERS.

Nil.

NOMINATED MUNICIPAL MEMBERS.

Accra	A. W. Kojo Thompson, Esq.
Cape Coast	E. J. P. Brown, Esq., O.B.E.
Sekondi	G. A. Grant, Esq.

UNOFFICIAL EUROPEAN MEMBERS.

<i>Elected Mercantile Member</i>	.. D. D. Pitcher, Esq.
<i>Nominated Mercantile Member</i>	J. S. Bonitto, Esq.
<i>Nominated Mining Member</i>	.. J. D. McKay, Esq., O.B.E.
<i>Nominated Banking Member</i>	F. E. Talland, Esq.
<i>Nominated Shipping Member</i>	Thomas Whitfield, Esq.

7. The first meeting of the newly-constituted Council took place on the 30th August, 1926. Owing to my unavoidable absence in England, Sir James Crawford Maxwell, K.B.E., C.M.G., as Officer Administering the Government, presided over the new Council. In the absence of certain members, the following appointments were provisionally filled :—

FIRST MEETING OF NEW COUNCIL.	Crawford Maxwell, K.B.E., C.M.G., as Officer Administering the Government, presided over the new Council. In the absence of certain members, the following appointments were provisionally filled :—
<i>The Colonial Secretary</i>	.. G. C. du Boulay, Esq.
<i>The Attorney-General</i>	.. A. C. V. Prior, Esq.
<i>The Treasurer</i>	... .. R. E. Burns, Esq.
<i>The Comptroller of Customs</i>	.. Capt. A. Durham MacKenzie,
<i>The Director of Public Works</i>	J. D. Sharman, Esq.
<i>The Commissioner of the Eastern Province</i>	.. .. W. J. A. Jones, Esq.
<i>Elected Mercantile Member</i>	W. H. Barber, Esq.
<i>Nominated Banking Member</i>	J. C. Patrick, Esq.

The following were absent from the first meeting :—

- The Conservator of Forests.
- The Omanhene of Abura.
- D. D. Pitcher, Esq.

The new Council was opened with the full ceremonial which the occasion merited, and the President is to be congratulated on the clear manner in which, in his opening address, he dealt with the new Constitution and the steps taken to overcome the various difficulties in connection therewith.

8. The most striking feature of the meeting was the motion of the Honourable Ofori Atta, C.B.E., for the revocation of certain diamond mining regulations which, in the opinion of the African people, possessed serious objections, and had consequently not been put into operation. The Honourable Member, in a clear and well-reasoned speech, showed that the regulation infringed the liberties of the people and the rights of land owners. The motion was strongly supported by other Unofficial Members, but was withdrawn on Government promising to hold a conference at the end of the meeting at which representatives of the people of the district concerned, the Diamond Company, and others, would be present. The mover of the motion was invited to attend, and also to indicate such other persons as he thought ought to be present. As a result of this conference, new regulations were drawn up which will afford the Mining Companies reasonable protection from theft of diamonds and will not unduly restrict liberty of movement within those portions of the concession area which are not actually being worked. The motion and the manner in which it was made was, in my opinion, significant of the manner in which Government has for some time past dealt with well-reasoned opposition to proposed legislation. It was still more a sign of the progress made by the Chiefs and their Aman in taking a more responsible position in the Government of this country, and not, as I shall show later, the only sign.

MUNICIPAL MEMBERS.

9. The Order of the King in Council providing for the constitution of this Council in section 20 makes provision for the towns of Accra, Cape Coast, and Sekondi, each to be represented by one Municipal Member. If the Municipal Corporations Ordinance, 1924, has been applied to any of these three towns, provision is made for the election of the representative; otherwise the representative is to be nominated by the Governor. I have, in fairness to the people of the three towns concerned, recommended to the Secretary of State the removal of the restriction above mentioned. My recommendation has been accepted and the Order-in-Council is in course of being amended. The three towns will therefore

in due course be able to elect one representative each to this Council. I am prepared to give the necessary authority for the elections to proceed when the necessary arrangements have been made, and when the necessary vacancies among the Municipal Members now on the Council have been created by either the expiration of their terms of service or by their resignation.

10. The reasons for this early change in the Constitution should be clearly understood by this Council. As Honourable Members are aware, I have never made any secret of the great value which I attach to municipal self-government by Africans. It is the finest field of training in the responsibilities of wider Government; it is the acid test of fitness of the citizens of our urban areas to take a greater share in the government of the country. I use the word "acid" advisedly after the experience of the past few years, for municipal government in this country requires far greater resolution than it does in the more advanced countries of the world.

The recent history of municipal government should be well known to Honourable Members. When legislation was being drawn up, and when the Municipal Corporations Bill was passed in this Chamber, it received the whole-hearted support of the African Members who represented Accra, Cape Coast and Sekondi. When it was known that it was to be applied to Accra it aroused such a local storm of protest as to necessitate Government enquiring into the objections. These as a rule were trivial and were easily disposed of. The enquiry revealed the fact, as Sir James Crawford Maxwell pointed out in this Council, that the African Members who supported the Municipal Corporations Ordinance appeared to have spoken for themselves and not for the townspeople that they represented.

Early in 1925 I held a conference which was attended in force by the representatives of this town, Cape Coast and Sekondi. The result of this conference clearly showed that Africans, however much they may have desired to have a majority on the Municipal Councils, as provided for in the Bill, were not yet ripe for such a change. Since the passing of the 1924 Ordinance the gradually growing opposition of the less advanced native communities in Accra showed that great strength of will, and the sacrifice of much

private time, would be required of the future Municipal Councillors in carrying out what would be a very important duty, namely, the raising of the rates.

The general result of the opposition led to such delays that, when finally the new Order-in-Council was received, it early became apparent that the rights of electoral representation to this Council would have to be long postponed. After several conversations with African citizens, I conferred on the subject with my advisers, and finally, when in England in the summer of 1926, I recommended the alteration referred to above.

11. This failure to make municipal self-government a stepping-stone, as far as the seaport towns are concerned, to elective representation on this Council has been the only real disappointment which I have had as your Governor. I have, as I said just now, the strongest possible belief that the best way for the African to obtain a greater share in the government of the country is by way of municipal government. Perhaps the time is not yet ripe. Anyway, seeing that the citizens of our seaports think as they do, it would not be right at the present moment to force the responsibility of local municipal self-government on them. Until they feel that they can resist popular outcry, and can help their townspeople to think on more progressive lines, until, in fact, they feel themselves better fitted to bear the responsibility of municipal self-government, the application of the Ordinance should be deferred. Those were the views that actuated me in making my recommendations. Municipal self-government must come, and that it will come soon is my hope. In the meantime certain amendments will be introduced into the present Town Councils Ordinance, and Government, with its official majority on the Town Councils, will have to take the responsibility of raising the rates at an early date.

12. In concluding my remarks on this subject, I should like to allude briefly to the idea which seems to prevail that the populations of Accra, Cape Coast, and Sekondi are large enough to justify more than a total of three members being elected for these towns. Their combined populations do not exceed 75,000 souls, whereas the population of the Colony was 1,171,913 at the last census, 1921. There therefore does not appear to be any present

POSTPONEMENT
OF APPLICATION
OF MUNICIPAL
CORPORATIONS
ORDINANCE.

NUMBER OF
MUNICIPAL
MEMBERS.



1. Kyidomheng KWAKU DANKYI (Representative of Omanhene of Kwahu). 2. Nana KWAKU BOATENG (Omanhene of New Juaben). 3. Nene E. NUER OLOGO V. (Konor of Yilo Krobo). 4. The Hon. Nene E. MATE KOLE, K.M.A.C. (Konor of Manya Krobo). 5. The Hon. Nana OFORI ATTA, C.B.E., K.M.A.C. (Omanhene of Akim Abuakwa). 6. The Hon. TOGBI SRI II, K.M.A.C. (Awoame Fia of Awuna). 7. Nana E. ASARE AKOTO ABABIO IV. (Omanhene of Akwamu). 8. NENE AWAH II. (Manche of Shai). 9. The Hon. Nana F. W. KWASI AKUFFO (Omanhene of Akwapim).

justification for increasing the numbers, but I have no doubt that in due course the number of Municipal Members will be increased when self-governing municipalities come into existence and show by their work that the "commoners" of the country are capable of taking higher responsibility. That may possibly be the next step forward, but it will depend naturally on the "acid test" of fitness to incur responsibility which I have just mentioned.

PROVINCIAL COUNCILS.

13. By the Royal Order-in-Council it is provided that "the Provincial Councils may also discharge such other functions as may from time to time be assigned to them by ordinance."

No actual functions or powers have as yet been assigned by Ordinance to the Provincial Councils, but provision therefor has been made in the Native Jurisdiction Bill which will be introduced this session. Apart from discharging any function that may be allotted to them by legislation, and also apart from their electoral powers, the Provincial Councils fulfil three very valuable objects: they give the Head Chiefs and their Councillors the opportunity of uniting for the preservation of their national institutions, of consulting together on subjects to the common welfare of their respective peoples, and, finally, of examining and advising Government on any proposed legislation affecting the people.

Since the first meetings* of the three Provincial Councils on the 17th of May, 1926—meetings primarily held for the election of members to the Legislative Council—the Provincial Councils of the Eastern and Central Provinces have each met on several occasions and transacted very valuable public business. I regret that this cannot be said of the Western Province, where the more important functions of the Provincial Councils appear to have been very imperfectly understood. The result has been that, whereas the Eastern and Central Province Councils

SUCCESS OF
EASTERN AND
CENTRAL
PROVINCE
COUNCILS.

*See paragraph 5 above.

have been able to discuss and advise Government on some highly important legislation, the Western Province has had no say at all in two laws that will closely affect its inhabitants. The

**FAILURE OF
WESTERN
PROVINCE
COUNCIL.**

Western is the most backward of our Provinces, so that it is not surprising that the Chiefs and people have shown themselves indifferent as to who represents them on the Legislative Council. Although there are very few literate Chiefs in the Western Province, nearly all those I have met have been intelligent men and are good heads of their respective Aman, and I cannot lay on the Chiefs the whole blame for the apathy with which they apparently regard those functions of the Provincial Councils which are designed to enable them to preserve their native institutions, of which they are naturally proud.

14. As I am anxious that Honourable Members of this Council should understand clearly the **unwritten functions which Government hopes that the Provincial Councils will be able to exercise in the interest of the people**, I propose to quote the opinions on the subject of Mr. H. S. Newlands, the Acting Secretary for Native Affairs, and Mr. W. J. A. Jones, the Acting Commissioner of the Eastern Province, two experienced Political Officers whose knowledge of native administration and sympathy with African aspirations are well known.

Mr. H. S. Newlands writes as follows :—

“ That there was a time when the peculiarities of
“ local conditions and the importance of respecting
“ native customs were not understood by
GOOD “ the European, and, on the other hand,
UNDERSTANDING “ the attitude of the Chiefs towards
BETWEEN “ Government was one of misapprehension
GOVERNMENT “ and even, on occasion, of suspicion,
AND AMAN. “ cannot be denied; but that era of
“ mutual ignorance of each other’s
“ ideals has definitely vanished and has given
“ place to an all-round understanding, and, in fact,
“ to a heartiness of personal relations which has
“ largely contributed to the spirit of co-operation
“ for the welfare of its peoples which the country
“ now enjoys.

" In a country where the overwhelming mass of
 " the inhabitants are illiterate it is but natural that
 " those members of the native community
 RESULT OF UNWISE " who have received some education should
 ADOPTION OF " exert a degree of influence dispropor-
 EUROPEAN SYSTEMS " tionate to their numbers. It is probable
 OF GOVERNMENT. " that if every Chief in the country, and
 " every commoner as well, were literate
 " there would be no clash of political aspirations because
 " **the people would not tolerate any attack on**
 " **their political institutions.** At present, however,
 " less than a half of the Chiefs and but a small fraction
 " of the people are literate and, as only a restricted
 " political career is open to the educated commoner
 " within the compass of a native State, it sometimes
 " happens that the educated African, attracted by the
 " strange but convenient doctrine of the equality of
 " men, becomes a disciple of the European conception
 " of government through representative institutions
 " and seeks to bring about their introduction in his
 " country. The consummation of such an ideal, which
 " **would result in reducing the Chiefs to the position**
 " **of mere puppets who would then have no more**
 " **influence on the government of the native State**
 " **(through the ballot box) than the humblest of**
 " **their subjects, naturally carries with it the**
 " **destruction of the native system of government.**

" Under such circumstances it is not surprising
 " that the more enlightened Chiefs have cast about
 " for a means of **defending their cherished**
 GATHERINGS OF " **institutions against a movement**
 CHIEFS, A NATIVE " **which must, if successful, inevitably**
 CUSTOM. " **destroy indirect rule through the**
 " **properly constituted native authori-**
 " **ties.** That being so, it is obvious that the Chiefs
 " are entitled to the support of the Central Government,
 " **whose policy it has always been to maintain**
 " **native institutions,** and which has hitherto invariably
 " dealt with the people on all matters affecting their
 " welfare through the medium of their Chiefs. Constitu-
 " tionally, there was only one thing possible for the
 " Head Chiefs to do, and that was to **adopt the course**
 " **followed by their forefathers in times of emer-**
 " **gency, viz., to meet together and to seek common**

“counsel. Accordingly, when in 1918 most of the
 “Head Chiefs of the Eastern Province of the Colony
 “assembled in Accra and, after a succession of meetings
 “devoted to the discussion of urgent matters, produced
 “a list of proposals asking for, *inter alia*, the establish-
 “ment of an Agricultural College, of a secondary school,
 “the amendment of the Native Jurisdiction Ordinance,
 “the advancement of Africans in the public service
 “by merit, etc., it was at once felt that something
 “hitherto undreamt of had happened, *i.e.*, that at
 “last a really constructive programme had been
 “produced by the African himself. It is sufficient to
 say here that most of the suggestions put forward by
 “the Head Chiefs have been, or are in the course of
 “being, carried into effect.

“It was not until 1925, however, that the next
 “step was taken to consolidate the progress already
 “achieved. In that year a number of
 COUNCILS OF CHIEFS “Chiefs, mainly in the Eastern Pro-
 BECOME PART OF “vince, met in conference and them-
 THE CONSTITUTION. “selves drafted a Bill to amend the
 “Native Jurisdiction Ordinance and
 “included therein a provision to accord statutory
 “recognition to such a Council of ‘Head Chiefs.’
 “The final step was also reached in that year by a
 “Royal Order-in-Council which established the elective
 “principle in the case of the Non-Official Members of
 “the Legislative Council. Henceforth, the Pro-
 “vincial Councils of Head Chiefs are an integral
 “part of the Colony’s Constitution, and the Head
 “Chiefs themselves elect, out of their number, the
 “Head Chiefs who represent the various Provinces
 “in the Legislative Council, while provision is also
 “made for an adequate elective representation for
 “the three towns possessing municipal institutions.

“It may be asked by the stay-at-home Briton
 “whether a body composed solely of Chiefs can
 “be fairly regarded as representative
 A CHIEF THE “of a democratic people? The anxious
 RIGHT AND PROPER “enquirer may assuage his fears. The
 REPRESENTATIVE “Gold Coast native is no fool, he had
 OF THE PEOPLE. “thought this question out long before
 “Christopher Columbus and Bartholomew
 “Diaz visited the Gold Coast in 1481. Sovereignty
 “in the Gold Coast tribes lies in the people them-

“ selves who elect their Chiefs and who can, if
 “ they so desire, deprive them of office. Each
 “ Chief is, in fact, but the mouthpiece of his State
 “ (Oman) Council without whose approval no
 “ Chief can perform any executive or judicial act.
 “ Accordingly, when the Head Chiefs of a Province are
 “ summoned to the Provincial Council in order, say,
 “ to elect representatives of their peoples as Members
 “ of the Legislative Council, each Head Chief carries
 “ with him the instructions of his State Council
 “ as to the policy which he is directed to pursue
 “ and the manner in which he is to record his vote.
 “ The system of election is, it will be noticed, very
 “ similar to that in use in the United States of America
 “ for the election of a President. The great body of
 “ the electors is there also represented at the actual
 “ election by its elected representatives who attend
 “ and vote in accordance with the mandates given
 “ them by their constituents. In order to satisfy them-
 “ selves that the Head Chief carries out his duties in
 “ the manner in which the State Council has prescribed,
 “ he is accompanied by eight Councillors who
 “ report the result of the mission on its return
 “ home. Could anything be more democratic or
 “ more representative of the wishes of a people ?
 “ It was well said by one of the Head Chiefs recently
 “ that —

“ “ When you are installed as a Chief you become
 “ the humblest servant of the State ; you are
 “ absolutely under the influence and
 POSITION OF A CHIEF. “ guidance of your councillors, so that
 “ there is nothing whatever to fear as to
 “ the powers of a Chief being misused, or
 “ misapplied by such Chief, without a check.’

“ Such, then, is the political situation in the Gold
 “ Coast. The issue before the people is a clear one.
 “ It is fortunately free from the complications introduced
 “ elsewhere by the presence of large foreign communi-
 “ ties—European and Asiatic—and it has brought
 “ about an important advance in the outlook of
 “ the African. The latter is deeply attached to
 “ his State and regards his tribal organisation
 “ as something which is almost sacrosanct.

"Hitherto, he has occupied himself solely with the welfare of his own particular tribe, but he is now learning to take an interest, through the Provincial Councils, in the progress of the whole Colony. That is a great step forward and those who know the natives of the Gold Coast best have every reason to believe that they will prove themselves worthy of the trust placed in them and in the wisdom of their Chiefs."

15. Mr. W. J. A. Jones, dealing more especially with the work and functions of the Provincial Council of the Eastern Province, says :—

"Far too much stress has been laid on the electoral functions of the Provincial Councils, which are exercised under ordinary circumstances once only in every four years, and far too little on their other duties, which are admirably summed up in the resolution passed by the Eastern Provincial Council on the termination of the Nsawam meeting. It reads as follows :—

CHIEFS' OPINIONS
OF PROVINCIAL
COUNCILS AND
THEIR WORK.

'That the Paramount Chiefs of the Eastern Province at the close of the first meeting of the Provincial Council of the Eastern Province beg to place on record their deep sense of gratitude to His Majesty's Government for the practical support given to the native administration which has culminated in the inauguration of the Provincial Councils: for such Council, apart from its electoral functions, affords them a better opportunity of uniting with a view to discussing matters affecting the welfare of the Country.' *

*That this feeling was shared by the Central Provincial Council is shown by their telegram to the Secretary of State, which reads :

"Natural Rulers Central Province in Council assembled Dunkwa desire most earnestly on behalf of themselves and people represented to renew the expression of their unswerving loyalty and devotion to His Majesty's person and Government stop They cordially welcome and appreciate the Provincial Councils and the New Constitution Legislative Council which anticipate great future for the Gold Coast stop.

"(Sgd.) OTU ABABIO II.,
" President,
Provincial Council, Central Province."

"The words 'uniting' and 'discussing'
 "aptly convey the value of Provincial Councils.
 A CHIEF IS "Although certain of the Paramount
 THE PROPER "Chiefs of this Province have previously
 REPRESENTATIVE "met on their own initiative to discuss
 OF THE PEOPLE. "matters affecting their respective Divi-
 "sions, the Provincial Councils are now
 "recognised by Government as the
 "corporate body in each Province, to which all questions
 "relating to the welfare of the people are referred for
 "consideration and advice. They constitute the
 "channel through which Government for the first
 "time becomes acquainted with the views of the
 "people as a whole. The Head Chiefs do not
 "decide as to their attitude towards any legislative
 "measure, or express their opinions on any
 "subject, without first consulting their respective
 "Aman, and can therefore with every reason
 "maintain that they are in the fullest sense of the
 "word the representatives of their people when
 "they attend the meetings of the Provincial
 "Council, and with their Councillors take part in the
 "discussions.

"Prior to the institution of Provincial Councils,
 "the Head Chiefs lacked the opportunity of becoming
 PROVINCIAL "well acquainted with one another, with
 COUNCILS "the result that trivial incidents and
 STRENGTHEN "slight differences of opinion frequently
 NATIONALITY BY "caused the relations between them to
 UNITING CHIEFS. "become strained. Now such incidents and
 "differences of opinion are disposed of at
 "friendly discussions. The new Constitution has
 "provided the Chiefs with a common object to aim
 "for, and established union among them which will
 "become stronger as time goes on. Nationhood,
 "which the opponents of the Provincial Councils
 "have taken as their slogan and which they accuse
 PROVINCIAL "us of deliberately retarding, will
 COUNCILS "surely be the more rapidly achieved
 BUILT ON NATIVE "by uniting the Chiefs, and through
 INSTITUTIONS. "them their people; and, when
 "achieved, prove the more solid and
 "lasting if built up on native institutions which
 "have been evolved by long experience as best

" befitting the people of this Colony. Foreign
 " political organisation and methods of representation
 " conflict with and, if sanctioned by Government,
 " must lead to the destruction of these native institutions.
 " at all events in the present stage of the Colony's
 " constitutional development. It should be remem-
 " bered and emphasized that the principle of the
 " Provincial Council is not an innovation : for Chiefs
 " have met in Council before now, and functioned
 " whenever the necessity arose. What Government
 " has done is to recognise them as advisory bodies
 " on behalf of the people, with power to elect their
 " own representatives to the Legislative Council.

" Government's policy of referring all contemplated
 " legislative measures to the Provincial Council, and
 " affording its members and their respective Aman
 " ample time to consider their objects and possible
 " effects before they are passed into law, has
 " undoubtedly created among the people an entirely
 " new attitude towards Government, which can
 " now with every reason claim to be endeavouring
 " to administer the Colony through its inhabitants
 " for its inhabitants.

" Of the work which the Provincial Council of the
 " Eastern Province has up to the present performed,
 WORK OF THE " the preparation of a Native Jurisdiction
 PROVINCIAL " Bill, which will shortly be passed into
 COUNCILS " law, stands out as a splendid achieve-
 PROVES THE " ment ; it is a complete refutation of
 CAPABILITY OF " the statement that the members do
 THE CHIEFS AND " not possess either the required
 THEIR " standard of education or sufficient
 COUNCILLORS. " innate ability to enable them to
 " take an active and intelligent part in
 " promoting the progress and welfare
 " of the people. Mention must also be made of their
 " well-reasoned criticisms of the Forestry Bill, which
 " showed that they had given the necessity for legislation
 " very careful consideration and not condemned the
 " measure out of hand merely out of prejudice arising
 " from past efforts to legislate. Their advice on other
 " bills has been frequently sought and readily given.

“ Further, the Provincial Council has proved its value as a judicial body by holding long inquiries into the claims of the Ahenfo of Anum and Anyirawase to be independent of the Peki Stool. The awards in both cases have been approved by His Excellency.”

16. Mr. Jones's views of the Provincial Councils make interesting and valuable reading, and his account of the value of the work done by the Council of his own Province agrees with what can be said of the Central Province Council.

It is obvious from what both he and Mr. H. S. Newlands say that the electoral functions of the Provincial Councils are by far the least important of the Councils' duties. That this is the opinion of the Paramount Chiefs and their respective Aman in the Eastern and Central Provinces is amply proved by the long and arduous sessions which the two Councils concerned have held, and by the very valuable work they have done at them. It is quite clear that the Chiefs and their Aman—than whom there can be no better judges as to what are or are not native institutions and customs—do not consider that either the Provincial Councils, or the representation of the people on the Legislative Council by their Paramount Chiefs, offend against their native institutions.

17. The success of the Provincial Councils has, if possible, exceeded my anticipations. It has given me the keenest personal satisfaction, for I have never concealed my conviction that it is on the native institutions of this country—with the exception of the necessity of giving certain populous municipalities a voice—that the gradual development of the Constitution must be founded. It was at the preservation of native institutions that I aimed when devising what is the outstanding feature of the new Constitution—the Provincial Councils. These Provincial Councils are really the breakwaters defending our native constitutions, institutions, and customs against the disintegrating waves of Western civilisation. They are the chief means by which the nationality of the Africans of the Gold Coast will be

PRACTICAL
OPINION OF THE
CHIEFS AND
THEIR AMAN ON
THE PROVINCIAL
COUNCILS.

REAL OBJECT OF
PROVINCIAL
COUNCILS.

built up out of the many scattered tribes ; for it must be remembered that, although each Council functions for its own Province, yet arrangements have been made by which these Councils can meet and discuss common questions, as has already been done in the case of the Native Jurisdiction Bill.

As I pointed out last year, no nation of the world, however much it may have retained its nationality, has ever succeeded in preserving intact its own particular institutions and customs throughout the ages. As changes have occurred in the past, so must they inevitably occur in the future. So long as the changes are gradual and come from within, national character cannot be injured, and it is precisely here that I attach such paramount importance to the Provincial Councils—they are the machinery for such gradual evolution of native institutions as the people may find necessary to enable this country to retain its place in an ever-advancing world. As time goes on, the experience and the knowledge gained in these Provincial Councils will help the Paramount Chiefs and their Aman to develop gradually into bodies carrying far greater responsibility than they do in the present day. The new Constitution, whatever may be its defects—and what Constitution is perfect!—is far more solidly based on the institutions which the people of this country have found best suited to them, and far more likely to develop into something bigger and wider, than any mushroom constitution based on the ballot-box and the eloquence of politicians over whom the people have no control except at election time.

PROVINCIAL
COUNCILS
THE WAY TO A
FUTURE AND WIDER
CONSTITUTION.

TRADE IN 1926.

18. For the fifth year in succession the external maritime trade of the Gold Coast has increased. The tonnage of imports and exports rose to 998,000, an increase of 72,000 on the 1925 figures, and a record in the history of the country. The value of this sea-borne trade, exclusive of bullion and coin, was £19,617,000, an increase of approximately £1,000,000 over 1925. This is greater than in any previous year with the exception of 1920 when the "boom" values of both imports and exports were at a fictitiously high level.

TRADE IN
1926.

The disastrous effects of the grave industrial disputes in the United Kingdom during 1926 have been reflected in the external trade of every Colony having important business relations with the British Isles. Not only did the heavy financial loss occasioned by the strikes impair the purchasing power of the nation, but the industrial paralysis caused by the strikes prevented or seriously retarded the execution of orders for goods required by the Colonies. It was accordingly inevitable that many orders usually sent to the United Kingdom should eventually be placed in other countries—countries which were able and only too willing to give prompt execution. To what extent these countries will retain the trade so gained remains to be seen ; but the enforced transfer of colonial orders to other sources of supply will certainly not lighten the uphill task of Britain in regaining her export trade.

In spite of the difficulties which these industrial troubles threw in the way of imports from our chief sources of supply, our trade in 1926 once again demonstrates the vitality of the Gold Coast. The tables given below show the gradual growth of trade since 1913 and the steady recovery from the slump year 1921. As the figures for December are subject to revision, it is probable that—judging by previous experience—the tonnage for 1926 will exceed one million and the value of trade twenty millions.

TONNAGE IN TRADE.*

	Imports.	Exports.	Total.
1913 ..	224,000	181,000	405,000
1914 ..	263,000	167,000	430,000
1915 ..	182,000	154,000	336,000
1916 ..	196,000	170,000	366,000
1917 ..	116,000	203,000	319,000
1918 ..	79,000	149,000	228,000
1919† ..	133,000	260,000	393,000
1920† ..	223,000	237,000	460,000
1921 ..	178,000	200,000	378,000
1922 ..	185,000	358,000	543,000
1923 ..	249,000	389,000	638,000
1924 ..	254,000	502,000	756,000
1925 ..	309,000	617,000	926,000
1926 ..	337,000	661,000	998,000

* Bullion and specie omitted- † Boom year.

VALUE OF TRADE.*

	Imports.	Exports.	Total Value.
1913 ..	£3,510,000	£3,398,000	£6,908,000
1914 ..	3,584,000	2,810,000	6,394,000
1915 ..	3,471,000	4,059,000	7,530,000
1916 ..	5,092,000	4,376,000	9,468,000
1917 ..	3,219,000	3,812,000	7,031,000
1918 ..	2,920,000	2,642,000	5,562,000
1919† ..	7,099,000	9,376,000	16,475,000
1920† ..	14,118,000	11,413,000	25,531,000
1921 ..	6,817,000	5,602,000	12,419,000
1922 ..	6,510,000	6,701,000	13,211,000
1923 ..	7,727,000	7,579,000	15,306,000
1924 ..	7,207,000	8,754,000	15,961,000
1925 ..	8,821,000	9,815,000	18,636,000
1926 ..	8,617,000	11,000,000	19,617,000

* Bullion and specie omitted. † Boom years.

One satisfactory feature of our trade is that the average annual value of our exports in the last three years has exceeded by £1,640,000 the average annual value of our imports. In 1926 this excess was £2,383,000. Never before has the trade balance of the Colony been so highly satisfactory. In comparing the figures of the different years it should be noted that the prices of manufactured imports in the three years 1919-1921 were greatly in excess of present-day prices, while, as for exports, the price of cocoa rose to over £100 a ton in 1920 as compared with the 1926 price of between £42 and £70.

19. The remarkable development of the trade of the Gold Coast in the present century is shown by the following table, which gives the average annual tonnage and value of trade for each *septennium*. Here again the way in which the balance of our trade has risen from *minus* £787,000 to *plus* £1,154,000 is a most satisfactory feature. The average annual value of our trade in the last *septennium* is nearly eight times greater than in the first.

AVERAGE ANNUAL TRADE—1899 TO 1926.

Period.	Tonnage.			Value.		
	Imports.	Exports.	Total.	Imports.	Exports.	Total.
1899/1905 ..	(Tonnage	figures 1899/1912		1,505,428	787,143	2,292,571
1906/1912 ..	not available.)			2,346,286	1,683,857	4,030,143
1913/1919 ..	170,429	183,428	353,857	4,127,857	4,353,286	8,481,143
1920/1926 ..	247,857	423,429	671,286	8,545,286	8,694,857	17,240,143

20. The assurance which I gave in my last annual message that the decrease in our exports of cocoa in 1925 was due to exceptional causes, and need cause no alarm about the future of our cocoa trade, has been fully supported by exports in 1926. Our exports of cocoa have established new records in both quantity and value. During the year under review we shipped 230,840 tons of cocoa, valued f.o.b. (including the export duty of £1 3s. 4d. per ton) at £9,183,290.* The increases in quantity and value over exports in 1925 were respectively 12,689 tons and £961,027.

December, 1926, has to its credit the largest shipment of cocoa ever made from the Colony in any one month, no less than 46,821 tons being exported, the previous highest being 36,031 tons in January, 1923. Exports in December were admittedly stimulated by the high prices ruling for cocoa; but the shipment of such a tonnage is a direct tribute to the improved internal transport facilities of the Colony.

The following table shows the total exports of cocoa in tons for the years 1907 to 1926 :—

1907	..	10,000	tons
1908	..	13,000	..
1909	..	21,000	..
1910	..	22,000	..
1911	..	41,000	..
1912	..	39,000	..
1913	..	52,000	..
1914	..	53,000	..
1915	..	78,000	..
1916	..	73,000	..
1917	..	92,000	..
1918	..	67,000	..
1919	..	176,000	..
1920	..	125,000	..
1921	..	133,000	..
1922	..	159,000	..
1923	..	197,000	..
1924	..	223,000	..
1925	..	218,000	..
1926	..	231,000	..

*The high prices of the present cocoa season only cover two months of the year 1926.

21. The spot London price per ton for Accra fine fermented cocoa rose from £50 in September to £73 in January. It is stated that this remarkable rise was mainly due to a shortage in the South American crop, and possibly in some measure to speculation on the New York Cocoa Exchange. Whatever may be the cause, the Colony may congratulate itself on producing a record tonnage in a year which closed with a boom in the market prices of cocoa.

It would, however, be unwise to regard these conditions as normal. **The true interests of our cocoa farmers are best served by a stable market.** Farmers are naturally disconcerted with violent fluctuations in the price obtained for their produce, and it cannot be expected that all will adequately realize what world-wide factors are responsible for such fluctuations. With many farmers the descent from a high to a low price must for some years to come engender in their minds the suspicion that they are being exploited by local buyers.

22. It will be seen from the table on page 30 that, with the exception of Kola Nuts and Mahogany, every article exported from the Colony increased in quantity and value in 1926.

PRINCIPAL EXPORTS IN 1926.

Articles.	1926.		1925.		Differences	
	Quantity.	Value.	Quantity.	Value.	Increase+	Decrease—
		£		£		£
Cocoa .. Tons	230,840	9,183,290	218,151	8,222,263	+ 12,689	+ 961,027
Manganese Ore Tons	344,933	684,852	338,657	680,944	+ 6,276	+ 3,908
Kola Nuts .. lbs.	12,474,028	259,479	13,656,162	282,773	- 1,182,134	- 23,294
Sisal Hemp .. Tons	456	18,193	176	6,995	+ 280	+ 11,198
Palm Kernels Tons	7,660	125,556	6,569	115,257	+ 1,091	+ 10,299
Palm Oil .. Tons	1,752	52,283	1,423	43,624	+ 329	+ 8,659
Copra .. Tons	1,513	33,482	1,324	30,704	+ 189	+ 2,778
Gold (Raw) .. Ozs.	219,999	850,043	218,122	840,525	+ 1,877	+ 9,518
Diamonds .. Carats	299,835	362,833	77,313	98,760	+ 222,522	+ 264,073
Cotton (Raw) lbs.	20,203	567	4,416	185	+ 15,787	+ 382
Lumber (Mahogany). cubic feet	1,880,456	213,928	2,016,755	256,634	- 136,299	- 42,706
Gums—Rubber lbs.	1,418,250	53,473	1,097,832	33,946	+ 320,418	+ 19,527

The export of Manganese, which has increased by leaps and bounds since it first began in 1916, failed to show an increase of more than 6,300 tons over the total exported in 1925. The export of 345,000 tons in 1926 probably represents the maximum capacity of the port of Sekondi in regard to this ore.* The shipments of manganese for the last eleven years were as follows :—

MANGANESE
EXPORTS
IN 1926.

1916	..	4,016	tons.
1917	..	29,534	"
1918	..	31,340	"
1919	..	33,192	"
1920	..	43,610	"
1921	..	7,195	"
1922	..	61,279	"
1923	..	135,603	"
1924	..	233,401	"
1925	..	338,657	"
1926	..	344,933	"

23. It is uncertain whether the decrease of 1,182,134 lbs. in our Kola exports is to be attributed to weather conditions in 1926 or to exports through the Northern Territories. Prevailing opinion ascribes the major proportion of the decrease to a bad harvest. Since 1914 the shipments of kola, exclusive of the very large quantities exported overland to French territory and Northern Nigeria, have been as follows :—

KOLA EXPORTS
IN 1926.

1914	..	..	7,862,414	lbs.
1915	..	..	8,267,100	"
1916	..	..	6,760,898	"
1917	..	..	11,984,645	"
1918	..	..	13,254,538	"
1919	..	..	16,319,972	"
1920	..	..	16,203,851	"
1921	..	..	13,693,412	"
1922	..	..	11,865,853	"
1923	..	..	13,657,318	"
1924	..	..	17,411,694	"
1925	..	..	13,656,162	"
1926	..	..	12,474,028	"

*See paragraph 94.

24. A decrease in the exports of Mahogany from a country intensely concerned with the preservation of forest areas to serve the welfare of its chief product is MAHOGANY EXPORTS not a matter of serious importance. It is 1926. not improbable that the better methods adopted by the mahogany companies in the Western Province, and the opening of the Central Province Railway, will lead to an increase in exports in 1927, an increase which should not seriously interfere with forest preservation owing to new legislation. The following table shows the exports of mahogany since 1920, the figures for 1926 being approximate :—

Year.	Quantity.	Value.
1920	1,802,000 cubic feet.	£342,000
1921	1,389,000 " "	£206,000
1922	2,480,000 " "	£254,000
1923	1,666,000 " "	£156,000
1924	2,017,000 " "	£257,000
1925	2,016,755 " "	£256,634
1926	1,880,456 " "	£213,928

25. It is satisfactory to see that the table given below shows the continued if small improvement in this industry :—

PALM KERNEL
AND OIL
EXPORTS, 1926.

PALM KERNEL AND PALM OIL EXPORTS.

					Value
1920 ..	Palm Kernels ..	7,664	tons	..	£222,468
	Palm Oil ..	629,612	gallons	..	114,084
1921 ..	Palm Kernels ..	1,651	tons	..	30,820
	Palm Oil ..	67,447	gallons	..	7,717
1922 ..	Palm Kernels ..	3,155	tons	..	46,449
	Palm Oil ..	210,365	gallons	..	20,010
1923 ..	Palm Kernels ..	3,757	tons	..	57,290
	Palm Oil ..	358,374	gallons	..	37,773
1924 ..	Palm Kernels ..	6,592	tons	..	110,632
	Palm Oil ..	337,500	gallons	..	35,755
1925 ..	Palm Kernels ..	6,569	tons	..	115,257
	Palm Oil ..	355,750	gallons	..	43,634
1926 ..	Palm Kernels approx.	7,660	tons	..	125,556
	Palm Oil ..	438,000	gallons	..	52,283

26. Although the steps taken to develop our cotton industry in the Northern Territories and Togoland have not yet had time to take effect, it is most satisfactory to see that exports of cotton increased by nearly 16,000 lbs. in 1926. In Sisal Hemp also there was a most satisfactory increase over 1925 of 280 tons representing an increase valued at £11,198. There has also been a further increase in copra exports as shown in the table below:—

COPRA EXPORTS.

Year.	Tons.	Value.
1920 ..	427	£17,561
1921 ..	443	10,489
1922 ..	1,102	21,252
1923 ..	1,660	36,716
1924 ..	1,663	26,676
1925 ..	1,324	30,705
1926 ..	1,513	33,482

Although cotton, sisal and copra form at present only minor exports, the increases promise well for the day on which the energetic steps which are being taken to develop the three industries on more scientific lines will take effect.

27. Since 1920 the value of the raw gold exported from this country has varied between £850,000 and £889,000, the export for 1926 being 219,999 ounces valued at £850,043. This represents an increase of 1,877 ounces and £9,518 sterling over 1925. Since 1920, the initial year of the industry, the exports of diamonds have been as follows:—

1920 ..	102 carats.	£ 365
1921 ..	831 ..	1,836
1922 ..	5,306 ..	6,798
1923 ..	9,548 ..	10,942
1924 ..	66,946 ..	85,361
1925 ..	163,000 ..	184,000
1926 ..	299,835 ..	362,833

IMPORTS IN 1926.

28. The value of maritime imports, exclusive of bullion and specie, was £8,617,000, a small decrease on 1925. See table opposite.

IMPORTS OF MOTOR VEHICLES. The number of motor vehicles imported was 1,623, of which 28 and 67 per centum were **British** and **American** respectively. The increase of the import of British vehicles compared with those from other sources shows a slight increase on last year's figures.

Out of 4,657 motor vehicles (excluding side-cars and trailers) licensed on the 30th September, 1926, only 1,050 were **British**, including 608 motor bicycles. The following table shows the countries of origin of Cars, Lorries, and Motor bicycles :—

	Motor Cars.	Motor Lorries.	Motor Cycles.
United Kingdom ..	240	202	608
Canadian	274	653	—
American	319	1,922	14
Various	44	204	177
Totals ..	877	2,981	799

The above analysis, which excludes 153 Side-Cars and 987 Trailers, shows a serious failure on the part of manufacturers in the United Kingdom to satisfy the chief requirement of the Gold Coast, namely, light motor lorries.

BRITISH AND FOREIGN MOTOR VEHICLES. An analysis of the motor cars licensed shows that the Ford with 274 cars heads the list, followed by the Morris (**British**) with 104, the Studebaker with 75, the Dodge with 51, the Standard (**British**) with 27, the Rover (**British**) with 27, and the Chandler with 24.

A similar analysis of the lorries gives :—954 Reo, 637 Ford, 354 Dodge, 121 Auto, 101 Stewart, 94 Graham (F.W.D.), 63 International, 56 Overland, 56 Albion (**British**), 48 Guy (**British**), 42 Vim, 39 Karrier.

**COMPARATIVE STATEMENT OF THE PRINCIPAL ARTICLES OF IMPORT WHICH
SHOWED APPRECIABLE DIFFERENCES DURING 1926 AND 1925.**

Articles.	1926 (Dec. estimated).		1925.		Differences.	
	Quantity.	Value.	Quantity.	Value.	Increase +	Decrease—
		£		£		£
Carriages, etc.—						
Railway Rolling Stock ..	—	74,000	—	208,000	—	—134,000
Beer and Ale, Stout, and Porter .. galls	900,000	155,000	455,000	81,000	+445,000	+74,000
Biscuits, etc., all kinds lbs.	3,941,000	101,000	2,364,000	76,000	+1,577,000	+25,000
Coal, Coke, etc. .. tons	76,000	183,000	54,000	125,000	+22,000	+58,000
Cotton Piece Goods .. Sq. Yds.	29,307,000	1,564,000	31,944,000	1,809,000	—2,637,000	—245,000
Electrical and Tele- graphic Appliances ..	—	64,000	—	36,000	—	+28,000
Fish—Canned .. lbs.	2,785,000	99,000	3,823,000	133,000	—1,038,000	—34,000
Metals—Iron and Steel O.K.	—	231,000	—	285,000	—	—54,000
Oil—Motor Spirit .. galls.	3,611,000	248,000	2,796,000	196,000	+815,000	+52,000
Corrugated Iron Sheets .. tons	6,500	159,000	8,600	211,000	—2,100	—52,000
Tyres for Vehicles	—	167,000	—	97,000	—	+70,000
Silk Manufactures	—	250,000	—	176,000	—	+74,000
Spirits—Gin .. galls.	738,000	211,000	859,000	266,000	—121,000	—55,000

29. During 1926 867 vessels with a total registered tonnage of 2,407,509 called at our ports, an increase of 107 vessels and 316,704 tons. Of the total tonnage, British vessels represented 55.93 per cent., French 12.30 per cent., Dutch 10.47 per cent., German 9.29 per cent., United States of America 5.73 per cent., and other nationalities 6.28 per cent.

SHIPPING AND TRADE OF INDIVIDUAL PORTS.

The trade handled at individual ports in 1926 is shown in the table given below, where it should be noted that imports and exports of bullion and coin are included in the values but not in the tonnage :—

Ports.	1926.		1925.	
	Tonnage.	Value.	Tonnage.	Value.
		£		£
Accra ..	224,000	8,933,000	226,000	8,007,000
Sekondi ..	631,000	8,729,000	559,000	7,983,000
Winneba ..	41,000	1,480,000	38,000	1,405,000
Cape Coast	23,000	753,000	23,000	791,000
Saltpond ..	27,000	957,000	24,000	898,000
Keta ..	9,000	434,000	8,000	434,000
Ada ..	5,000	181,000	6,000	231,000
Axim ..	33,000	242,000	37,000	268,000
Half Assinie	5,000	111,000	5,000	98,000
Parcels Post at all Ports	—	383,000	—	397,000
Totals ..	998,000	22,203,000	926,000	20,512,000

30. The Gold Coast Commercial Intelligence Bureau was opened officially on the 19th of July, 1926, in Abbey House, Victoria Street, Westminster, with Lt.-Col. J. H. Levey, D.S.O., O.B.E., as Director, and Mr. A. A. C. Finlay, I.S.O., our late Chief Assistant Colonial Secretary, as Assistant Director. The Staff consists of a Secretary and an Attendant, the last-named post being filled by J. K. Abrahams, an African of the Gold Coast. The offices lie on the ground-floor with an entrance in Victoria Street, in the large window facing which are displayed products of the Gold Coast ; while in

the interior of the premises, which includes a large basement, are well-arranged samples of our mineral, timber, and agricultural industries, with an exhibit showing manufactured articles chiefly in demand in the Gold Coast; camp equipment, etc. Government are very much indebted to the African and Eastern Trade Corporation, Ltd., Messrs. Lever Brothers, Messrs. John Walkden of Manchester, African Manganese Co., and the West African Products Co. for their courtesy and assistance in helping to make our exhibits attractive to the public.

Actually the Bureau has been in existence in temporary quarters since December, 1925, but business rapidly increased when the permanent offices opened.

WORK OF THE BUREAU. Enquiries by letter and in person covered a wide ground, chiefly regarding definite and authentic information of our mineral and agricultural products, imports, laws, Customs duties and forms, trade statistics, local geography, equipment and living conditions, and employment. The Director is keeping in close touch by means of personal visits with Government offices, Trade Commissioners of the Dominions, and important business companies. He also organises exhibits at the most important Fairs and Exhibitions in the United Kingdom, and under his able management the Gold Coast took a very successful share at the International and Tropical Products Exhibition in Paris between the 21st of January and the 6th of February this year.

One of the most important and useful functions of the Bureau is to give to all concerned in the Cocoa Industry in England, and in Europe generally, the latest Government statistics regarding the state of the crop and the monthly export of cocoa. Before the opening of the Bureau this important news, which naturally affects the Cocoa market, was not obtainable except by a few who were informed by cable from private sources. To-day the information is available to all, and greater confidence and stability is the result. It is not improbable that the good prices obtained for cocoa during the present season have been in some small measure due to the reliable information which the Bureau has been able to disseminate. **More intimate knowledge of the Colony's resources being readily available in the heart of the Empire must lead to greater confidence, and thus bring about increased trade and prosperity to the inhabitants of the Colony.**

Applications from commercial houses in England, Europe, and America for information relating to the Cocoa crop and export are increasing daily.

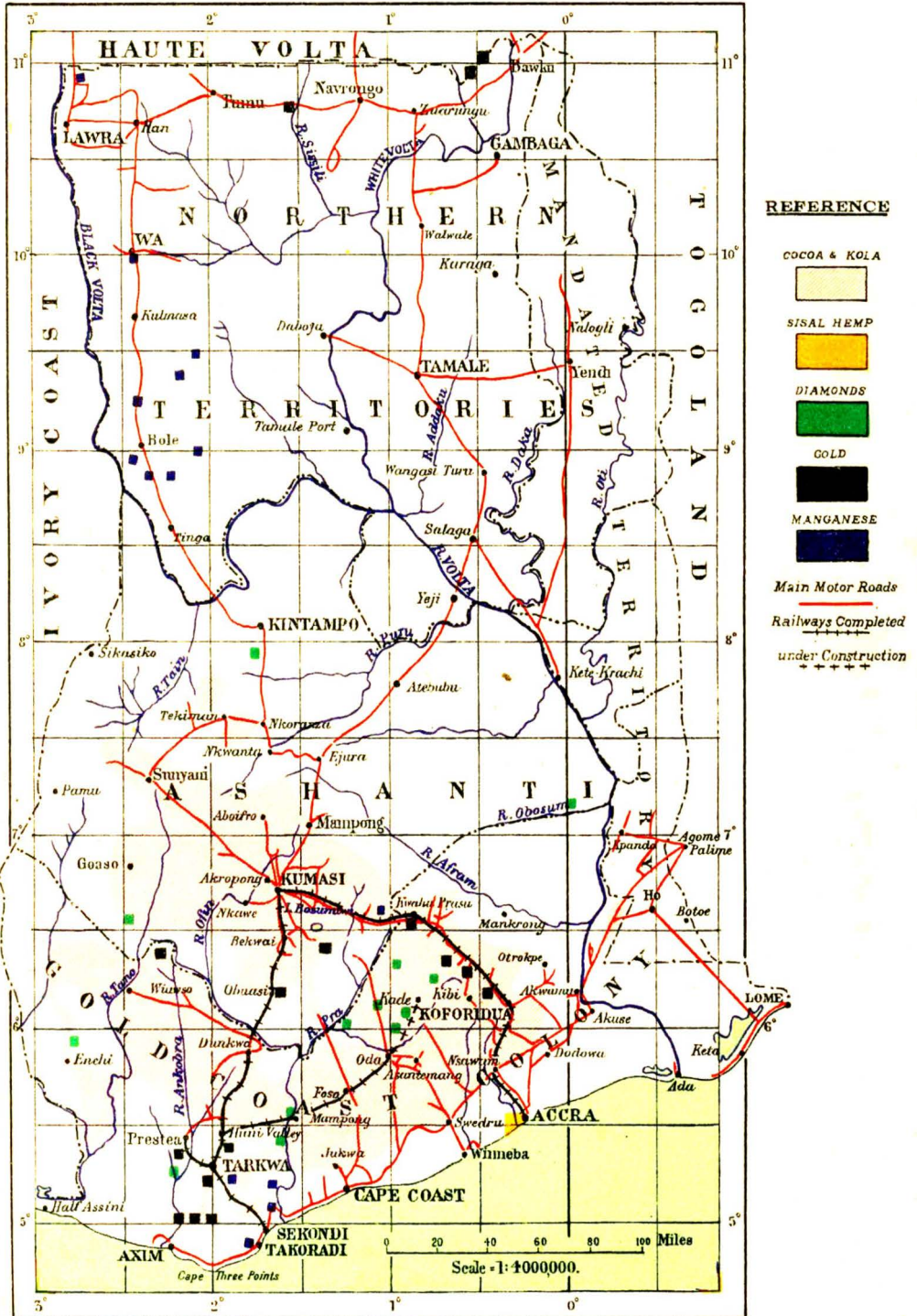
In connection with the various Exhibitions much valuable preparatory work was carried out in each case by drawing the attention of produce merchants and others to the Gold Coast products that were to be exhibited. Especially was this done in the case of the big Paris Exhibition. The Bureau sent personal letters to hundreds of Continental Colonial Produce Merchants, giving them details of our Exhibits and inviting them to come and see our products. There is a good market for our products in Europe, especially in Germany and Holland. Although France and Italy are inclined to purchase as much as possible from the French Colonies, the fact that Gold Coast products and information were available in Paris for the first time has led to a greater demand from responsible buyers in those countries.

Judging by the large number of visits paid to the Gold Coast by persons desirous of engaging in trade, and who have become interested in the country owing to the efforts made by the Director and his Staff, **there can be no doubt that our Bureau in London has been a definite success, and is likely to become even more valuable in the future.** I trust that all officials on leave will call at the offices when they are passing through London, especially senior officials, as it is all important that the information contained in the Bureau should be kept up to date. Government will also greatly appreciate the visits of mercantile members of the community to the Bureau, which has already rendered some service to many of the companies and firms to which they belong. On behalf of the Government I congratulate Lt.-Col. Levey and Mr. Finlay on the success they have achieved and the valuable work they are doing for this country.

31. With regard to future prospects, the Trade Policy of Government is directed towards doubling the value of our trade in the next ten years.

Judging by the fact that our trade has nearly trebled in value in the past ten years, there would, at first sight, appear to be no very great difficulty in doubling it in the next ten ; but it should be borne in mind that we are now approaching the limit of our old export industries. From

THE GOLD COAST



Drawn & Printed at SURVEY HEADQUARTERS ACCRA, 1927.

these we may expect increases to the extent of about 12 per centum in cocoa and manganese. The remainder of the increase must be found in the development of our new export industries and a revival in oil-palm products.* It is likely that the most important of the new industries will be the

NEW EXPORT INDUSTRIES. shea-nut and ground-nut products, cotton, and hides and skins of the Northern Territories, but there should also be appreciable additions to our trade from the oil-palm products, fruit, copra, cotton, and sisal of the more southern areas of the Gold Coast. The Gold Coast farmer, as is well known, is naturally conservative and averse to taking up the cultivation of new products, and the extent to which he will do so entirely depends on the success attending the efforts of the Government, with the co-operation of the merchants, to prove the value to him of these products. The value of mineral exports should also be largely increased by the active steps which are now being taken to exploit our almost limitless bauxite deposits.

32. While any increase in the value of our trade will largely depend on the successful development of the above industries, it will almost entirely depend on the further extension of our railways and roads, a subject with which I will deal later.† Communications in the Colony and Ashanti are yearly becoming more satisfactory, but the Northern Territories, as far as trade is concerned, have not yet been opened up by railways and their complement, feeder-roads. It is essential for the increase of trade that this work, and similar work in the west of the Colony and Ashanti, should be pushed on as vigorously as funds will permit.

AGRICULTURE IN 1926.‡

33. I will now turn to the first point in [Government's agricultural policy—"the protection, improvement, and "development of our staple product—Cocoa."]

*For new agricultural industries of export value see paragraphs 46 to 57.

†See paragraphs 34 and 57.

‡Figures of Agricultural exports in 1926 will be found in paragraphs 18 to 32.

Here once again we have had a record year, exports amounting approximately to 231,000 tons as against 223,000 in 1924. The decreased export COCOA IN 1926. of 213,000 tons in 1925 has therefore proved to be—as was believed—merely temporary and not indicative of a falling off in production. The increased export is satisfactory, especially as it can only be partly ascribed to the high prices of the present season, for barely the first three months of that season are included in the figures given.

On the other hand, a comparison of our exports since 1924 shows a falling off in the actual rate of our annual increase between 1908 and that year. This is only to be expected, for we are steadily nearing our probable potential production, and production cannot be expected to increase as rapidly in the later as in the earlier stages of the development of a new industry. Besides that, the rapid increase of 100,000 tons in the past seven years is chiefly accounted for by the 3,400 miles of road which have been built in that time, and we are nearing the end of our work of tapping the cocoa area.

34. As far as future exports are concerned, there may be annual fluctuations in our figures of production due to weather conditions and other causes, we may even have a temporary failure of a serious nature; but there is every reason to anticipate—provided proper attention is paid to disease, preparation of the bean, and manuring—that our production will eventually reach 250,000 tons per annum. It is practically impossible to foresee the day when the Gold Coast will not be at the head of the list of cocoa-producing countries of the world.

This, however, should not make us over-confident. The combined production of other countries is increasing at a greater rate than our own, and it is our first duty to safeguard our staple industry in every possible way. Transport facilities come first. The end of our work in this respect is almost in sight—the task which Government set itself in 1919 is nearly completed. Practically the whole of our cocoa belt is now covered by motor roads feeding



First Cocoa Farm in the Gold Coast—Akwapim Mampong, planted in 1881. From a single pod planted by the late TETTEH QUARSHIE, these trees have sprung up, and from these original trees, the Gold Coast is indebted for its cocoa industry, which now yields more than one-half of the world's production. In the centre, holding a cutlass, is Mr. J. W. HAMMOND, nephew of the late TETTEH QUARSHIE and present successor of the farm.

the railway system. Only a few hundred miles are still required in the Western Provinces of the Colony and Ashanti, and a few branch roads in other provinces. But the whole road system requires improving so as to cheapen lorry transport by allowing increased axle-loads. On the whole, though, with the opening of Takoradi Harbour in 1928, the safety of our cocoa, as far as transport facilities are concerned, should be practically assured.

35. The next step is the protection of our cocoa industry against disease. This is now being done, partly by the investigations of the Agricultural Research Branch and partly by the Department's farm sanitation parties in the field.

COCOA FARM
SANITATION.

Honourable Members are fully aware of the work started two years ago under the Plants Injurious Pests Ordinance. So far as it has gone, the work has been effective, but it has not gone fast enough and I have been obliged to alter the system. It was originally estimated by the Director of Agriculture that the complete sanitation of all farms would take between four and five years, and would cost £100,000. Serious doubts as to the possibility of doing the work within the time and the cost estimated were raised by the results of the first year's working. I was advised that, with increased experience, the work would go quicker, so no change in the system was made. The slow progress, however, was one of the reasons which led me to ask for the visit of an expert to advise on the agricultural problems of this country, a subject with which I will deal later.

As no expert was found to be available, on my return to the Colony in October, 1926, I called for a return of the work completed up to date and made a complete

FAILURE OF
ORIGINAL
SCHEME.

examination of the figures at a conference at which were present the Colonial Secretary, the Acting Commissioner of the Eastern Province, and the Director of Agriculture. The result of the examination showed that, as far as the efficiency of the work and the steadily growing co-operation of the farmers were concerned, the system on which the Agricultural Department was working was good; but it also showed its complete failure as regards time and cost. A rough estimate showed that the work could not be completed in less than thirty to forty years, and at a cost of between £20,000 and £25,000 per annum.

The only reasonable excuse for this complete failure was that, when the parties actually got to work, it was found that the task was far greater than had been anticipated. While this excuse may be accepted as a partial explanation for the failure, it does not absolve Government's expert advisers in agriculture at the time of the responsibility of having put up an unworkable scheme as far as time and expenditure were concerned.

With regard to expenditure, the estimate of £20,000 to £25,000 per annum, no matter how long a period it might cover, was not unreasonable in view of the paramount importance of the cocoa industry to the country. Nor did the ignorant opposition encountered by the sanitation parties in some parts of the country require consideration, for increased co-operation had been forthcoming from the majority of cocoa farmers. It was the question of time that was all-important. It was obvious that long before the revised estimate of thirty to forty years had elapsed, disease would be firmly established in those parts of the country unvisited.

36. Immediate steps were taken to alter the system. Honourable Members will recollect that, in the original scheme, the actual work of eradicating the declared pests was in the first place wholly carried out by Government's inspectors and at public expense. No doubt there was perfection in the method, for it would have resulted in the complete treatment of practically every farm in the country and its subsequent efficient maintenance in good health by the farmers. The new system which has been adopted is to employ inspectors with greatly reduced gangs to give practical demonstrations to the farmers of the methods to be employed in getting rid of the pests. For this purpose the cocoa country is divided up into definite areas, and the farmers are called together at selected farms in those areas. They are then bound by law to apply on their own farms the method shown to them in the demonstrations. After six months the inspector, if he finds that they are not doing so, can take action under the ordinance; and, if after twelve months he finds that the work has not been done, the inspector can do the work himself and charge the cost to the farmer. Amendments to the Plants (Injurious Pests) Ordinance are being introduced to give effect to the new system, which, in addition to the speedier execution of the work, has the advantage of being at present more popular with the cocoa farmer.



House of the late TETTEH QUARSHIE—the introducer of Cocoa into the Gold Coast—Akwapim Mampong. This is the house where the first tree raised in 1876 from a single seed, from a single pod, before it was transplanted at the farm in 1881. In the centre seat is Mr. J. W. HAMMOND, the present successor.

37. A further change has been made in the administration of the law. Honourable Members will recollect that, when the bill was originally before this Council, an undertaking was given that, when the Chiefs showed by their assistance that they had the power to administer the law, it would be put in their hands. Some of the Chiefs and their Aman have given great assistance, while others, as I mentioned last year, have deliberately encouraged resistance to the work. I consider that it would be unfair to withhold powers of administering the law from those Chiefs who are giving their full support to the sanitation parties. On the other hand, the paramount importance of protecting our cocoa industry coupled with, I regret to say, the disinclination of an appreciable number of Chiefs and their Aman in important cocoa districts to give the Government adequate support in its protective work, prevents me at the present moment from placing the full administration of the Ordinance in the hands of the Chiefs. **I have therefore decided on a method of concurrent jurisdiction, framed in such a way that District Commissioners may refer prosecutions under the ordinance to the Chiefs' Tribunals. This is a step in the right direction, for there can be no doubt that the full administration of the law should be in the hands of the Chiefs, and I sincerely trust that the results of concurrent jurisdiction will prove so satisfactory as to enable full jurisdiction to be conferred eventually on the Native Tribunals.**

The Director of Agriculture reports that in general the new system is working smoothly. The areas covered by inspectors are many times larger than those previously dealt with, so that the methods of treating diseases are brought directly to the notice of a larger number of farmers. There is, however, so much work to be done in eradicating pests that **I make an urgent appeal to the Paramount Chiefs who are members of this Council to communicate to their respective Provincial Councils the urgent necessity for all Chiefs to impress on their people the danger to the industry—and therefore to each individual cocoa farmer—of ignoring the advice given by inspectors at the demonstrations.**

PROVINCIAL
COUNCILS
ASKED TO HELP.

38. In my address last year I pointed out four dangers to our cocoa industry that we must guard against, namely :—

DANGERS TO
COCOA INDUSTRY.

- (i.) **Deterioration in the fecundity of the trees** owing to too close planting, careless methods, and lack of attention to the soil.
- (ii.) **The abandonment of plantations owing to low prices.**
- (iii.) **The falling off in humidity** owing to too great a clearance of the forests.
- (iv.) **Serious disease.**

The last two of the above dangers are being dealt with respectively by the measures taken under the new Forestry Ordinance and under the revised Plants (Injurious Pests) Ordinance as already described. I will now turn to the first danger.

39. With regard to the fecundity of cocoa trees, a question which concerns us all is the life of the cocoa tree in West Africa.

LIFE OF
COCOA-TREE.

Owing to the comparatively recent introduction of cocoa into this country the age of our oldest cocoa tree is probably less than 40 years. Yet many of our farms have completely died out, although in South America and the West Indies trees are known to live and bear up to 80 years and perhaps more. Are our climate and conditions so different as to prevent the plant from reaching the full span of its life? The Director of Agriculture's views are as follows :—

“ The country is certainly peculiar in that cocoa
 “ thrives here under a much less rainfall than in most
 “ other cocoa countries, but the difference is more
 “ than made up by the heavy dews of the rain-forest.
 “ Cocoa trees appear to grow well at first in what seem
 “ to be inferior soils but cannot be expected to last so
 “ long on them. The first cocoa planted was on the
 “ southern end of the Akwapim Range, which forms
 “ the extreme southern fringe of the cocoa belt. Some of
 “ the original farms, *e.g.*, on the southern slopes of
 “ Aburi Hill, have completely disappeared owing to the

“ combination of unsuitable land and climatic conditions. The steepness of the land enabled every shower of rain to take soil away, while local deforestation has been followed by reduction in humidity. Under these conditions the cocoa trees would become weaker, and denudation and desiccation would increase until the farms would not be worth attending to and would be allowed to die out. Similar effects can be seen in various stages on all the fringes of the cocoa area. It is at least certain that, where cocoa has died out prematurely the causes lie in local conditions of this kind.”

It would appear from Mr. Knowles's views that there is no serious reason to believe that our cocoa trees cannot live and bear up to 80 years, if not longer, always provided that they are planted in suitable areas and are properly cared for. There is no doubt that, as pointed out by Mr. Knowles, the arid soil on the fringes of the cocoa belt is against the growth and bearing power of cocoa trees. Over-damp and ill-drained soil is also unsuitable, judging by the manner in which cocoa farms which, in the enthusiasm attending the early stages of the industry, were established in low-lying valleys and beside streams, have since deteriorated.

40. Various useful investigations were carried out by the Research Officers of the Agricultural Department during 1926.

CARE OF COCOA FARMS. One of these included a careful examination of the methods adopted by cocoa farmers, and of the results obtained therefrom.

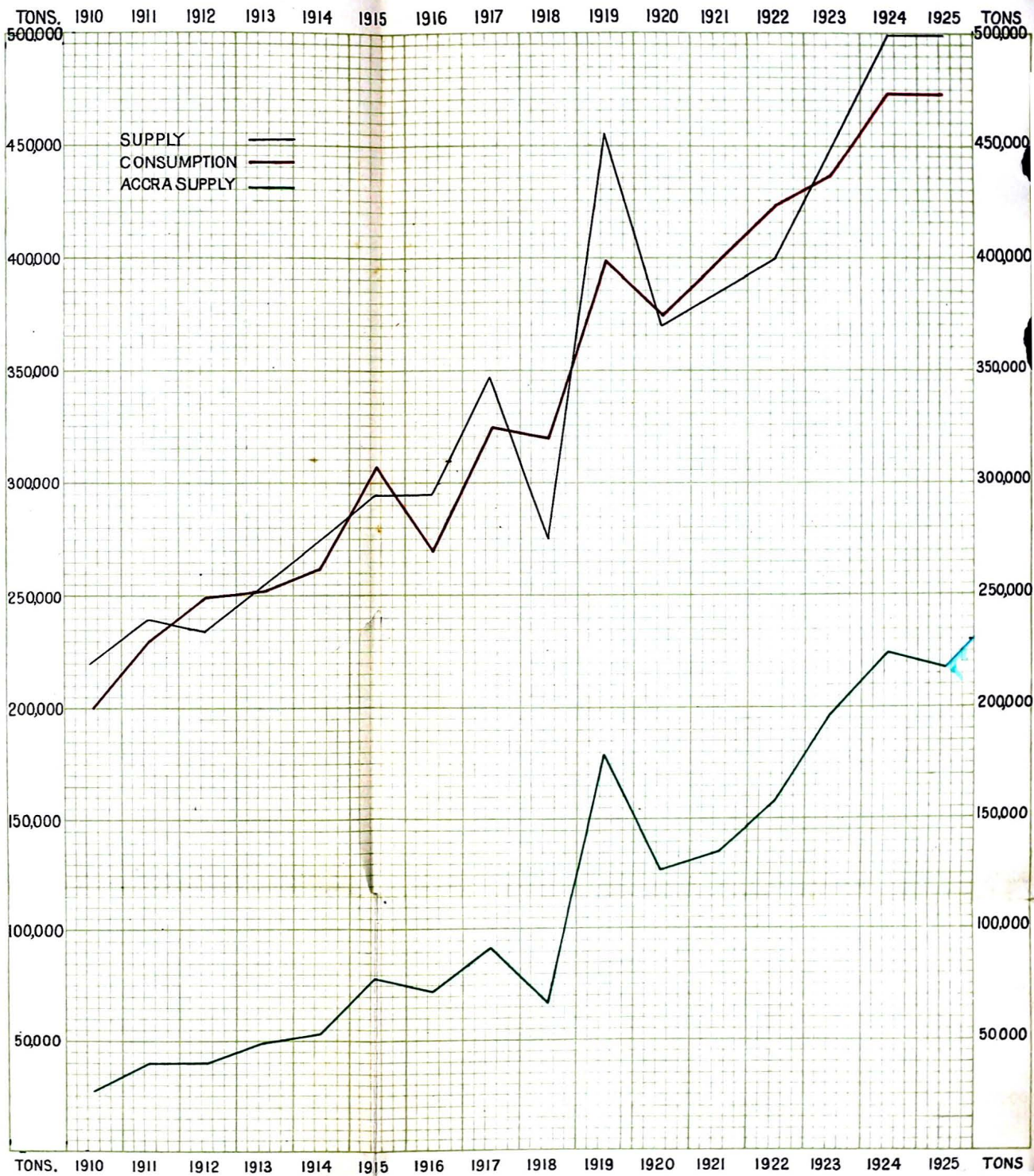
This particular investigation revealed the fact that, had every pod been gathered at the proper time, the yields would have been in the neighbourhood of 13 cwt. of cured cocoa per acre. This is considerably in excess of the yield of the average cocoa farm, and especially those farms where the farmer is short-sighted enough to pick his pods before they are ripe in order to make money early in the cocoa season. The attention of the Chiefs on this Council is invited to the annual loss which the average farmer sustains by picking his pods at the wrong time. I am sure that the Provincial Councils of which they are members would welcome an address on the subject from one of Mr. Knowles's officers.

41. In cocoa, as in other branches of agriculture, there is a constant annual loss of fertility of the soil due to the continued renewal of the crop without any corresponding addition of food material for the plant. As time goes on the soil grows more and more impoverished, and the bearing of the tree decreases. It must have become apparent as long as 15 years ago that cocoa would develop into our chief product, yet no practical experiments in manuring on a sufficiently comprehensive scale have been carried out by the Agricultural Department. After conferring with the Director on the subject I gave directions that the work of ascertaining the local values of certain concentrated manures should be energetically prosecuted, and the Department is now conducting the necessary experiments at the different agricultural stations. But fifteen valuable years have been lost, and further time must elapse before the Department is in a position, not only to advise the farmer on the best and cheapest manures to use, **but to prove to him that manuring is essential if he wishes to maintain and increase the bearing of his trees.** This question of "proving the value" is highly important, for in the first place the farmer does not understand the subject owing to his age-long system of shifting cultivation. Nor will he believe, without proof, that a small expenditure on manure will increase the amount of cocoa which a tree bears. It is for this reason that I strongly advise the Director of Agriculture not to confine his experiments solely to the agricultural stations but to extend them to carefully selected farms with the co-operation of the owners. Here again I would ask for the assistance of the Provincial Councils and Chiefs in spreading the knowledge of the necessity for manuring among the cocoa farmers.

42. With regard to the second possible danger to our cocoa industry, namely, the abandonment of plantations owing to too low prices. While recognising that prices are, and always will be, subject to fluctuations in the market, there are two conditions which might cause the permanent and serious lowering of prices.

COCOA

WORLD'S SUPPLY AND CONSUMPTION.



From "The Gardian" Figures in metric tons.

Drawn and Printed at Survey Hd. Qrs. Accra., 1926.

The first condition would be that of production exceeding consumption. At present there are no signs of this.

PRODUCTION
AND
CONSUMPTION.

Although the world's production rose from 220,000 tons in 1910 to 500,000 tons in 1924, consumption during the same period rose from 200,000 to 475,000 tons. Production is still steadily increasing. We ourselves will probably be producing an additional 25,000 tons per annum in ten years' time ; while at least one of our neighbours, with large potential cocoa fields, and using the same methods of production as we do, is increasing her exports at about the same rate as we did about fifteen years ago. So that the world's production of cocoa is steadily increasing.

What about consumption? That also appears to be steadily increasing ; there is certainly no sign at the present moment of over-supply and therefore

of low prices. Cocoa is, however, too essential to our prosperity to justify any risks being taken. Government is therefore taking such steps as will ensure that the machinery for stimulating consumption can be set in motion should there be any sign of production exceeding consumption.

43. The second condition that would cause a permanent and serious lowering of cocoa prices would be grave deterioration in the quality of our crops. This is a

INSPECTION
OF PRODUCE.

subject to which I invite the serious attention of this Council, and especially that of the Mercantile Members. It will be remembered that in my address last year I dealt at some length with the grading of cocoa, and informed the Council that Government was considering the introduction of grading at buying centres with the object of encouraging farmers by better prices to improve cultivation and preparation of the bean. Enquiries conducted in 1926 showed that cocoa buyers maintained the position they have always assumed in the past, viz., that they are able to look after their own business, that they have their own system of grading when purchasing, and that they strenuously oppose any form of inspection for the purpose of regulating the quality of the cocoa exported.

Our enquiries, some of which included an inspection of produce at the various ports of export, conducted with the willing co-operation of the shippers—to whom Government is greatly indebted for their public-spirited action in giving us free and voluntary access to their consignments—, revealed the pleasing fact that the larger number of our more important shippers do take the necessary action to ensure their exports coming up to the standard of the countries using large quantities of our cocoa. There are others, however, who have distinctly not done so. It was obvious that early action was necessary to prevent the shippers who had taken the trouble to keep their exports up to the necessary standard from suffering from the ill-judged and short-sighted policy of those who have not done so, a policy which tends to the deflation of prices paid for Gold Coast cocoa.

44. After full consideration of the whole subject with the Acting Colonial Secretary, the Comptroller of Customs, the Director and the Deputy Director of Agriculture, and the Assistant Director for Research, I feel that the time has now arrived for a system of inspection and grading at the port of shipment to be introduced.

INSPECTION AND GRADING TO BE ADOPTED. Although the general quality of our cocoa has steadily improved, farmers generally still complain that they do not receive better prices for carefully prepared beans than some of their neighbours do for defective crops. This is especially the case when prices are so high as to tempt speculators to exploit the cocoa industry by purchasing and shipping cocoa below the standard demanded by our customers. It may be argued that these speculators are eventually found out, but that is not the point. Their transactions injure the innocent and nullify the work which the Government, the farmers and the sound merchants are doing to improve the quality and the reputation of Gold Coast cocoa. Government is in the position of being practically the trustee of the cocoa farmers of this country, and is therefore fully justified in taking such steps as will prevent the export of cocoa as an article of human consumption that is below certain recognised standards, and as will ensure the farmer getting a better price for better prepared beans.

The Director of Agriculture is now preparing a draft scheme with a view to the necessary legislation being introduced in time to permit of application before the next cocoa season. In accordance with Government's custom conferences will be held with the Unofficial Members of this Council before the scheme is finally adopted, with a view to making the details as unobjectionable as possible and thus ensure smooth and efficient working. Speaking generally, Government considers that **no restrictions should be placed on the shipment of cocoa provided that it is properly described in the shipping documents, and that grades are defined.** This distinction of grades will, incidentally, cause a **distinction in price to be made between well-prepared and inferior produce, thus removing the most common grievance of the farmers,** who, I believe, will be whole-heartedly in favour of the new system. It will be the duty of the inspectors to see that the cocoa offered for shipment comes within the grade it is declared to belong to. If examination shows the presence of greater quantities of slaty, mouldy or otherwise defective beans than allowed in the definition of the grade, the shipper will either have to sort it over or ship it in the lower proper grade.

The introduction of the system will involve the addition of some eleven inspectors (including reliefs) and the cost will probably be in the neighbourhood of £10,000 per annum. Should the revenue on the present basis of Customs duties not be sufficient to meet the cost, it can be covered by a charge of one shilling a ton.

In connection with the proposed system of inspection and grading Government has had under consideration the question of assisting the farmers in their work of fermenting cocoa. I think the only way we can do this would be by making easy the construction or purchase of simple fermenting apparatus. I understand that models are exhibited at certain of our agricultural stations, but I think that we should do more, and the Director of Agriculture has been asked to confer on the subject during this session with the Provincial Members of this Council. Government is not, as at present advised, in favour of establishing its own fermentaries at central stations. They

would necessarily be too far apart to be easily accessible to the farmer. What we do believe, however, is that village fermentaries, formed by the co-operation of the local farmers, would be a practical success.

45. Although there are certain defects in our cocoa industry these are all remediable and there need not be the slightest anxiety about the future. Our production is steadily going up. There is a noticeable improvement in the farms and in the preparation of the bean. Disease is now being adequately dealt with and experiments in manuring have been begun. There have, however, been certain sins of omission in the past, and it is with a view to rectifying these that I have spoken plainly this morning. The main work of improving our cocoa industry falls on the Agricultural Department; far greater initiative, wider vision, and better direction of effort must be exercised in the future than has been the case in the past. But Government itself must take early and definite steps to protect by legislation the industry on which the whole prosperity of the country depends.

46. I now come to the second point in Government's Agricultural Policy—the development of new agricultural products of export value. On the whole, good progress has been made in this work; we have successfully laid the foundations for the future expansion of new industries in copra, sisal hemp, cotton, rice, shea-butter and ground-nuts, and limes and fruits; while important investigations have also been carried out with a view to the restoration of our palm oil and kernel industry.

47. With regard to copra, the Government Plantations on the sea-coast of each of the three provinces of the Colony have done well and, except in the Eastern Province, where far more energetic direction is required, have attracted an increasing amount of attention from local farmers. The best results have been obtained at Attuabo in the Appolonia District of the Western Province, where the possibilities of forming a great industry are made most promising by the soil and the number of inhabitants along the sea-coast. The prospects in the Central Province are also promising, although here, with the

exception of a few Chiefs, notably the Omanhene of Akumfie, there is a certain amount of lethargy displayed towards the only industry which could help revive the ancient glories of Cape Coast and its neighbourhood.

At Attuabo clearing commenced about June, 1920, and planting out in April, 1921. About 16,000 palms were originally planted out of which 14,800 are still living.

ATTUABO
PLANTATION.

Flowering began in September, 1924, and the first fruits ripened in March, 1926. Last month 3,780 palms were fruiting. The total cost of this plantation up to the end of December, 1926, was £5,620, and it is roughly estimated that at the end of 1928, when half the plantation will be in full bearing, the total cost will have reached £7,040. When the plantation is in full bearing there should be a profit of between £1,500 and £2,500 per annum on this plantation alone. But naturally the success of this and other plantations must be measured by the extent to which the local people take up the industry. **There is no reason whatever why our whole coast-line should not be bordered by a belt of coconut palms between half a mile and two miles wide.** A start was made during 1926 in forming new and smaller plots in the neighbourhood of certain important villages, and provision has been made for the necessary drying apparatus and storerooms at the original plots during the coming financial year.

In addition to the Government plantations—which will eventually become communal in nature—it is very satisfactory to see the great interest being paid to the cultivation of the coconut in the Keta District. It is in this district that the only private enterprise with regard to copra in the country is being carried out by Mr. Arthur Dyson, but the Chiefs and people also realise the future value of the industry to them, and the time will come when there will be a large export of copra from Keta.

48. The Government Sisal Plantation at Accra has done good work during the year. 468½ tons of fibre were baled, as against 160 tons in 1925 and 56 in the previous year. Factory and plantation costs have gradually been reduced to between £15 and £16 per ton, the quality of the fibre has been well maintained, and installation of new machines for brushing

and baling at full length has been fully justified. The actual profit in 1926, after allowing for capital charges which, as is the case with all Government institutions of a similar nature have been unduly large, was over £3,792, arrived at as follows :—

Total Revenue £14,877 0 5

(December revenue estimated)

Expenditure (actual)

Plantation £8,272 15 6

Interest on Capital 2,123 17 10

Depreciation on machinery 687 13 0

£11,084 6 4

Satisfactory as the plantation is in showing that sisal can profitably be grown on the Accra plains, too little progress has been made with the main object—that of getting the farmers in the neighbourhood to take up the cultivation. More energy and propaganda on the part of the Agricultural Department should lead to success in due course. In the meantime, as Government is making a handsome profit and slowly paying off the capital charges, we mean to continue to work the plantation.

49. The inauguration of the cotton planting scheme to which I referred last year was effected during 1926. Although seriously delayed by the strikes in England, materials for the Northern Territories ginnery—of the pattern adopted by the British Cotton Growing Association in Nigeria—have arrived and are in course of erection. Seed of an improved strain was obtained from Nigeria for distribution in the Northern Territories, and from French Togoland for areas in the Ho District. Unfortunately the season has not proved a good one, and the crop is only expected to be one-half of what it might have been under normal circumstances. In the Ho District (British Togoland) no work was done in erecting a ginnery as facilities already exist just across the border in French Togo. It is essential, however, that, if the industry in the Ho District is to be improved, seed must be carefully selected and satisfactory strains maintained. This can only be done if ginning facilities are established locally, and instructions have been given to provide for a ginnery in this area during the coming year.

50. With regard to our oil palm industry, Government has maintained the policy which I outlined last year. The destruction of trees for palm wine, although systematically discouraged, steadily continues. The three most important features in the oil-palm year have been the growing success of the Seysie Oil Palm Plantation; the results obtained from the Government experimental plantation at Anaji near Takoradi; and the investigation into modern systems of oil-palm cultivation in the East by Mr. G. C. Auchinleck, Deputy Director of Agriculture.

OIL-PALM
INDUSTRY.

With regard to the Seysie Oil Palm Plantation, I congratulate the Company, and especially Mr. Taylor, the Manager, and his staff, on the success which has now begun to meet their efforts after their long and up-hill fight against shortage of labour. It has always been a mystery to me why the factory should suffer from a scarcity of fruit, considering that a man can earn between £6 and £9 a month by bringing bunches to the plantation tramway where it is collected by the company. The collectors of the fruit work their own farms within the plantation area, and the financial return to them is far greater than any they would get in employment on road, railway and harbour works. The reason for the unpopularity of the work is alleged to be the great amount of labour involved in climbing the tall trees to collect the fruit.

51. At Anaji Mr. Saunders, the Provincial Superintendent of Agriculture, has obtained some striking information with regard to the value of natural palm-bush cultivation after $2\frac{1}{2}$ years' experiments. Two plots of 20 acres each of untouched palm-bush, and one of 50 acres of similar palm-land but cleared of all growth except palm and roughly cultivated, were kept under observation from July, 1924. In December, 1926, the average yield of fruit per month for the 30 months of the experiment was found to be—from the cleared plot of 50 acres, 122 lbs.—and from the two untouched plots 43 lbs. and 35 lbs. respectively, the figures being "per acre."

GOVERNMENT
EXPERIMENTAL
OIL PLANTATION.

The result shows clearly to what extent the oil palm will respond even to a rough form of cultivation. It was noticed that there was very little difference between the yields of the plots during the first twelve months, but, when the palms began to feel the benefit of the changed conditions, the yields of the cleared plot forged ahead until actually the yield per acre of the cleared plot for the whole of last year (1926) was $7\frac{1}{2}$ times as great as that of the better of the two uncultivated plots.

GREATLY INCREASED YIELD BY CULTIVATION.

52. The results of Mr. Saunders's experiments are so valuable as to justify their being used for propaganda by all Political and Agricultural officers. I suggest to the Paramount Chiefs on this Council that they should obtain from the Director of Agriculture a clear and simple statement of the methods employed by Mr. Saunders, with a view to their being discussed in the Provincial Councils and the necessary information conveyed to the people in the palm growing districts. I regard Mr. Saunders's experiment as one that should prove of real value for, as he says, if the palm bush in the near vicinity of the villages were to receive only such attention as would relieve the palms of shade and entangling undergrowth, the yields can be reasonably expected to be at least trebled with a corresponding decrease in the labour of collection. Unfortunately under the communal system it is no one's business to treat and improve the palm bush, where anyone is free to gather fruit. The lesson is there for anyone willing to benefit by it, and I trust that the members of the Provincial Councils will let it be well known to their people.

Here again I would draw the attention of the Paramount Chiefs on this Council to the demonstrations which are being carried out by the Agricultural Department in the oil-palm areas with the hand-operated machinery for sterilising the fruit, extracting the pericarp oil, and cracking the nuts. It should, however, be noted that these hand machines are merely intended to encourage the people who make small quantities of oil to improve its quality; their use cannot solve the difficulties attendant on reviving the industry on a large scale.

53. The third feature of the oil-palm year was the investigation made by Mr. G. C. Auchinleck, Deputy Director of Agriculture, in Java, Sumatra, and Malaya on the methods of oil-palm cultivation in those countries. Mr. Auchinleck has submitted a valuable and instructive report which will be published in due course. Wherever he went he received ready assistance and advice, and Government is greatly indebted to the Governments of the Dutch East Indies and the Federated Malay States, as well as to numerous planters and planters' institutions, for affording Mr. Auchinleck facilities for pursuing his investigations.

It is obvious from the report that there is not the slightest chance of our competing successfully with the many countries in the Far East, and also those in the Congo districts of Africa, which have adopted the modern system of oil-palm cultivation, unless we do likewise. This becomes apparent to anyone who reads Mr. Auchinleck's report, out of which I will quote a few interesting facts. 12,000 acres is regarded as a minimum to supply a mill. All the palms are carefully planted and thoroughly cultivated. The seed is most carefully selected, and every point of the business is subjected to the most rigid scientific supervision. As an example of the results achieved, I will compare what has been done there with our own results. **At Anaji, based on the figures which I have just mentioned, we should get something under 2 cwt. of oil per acre, whereas in Sumatra a yield of 10 to 15 cwt. of oil per acre is obtained.** Further, it must be remembered that at Anaji we cleared the undergrowth and partially cultivated the soil, thereby increasing our production between three and seven times greater than what is obtained from the ordinary palm-bush of the country. It is clear that any resuscitation of the industry in this country, if it is successfully to compete with the East, must follow the lines which have given such remarkable results there.

As we now have the full information necessary for the revival of our oil-palm industry, there only remains for the Agricultural Department to consider the practical application of the lessons learned.

54. After many long and vexatious delays the rice-milling factory at Essiama has now been completed and since last December has been working successfully.

RICE INDUSTRY. At present the quantity required to keep the mill working at anything like full capacity is not forthcoming. The people in the neighbourhood, however, encouraged by the officers of the Agricultural Department, but more especially by the initiative and energy of the enterprising Chief of Essiama, are beginning to produce more.

As hill rice—the variety cultivated locally—leaves the soil greatly impoverished, whereas the land used for swamp rice can be used year after year without exhaustion, Mr. Saunders visited Sierra Leone to study swamp rice cultivation. Suitable land lies in the neighbourhood of the rice factory, so Government is looking to energetic action on the part of the Agricultural Department to introduce the new system. In view of the enterprising nature of the Chiefs and rice farmers of the locality, there is no reason why early and complete success should not attend the efforts of the Department. Government is quite prepared to make reasonable provision for irrigation on a properly organised scheme. There is no reason whatever why Appolonia should not, in addition to supplying the whole of the Gold Coast itself with rice, create an appreciable export industry.

55. Thanks to the initiative of our Commercial Intelligence Bureau in London, and to the support given by the Agricultural Department, an exhibit of Gold Coast fruit at an exhibition in London attracted considerable attention, resulting not only in numerous enquiries but in orders for large quantities. Unfortunately we are not in a position at the present moment to meet these orders. The shipment of fruit is a specialised business involving careful selection, grading, hardening, packing in standard cases, pre-cooling and transshipment in cold holds. Facilities for shipment of our exhibits in cold storage were kindly given by the West African Lighterage and Transport Company, but grading and packing left so much to be desired that it was obvious that any future work must be carried out by private enterprise. That this will be forthcoming is likely, for already private companies are making enquiries and the opening of Takoradi Harbour in 1928 will give the necessary facilities for the cooling and the rapid shipment of fruit. In

the meantime special investigation into the more palatable forms of fruit—especially our grape fruit, which was very highly spoken of at the exhibition—are being made by the Agricultural Department, and I have given instructions that the results of the investigations shall be published in one year's time from now for the information of companies desirous of establishing a fruit export business. The large and important fruit company—which I mentioned last year as having been engaged in exhaustive enquiries in the Colony—are sending out further representatives this year, a fact which shows that their preliminary investigation was favourable. With the opening of Takoradi—it is strange how the completion of this much-discussed port affects every branch of industry in this country—an important step will have been taken towards the establishment of what should be a **thriving fruit industry, for success is guaranteed by the fertility of the soil, the absence of disease, and the extensive communications covering the country.**

56. The lime plantations established in 1924 by arrangement with Messrs. Rose and Company in the neighbourhood of Abakrampa, in the Central Province, have

LIME JUICE.

continued to thrive. Beyond advising the farmers as to the care of the trees, and keeping a careful eye on any possible disease, the Agricultural Department has little to do on the plantations. When the fruiting stage is reached Messrs. Rose and Company, in accordance with their promise to the Government and to the farmers, will be establishing their lime-juice mill.

57. As Honourable Members are aware, I have always attached great value to the future development of the Northern

AGRICULTURAL
INDUSTRIES
IN NORTHERN
TERRITORIES.

Territories. However much we may develop new agricultural industries in the Colony and Ashanti, and although these new industries will lead to an appreciable increase in our exports, **it is essential to the security of our prosperity that we should find new fields and new articles of production on a large scale. In the Northern Territories we have this field.** I have already referred to cotton growing in that country; that in itself is likely to lead to a very appreciable export. Apart from cotton, however, the Northern Territories possess **two important factors in the creation of a great export industry, namely, a large and hard-working**

farming population, especially in the Northern Province, and a great potential production of shea-nuts and ground-nuts. These three products—cotton, shea-nuts, and ground-nuts—combined with a large trade in cattle and hides and skins, will not only render the Northern Territories self-supporting, which they are not at present, but will also enable them to earn the revenue necessary for their further development. All that is required is a railway, and the survey for this has now passed Tamale and is well on its way into the Northern Province. It must necessarily be some years before that railway can be completed. In the meantime the Political, Agricultural, and Veterinary Officers in the Northern Territories are steadily employed, by means of experiments, research work and road-building, in laying those foundations which a railway—and a railway only—can complete. It is and will continue to be the object of the Chief Commissioner to see that the period of preparation is wisely and energetically filled.

58. In concluding my remarks on agriculture I wish to refer to the Department itself. In view of the importance to this country of not only maintaining but increasing its agricultural exports, I have for some time past felt some anxiety as to whether the organisation and strength of the Agricultural Department was adequate to meet the strain caused by the great increase in its work in the post-war period. After giving Mr. C. H. Knowles—who took up the Directorship at the beginning of 1925—time to acquaint himself thoroughly with the conditions under which the Department worked throughout the country, I conferred with him on the subject, with the result that I asked the Secretary of State to send out an expert to advise on our agricultural problems. I took this step, not because I was dissatisfied with the Director of Agriculture, but because I felt that our agricultural industries are so vital to us as to render fully justifiable the expense that would be incurred by obtaining some high authority to bring expert knowledge and long experience to bear on the subject. It was a step that had been taken in the case of other Government Departments, and one with which Mr. Knowles himself thoroughly concurred. Consequently Mr. Knowles deferred drawing up his scheme of re-organisation, and restricted himself to preparing a list of subjects on which the expert was to be asked to give his opinion.

Unfortunately, after a serious delay of many months, it has now been found impossible to obtain the services of a suitably qualified expert adviser. I have therefore decided to ask certain gentlemen in this Colony to act as a Committee under the chairmanship of the Director of Agriculture to consider the whole situation, and to make definite proposals to me. I consider that this is the best course that can be adopted under the circumstances; but I am still convinced that we should make every effort to obtain expert advice, and the sooner the better. One point which the Committee will have to consider is important, and that is the formation of a permanent Board of Agriculture to advise the Government on matters of agricultural policy, a plan which has been successfully adopted in other countries, and for which we have a precedent in the case of the Board of Education.

59. The Agricultural Research Branch has done some useful and valuable work during the year. The Government Mycologist, in addition to his routine work, has been engaged in the study of diseases of cereals, and also in producing an illustrated bulletin for distribution on a large scale to farmers in connection with the plant disease campaign. This bulletin contains excellent coloured and other illustrations of all pests dealt with in the Ordinance, shows the results of the attack, and outlines the methods to be used against the diseases. Good mycological work was also done by Mr. H. A. Dade.

The Government Entomologists have been variously employed in investigating methods for the eradication of white ants, examining the coastal coconuts for scale, studying the effects of the pest Sankonuabe on cocoa, and investigating the local varieties of cotton pests. Mr. W. H. Patterson, M.B.E., assisted the Director of the Intelligence Bureau with the Gold Coast exhibits at the International Rubber and Tropical Products Exhibition recently held in Paris, the task involving arduous work in the collection of the necessary exhibits. Good progress has been made by the Agricultural Chemist in the examination of cocoa and other soils, while during his leave in England he continued his investigation at Berkhamstead, where, by the kindness of Sir John Russel every

facility was accorded him. Our new Government Botanist, after laying down the foundation of some sound work in the selection of cotton and oil palms was—unfortunately for us—selected to fill a post at Kew Gardens and has left the Government Service.

It is a very pleasant duty for me to congratulate the Research Branch on the work they have done during the past two or three years, especially in view of the inadequate nature of the accommodation provided for them. This defect would have been remedied last year, but for the theory raised that Kumasi would be a better spot for their headquarters. The Committee to which I have just referred will now settle this question definitely, and, as soon as they have done so, provision can be made for the new offices required, for which plans and estimates have already been prepared, and the work can be started without delay.

60. The Agricultural and Commercial Society continued to do useful work throughout the year. The journal of this society has certainly been of value, and very successful agricultural shows and farm competitions were held in different parts of the country. The membership of the society has not shown that increase which might have been expected, and it is contended in some quarters that Government should withdraw its annual grant of £1,000 unless the increase in membership shows that more interest is being taken in the society. This is a question which no doubt Honourable Members will be asked to discuss in the Select Committee on the Estimates. My own views on the subject are that, while it is most disappointing to see the little support received from the country, the Society permits Agricultural Officers an opportunity of freeing themselves from the sometimes irksome trammels of Government control in carrying out certain work. Whether the Government grant of £1,000 could be more usefully spent in some other way, and whether the society justifies its existence, are two questions on which I would be glad to receive the advice of the Members of the Select Committee.

FORESTRY IN 1926.

61. In accordance with the decision which I announced to Honourable Members a year ago a Forests Bill was prepared in 1926 and read for the first time on the 16th February, 1927. The necessity for this bill at the time we last met to discuss the annual Estimates was fully given in my last address. A review of what was accomplished in 1926 under the voluntary system instituted nearly seven years ago shows the continued and urgent necessity for legislation. The situation on the 31st December, 1926, as compared with that on the corresponding date in 1925 was as follows :—

	On 31st Dec., 1925		On 31st Dec., 1926	
	No.	Total sq. miles.	No.	Total sq. miles.
(1) Forest Reserves required	—	6,000	—	6,000
(2) Forest Reserves for which bye-laws have been made	6	240	10	307
(3) Forest Reserves surveyed or demarcated for which bye-laws have not yet been made	5	188	12	744
(4) Forest Reserves selected and ready for demarcation ..	7	779	10	238
(5) Forest Reserves selected but not ready for demarcation	17	827	9	866
(6) Government Reserve	1	51	1	51

62. The above table shows that, in spite of the unremitting efforts of the Political and Forestry Officers, only 67 square miles of reserves were in 1926 actually constituted under bye-laws. The only satisfactory progress made was in the area of reserves now demarcated but awaiting bye-laws. It is inevitable, however, that the total of 744 square miles under this heading will be eventually reduced by alienations and other causes. Moreover the attitude of some of the Aman concerned makes it certain that this total will not be obtained. The real truth is that, however willing the Chiefs and their Councillors may be to set aside reserves on a voluntary basis, there are certain insuperable objections to the application of the system on a large enough scale to satisfy the reasonable requirements of the Forestry Department.

63. The second reading of the Bill will be taken during the present session. I believe that Honourable Members will find that it is a carefully considered and reasonable measure, free from the objections which have been urged against similar Bills in the past, and entirely devoid of any clause which will deprive the lawful owners of their land. There is no haste whatever about the manner in which this legislation is being introduced. Three years ago Government warned the country of the date on which the present forestry scheme would be replaced by the introduction of a Forest Ordinance if sufficient success had not in the meantime been achieved. I repeated the warning so given in my annual address in 1925 and again in 1926. The bill has been carefully drafted, and has also been carefully considered by the Provincial Councils of the Eastern and Central Provinces. Full opportunity was thus given to the Paramount Chiefs to discuss the provisions of the Bill with their respective Aman.

FAILURE
OF THE
VOLUNTARY
SYSTEM.

THE NEW
FORESTRY
BILL.

NO HASTY
LEGISLATION.

A final conference was held on the 28th December, 1926, in this Council Chamber with the object of giving the Unofficial Members and other leading African citizens an opportunity of criticising the bill. The conference proved most valuable as it enabled Government to amend the draft bill in accordance with by far the majority

FORESTRY
CONFERENCE
1926.

of the suggestions received. Practically all these objections were made by the Chiefs of the Eastern Province Council. They were made in the most business-like manner, clause by clause. By consulting frequently with the Attorney-General, the Conservator of Forests, and the Acting Colonial Secretary I was able to allow the necessary amendments without seriously injuring the principle of the bill. One or two suggestions made by the non-Chief members of the conference were also satisfactorily met. The Central Province Council objected to the bill altogether for the alleged reason that it was the same bill that had been introduced twenty or thirty years ago and had raised such opposition that it was abandoned. This was a curious misapprehension. **The present bill is entirely different from any other yet introduced by Government.** On my pointing this out to the President, the Central Province Council again met and, after a thoroughly well conducted session—on which the members are to be congratulated—, sent in their proposed amendments.

The new bill, which is entitled "The Forest Ordinance, 1927," is under the charge of the Conservator of Forests.

DRAFTING THE
FOREST BILL.

Mr. King-Church, as an officer of high scientific and professional qualifications, has naturally always held the view that forest legislation should aim at perfection in the constitution of reserves. Understanding fully, however, the suspicion which Government's handling of previous legislation had aroused in the minds of the people, he has with great patience and skill applied himself to the very difficult task of drawing up a bill that would meet all possible objections. This work has involved much travelling and many long and arduous conferences in various parts of the country, by the Conservator and his officers, and I should like to congratulate them on the successful conclusion of their task. The thanks of Government are especially due to Mr. King-Church, and also to the Honourable the Attorney-General for the great trouble he has taken to couch the provisions of the bill in phraseology that will facilitate its interpretation by the people of the country.

64. The Forest Bill will no doubt be fully discussed during the second reading. The following are salient points in its provisions :—

POINTS IN THE FOREST BILL

- 1927.
- (i.) **The bill in no way deprives owners of their lands.**
 - (ii.) **The bill provides as much for the protection of the property of the owners, and of the right-holders, as for the conservation of the forest itself.**
 - (iii.) **Provision is made for thorough investigation into all rights of usage, with a view to arranging for all right-holders to exercise their rights up to the yearly maximum and in perpetuity.**
 - (iv.) **Provision is made for buying out any rights (but not the land) if the exercise of established claims would make successful forest management impossible.**
 - (v.) **The bill is not intended to over-ride the forest bye-laws made under the Native Jurisdiction Ordinance so long as those bye-laws are satisfactorily administered.**
 - (vi.) **Government undertakes to provide for the supervision and maintenance of reserves whether constituted under the Forests Ordinance or under bye-laws, provision being made by which one-third of the revenue from the reserve may be used for purposes of improvement. It is not likely that for many years to come there will be any revenue from the forest reserves; nor does it follow that when there is a revenue one-third of it will be expended on improvements. If the Conservator, for example, sees the probability of growing ten mahogany trees on an area where only one was found growing before, he would be justified, in the interests of the heirs and present owners, in spending up to one-third of the revenue in attaining that object. Whenever possible improvements that will benefit the existing owner and not only his heirs will be undertaken.**
 - (vii.) **There is nothing in the Ordinance to prevent any owner from granting a concession to work minerals or timber in a forest reserve, but in the event of such a concession being granted**

the taking of firewood for other than domestic purposes, or of trees for conversion into timber, will be carried out under the direction of the Forestry Department, and the owner will get a fair price for his timber, which is not always the case at present.

65. In concluding my remarks on Forestry, I wish to thank the Political and Forestry Officers for the exemplary patience which they have displayed in obtaining a satisfactory settlement to the Forestry question, many African citizens for the help they have from time to time given to them, and particularly those Chiefs and their Councillors who have served their country so efficiently by forming forest reserves. The Forestry Ordinance, 1927, is the result of 7½ years of patient and hard work by all concerned and will go far, I feel sure, to dispelling the false notion that Government has any desire to deprive the people of their land.

A REVIEW OF THE DEVELOPMENT OF THE GOLD COAST, 1900-1926.

66. I propose to divide my review of the development of the Gold Coast into the following parts :—

- (i.) A brief account of pre-war development.
- (ii.) Development during the war.
- (iii.) The situation at the beginning of the post-war period.
- (iv.) The Ten-Year Development Programme.
- (v.) The development of transport communications—Harbours, Railways, and Roads.
- (vi.) Development work affecting the Public Health—Water Supplies, Town Improvements, and Hospitals.
- (vii.) Development work connected with Education.
- (viii.) The development of Public Buildings.
- (ix.) The development of Postal, Telegraphic, and Telephonic Communications.
- (x.) The development of Maps and Surveys.
- (xi.) Development of Agriculture and Forestry.
- (xii.) Miscellaneous Development Work.

67. In these enlightened days a British Colony which is not sufficiently rich to carry out unaided any urgently needed development of its natural resources can receive, on certain easy conditions, assistance from the Imperial Government. **But in the pre-war period a Colony had to finance its development, however urgently required, out of its revenue.** Loans, of course, could be obtained, but this again depended on the ability of the Colony to pay the interest out of revenue. The policy was a misguided one; it put the cart before the horse, for the amount of a Colony's revenue depends entirely on the development of its natural resources. The history of practically every Colony in the Empire shows a long up-hill fight, beginning with a struggle to meet even its recurrent expenditure,* then launching out on small works of development out of its surplus revenue, then finding the surplus large enough to raise a loan for the construction of railways, and finally emerging from the gloom of financial embarrassment into the sunlight of the prosperity brought by the efficient development of its natural resources and its communications.

The story is that of the Gold Coast in the present century. In 1900 our revenue was £333,283,† our development was scarcely begun. As the years passed our administrators, slowly and laboriously and by scraping and saving, found money from one source or another to build communications and so develop our cocoa industry and general trade. With the increased revenue derived therefrom, hospitals, schools, and other works of development slowly grew in number. Accra breakwater (1906) and Waterworks (1909); Sekondi breakwater (1911) and Waterworks (1912) were begun. **The Gold Coast owes a great debt of gratitude to its administrators of the pre-war period.** In every way the conditions under which they worked were infinitely more difficult than is the case to-day. It was through their wise foresight, and their patient and untiring labour, that the revenue of the Gold Coast in 1913 rose to £1,301,566, and Government at last found itself in a position to begin development work on a satisfactory scale.

*Generally there was an Imperial Grant to help out the revenue. This was usually a severe handicap to development owing to the financial control thereby wielded by the Imperial Treasury, a Department then apparently devoid of any great sympathy with Colonial needs. Our last grant was in 1907.

†We had to have an Imperial Grant of £252,300 in addition.

68. Then came the war. Staffs were depleted, and although much useful and valuable work* in extending our communications was done, uncertainty as to the future naturally led to the drastic reduction of expenditure on development in the five years 1914-1918. But during this period the establishment of our cocoa-industry during the first years of the century began to take effect; cocoa exports steadily rose from 52,000 tons in 1913 to 92,000 in 1917. But for a shortage of shipping in 1918 they would in that year have reached 120,000 tons; actually in 1919, when shipping was released from war work, the exports reached 176,000 tons, the combined production of 1918 and 1919 reaching 243,000 tons. That this figure was reached is evidence of the good work done on communications during the war.

69. But valuable as was the work that had been done, the situation in 1919 was that our trade, owing to the amazing development of cocoa and manganese during the war, had far outstripped our transport facilities. The situation was accentuated by a trade boom of unprecedented magnitude. Prices of both exports and imports soared to such a height that the total value of our trade in 1919 and 1920 rose to £42,000,000, as against the 12½ millions of the two preceding years, the tonnage for the same two periods rising from 547,000 to 853,000. At the end of 1919, farmers and merchants alike were clamouring for more communications.

But not only had the war caused trade to outstrip communications, it also caused the curtailment of development work in every other direction. There were urgent demands throughout the country for more hospitals, dispensaries, sanitation of towns, water supplies, schools, post offices, telegraphs and telephones, and, probably most pressing requirement of all, quarters for Government officers.

That was the situation which faced Government when in October, 1919, we began to prepare the Budget for 1920. So much development work was required that obviously the first thing to do was to draw up a systematic programme and then to find the money for its execution. Honourable Members will notice that I put development first; for development is the horse that pulls the cart of revenue. Our horse at the moment

*See paragraph 78.

was weak but the cart was heavily loaded, for not only was it carrying the record revenue of the Colony, but also the biggest cash reserve that had ever accumulated up to that date.* It was obvious that the load required lightening by the removal of the spare cash, and that the horse required strengthening to pull the greatly increased revenue of future years that was foreshadowed by our prosperity.

70. On the 17th November, 1919, I presided for the first time over a Budget Session of this Council, and laid before the members Government's proposed "Ten-Year Development Programme."

Item No.	Construction.	Anticipated.	EXPENDITURE BASED ON A LOAN OF £4,000,000.		
			From loan funds first four years.	From Revenue first four years.	Required Expenditure for second six years. Approximate only.
		£	£	£	£
I.	HARBOUR ..	2,000,000	1,000,000	—	1,000,000
II.	RAILWAYS ..	14,581,000	3,000,000	—	11,581,000
III.	ROADS.. ..	1,000,000	—	500,000	500,000
IV.	WATER SUPPLY	1,790,000	—	200,000	1,590,000
V.	DRAINAGE ..	1,350,000	—	200,000	1,150,000
VI.	HYDRO- ELEC- TRIC WORKS..	2,000,000	—	170,000	1,830,000
VII.	PUBLIC BUILDINGS ..	1,100,000	—	1,000,000	100,000
VIII.	TOWN IMPROVE- MENTS ..	500,000	—	250,000	250,000
IX.	TELEGRAPHS AND TELEPHONES	90,000	—	80,000	10,000
X.	MAPS, POLITICAL AND INDUSTRIAL	200,000	—	100,000	100,000
	Total ..	24,611,000	4,000,000 2,500,000		18,111,000
			6,500,000		
	GRAND TOTAL	£24,611,000			24,611,000

Referring to the above programme, and to our financial situation, I said :—†

*The revenue for 1919 was by far the highest on record, viz : £2,601,360 ; and the aggregate surplus of assets over liabilities by the end of the year had risen from its January figure of £792,000 to £1,612,000.

†Extract from Hansard, Session 1919-1920, page 5, 6 and 8.

“ Much as I dislike the principle of accumulating balances
 “ to this extent I consider that the country is to be heartily con-
 “ gratulated for many reasons on having such a good start for
 “ the year 1920. It is a tribute to the firm policy of retrenchment
 “ in which you so ably supported your late Governor.

“ The reasons why we should congratulate ourselves on the
 “ possession of this balance are many. I suggest that the two
 “ most important are as follows :—

THE NEEDS OF
 THE COUNTRY
 IN 1919.

“ (i.) *In this balance we have a safeguard against a slump in*
 “ *cocoa.* In this country we have nearly all our eggs
 “ in one basket. The cocoa-baskets are full—what
 “ about the other baskets? Where are the other
 “ products to fill those baskets if anything goes
 “ wrong with the cocoa-crop or the cocoa-market?
 “ We have many products, both actual and potential,
 “ but insufficiently developed. This country will grow
 “ practically everything in richly paying amounts. But
 “ the necessary experiments and developments have
 “ been so seriously retarded by the war that the bulk
 “ of the work still requires doing. Our balance will
 “ help us through this time of preparation.

“ (ii.) We want this balance as a ‘ capital ’ on which to start
 “ our great and extensive scheme for the provision of
 “ those things which are directly essential to the progress
 “ of the people; our system of colleges, technical
 “ schools, secondary education, water-supplies, electric
 “ lighting, drainage, re-lay-out of congested areas.

“ Now, both the original cost and future maintenance of
 “ these systems is going to be very great. They are, with few
 “ exceptions, non-productive as regards revenue. And it is out of
 “ revenue that they must be paid for.

“ How are we going to produce this revenue ?

“ The answer is :—

“ (a) By increasing our trade.

“ (b) By lessening the cost of production of our exports.

“ (c) By lessening the price of imports.

PLANS TO
 INCREASE TRADE
 IN 1919.

“ The solution of these three problems lies; as far as we are
 “ concerned, in the word TRANSPORTATION. Shipping
 “ certainly enters largely into the first and third, but
 “ this is a matter which for the moment is out of our
 “ control. We cannot, however, solve any of the
 “ three problems without a deep-sea harbour and
 “ a great extension of our railways and roads.

“ The harbour will earn a direct revenue of no inconsiderable
 “ value. Its indirect value will be enormous in saving time,
 “ labour, freights, and cost of shipping and landing; *without it we*
 “ *shall never appreciably increase our trade.*

" The extension of our railways will cheapen transportation
 " and will open up country rich in produce but at present too
 " distant to permit of paying trade. The principle of low charges
 " for long-distance freights will be adopted, but even with this
 " concession the railway will, *and must*, be the chief revenue-
 " earning Department of the country.* *Without extension of our*
 " *railway system we cannot appreciably increase our trade.*

" Finally come the roads. From every point of view, except
 " one, roads are the most difficult item of transportation in a
 " country where weather conditions render upkeep ruinously
 " expensive. But the one point above referred to outweighs all
 " others—they must be kept up to feed the railways.

" Of the three items of transportation we can build our roads
 " out of revenue, but the cost of the harbour and railway
 " extension will be too expensive to meet out of revenue unless
 " we spread their construction over at least twenty years—
 " twenty precious years during which trade will be retarded—
 " years moreover during which all the revenue would have to be
 " devoted to engineering construction instead of to our water
 " supplies and education.

" It is therefore essential that we should have at the earliest
 " possible date a good loan for the rapid construction of our
 " harbour and railways. Negotiations for this loan are under the
 " consideration of the Secretary of State.† In view of the state
 " of our trade and financial position I see no reason to anticipate
 " anything but success.

" In the meantime we have, in our accumulated balance,
 " money to work with, so that we need not add a month to the
 " five valuable years lost in the development of this country.
 " That is one of the reasons why we should congratulate ourselves,
 " as I said just now, on having in our accumulated balance a
 " capital on which to start work which in the future will give us
 " the wherewithal to maintain those great institutions which
 " we have planned for the benefit of the Gold Coast race."

71. With regard to the Programme, I said :—

" In drawing up a programme extending over such a long
 " period it is not advisable to go too much into detail. We have
 " therefore divided it into two periods of four and six years
 " respectively.

" In the first period we have included those items which we
 " can carry out with a loan of four million pounds and a con-
 " tribution from general revenue of about £600,000 a year. In
 " other words, we propose spending 6½ millions on capital works

*Badly worded. I meant the Department, the extension of which would most benefit the General Revenue.

†It was raised in 1920.

“ in the years 1920 to 1923.* The expenditure out of revenue
 “ will leave us a comfortable amount in hand for ordinary
 “ Recurrent Expenditure.

“ In the second period we have adopted a programme which
 “ in its entirety will largely depend on the results achieved in the
 “ first period.

“ Should we find during the first period that either revenue
 “ or progress of work exceeds our anticipations we shall bring
 “ forward items from the second period. Should, however,
 “ circumstances compel us to curtail expenditure, we shall be in a
 “ position to modify the programme of both periods.”*

72. It is interesting to compare the original programme with that of to-day.† Much revision eventually proved necessary. The proposed expenditure of over £24,000,000 had to be decreased by one-third: our roads and railways were so backward in 1919 that they could not be extended sufficiently rapidly to bring in the revenue required to undertake some of the more ambitious items in the programme on the scale originally intended, e.g., railways, hydro-electric works, water supplies. Also there was the trade slump, foreseen by none, which overwhelmed the country at the end of 1920. Indeed so great was the slump that in the Budget Sessions in 1921, 1922, and 1923 Government received the severest criticism and the united opposition of practically all the Unofficial Members to most of its proposed expenditure on development, as reference to *Hansard* of those years will show. We declined to withdraw any part of the programme that affected communications, as we felt strongly that, whatever other economies we practised, a trade slump was the best time for making communications catch up with trade requirements. We did, however, reduce our expenditure on certain other items. Our confidence was eventually justified, for, instead of decreasing, our revenue rose and our aggregate balance steadily mounted from £1,612,000 in 1919 to well over £3,000,000 in 1924, and in spite of reductions in taxation.

*We actually spent nearly ten millions.

†*Vide* paragraph 73

Certain items of the original Development Programme have had to be amended from time to time to meet varying conditions. The design of our deep-water harbour of Takoradi has grown, and, with other causes, has cost us more than was originally estimated. On the other hand the proposed expenditure on railways has been reduced from 14½ millions to less than six millions. It was, at best, tentatively estimated and included lines to the far north and west which had to give place to the consolidation of our cocoa industry in the central areas before going further afield, the cause also of the increased expenditure on roads. Owing to the urgent necessity for work on communications, hospitals and schools, other proposed expenditure had to be reduced, e.g. : Water Supplies by 75 per cent. and Town Improvements by about 40 per cent. The ambitious programme on Hydro-Electric Works was drastically curtailed owing to lack of funds. On the other hand, more than double the amount originally estimated has been spent on such public buildings as hospitals, schools, workshops, and quarters. Trade requirements have trebled the proposed expenditure on Posts and Telegraphs, and shortly after the original programme was drawn up it became evident that we should have to spend a large sum on agricultural and forestry development.

73. Our Development Programme as it stands to-day is shown opposite ; details are to be found in the appendices.

The sources from which we are drawing our funds for the Development Programme are as follows :—

FINANCIAL DIVISION OF DEVELOPMENT PROGRAMME.

	Total proposed expenditure 1-1-20 to 31.3.30	Total estimated expenditure to 31-3-27.	Proposed expenditure 1927-28.	Estimated balance for expenditure between 31.3.28 and 1. 3. 30.
PART I. Loan Works	8,828,361	7,456,387	926,489	445,485
PART II. Extraordinary Works	3,655,589	2,518,483	434,706	702,400
PART III. Special Works	4,161,898	2,455,651	1,017,442	688,805
Total ..	16,645,848	12,430,521	2,378,637	1,836,690

TEN-YEAR DEVELOPMENT PROGRAMME—1920 TO 1930.

(Revised to 15th February, 1927.)

Head.	Nature of Work.	III. Total Proposed Expenditure 1-1-20 to 31-3-30	IV. Total Estimated Expenditure to 31-3-27.	V. Proposed Expenditure 1927-1928.	VI. Estimated balance for expenditure between 31. 3. 28. and 31-3-30.
		£	£	£	£
I.	Harbours	3,550,714	2,263,825	855,300	431,589
II.	Railways	5,948,002	5,620,900	167,099	160,003
III.	Motor Roads	1,619,449	1,223,147	195,966	200,336
IV.	Water Supply	634,181	204,135	136,632	293,414
V.	Town Improvements	740,170	465,182	113,960	161,028
VI.	Hydraulic and Electric Work..	198,784	187,482	5,850	5,452
VII.	Public Buildings	2,272,978	1,511,770	496,254	264,954
VIII.	Posts and Telegraphs	335,616	276,156	44,860	14,600
IX.	Maps and Special Surveys	200,068	178,247	20,235	1,586
X.	Agricultural and Forestry Development	251,645	150,538	45,366	55,741
XI.	Miscellaneous	225,538	159,991	24,985	40,562
XII.	Takoradi Town	668,703	189,148	272,130	207,425
	Total Development Programme	16,645,848	12,430,521	2,378,637	1,836,690

With regard to Loan Works, we shall have exhausted the amounts realised by our 1920 and 1925 loans early in 1928. It is estimated that these loans will be over-spent by some £27,000 at the end of the coming financial year ; when we shall require a supplementary loan of about £435,000 to complete the work in hand. The date when this loan will become necessary will depend on :—

- (i.) The progress made in the Special Works which are being constructed out of the liquid portion of our surplus balances. Until this liquid balance is exhausted we can finance our Loan Works from it, as we did so successfully in 1923 and 1924. As far as can be seen we can continue to do this until about the beginning of 1929.
- (ii.) The swelling of our liquid balance by any future annual surplus of Revenue over Recurrent and Extraordinary Expenditure.

With regard to Extraordinary Works, the amount which we propose to expend in the last two years of the Programme should be well within the capacity of the annual Revenue to provide. The Extraordinary Works programme always includes, *inter alia*, a number of new works, and, although none but the most urgent are put in the programme, they can always be omitted if funds are not available.

With regard to Special Works, it is estimated our liquid balance on the 31st March, 1927, will be £1,617,000.

On the same date there will remain for completion works to the value of about £1,706,000. This deficit of £89,000 need cause no anxiety, for the latest figures of monthly revenue show that our revised estimate of revenue for the current year is likely to be exceeded by some £100,000. Should this be the case our estimated revenue for the coming financial year will also prove to be seriously under-estimated. Should neither of these anticipated events occur, Government has the option either of drawing on its Supplementary Reserve Fund, or reducing one or more of the proposed works, a necessity which is not likely to arise.

It was in 1923 that the principle was adopted of earmarking the liquid portion of our surplus balances for a definite programme of "Special Works." Hence Part III. of the Ten-Year Programme and Head XLI. of the Annual Estimates.

74. Has the Ten-Year Development Programme justified its existence ?

When introduced in 1919 two objections were urged against its publication. The first was that the total proposed expenditure was so large that it would create alarm in this Council, even though examination would show that

THE 10-YEAR PROGRAMME JUSTIFIED. the actual annual expenditure was not excessive in view of the requirements of the country. The objection was disregarded, owing to the belief that revenue and expenditure were growing at such a rate as to show that the members of this Council would be obliged to accustom themselves to deal with far larger figures than they had in the past. After-events justified both the objection and the belief.

The second objection was one that is commonly heard even to-day about the futility of making plans in this country. One often hears that in West Africa "there is no use making plans far ahead, they always go wrong." It is true that conditions of service in West Africa do make the carrying out of plans more difficult than in many other countries. But these difficulties merely mean amendments in the original plan, not its entire destruction. The successful execution of any plan, however small, depends on the existence of a definite programme ; **much more does the efficient completion of a series of great and important works of development, especially where those works cover a long period of years, depend on a settled programme.** Foresight must be exercised, and the programme divided into definite heads to enable the sums voted in the annual Estimates being allotted in accordance with the urgency of each requirement of the country, and also with due regard to the expenditure proposed in future years. The turn of the tide in 1919 made financially possible the introduction for the first time of a definite and practical plan of development covering a period of ten years.

The experience of the past seven years proves that, although amendments and alterations have from time to time been necessary, the Ten-Year Development Programme has shown the requisite elasticity and has justified its existence. That

is the opinion of my financial and engineering advisers. But the period which it covers comes to an end on the 31st March, 1930. At present therefore we are looking only three years ahead. It will be for the next head of this Government to decide when and how it shall be recast to envisage the more distant future.

75. I propose to deal later with what has been done and what remains to be done under each head of the Development Programme. Here I should like to say a few words about the departmental officers whose advice and loyal and hard work have chiefly enabled it to be so successfully carried out. There is no one who recognises more than I do the great strain that has been imposed on them by the intensive development of the post-war period, and not least by the extra labour involved when circumstances caused the amendment of our original plans. Perhaps the best that I can say is that had I ever the fortune again to be concerned with execution of development on the scale that has obtained in this country during the post-war period, I would ask nothing better than to have under me the officers who have carried it out in the Gold Coast. I wish to express my personal gratitude, and Government's high appreciation, at the work done in the post-war period by all departmental officers, and especially the following :—

THE OFFICERS
WHO ARE
RESPONSIBLE
FOR SUCCESS OF
DEVELOPMENT.

HARBOURS: Mr. W. Miller, for his keen and consistent application to, and valuable advice in, the construction of Takoradi Harbour.

RAILWAYS: Mr. E. W. Cozens-Hardy, C.M.G., for the lead he gave his department, and for his valuable work and advice on the construction of railways. Major L. E. Silcox, for the highly skilful work he has done in the survey and location of new railway lines.

PUBLIC WORKS: Mr. E. H. D. Nicolls, O.B.E., Director of Public Works, for the soundness of his advice in all questions of engineering, and for his direction and leadership of a department on which has fallen the brunt of development work. Mr. Nicolls' support has been loyally given throughout, and he would be the first to ask me to give credit to Mr. J. D. Sharman, Deputy Director of Public Works; Mr. E. P. Brown, Assistant Director; Major S. Banks-Keast, M.C., Senior Public

Health Engineer (now Assistant Director) ; and Major E. Hall, Mr. P. Hall, and H. Gayton, Provincial Engineers. Another officer of the Public Works Department, Mr. J. T. E. Kramer, Chief Storekeeper, on whose work the light of publicity seldom shines, has had his task greatly increased by the Development Programme and has dealt with it with great credit. The way in which Mr. W. F. Hedges, Chief Architect; Mr. G. A. Pickles, Chief Mechanical Engineer ; and Major J. S. Thain, Chief Electrical Engineer, have dealt with their respective works, has been worthy of all praise.

POSTS AND TELEGRAPHS : Major S. B. Gosling, for the thoroughly efficient direction of his Department and his sound advice on all matters connected therewith. Mr. J. J. F. O'Shaughnessy, and Mr. D. B. Evans, Engineers-in-Chief, for the energetic development of the telegraph and telephone systems of the country.

MAPS AND SURVEYS : Lieut.-Colonel R. H. Rowe, D.S.O., M.C., late Surveyor-General, for his invaluable work in providing the Gold Coast with modern maps and in creating a thoroughly efficient Department.

PUBLIC HEALTH : Dr. David Alexander, C.M.G., and Dr. M. E. O'Dea, in turn Directors of Medical and Sanitary Services, for their sound advice on all questions of development concerning the public health. Dr. A. J. R. O'Brien, M.C., M.B., and Dr. C. V. Le Fanu, M.B., for their valuable work in designing our great hospital. Dr. G. J. Pirie, Deputy Director of Sanitary Services, and Dr. P. S. Selwyn-Clarke, M.C., M.D., for their valuable services in development works connected with sanitation.

TRANSPORT : Mr. R. Nichols, Chief Transport Officer, for the efficient execution of the very heavy work which fell on his department owing to the Development Programme.

ROADS : Apart from the work done thereon by the Public Works Department—the Political Officers, Chiefs, and people of the Gold Coast, to whose road-work the great extension of our communications in the past seven years has been mainly due.

**A REVIEW OF THE DEVELOPMENT OF
COMMUNICATIONS IN THE GOLD COAST
IN THE 20TH CENTURY.**

76. The development of transport communications in the Gold Coast is practically confined to the present century. In 1900 there was no harbour. The construction of the railway from Sekondi to Kumasi, begun in 1898, had only proceeded a few miles,

TRANSPORT
IN 1900.

and there were no motor roads because there were no motor vehicles. The only method of transport was by head portage along narrow tracks winding through the forests. In the palm-bearing areas these tracks were often widened sufficiently to permit of large casks of palm oil or palm kernels being rolled along them. On steep hills

CASK-ROLLING.

it was no uncommon sight to see one of these casks—which held about 84 gallons and was rolled by three or four men—get out of control and come bounding down the track, threatening unwary travellers with extinction and seriously damaging the wooden bridges and culverts.* The presence of tsetse prohibited the use of animal transport, except by pack donkey in the Northern Territories and mule cart in Accra. The method of locomotion in Accra was the go-cart, and it was an interesting if strange sight to see Honourable Members of the Legislative Council assembling for a

GO-CARTS
AND
HAND-CARTS.

session at Government House in these curious unwieldy vehicles, some of which, I notice, have survived to the present day. Hand-carts were also used in Accra and Cape Coast, but the efforts of Sir Matthew Nathan and the late Sir John Rodger to extend their use to the country met with very little success. The nature of the bush tracks made pushing heavier work than carrying, and a little over twenty years ago I myself saw one of these carts dismembered into wheels and body, being carried along in three parts by carriers. In 1900 there were no motor vehicles in the country.

*These casks were used for the conveyance of cocoa in Ashanti as late as 1921.

From the above description it will be realised that at the beginning of the present century trade was seriously handicapped by the slow and laborious methods of transport. The next twenty years saw a steady development of communications. In 1911 the construction of the breakwater and piers at Sekondi was begun and resulted in 1914 in the present lighter harbour, which greatly benefitted trade until the increasing volume of the latter began to overwhelm the capacity of the port in about the year 1919. A similar breakwater was begun at Accra in 1906 and completed in 1916, and although silting prevented its object being achieved—the formation of a boat-harbour—it is no exaggeration to say that without it the trade of the port could not possibly have been increased from 111,000 tons in 1913 to 224,000 in 1926.

Work on the Sekondi-Kumasi Railway was actively carried on, reaching Tarkwa on the 17th April, 1901, Obuasi at the end of 1902, and Kumasi in 1903, being handed over to "Open Lines" on the 1st April, 1904. In the following year a survey was commenced for a railway from Accra to Akwapem, and the first sod was cut by Sir John Rodger in January, 1909. The line reached Nsawam in August, 1910, Mangoase in March, 1913, Koforidua in February, 1915, and Tafo in June, 1917.

77. In due course the first motor vehicle in the Gold Coast arrived—a Gardner-Serpollet paraffin-fired, steam-driven car, obtained in 1902 for the use of the Governor, Sir Matthew Nathan. It was ordered apparently on the suggestion of the Secretary of State, Mr. Joseph Chamberlain, who wrote in his confidential despatch of 3rd November, 1900, that "it might be advisable to employ a motor car as an experiment on the roads near Accra or Cape Coast." This car remained in use until about 1908, when it was sold to Monsieur A. Dumas, a local French trader, for £5. M. Dumas was, however, unable to get it to move and eventually the Sani ary Department, during a clean-up of the Secretariat compound, in which the car was standing, carried it off and threw it into the sea. It is interesting to note that it was at first desired to purchase a petrol-driven car, but that Messrs. Elder Dempster and Company "declined to carry the necessary

petrol, stating that their analyst reported that petrol is of an exceptionally dangerous nature and that it would be impossible for them to provide in their steamers the conditions necessary for safe carriage." However, the Woermann Line at once offered to do so "provided it be packed in strong iron drums and placed on deck."

The second motor vehicle—the first petrol-driven one—was a car of French make imported by M. Dumas in 1903, and the third was a German lorry imported by Messrs. Schenck and Barker, a local German firm of merchants, also in or about 1903.

The first mechanically operated vehicle seen in the Gold Coast was the steam traction engine brought out during the Ashanti War of 1874; and somewhere about 1900 the Akim Gold Mining Company imported a similar engine which can now be seen alongside the main road at Nsawam. It is probable that Dumas' car was the first petrol-driven car.

In 1909, an "Ashanti and Northern Territories Roads Department," composed of personnel of the Royal Engineers

ROAD
CONSTRUCTION
1900-1919.

under Major (now Major-General) G. A. Leslie, began work on a trunk road from Kumasi to Tamale. The work was stopped by the outbreak of war in 1914 when roadhead, after traversing the difficult country of the Mampong Scarp, had reached Ejura, 61 miles from Kumasi. From 1908 also dates the determined efforts of the people in the cocoa-belt to avail themselves of motor transport, especially in the Eastern Province of the Colony and in Ashanti. In the absence generally of anything but the roughest methods of survey their vigorous efforts in a country peculiarly difficult for road-location owing to heavy forests were very often misguided, especially during the war when the Engineering Staff was very much below strength. 1908 also saw the beginning of the systematic reconstruction in concrete and steel of old timber bridges and culverts on the main motor roads. A Roads Branch of the Public Works Department was formed in 1910 to do this work and to construct new roads, but was disbanded in 1914. Good progress was made. A few lorries had been imported in 1907, but it was not until six years later that motor transport on any considerable scale was possible.

In 1914 skilled road construction was abruptly terminated by the outbreak of the war. For the next five years expenditure on new roads was cut down to

FINE WORK vanishing point, but the efforts of the
BY THE CHIEFS. Chiefs and the people continued unabated.

In spite of great natural difficulties, poorly equipped with tools, and naturally with complete ignorance of the requirements of motor vehicles, they constructed many miles of new motor roads and opened up districts which had hitherto been closed to motor traffic. It is mainly to the Chiefs and the people, and the over-worked Political Officers, that the credit is due for the increase in our exports of cocoa from 52,000 tons to 92,000 tons in the war period. Bad as were many of the roads owing to lack of technical knowledge and the scarcity of supervision, they were an all-important factor in the development of trade. However much it may have cost to reconstruct these roads in the post-war period, they fully justify their existence. These unaided efforts of the Chiefs and the people showed a belief in the future of their country and a determination to take advantage of new systems of transport that should prove a stimulating example to future generations.

Summarising the work of the first twenty years of this century, two boat harbours, 269 miles of railway, and about 1,300 miles of motorable

SUMMARY OF roads were constructed, thus enabling
DEVELOPMENT OF the infant cocoa industry of 1900 to
COMMUNICATIONS, develop into an export of 243,000 tons
1900-1919. (the combined production of 1918 and

1919) and materially assisting the revenue of the country to rise from £333,000 in 1900 to £2,601,000 in 1919. Better figures for purposes of comparison would be the average revenue of 1918-1919, £1,950,000, as about half the cocoa of 1918 could not be shipped.

78. The story of the development of communications in the Gold Coast in the twentieth century has now to be extended to cover the last seven years.

THE SITUATION The situation with which Government was
IN 1919. faced at the end of 1919 has already been described.* Briefly our trade had hope-

lessly outstripped our transport facilities.

We began by adopting a definite **Transportation Policy—the improvement and extension of our railways, roads, and port facilities in order to cheapen transport, increase trade, and safeguard our agricultural products against world competition—and set vigorously to work on it.** The general result is that, in the seven years ending on the 31st December, 1926, we have :—

PROGRESS ON
COMMUNICATIONS
1920-1926.

- (i.) Started and nearly completed the first deep-water harbour in the Gold Coast, and materially improved beach facilities at Accra.
- (ii.) Constructed 206 miles of new railway line, partly completed a further 17½ miles of new line, reconstructed 150 miles of old line, and surveyed over 250 miles of the railway to the Northern Territories.
- (iii.) Constructed 3,380 miles of new motor roads; reconstructed, metalled and tarred 260 miles of old country roads and 50 miles of town roads ; and largely reconstructed and provided with concrete bridges and culverts 1,000 miles of old pioneer roads.

79. The completion of the above work has undoubtedly been the chief factor in the material progress of the Gold Coast in the post-war period. By doing away almost entirely with the slow, expensive, and wasteful system of head portorage, our new railways and roads have materially assisted in nearly trebling our revenue and the tonnage and value of our seaborne trade. What has it cost us to do this ?

In the Ten-Year Development Programme £11,118,165 is allotted to Heads I., II., and III., made up as follows :—

		Total proposed expenditure I.I.20 to 3I.3.30.	Total estimated expenditure to 3I.3.27.
I. Harbours	.. ..	3,550,714	2,263,825
II. Railways	.. ..	5,948,002	5,620,900
III. Roads	.. ..	1,619,449	1,223,147
Total Communications		<u>£11,118,165</u>	<u>9,107,872</u>

We have therefore spent £9,107,872 up to date. But of this expenditure, only that on railways and roads has had an effect on trade, for Takoradi is not yet open. Railways and roads have cost us £6,844,047, against which the value of our trade rose from £7,150,000 in 1918 to approximately £20,000,000 in 1926.* Government's revenue naturally profited, rising from an average annual revenue for the period 1914-1918 of approximately £1,500,000 to a revenue in 1926-27 of approximately £4,100,000. Although it is difficult to estimate the exact influence of the results of our expenditure on railways and roads, there can be little doubt but that our outlay of £6,844,047 has taken a very large share in the increase of some £13,000,000 in trade and £2,600,000 in revenue.

Of the above expenditure on railways and roads, approximately £5,090,257 came from Loan Funds. The interest on this (at, say, six per cent.) would be £305,400 per annum; or, if the whole of the capital cost of £6,844,047 is taken, £410,600 per annum, against which Government has increased its annual revenue by £2,600,000. It would therefore appear that our expenditure on railways and roads alone has been a profitable investment: the effect of Takoradi has yet to be seen.

80. But there are other, and very important, aspects of the development of our communications to be considered.

General progress has been greatly assisted by the construction of this network of railways and roads. Easy communication between different parts of the country has brought the various chiefdoms, practically isolated in the past, into closer touch with each other. The suspicious and often hostile attitude which they displayed towards each other is rapidly developing into mutual forbearance and co-operation, thus immensely encouraging the development of that national

*See table in paragraph 18. It is not easy to make an exact comparison between the figures of 1926 and those of 1918. The value of trade in the former year was seriously interfered with by lack of shipping. The highest pre-war value of trade was £6,008,000 in 1913. Perhaps the figure with which our 1926 trade can be most fairly compared would be the average annual value in the period 1913-1918, namely, £7,150,000.

pride and unity without which—whatever may be said about “the whole world becoming one country”—no race can make real progress. A good example of this is the success of the **Provincial Councils of Paramount Chiefs.** From time immemorial Chiefs have gathered together in conference for mutual support in times of war. **Who would have said, twenty years ago, that in a few years’ time they would have voluntarily adopted the conference system for consultation on subjects affecting their mutual welfare, and that this system would have become a recognised part of the Constitution of the Colony?**

Increasing communications have greatly facilitated the work of the Political Officers and have brought them into more frequent touch with the people in the outlying parts of their districts; and have enabled Medical Officers, Public Health Officers, hospitals and dispensaries to reach all parts of the country.

Finally, the work which has been done in developing vehicular transport **has freed thousands of carriers for work on agriculture.** One of the worst features of the old system of head transport was the **employment of female carriers,** it being no uncommon sight to see long lines of women and young girls carrying heavy loads over long distances. The harmful effect of this on the mothers of the race cannot be under-stated. Head-carriage still exists away from the motor roads, but female carriers are seldom seen except in transporting foodstuffs from farms to the various markets. **The gradual extinction of such an injurious form of occupation must ultimately have a beneficial effect on the race.**

Motor transport—made possible by good roads—has increased rapidly. **In 1910 there were possibly 12 motor vehicles in the country.** On the **30th September, 1926, there were 5,797.***

81. The Railway and Public Works Departments can both be congratulated on the great work they have done in building communications. So can the **NO FORCED LABOUR.** Political Officers and the Chiefs and their people, to whose hard and willing work so much of the credit belongs. Both Government and the people of this country can also congratulate themselves on a very

*For analysis, see paragraph 29.

noteworthy achievement, *viz.*: that in no single instance has there been anything approaching forced labour in the work of development of the past seven years. Indeed, I can find no record of forced labour in the Gold Coast in the present century.

82. But although much has been done, although we have practically consolidated our position in the world's markets as far as communications are concerned, **much more remains to be done.** I will deal with details later. Speaking generally, the deep-water harbour at Takoradi has to be completed and a railway built to the Northern Territories. Several outlying towns in the cocoa areas on the Western Frontier have to be oined up to the main road system, and a net-work of railway feeder-roads will in due course be required in the Northern Territories. And, finally, the chief traffic routes throughout the Colony and Ashanti will have to be improved to take heavier axle loads.

When Takoradi Harbour opens the whole financial aspect of our communications will require careful consideration. The cost of road maintenance is increasing annually owing to greater road mileage and increased usage. As much traffic as possible must be concentrated on the railways, and these again must be concentrated to the greatest practical extent on Takoradi Harbour. With these objects in view the whole of the railway rates, motor licences, and Customs duties on oil and petrol will require wholesale revision.

PROGRESS OF THE DEVELOPMENT PROGRAMME: WORK ON HARBOURS.

83. I will now deal in turn with the three chief items in the development of communications—Harbours, Railways and Roads.

With regard to Harbours, we shall have spent on the 31st March this year £2,263,825 out of the proposed expenditure of £3,550,441 shown in the Development Programme. Apart from about £119,000 spent on improving the accommodation at Accra and Winneba and the construction of Cape Three Points Lighthouse, the whole of our harbour development has been concentrated on Takoradi.

84. As the first ship to anchor in sheltered water in the Gold Coast did so at Takoradi during the year 1926, the present seems a suitable moment for reviewing the construction of our deep-sea harbour.

THE STORY OF TAKORADI. In June, 1895, the Consulting Engineers, Messrs. Coode, Son, and Matthews reported that Takoradi Bay was one of the most suitable places for a harbour and the terminus of the proposed railway to Tarkwa. In 1898, Amanful—the village at the shore-end of the present main breakwater—was described as the best position but in that year the railway was started from Sekondi; and eventually led to the boat-harbour being built there at a cost of £226,000.

It is now realised that this was a mistake; but no doubt the fact that the terminus of the railway was at Sekondi committed the Government of the day. All really expert opinion favoured Takoradi. When I first came out here as Assistant Director of Surveys in 1902 the construction of the harbour at Sekondi was under consideration. My chief, Lieutenant-Colonel A. E. G. Watherston, C.M.G., R.E., whose death when Chief Commissioner of the Northern Territories at Tamale in 1909 deprived this country of the services of an exceptionally capable and brilliant officer, was emphatic in his opinion that Takoradi was the only place in the Gold Coast where a harbour should be built. I remember toiling out with him one day along the sandy beach to Amanful, sitting on the rocks at the shore end of the reef, and discussing its suitability for a breakwater. However, neither of us was concerned with anything except the survey of the mining concessions: the harbour was built at Sekondi. In August, 1919, before leaving England to take over the administration of this country, the late Lord Milner, who was then Secretary of State for the Colonies, asked me what my plans were with regard to development. My discussion with Lieutenant-Colonel Watherston seventeen years earlier came back to my memory, and I answered, "Build a deep-water harbour at Takoradi."

It was naturally decided that, before committing ourselves to the large expenditure that would be involved by the construction of a deep-water harbour, we should ascertain beyond doubt whether or not Takoradi was the most suitable place for it

85. No time was lost. Before I embarked in September, Messrs. Stewart & McDonnell were engaged to make the survey of the coastline, and at the end of the year the late Admiral Sir John Parry, an officer with a European reputation as a Hydrographer, arrived in the Gold Coast. In 1920 he completed his investigations

and reported that Takoradi was the only place, Messrs. Stewart & McDonnell at the same time submitting the design of a harbour suited to the locality and estimated to cost £3,500,000. This was more than we could afford, so we decided to omit the deep-water wharves, and to limit ourselves to a sheltered anchorage for sea-going vessels, with wharves for lighters, the cost of this first instalment being £1,600,000. As Messrs. Stewart & McDonnell's design was generally approved, I recommended that the firm should be engaged to construct the harbour, leaving us free to call in a consulting engineer if and when necessary. Eventually they were appointed by the Secretary of State and the Crown Agents for the Colonies as *both constructional and consulting engineers*. Early in 1921 their advanced parties arrived and the work of preparation was begun.

86. In the meantime the world's trade slump had engulfed the Gold Coast and Takoradi soon became the storm-centre of our finance. At first there was no opposition to the scheme. Mr. (now Sir) A. R. Slater's motion on the 13th May, 1921, that the expenditure of £1,600,000 should be incurred, met with no opposition, although later in the debate there was some spirited opposition to the method on which Government proposed to acquire land.

But the trade slump went on causing more and more pessimism, and on the 27th February, 1922, during the Budget Session, the continued construction of Takoradi met with the bitterest opposition. Government, however, maintained its position. We felt that if there was an urgent necessity for a deep-water harbour—and this no one denied—and if we had the funds—which was conclusively shown to be the case—there could be no possible justification in stopping the work

THE SELECTION
OF TAKORADI
1920.

EXPENDITURE
ON TAKORADI
APPROVED BY
LEGISLATIVE
COUNCIL, MAY,
1921.

OPPOSITION
IN LEGISLATIVE
COUNCIL, 1922.

because there was a trade slump. We held that we should want Takoradi more than ever when times again became normal and our trade increased, as it was evident it would owing to the growth of the cocoa industry and the extension of communications.*

87. In 1923 the non-delivery of materials owing to the strikes in England led to the Consulting Engineers stating that the original date for the completion of the Harbour (31st December, 1924) would have to be deferred until the 6th of March 1925. As considerable anxiety prevailed on the possibility of still further extensions becoming necessary, the Duke of Devonshire presided at a fully attended conference at the Colonial Office in May, 1923, and, after full consideration of all the circumstances, decided that the question should wait until the next inspection made by the Consulting Engineers towards the end of the year.

In the meantime the opposition to Takoradi was replaced by an urgent demand from merchants, shipping agents, and the Customs and Railway Departments for additional accommodation. A representative committee was formed, and in its report unanimously requested deep-water berths and a general extension of accommodation.

88. I had scarcely received this report, and a revised plan from Messrs. Stewart & McDonnell, when the latter reported in December, 1923, that the time for the completion of the original scheme would have to be extended until the 30th of June, 1926, or, if the revised scheme was approved, until the 31st of December, 1926.

*On a division six of the ten Unofficial Members supported Government and of the remainder one did not vote.

Government was in a quandary. Messrs. Stewart & McDonnell held the dual position of being both our Consulting and Constructional Engineers. In the latter capacity they were our employees, and, as such, it was Government's duty to give them the full and loyal support which we ourselves expect from our officers. That we never failed to do so, I am convinced. As Consulting as well as Constructional Engineers, however, we were entirely—and legally—in their hands: the construction of a deep-water harbour was too technical a subject for interference, even if such interference could be legally justified. On the other hand, the extension by 15 months of the completion of the original scheme, whatever may have been the reasons, was so serious that I felt justified in making a request to the Secretary of State for the immediate appointment of an experienced Harbour Engineer to report on both the original and the revised schemes, the estimate of cost, and the date of completion.

89. Mr. Frederick Palmer, C.I.E., arrived at Sekondi in April, 1924, and in July furnished his report. He found that the construction of Takoradi was essential to the trade of the country, and that the main work, namely, the siting of the Breakwaters, was on very sound lines, but that the cost would be about £2,500,000 and the work could not be completed in less than 3½ to 4 years, i.e., in the first six months of 1929. He recommended the replacement of the original scheme by one giving three deep-water berths alongside the Lee Breakwater: the cost and date of completion being the same. In July Messrs. Stewart & McDonnell voluntarily retired, owing to their dissatisfaction with certain conditions governing the supply of materials and their fees, and in August the Secretary of State, the Rt. Hon. J. H. Thomas, M.P., authorised the Crown Agents for the Colonies to enter into an agreement on our behalf with Messrs. Sir Robert McAlpine for the completion of Takoradi under the revised scheme, at the same time appointing Mr. Palmer as our Consulting Engineer. The hand-over took place on the 15th of September, 1924, up to which time the construction had

INSPECTION BY
INDEPENDENT
EXPERT
REQUESTED
JANUARY, 1924.

MR. PALMER'S
INSPECTION,
1924.

NEW PLAN
AND NEW SYSTEM
OF CONSTRUCTION,
SEPTEMBER 1924.

cost £1,066,007, and 31,190 cubic yards of rock had been deposited in the breakwaters out of an estimated total of 1,456,723 cubic yards.

I shall not readily forget the attitude of the Unofficial Members of this Council when the events which I have related were the subject of debate in February, 1925. It was an easy opportunity to "be wise after the event"—Takoradi was, as they had predicted in 1922, to cost more and take longer to complete. Whatever they may have thought, to a man they supported Government in the action we had taken.

90. The Contractors, thanks to the able management of Mr. Macdonald, have made excellent progress. They deposited in the two breakwaters in their first 3½ months 34,694 cubic yards of stone; in the following year, 203,826; and in 1926 they trebled this amount by putting in 637,716, a rate of 53,143 cubic yards per month. Up to 31st December, 1926 the record output at the quarry was:—

Best Day ..	..	3,774	cubic yards.
Best Week ..	..	17,423	" "
Best Month ..	..	79,158	" "

Since then the Contractors have beaten their previous weekly record by depositing 18,955 cubic yards in the week ending 13th January, 1927.

On 31st December, 1926, 2,245 lineal yards of the Main Breakwater, or 88 per cent. of its total length and 69 per cent. of its volume, had been constructed; and 1,000 lineal yards of the Lee Breakwater, or 63 per cent. of its length and 42 per cent. of its volume. 289 lineal yards in the Main Breakwater and 583 lineal yards in the Lee Breakwater

remained to be completed. The Contractors have expressed their opinion that the work will be substantially completed about 31st March, 1928, but it is too

SITUATION	ON 31ST	DECEMBER,	1926.
PROBABLE	DATE OF	COMPLETION.	

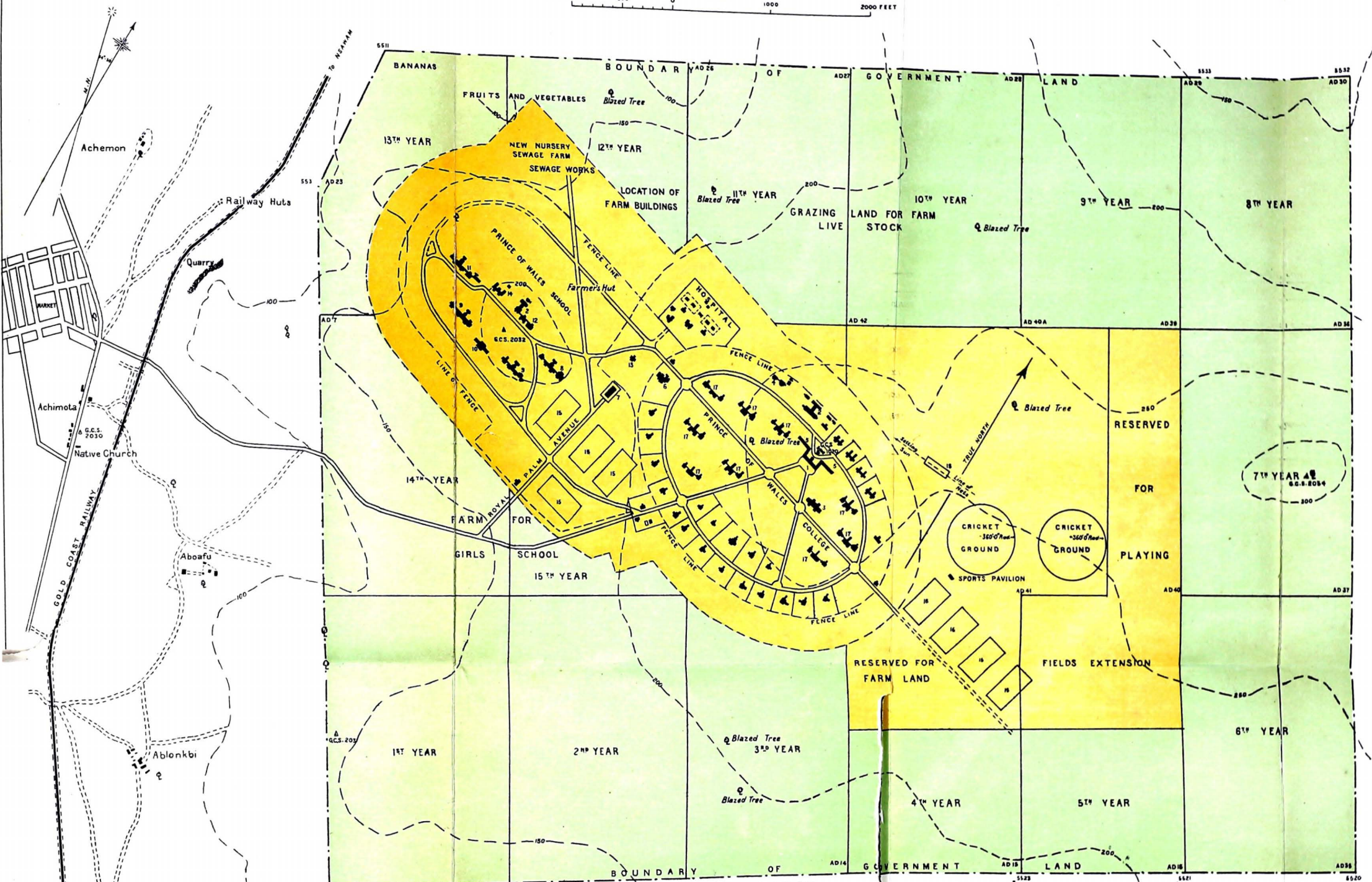
early yet to reckon safely on the fixed contract date of completion, namely, the 31st of December, 1928, being largely departed from. The work may be sufficiently far advanced to permit of the opening of the harbour about August or September, in time for the 1928-1929 cocoa season, and every effort is being made to secure this end.

PRINCE OF WALES' COLLEGE AND SCHOOL ACHIMOTA

CONTOURED SITE PLAN

G.C. No 24989.

FEET 1000 500 0 SCALE 1000 2000 FEET



REFERENCE

- | | | |
|------------------------|-------------------------|-----------------------------|
| 1 Administration Block | 7 Chapel | 13 Head Mistress and Matron |
| 2 Dining Hall | 8 Upper Primary Block | 14 Domestic Science |
| 3 Laboratory | 9 Lower do. do. | 15 Hockey Grounds |
| 4 Workshop | 10 Do. do. Class Rooms | 16 Football do. |
| 5 Class Room | 11 Kindergarten | 17 Dormitories |
| 6 Guest House and Club | 12 Teachers Common Room | 18 Tennis Courts. (6) |

Accra Fuel Reserve available for future extension to College grounds.

College and School Area.

NOTE: Contours shown on this Plan are approximate.

Mr. Palmer's estimate of the time required to complete will therefore be more than justified. For various reasons of which Government has approved, he has been obliged to revise the estimate of cost, which he now gives as **£3,249,237**. In addition to this there will be an expenditure of **£142,300** on Warehouses and other buildings and works in the Harbour Area, making a total of **£3,391,537**.

REVISED COST.

91. Although the "Accra" did not actually enter the harbour, I had the pleasure of landing in it on my return from England on the 28th of September, 1926. The first ship to anchor in Takoradi was the Norwegian s.s. "Agnete Naerst" on the 8th of November, 1926; the second and third were also foreigners; but since then three British ships of Messrs. Elder Dempster & Co.—the "Chama," "Salaga" and "Bompata"—have anchored in the Harbour.

FIRST SHIP
IN TAKORADI
IN 1926.

The progress that has been made in construction, as shown by the figures just given of the amount of stone quarried and deposited in the Breakwaters, prove an organisation of a very high order and also very hard work on the part of the staff. I desire to express to Messrs. Sir Robert McAlpine, Ltd. Government's high appreciation of the work of Mr. Macdonald and his men. I have also great pleasure in bringing to the notice of this Council the excellent work of Mr. William Miller as Chief Resident Engineer, and also that of Mr. W. Hewitt, Assistant Resident Engineer, Mr. D. G. Anderson, Assistant Engineer, and Mr. A. H. Hicks, Office Assistant.

Such is the history of Takoradi up to the end of December 1926.*

92. With regard to the working of Takoradi, a Committee to advise Government on the subject was appointed in October last, consisting of:—

FUTURE
MANAGEMENT
OF TAKORADI.

Mr. R. H. Dawson, General Manager of Railways, (Chairman).
Mr. Richard Sharpe, Comptroller of Customs,
Mr. T. S. Seddon, Traffic Manager.
Commander C. R. Hemans, late R.N., my Private Secretary.

*For the development of the land area of Takoradi Town, see paragraph 121.

I am greatly indebted to the Committee for the excellent report which they furnished on the 7th of February, 1927.

It will be published in due course. The main feature is the recommendation, of which I have approved, that the administration of Takoradi Harbour should be carried out by the Railway Department. **The Harbour Authority will be the General Manager of Railways, assisted by the Heads of Branches of his Department. In due course a Harbour Master and Harbour Engineer, with the necessary staff, will be appointed. The Committee considered very carefully several alternative schemes for the working of the Harbour, and there is no doubt that the one they recommend has outstanding advantages in both economical and efficient working. They recommend that the lighterage and handling of goods should be entrusted, under certain conditions, to private enterprise, moorings being provided by Government at a low rental. Other recommendations will be made public in due course. The Committee estimate that the revenue of the harbour in its**

first year of working will cover the expenditure on staff, working, and maintenance. The proposed charges compare more than favourably with those at Sekondi. Indeed the Committee, in my opinion, have erred on the side of moderation. In order to reduce charges they recommend the transfer to the Railway Department of about £471,000 of the Capital Expenditure on various railway items connected with the harbour.

Although the Harbour Authority will be essentially a department of Government it is essential, in my opinion, that an

Advisory Board should be formed at an early date to advise the Government on questions concerning the working of the harbour and its railway facilities; improvements to or extension of the harbour works; labour questions; alteration in charges, dues, rates, etc; road traffic facilities and other requirements of the mercantile and shipping communities.

Although the exact composition of this Board has not yet been decided on, Government has in view the following members,

and would be glad to receive suggestions on the subject from the Chambers of Commerce of Accra, Kumasi, and Sekondi :—

Government Members :

The Colonial Secretary (Chairman).
 The Secretary for Native Affairs.
 The Comptroller of Customs.
 The Deputy Director of Sanitary Services.
 The Deputy General Manager of Railways.
 The Traffic Manager, Railways.
 The Chief Transport Officer.

Non-Government Members :

The Mining Member of the Legislative Council.
 Four Mercantile members, appointed so as to include the two Mercantile Members of the Legislative Council, and at the same time give the Accra, Kumasi, and Sekondi Chambers of Commerce a representation of one member each.

One African Mercantile member.

Two Shipping members, including the Shipping Member of the Legislative Council.

The Banking Member of the Legislative Council.

The Municipal Member of the Legislative Council for Accra

The Advisory Board will hold meetings annually or twice yearly at Takoradi.

Although Government will always inform the Board, and give it every opportunity of considering, any changes contemplated by the Harbour Authority, it is probable that most of the questions raised will be brought forward by the non-Government members. I have therefore considered it advisable to place on the Board a certain number of Government officials who will be responsible for informing the non-Government members on certain specific subjects, namely :—

The Colonial Secretary Government's trade and communications policies.

The Secretary for Native Affairs Subjects affecting African interests and labour conditions.

The Comptroller of Customs	..	Customs duties and Customs questions generally.
The Deputy Director of Sanitary Services	.. ..	Quarantine, Seamen's Hospitals, harbour sanitation, etc.
Deputy General Manager of Railways	.. ..	Railway and harbour administration.
Traffic Manager, Railways	..	Railway traffic.
Chief Transport Officer	..	Road traffic.

The probable procedure will be that all matters dealt with by the Advisory Board will be forwarded to the Harbour Authority who, after consulting his technical officers as necessary, will forward the Board's recommendations together with his own remarks to Government, which will communicate its decision both to the Board and the Harbour Authority.

93. With regard to the general advantages that will accrue to merchants and others consequent on the opening of Takoradi, it is certain that the additional safety to ships and lighters will lower very considerably, probably by 50 per centum, the cost of insurance, and will greatly speed up loading and dis-

ADVANTAGES
OF TAKORADI
TO TRADE.

charging of goods. The rate at which manganese can be worked will largely depend on the equipment provided on the wharf by the Manganese Co. ; even with ordinary cranes the Company should be able to load from dump to ship at the rate of 2,500 tons in 24 hours. As regards general cargo, the Committee submit an admittedly conservative estimate of 1,000 tons per day, or 2,000 tons of cocoa. A minimum of 3,500 to 4,500 tons will therefore be easily handled at Takoradi in one day. It is interesting to compare this with the average amount handled at Sekondi in 1926. Excluding mail steamers and others which made calls of one day or less, the average time occupied by 325 vessels trading to the port amounted to 2.42 days. The average amount of cargo handled by those vessels which dealt with both imports and exports was only 1,747 tons per vessel, or 317 tons per day. One vessel was detained no less than 30 days, landing 3,005 tons of cargo and loading 8,591 tons of manganese, an average day's handling of 386 tons. Other advantages that can be claimed from Takoradi will be the lessening of breakages, which under present conditions are frequently costly and afford ample opportunities for pilfering ; and an appreciable lowering of expenses connected with packing.

94. But perhaps the best idea that can be given of the advantages to trade that will follow the opening of Takoradi is a brief description of the work at Sekondi in 1926. On the last day of the year the congestion at that port baffled description. During the preceding three months 31,000 tons of cocoa had been shipped, but on the 31st December there were between 8,000 and 10,000 tons stacked on the beach, and between 12,000 and 15,000 tons in sheds in the town. Cocoa was piled in every available space on the beach in stacks 24 bags high, 30 bags wide, and 25 bags deep. When to the cocoa are added the heavy manganese exports and coal and general imports, the difficulties of handling the railway traffic satisfactorily in the limited siding accommodation available can readily be seen. So great became the accumulation that early in January this year further traffic of cocoa from the interior had to be temporarily stopped,* and several vessels carrying stores for the Contractors had to be sent in to Takoradi Harbour to discharge their cargoes.

Some of the feats performed by the lighterage companies were really stupendous in view of the conditions. On the 10th January this year the West African Lighterage and Transport Company handled 784 tons of manganese ore, 500 tons of general cargo, and 310 tons of cocoa; whilst Swanzy's handled 778 tons, 150 tons, and 700 tons respectively—a combined total of 3,222 tons. This was regarded locally as a record, but a record that could not possibly be maintained. While the performance reflected the greatest possible credit on all concerned, there were certain very significant features. There were 10 vessels in the harbour, so that they only handled an average of 322 tons apiece in the day. This is a very low amount in view of the rate at which a ship can work her hatches. Who paid for the demurrage—either directly or indirectly by increased freights?

But the most significant feature was that there were at the time between 20,000 and 25,000 tons of cocoa ready for shipment in Sekondi, and that only 1,010 tons were shipped on the 10th January. It is evident that manganese was successfully handled only at the expense of cocoa and other cargo. This in itself was a serious handicap to trade, quite apart from the delays, loss, and damage in the handling of imports owing to lack of space on the beach.

*A proof that the Railway did all that was required of it: they could have done far more.

During the twelve months ending on the 31st December, 1926, the craft of the two lighterage companies at Sekondi handled between them some 630,000 tons of all classes of cargo. This was a record quantity for the port, and far exceeded its estimated capacity.

CAPACITY OF
SEKONDI.

The figure, indeed, approached the 650,000 tons which Mr. Palmer estimated would be the total trade of Takoradi in 1930, while his estimate of the maximum capacity of Sekondi was some 420,000 tons per annum. Mr. Palmer's figures were based—and rightly—on the rapid handling of goods and their reasonable protection from loss and damage. The great total of 630,000 tons handled in 1926 could only have been at the cost of much demurrage and considerable loss and damage. Incidentally the handling of this amount led to the staffs of the Customs and the Lighterage Companies working 10 to 12 hours a day and practically every day, including Sundays, during 1926—impossible conditions and costly in personnel in a tropical climate. The fact that practically no cocoa came down the Central Province Railway can be looked on as a blessing in disguise as far as Sekondi is concerned. The completion of Takoradi in 1928 will naturally make the situation easy, but if our Sekondi trade continues to increase at the rate it has done in the last four years there must be a serious loss to trade next cocoa season, for it does not seem possible that the lighterage companies can handle more than they did in 1926.

In concluding my remarks on this subject, I desire to convey Government's high appreciation of the work done in Sekondi during 1926 by the General Manager of the Railways and the Comptroller of Customs and their officers, and to the Managers and Staffs of the West African Lighterage and Transport Company and Messrs. Swanzy's Lighterage Company. It was only by hearty co-operation between all concerned that the situation was so successfully dealt with.

95. With the completion of Takoradi there should be no necessity for any serious undertaking by Government in harbour development in the next ten years. Many schemes have been put forward from time to time for the provision of breakwaters, piers, and overhead transporters at our various sea-ports. The conditions attending surf-boat and lighter transport on open surf-beaten beaches, with ships lying in rough water

FUTURE
HARBOUR
WORK.

from one to three miles from the shore, will never justify any appreciable expenditure on the improvement of our minor ports, with the exception perhaps of a second pier in the boat harbour at Accra. These conditions are too well-known to need recapitulation here. As far as can be foreseen at present, **Accra will always continue to serve the Eastern portion of the Colony proper**, while Winneba may perhaps maintain a trade of some thirty to forty thousand tons per annum, but any increase on those figures will be precluded by the **revision of railway rates and of the duties and licences in connection with motor transport**, reasons which will inevitably lead to the decrease of the maritime trade of Cape Coast and Saltpond **unless the inhabitants of the neighbouring districts take up actively the copra industry and endeavour to revive their oil palm products on a scale that is well within their reach.** The future development of Gold Coast trade* will mainly be concentrated in the west and the north and will therefore be entirely centred at Takoradi. The date on which our deep-water harbour will require further and appreciable costly work will depend on the rate at which the western and northern portions of the Gold Coast are developed.

DEVELOPMENT PROGRAMME:

HEAD II.— RAILWAYS.

96. At the end of 1919 the Gold Coast had 269 miles of railway. In the next seven years Government constructed 206 miles of new railway and almost entirely reconstructed 150 miles of the old Sekondi-Kumasi line. A further 17½ miles of new line were under construction and about 250 miles of the proposed railway to the Northern Territories have been surveyed. **To-day therefore we have 475 miles of completed railway as against 269 miles on the 31st December, 1919.** The effect of this construction on the working of the railway is shown by the following comparison between the years 1919 and 1925-26. The figures for the current financial year are naturally not yet available but will naturally show an appreciable increase in some of the items.

GENERAL PROGRESS
OF RAILWAY
DEVELOPMENT,
1920-1926.

*Vide paragraphs 31 and 32.

THE RAILWAY IN 1919 AND 1926.

	Year 1919.	Year ending 31st March, 1926.	Increase %
Miles of Line Open ..	269	(a) 394	46.46
Miles under Construction	—	(b) 98½	—
Gross Earnings.. ..	£672,311	£1,102,301	63.95
Passenger Earnings ..	£166,143	£214,703	29.22
Goods Earnings ..	£489,330	£850,238	73.75
Sundry Earnings ..	£16,838	£37,360	121.87
Working Expenditure..	£234,230	(c) £568,012	142.50
Net Receipts	£438,081	£534,289	21.96
Total Tonnage ..	347,865	796,888	129.07
Cocoa Tonnage.. ..	111,932	(d) 150,281	34.26
Mahogany Log Tonnage	1,750	11,728	570.17
Manganese Ore Tonnage	35,616	372,527	945.95
Buildings Materials ..	5,797	13,260	128.56
Passengers Carried ..	1,223,596	1,487,164	21.54
Engine Mileage ..	682,619	1,146,859	68.00
Electric Units Generated	181,759	664,052	265.34

(a) 475 now opened.

(b) 81 miles opened during 1926-1927.

(c) Includes £97,950 Renewals Contribution.

(d) 164,329 tons 1923-24 record year.

97. The Ten-Year Development Programme provides for an expenditure of £5,948,002 on railway development between the 1st January, 1920, and the 31st March, 1930. This amount includes an estimated expenditure of £770,560 on capital works out of annual revenue. Up to the 31st March, 1927, £5,620,900 will have been spent, leaving £327,102 for the last three years of the programme, namely, the completion of the Central Province Railway (£56,189), the completion of the Northern Territory Railway Survey (£30,996), and various capital works constructed out of revenue (£239,917).

In addition to the construction work already referred to, the expenditure incurred in the past seven years has covered the construction of 45 bungalows, four platform shelters,

quarters for 300 African staff, an African mechanics' mess and lecture-room, a training school for the Traffic Branch, an ice store, a manganese dump at Sekondi, and a number of other buildings. Also the purchase of 30 locomotives, 43 carriages, 461 waggons, and 107 items of machinery valued at £62,300.

The proposed capital expenditure from the 1st April, 1927, includes the provision of the railway quarters that will be required at Takoradi. It should, however, be noted that the cost of the extension of the railway to Takoradi and of the sidings, electrical power, and other works connected therewith, amounting to about £471,000, is included under "Harbours" and has not yet been transferred to "Railways" in the Development Programme. (*Vide* paragraph 92).

As Honourable Members have already been informed, the annual Estimates of the Gold Coast Railway will no longer be included in the general Estimates, but from the 1st April will be shown separately. Any profit or loss on railway working will, however, be brought to account in the general Estimates. A study of the draft Railway Estimates for 1927-28 shows that the Railway is in a sound financial condition. It is estimated that there will be a profit of £45,000 on next year's working, including all capital charges, pensions, and payments to Government for legal, medical, and other services rendered by other Departments.

98. The General Manager of Railways reports on the work done under the Ten-Year Development Programme as follows:—

CONDITION OF THE RAILWAY IN 1919.	<p>" In 1919 the Railway only ran from " Sekondi to Kumasi with branches to " Prestea and Inchaban, and from Accra to " Tafo, and a narrow gauge line from " Accra to Weshiang, thus leaving a gap " of 127 miles between Kumasi and Accra. The " Sekondi-Kumasi line had been built with 45 and " 50-lb. rails, sharp curves of five chains radius, and a " ruling grade of 1 in 50. The stations were ill " equipped and had only short sidings, and the bridges " were only built to take light locomotives. In view " of the foregoing it was only possible to run short " trains. Derailments were numerous and delays to " traffic were frequent. In these circumstances it " was impossible to work the line economically, and in</p>
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“ order to improve matters and enable the Railway
 “ to handle the ever-increasing traffic the deviations
 “ between Sekondi and Kumasi were approved.
 “ At the same time it was decided to link up the
 “ line between Tafo and Kumasi, thus providing
 “ a through line from Sekondi via Kumasi to
 “ Accra.

“ The work on deviations between Sekondi and
 “ Kumasi, commenced in 1920 and completed in
 “ October, 1926, has resulted in a greatly
 DEVIATIONS “ improved line ; all bridges have been
 SEKONDI- “ built or strengthened to take 16 ton-axle
 KUMASI. “ locomotives, curves have been eased,
 “ the sharpest now being of 10 chains
 “ radius ; the ruling grades are 1 in 100 against
 “ exports and 1 in 80 against imports ; and the
 “ 50-lb. rails and sleepers between Sekondi and Obuasi
 “ (now 121 miles) have been relaid with 80 lbs. per
 “ yard rails. Station yards have been improved and
 “ the sidings considerably lengthened.

“ As a result of the deviations, the line between
 “ Sekondi and Kumasi has been shortened by
 “ approximately four miles, and the time taken
 “ by the passenger trains has been reduced by
 “ 59 minutes. A further reduction will be made
 “ possible by the recent completion of the deviations
 “ between Obuasi and Kumasi. In 1919, 17,361,564
 “ goods-ton-miles required 386,564 train-miles. In
 “ 1925-26 the deviated line allowed heavy engines to be
 “ used, with the result that 461,043 train-miles only
 “ were required to haul 45,145,845 ton-miles. From
 “ which it will be seen that ton-miles increased
 “ 160 per cent., while train-miles only increased
 “ by 5.2 per cent.

“ The construction of the Tafo-Kumasi Line,
 “ 127 miles, was commenced in 1920 and a through
 “ passenger train service was run
 TAFO-KUMASI “ between Accra and Kumasi in
 RAILWAY. “ September 1923. The line was laid
 “ with 60-lb. rails and will now take 16
 “ ton-axle locomotives. It was well constructed with
 “ grades of 1 in 100 against exports and 1 in 80

“ against imports, the sharpest curves being of 10
“ chains radius.

“ Towards the close of 1923 the construction
“ of the Central Province Railway was commenced
“ and by October, 1926, the line as
CENTRAL “ far as Oda, 81 miles, was opened
PROVINCE “ to traffic. The remaining portion of
RAILWAY. “ the line to Kade, 18 miles from Oda,
“ has been delayed by the non-delivery of
“ steel-work for the bridges owing to the strike in
“ England, and is not likely to be opened before June,
“ 1927. The line is laid with 60-lb. rails and built
“ to take 12½ ton-axle locomotives, the ruling grades
“ and sharpest curves being the same as on the present
“ main line between Sekondi and Tafo.”

The object of the Central Province Railway was to tap
the heavy cocoa fields in the hinterland of the Central Province,
and to cheapen the transport of imports
and exports between that area and the
port of shipment, Takoradi. Up to the
present it has not fulfilled the last-named
object owing to motor transport com-
petition to Winneba, Saltpond and Cape
Coast. During 1926 the first section of
the line, 51 miles, was opened on April 12th as far as Fosu ;
and the next 30 miles to Oda on October the 4th. Up to the
30th of November only 2,162 tons of goods, 552 tons of cocoa,
920 of mahogany logs, and 31,835 passengers had been carried.
Owing to the congested state of Sekondi port it has not been
considered desirable to make any revision as yet in the railway
rates on those classes of goods which permit of lorries competing
with the railway. **When Takoradi is opened the necessary
revision will be made, in conjunction with the revision
of the duties and licences connected with motor trade,**
a revision that is necessitated by the rapidly increasing cost of
road maintenance. These revisions, together with the conver-
sion of Saltpond and Cape Coast into sufferance ports, will
result in the trade of the hinterland of the Central Province
being carried along the railway to Takoradi, and that will
preserve our exports and imports from the great delays, loss,
and damage incidental to surf-boats ports.

99. The General Manager's report continues :—

- “ The extension of the railway and the growth of
 “ traffic led to such great increases in the rolling stock
 “ that the Locomotive Branch had to be
 MAINTENANCE “ completely re-organised to meet the
 OF ROLLING “ maintenance required. New carriage and
 STOCK. “ waggon shops and sawmill were com-
 “ pleted in September, 1925, and provided
 “ with the necessary additional machinery.
- “ In 1919 the Electric Light and Power Station
 “ generated 181,759 units as against 743,600 units in
 “ 1926, an increase of 309%. In early
 ELECTRIC LIGHT “ 1925 a new 120-k.w. Diesel engine and
 AND POWER “ generator was installed in the Power
 STATION. “ Station in order to meet the increased
 “ demand for power. During the period
 “ covered by the Development Programme 165 outdoor
 “ lamps and 2,850 indoor lighting points were installed.
- “ The seven cranes at the port of Sekondi in 1919
 “ handled 63,000 tons, including 35,000 of manganese,
 MISCELLANEOUS “ which was in those days considered a
 WORK. “ good performance. Since then seven
 “ additional electric cranes have been
 “ installed and during the first 10 months
 “ of 1926 no less than 370,843 tons of manganese and
 “ coal alone were craned at Sekondi.
- “ Great strides have been made during the past
 “ seven years in the training of Africans to meet the
 “ demands for a larger personnel. In the Locomotive
 TRAINING “ Branch training classes have effected
 OF THE “ such improvements in the skill of African
 AFRICAN. “ drivers as to enable the number of European
 “ drivers to be reduced from 12 in 1919
 “ to 5. Thirty-three African drivers for the
 “ main line and 39 for shunting are now employed, and
 “ it is now a matter of course for an African to drive the
 “ heaviest manganese train, or to bring the Kumasi
 “ passenger train to its destination safely and up to time.
 “ The number of apprentices under training in various
 “ skilled trades in the Locomotive Workshops is now 94,
 “ and technical classes of instruction are held to assist
 “ them to become efficient workmen. In 1925 a class
 “ for the training of African apprentices as future
 “ Foremen Platelayers was started with satisfactory

“ results. It is hoped in due course to reduce the
 “ number of European Foremen Platelayers at present
 “ employed. Both in the Traffic, Accounts and Stores
 “ Branches the systematic training of African personnel
 “ is being carried out.”

100. In November, 1925, an instrumental and traffic reconnaissance was started to ascertain the engineering difficulties of a railway to the populous districts of the north of the Northern Territories. There were three routes proposed, and that known as the **Eastern Route** was first investigated. Starting from Kumasi the reconnaissance was carried across the Mampong Scarp near Abofaw, following the Pru River Valley to Abeasi, across the Volta River below the confluence of the Black and White Voltas above Yeji, and by way of Tamale reaching Navoro. By the middle of June a complete preliminary line had been run and sufficient data obtained to enable a close paper location and estimate to be made. In addition to the engineering work of the party, information concerning possible traffic and the agricultural, geological, and veterinary resources of the country was collected by officers of the Departments concerned. The reconnaissance work in the heavily timbered and mountainous country in the north of Ashanti was greatly helped by the contoured sheets of the standard map of the country, and parties of the Gold Coast Survey are now employed in topographical work in the northern and western parts of the Northern Territories.

On the completion of the Eastern Route the investigation of the **Western Route** was begun and is still in progress. This route starts at Kumasi, follows a north-westerly direction towards Sunyani, then the Tain Valley to the Black Volta, crossing the river about eight miles north of Bamboi ferry, then north roughly to Bole, Wa and Sabule, finally connecting with the Eastern Route at Na about twenty miles south of Navoro

101. The great development of railways during the past seven years was only made possible by the keen *esprit de corps* of the Department. It must have afforded
 WORK OF THE RAILWAY STAFF. Mr. E. W. Cozens-Hardy, when he retired in 1926 after 25 years' engineering work in this country, keen satisfaction to see the great advance made by the railway, especially during the six years when he was General Manager, 1919-1926. His Majesty's

recognition of this work in creating him a Companion of the Most Distinguished Order of Saint Michael and Saint George was never better earned, and caused the most lively satisfaction among the very loyal and hard-working staff which had so ably supported him in the work of development and running the railway. The great programme of development threw a heavy strain on all members of the staff and they met it so well that it is difficult to single out any for special distinction. I desire, however, to place on record Government's appreciation of the work done by Mr. R. H. Dawson, Deputy (now General) Manager; Major M. P. Sells, our late Chief Mechanical Engineer; Mr. W. D. Frost, the Chief Electrical Engineer; Mr. R. Higham, Traffic Manager and now Deputy General Manager; Messrs. T. R. Seddon, W. E. Lewis, L. G. Tancock, and A. Bennett, of the Traffic Staff. The progress of the actual work of railway construction reflects the greatest credit on the late Colonel Graham, Mr. H. Prescott, and Mr. J. G. Rice, while the railway surveys carried out by Major L. E. Silcox have been of an unusually high order of excellence.

102. Unlike our harbour development, which will practically be completed in 1928, our railway development is still in its infancy. First and foremost

FUTURE RAILWAY DEVELOPMENT. in future work comes the construction of the Northern Territories Railway

for reasons which I have already described. Dealing with the subject in his report Mr. Ormsby-Gore writes :—

“ The Gold Coast cannot be said to have been
 “ fully developed until the railway to the Northern
 “ Territories has been constructed. That
 MR. ORMSBY-GORE “ it is the duty of Government to
 ON THE N.T. “ construct such a railway as soon
 RAILWAY. “ as the financial situation permits,
 “ is, I think, clear. It would increase
 “ the variety as well as the total of the economic
 “ products of the country, would improve and cheapen
 “ the supply of locally grown food, especially meat,
 “ and would increase the supply and mobility of
 “ labour. . . All authorities are agreed that if and
 “ when the railway is constructed, it would be of no
 “ real value unless it was carried right through to
 “ Navoro. . . I feel that a decision cannot be arrived
 “ at until the present investigations and reconnaissance

“surveys are completed. . . In any case I do not think construction should be commenced before 1929, when Takoradi is complete and opened. Only then can the financial position of the Colony be fully appreciated and the practicability of raising another large loan for so long an extension (approximately 380 miles) be decided.”

I am fully in agreement with the above views. The cost per mile of the Northern Territory Railway, once it emerges from the difficult and heavily timbered country which it will have to traverse over the first fifty to sixty miles after leaving Kumasi, should not be excessive. Once the Volta is crossed the country is fairly easy in contour and very lightly wooded, ample material for ballasting existing everywhere, and the Chiefs and people of the Northern Territories, impressed during the visits which they have paid to the south by the prosperity which railways and roads have brought to the Colony and Ashanti, have already volunteered to turn out in thousands for the construction of earthworks if only they can have a railway. This should certainly influence Government when considering the financial aspect of construction, and I believe all the necessary earthworks could be economically built by the Chiefs and their people provided that the line was staked out and two or three Engineers or Foremen appointed to supervise the work. There would be no question of forced labour, for, apart from the voluntary offer which has been made, pay would be given. It does not seem probable, however, that the line would be constructed and equipped for under £3,500,000 which at six per cent. means an annual payment for interest and sinking fund of £210,000. It would probably not be until several years after the railway was opened that its revenue would equal this amount, but it would not be over-optimistic to say that the gain to general revenue would balance the difference between the railway's net earnings and the loan charges in the second year of the new loan. The whole scheme is one on which the final recommendations will fall to my successor.

There are two other new lines which will require consideration in due course. **The first is the extension of the Central Province Railway** for a distance of some twenty miles to join the Accra-Kumasi line in the neighbourhood of Nkawkaw, above which only three miles away rises the Ejuanema Mountain, the great bauxite deposit, in which would be the reason for the extension. **The second possible new line** is one starting from the Sekondi-Kumasi Railway to tap the cocoa fields of the Western Province of the Colony, the **practically limitless bauxite deposits** north of Sefwi Bekwai, and the rich goldfield at Bibiani, chiefly abandoned through lack of transport facilities. **It is not my opinion that cocoa alone would be a sufficient reason for this railway** as the motor road from Wioso and that now being constructed to Enchi provides sufficient transport facilities. But the development of the bauxite deposits, probably some of **the most valuable and extensive in the world**, could not be carried out without a railway. An engineering and traffic reconnaissance of this line was made in 1922, but showed that agricultural products alone would not justify its construction. Its length would be about 132 miles.

EXTENSION OF
C.P. RAILWAY.

CONSTRUCTION
OF W.P.
RAILWAY.

THE DEVELOPMENT PROGRAMME— HEAD III.—ROADS.

103. I have already summarised* the development of the road system of the Gold Coast in the present century up to the year 1919. By the end of that year 1,300 miles of motorable roads had been constructed, and the end of the war enabled a more intensive programme of road-building to be adopted to meet steadily increasing trade requirements. The Ten-year Development programme to-day shows the following expenditure on roads :—

EXPENDITURE
ON ROADS
1920-1927.

Total proposed expenditure 1st Jan., 1920 to 31st March, 1930	£1,619,449
Total estimated expenditure to the 31st March, 1927	1,223,147
Proposed expenditure 1927-28	195,966
Balance for expenditure between 31st March, 1928 and 31st March, 1930	200,336

*Vide paragraphs 76 and 77.

The following table shows the work on road construction and certain interesting statistics in connection therewith, during the 7½ years ending on the 31st March, 1927 :—

Expenditure on roads	£1,223,147
Miles of new motor roads constructed	3,388
Miles of motor roads reconstructed, metalled and tarred (excluding town roads)	260
Miles of old pioneer roads reconstructed and provided with concrete bridges and culverts	1,000
Increase in annual revenue of trade, approximately	£13,000,000
Increase in annual revenue, approximately	£2,600,000

To-day there are 4,688 miles of motor roads in the Gold Coast as compared with 1,300 in 1919. Of the above total 1,531 miles were built and ROAD WORK are maintained by the Public Works 1920-1926. Department, and 3,157 miles constructed and maintained by the combined efforts of the Political Officers and the Chiefs and their people. Referring to this in his report, Mr. Ormsby-Gore says "this is a very remarkable achievement." Later :—

" Wherever there is the population, and the land
 " capable of agricultural production—and in British
 " West Africa there is both—money spent on transport
 " facilities is an investment of the most profitable kind.
 " There are few better ways in which an unde-
 " veloped country can improve its financial position
 " than by courageous spending on roads and
 " railways. No clearer example of the results of
 " such a policy could be found than the example
 " of the Gold Coast during the last ten or fifteen
 " years."

104. The following table shows the distribution of roads between the different administrative areas of the Gold Coast :—

Province.	P.W.D. Roads.	Political Roads.	Total.
Eastern Province and Togoland	351	896	1,247
Central Province	403	395	798
Western Province	232	125	357
Ashanti	270	810	1,080
Northern Territories	275	931	1,206
	1,531	3,157	4,688

Road-making has naturally been chiefly confined to the cocoa-bearing areas of the Colony and Ashanti, but the above table shows that the hinterland was not neglected, over 25 per cent. of the roads made being in the Northern Territories. The objects of this work were to lessen the time taken by Government officers in proceeding to and from leave and in travelling about their districts; and to make a beginning in the work of opening up the Northern Territories.

With regard to the main communication to that country, I gave an account in last year's address of the construction of the Great North Road from Kumasi to Tamale. The outbreak of war stopped the work when road-head was at Ejura, 63 miles, in 1914, and by October, 1919, no motor-car had entered the Northern Territories. In that month instructions were given for the completion of the gap of 177 miles by March, 1920. The work was energetically carried out by the Political Service of the Northern Territories, the Public Works Department, and the Pioneer Company of the Gold Coast Regiment, with the result that in April, 1920, I was able to drive into Tamale followed by a large number of lorries. I do not think that I need say more about the magnificent performance of the road-makers. Last year 1,700 motor cars and lorries with 700 trailers crossed the ferry at Yeji where up to 1920 no motor vehicles had ever been seen. This great road is now an all-weather road but the majority of the other roads in the

Northern Territories are not open during and after the rains for between three or four months in each year. Apart from other effects of the new roads in the Northern Territories, the Great North Road itself allows officers travelling to and from leave to cover the distance between Tamale and Kumasi in one to two days instead of fifteen, with the result that the time in which an officer's services are available is about one month longer in every tour than in the old days.

105. Very soon after 1920 it became apparent that the gravelled roads in existence throughout the Colony could not stand up to the annually increasing traffic.

COST OF ROAD MAINTENANCE. The cost of maintenance per mile rose from £22 in 1910 to an average of about £100 in 1920. Actually to-day the maintenance of gravelled roads varies from £40 per mile in the less busy parts of the country to £120 in the dry zone near Accra.

Various experiments were conducted, lengths of road being laid with tar macadam on a foundation of 9" rubble, water-bound macadam, reinforced concrete, and concrete tracks; but, although the tar macadam and the reinforced concrete roads were successful, the cost was found to be prohibitive. **Finally a system locally known as "Tarmet" was evolved**, namely, a layer of granite or quartzite laid on the old gravelled surface and rolled with a motor roller down to a thickness of 4", then blinded with quarry screenings, tar-sprayed by a pressure spraying machine, and sanded.

As soon as it was seen that tarmetting was a success £400,000 was set aside for the conversion of the main traffic routes of the Colony and Ashanti. At

TARMET ROADS. first it was intended to lay a strip of tarmet 12 feet wide along the centre of each road, but in order to cover a larger number of miles this width was reduced to 8 feet except on curves, where the full width of 12 feet is retained. **The results have more than come up to expectations**; after several years' use there are no signs of corrugating or of wear and tear of the metal itself. All that is required is periodical retarring of the surface and immediate attention when the tar begins to wear off in small patches. It has been found that **the average cost of maintenance is about £90 per mile**, but against this is the fact that the tarmetted roads are those which carry so much traffic that their maintenance if only gravelled would cost at

least £120 per mile, and even then would be far less efficient. There can be no doubt that the success of this very light form of road construction is due to the fact that only pneumatic tyres are allowed.

The £400,000 which has been provided out of our surplus balance for the construction of tarmet roads is now exhausted. **Two hundred and sixty miles have been completed at an average cost of £1,500 per mile**, including an appreciable amount of re-alignment, easing of curves and replacement of temporary by permanent bridges. Originally intended to improve the railway feeder roads leading to several selected centres the result has been so successful as to lead to a disturbing amount of competition between lorry and rail transport. In spite of this, however, it is obvious that the tarmet roads must be extended to other parts of the country. I will deal presently with the funds required.*

The cost of £1,500 per mile of tarmet roads only applies to the conversion of those roads constructed before the 1920 system of road-making was adopted.

SYSTEM AND COST OF ROAD CONSTRUCTION. This system is based on a proper survey carried out by an engineer. No road is now permitted to be constructed unless such a survey has been made; and where this rule is not observed by local tribal authorities in their anxiety to connect their villages to the main road system Government refuses any subsequent requests for grants to cover the cost. **The cost of our present system of road construction varies from about £900 per mile in hilly, heavily forested country generally, to £400 per mile in the Accra plains.** This cost covers the full-width construction of 20 feet, gravelling, and the average amount of bridging. The additional cost of tarmetting a road constructed on the present system is about £1,000 per mile and varies slightly with the proximity of stone quarries.

106. Government's Road Policy is to give first consideration to roads which feed the railways, then to roads which serve other trade purposes, and lastly to those which are required for purely political reasons.

ROAD POLICY. Further, our road policy is to convert the main traffic routes to enable them to take heavier loads and to be kept open throughout the worst parts of the rainy season.

*See paragraph 170.

A glance at the Road Map of 1920 would have shown that, with the exception of Kumasi, the first object of the Road Policy had been neglected in favour of the second. With the exception already mentioned of Kumasi, **there was no motor road feeding the whole of the Sekondi-Kumasi Railway.** I drew attention to this fact in my address a few years ago, and since then both in Ashanti and the Colony considerable progress has been made in feeder-roads, as a study of the last road map will show.

In 1924 Government determined that the same criticism should not be made with regard to the Central Province Railway, and **before the construction of that line started, a Temporary Roads Department was formed** under Captain R. L. Brown, R.E., and composed entirely of personnel of the Royal Engineers, to provide feeder roads. £248,866 has been provided out of our surplus balances for the work and about half this money will have been spent by the 31st March, 1927. The work is being admirably carried out by Captain Brown and special mention must be made of the valuable share taken in it by Lieutenant H. C. L. Bogle, R.E., and Sergeant C. W. Emmett, M.M., R.E.

The system adopted by the party is such as to ensure not only that a good line, but the best that is possible locally, is obtained, not an easy matter in view of the heavy forest and dense under-growth covering broken, hilly country intersected with numerous rivers and streams. The method which has been adopted of making a detailed location survey is, under such circumstances, naturally slower than the old system of more or less following existing native tracks, but **its value and importance cannot be over-estimated.** The time and money spent on reconnaissance are not wasted ; they ensure that the money spent on earthworks is spent to the best advantage ; that hills are not unnecessarily mounted ; that the most direct route is taken ; and that the road can be converted into a first-class road without change of trace. Finally the method ensures that the cost of transportation on the road will be the lowest obtainable, an important trade factor.

After the location survey, of which 226 miles have now been completed, a detailed estimate is made out covering the cost of every item of the work and tenders for construction are then invited. **ROAD CONTRACTORS.** The contracts have in nearly all cases been taken up by Italians, who are born road-makers and do the work far more rapidly and cheaply than British contractors, and with the same efficiency. The work of the contractors is constantly inspected by the officers of the Roads Department, the work being measured up and special attention being paid to the size and quality of the foundations, and to the work on bridges. When the roads have been gravelled and consolidated, and have borne a certain amount of traffic, they are handed over to the Public Works Department. Up to date Captain Brown's party have completed 226 miles of location and 106 miles of construction, but serious delays due to the coal strike have been experienced in the construction of permanent bridges, temporary ones having to be erected to enable the roads to be opened to traffic.

The provision made in the Estimates covers the cost of the Temporary Roads Department as far as salaries, surveys, and supervision of construction are concerned, **FUTURE OF THE T.R.D.** until about the end of 1928-29, and also the construction of the main feeder-roads of the Central Province Railway. The work of the party has been so valuable, however, that it is now, in addition to its other work, undertaking the completion of the construction of the road from Insu Siding to Asankrangwa and Enchi, a very important feeder to the Western Province Railway. The funds for this road are being provided in annual Extraordinary Expenditure, and it is my opinion, in which the Director of Public Works concurs, that **Government should take advantage of the experience gained by this thoroughly efficient party to allot further work to them in the Western Provinces of the Colony and Ashanti.**

107. The rate and the nature at which future road development is carried out will depend on the funds annually available out of revenue. **FUTURE ROAD DEVELOPMENT.** The Development Programme allows for an annual Extraordinary Expenditure (apart from the actual cost of the Temporary Roads Department) of about £88,000 per annum during the last two years, namely, from the 31st March, 1928, to the 31st March, 1930. The revenue should easily provide this

amount, if not more. The work which remains to be done in carrying out the road policy can generally be divided into the following heads :—

- (i.) The construction of new roads in the cocoa areas of the Western Provinces of the Colony and Ashanti.
- (ii.) The connection of Keta by a good road across its lagoon to join the main road-system in the neighbourhood of Senchi ferry.
- (iii.) The construction of the " pioneer section " of the Central Province Railway feeder-roads near Oda.
- (iv.) The extension of the coastal road from Axim to Beyin.
- (v.) The tarmet conversion of the main traffic routes to enable heavier axle loads to be carried.

The importance of the last item is undoubted, but the expenditure possible depends on the rapidity with which the first four items are completed. In the last two years of the Development Programme, Extraordinary Expenditure of £50,000 is allowed for this purpose, an amount which could justifiably be increased should the progress of the first four items or the revenue permit. No provision has been made for tarmet conversion in the coming financial year, but should the revenue of 1926-27 prove greater than the revised estimate, as I consider it will by some hundred thousand pounds, the Finance Committee will be asked to approve of an expenditure of £25,000 on tarmet conversion in the coming financial year.

There is a sixth item which should be added to future road development, namely, the construction of a feeder-road system to the proposed Northern Territories Railway. Immediately the construction of that line is approved this feeder road system should be energetically started. In the meantime the steady progress which has been made in the past can be continued on those roads which will eventually form part of the feeder-road system, the necessary funds being provided in the annual Extraordinary Estimates.

108. In addition to road development in the provinces, good progress has been made in the construction of tarred roads in the towns, especially in Accra, Cape Coast, Sekondi, and Kumasi. This work is usually carried out in conjunction with town development work, especially the construction of concrete surface-water drains. The provision of tarred roads in the big towns is not only important to traffic but is a considerable factor in public health owing to the absence of dust.

The large cost and amount of road-work involved in towns is seldom realised. For example, there are $67\frac{1}{2}$ miles of roads in Accra, of which $18\frac{1}{2}$ are tarred over the full width and $49\frac{1}{4}$ are gravelled roads. Tarred roads 20 feet wide cost £1 per lineal yard and 30s. if 30 feet wide; while gravelled roads cost 7s. and 10s. respectively. There are $65\frac{1}{2}$ miles of concrete water drains in Accra of varying depths and widths, the average cost being £1 per lineal yard.

109. An excellent Road Map of the Colony and Ashanti, together with a Road Guide, has been published and is revised annually by the co-operation of the Survey Department and the Chief Transport Officer. The Road Guide, besides including distances and other information regarding the roads, contains "The Motor Traffic Ordinance, 1925"; the corresponding ordinances applying to Ashanti and the Northern Territories; the various Motor Traffic Regulations and Orders issued in connection therewith, and a series of illustrations showing driving signals. The value of the book would be enhanced if hints to drivers accompanied by diagrams were included. Perhaps the Chief Transport Officer would give this his attention.

DEVELOPMENT WORK IN CONNECTION WITH PUBLIC HEALTH.

110. The development work in connection with Public Health which has been carried out in the past seven years is shown under Heads IV., V., and VI. of the Development Programme, but to this must be added certain items extracted from Heads VII., XI., and XII. The summary is shown in the table on page 115:—

SUMMARY OF EXPENDITURE ON ENGINEERING WORKS IN CONNECTION WITH THE PUBLIC HEALTH.

Head.	Nature of Work.	Total proposed Expenditure 1.1.20 to 31.3.30.	Total Estimated Expenditure to 31.3.27.	Proposed Expenditure 1927-1928.	Estimated balance for ex- penditure between 31.3.38 and 31.3.30
		£	£	£	£
IV.	Water Supply†	634,181	204,135	136,632	293,414
V.	Town Improvements†	740,170	465,182	113,960	161,028
VI.	Hydraulic and Electric Works†	198,784	187,482	5,850	5,452
VII.	Hospitals and Dispensaries†	112,300	90,401	2,056	19,483
	Gold Coast Hospital*	183,897	183,897	—	—
	Gold Coast Hospital Extensions*	55,000	52,901	2,099	—
	Gold Coast Hospital Sewage System*	20,000	17,545	2,455	—
	Ashanti Hospitals Improvement Programme*	32,000	14,176	17,824	—
	Infant Welfare Centre Kumasi*	12,500	—	12,500	—
	Proportion of Building Programmes for the Northern Territories, Keta, Oda, Wioso, and Twifu*	25,000	13,000	8,000	4,000
XI.	Re-housing Scheme, Kumasi*	31,813	31,813	—	—
	Special Anti-Plague Measures*	15,000	1,440	3,560	10,000
XII.	Water Supply, Takoradi*	66,000	3,623	24,850	37,527
	Town Improvements and Drainage, Takoradi*	203,000	77,342	30,000	95,658
	Takoradi Electric Light*	140,500	—	140,500	—
	Totals	2,470,145	1,342,937	500,286	626,922

†In Part II. of Development Programme.

*In Part III.

HEAD IV.—WATER SUPPLIES.

111. There are now three towns in the Colony with pipe-borne Water Supplies, *viz.*, Accra, Sekondi, and Winneba; the Cape Coast Water Works are under construction; thorough investigations for the Kumasi Water Supply are well advanced; and preliminary investigations for the supply of Koforidua, a rapidly-growing town, have been partly completed. The Cape Coast supply is estimated to cost £155,632, and Kumasi £300,000, although it is impossible to estimate as yet the exact cost of the latter.

**PIPE-BORNE
SUPPLIES.**

112. The Director of Public Works reports on the development of Water Supplies during the past seven years as follows:—

**ACCRA
PIPE SUPPLY.** “The consumption of water in Accra has steadily risen from an average of 202,767 gallons per day in 1919 to an estimated daily consumption of 585,000 gallons during the present year; that is, nearly trebled. The cost of running and maintenance has only risen from £6,400 to £10,000, an increase of a little more than 50%. During this period approximately 38 miles of new service mains have been laid and the water has been extended to Achimota on the one hand and Labadi village on the other.

“A new Power House has been constructed with more powerful engines and generators. A weir has been constructed across the Densu River below the Pump House in order to hold back the water in the dry season and avoid any risk of shortage during the time, which occasionally occurs, when the water ceases to flow. This weir has obviated the necessity of a third reservoir, which would have cost £30,000 as against £5,000 spent on the weir. The capacity of the filtration works and the pumping plant has been doubled, the work on which is on the point of completion. This will allow of a maximum daily consumption of 1,000,000 gallons. The old plant having been designed for just half of that amount, is now working beyond its maximum capacity, so rapid has been the growth of Accra and the consumption of water in the last seven years

“ At Sekondi the average consumption of water
 “ in 1919 was approximately 100,000 gallons a day.

SEKONDI “ The consumption for this year is now
 PIPE SUPPLY. “ estimated at 360,000 gallons, an
 “ increase of over 250%. The cost of
 “ running and maintenance has risen from
 “ £4,161 in 1919 to an estimated £5,400 in the current
 “ year, an increase of 30%.

“ During this time the quality of the water has been
 “ vastly improved by the aluminium sulphate treatment.
 “ This treatment has been carried out by means of a
 “ temporary plant designed and made locally, but owing
 “ to Takoradi this plant is already overloaded, and
 “ provision is being made for doubling the capacity
 “ of this purification plant in order to cope with probable
 “ increases. The credit for this purification plant,
 “ which has been entirely successful, must be given to
 “ Mr. H. E. Course, the Departmental Engineering
 “ Chemist.

“ The additional mains to Takoradi Township and
 “ the distribution system will also be commenced next
 “ year, some of the pipes for this being on order.

“ The Winneba supply was commenced in
 “ 1922 and completed in 1923. Costing little more
 WINNEBA “ than £14,000, it has proved a most
 PIPE SUPPLY. “ inexpensive and satisfactory supply which
 “ was greatly needed, as previously the
 “ inhabitants of Winneba suffered great
 “ privations in time of drought owing to scarcity of
 “ water which had to be brought in on lorries and was
 “ retailed at a very high cost, one shilling—at times
 “ even more—for one kerosene tin being charged for the
 “ water thus supplied. The water is sold to the public
 “ on the compound system at a charge of one penny per
 “ kerosene tin.

“ A special officer styled Senior Hydraulic Engineer
 “ was appointed in 1919 to carry out investigations of
 GENERAL WATER “ water supplies throughout the Colony,
 SUPPLY “ but this work has not gone forward so
 INVESTIGATIONS. “ well as could have been wished, owing
 “ first, to the regrettable death of Mr.
 “ Sydney Gavine, the first holder of the
 “ post, then Major Bell, his successor, and the retirement
 “ of Major Bell's successor after a few months' service,

“ These three fatalities, added to the fact that it was
 “ very difficult to find a man with the special qualifica-
 “ tions required, have resulted in the post being vacant
 “ almost half the period under review. The constant
 “ changes have prevented connected work, as a good deal
 “ of work had to be re-examined by each new man on
 “ his appointment.

“ Nevertheless a considerable amount of work has
 “ been done. The Winneba Supply has been
 “ designed and constructed, the various sources
 “ for the Cape Coast Water Supply have been
 “ examined and the work of construction is now in
 “ hand. A large amount of work on the investigation
 “ of the Kumasi Water Supply has been done, and
 “ various schemes have been thoroughly examined and
 “ ruled out. Investigation is now proceeding on a new
 “ scheme which, it is hoped, will prove a satisfactory
 “ source of supply at a reasonable cost. Investigation
 “ has also been made for a supply of water to Koforidua ;
 “ a provisional scheme has been drawn up and is ready
 “ for final discussion when funds become available.

“ A large amount of work has been done in sinking
 “ wells, building tanks, and enclosing springs,
 “ in order to prevent pollution, in various
 SMALL LOCAL “ parts of the country, the chief work
 SUPPLIES, WELLS “ having been done at Tamale, Salaga,
 AND TANKS. “ Odumase, Keta, Saltpond, Nsawam,
 “ Beyin, Dixcove, Half Assini, etc. This
 “ work is proceeding each year wherever there is a local
 “ shortage of water during the dry season.”

113. From the Director of Public Works' report it will be
 seen that his Department, in the past seven years, has
 doubled the capacity of the two Water
 Supplies existing in 1919, completed
 one new Water Works, and begun
 another ; and started investigations,
 which are still continuing, into two
 more. Although a large amount of work has been done on
 local village supplies, it is only a fraction of what is required.

The marked beneficial effect on the health of the inhabitants of Accra and Sekondi, and the decrease of infantile mortality in those places, show **the extreme desirability of pushing on as actively as possible with pipe-borne supplies throughout the country.**

Unfortunately the places requiring these supplies are so numerous, and their construction is so costly, that a serious financial problem is created. I cannot see any solution within a reasonable time unless a **rigid rule is made that the inhabitants of the towns concerned shall bear the cost of maintenance and pay reasonable interest and sinking fund charges on the capital outlay.** There is no doubt that a mistake was originally made in supplying water free to both Accra and Sekondi. **I have been unable to find any trace whatever of any promise made by Government that the supply should be free ;** but it is always hard to change an established custom, and the fact that supply has been free for several years is a severe handicap to Government in introducing a change in this system. There are three systems on which charges can be made :—

- (i.) **The imposition of a water rate.** This is difficult and troublesome to collect, and the system has not yet been adopted.
- (ii.) **The inclusion of the water rate in the assessment of the general rate for the town.** This appears to be the easiest system to adopt under present conditions. It is on the condition that this system is adopted in Cape Coast that Government has undertaken the costly Water Works which are now under construction at that place ; and it is on this system that the **general rates of Accra and Sekondi will be revised,** and by which both Kumasi and Takoradi will be supplied.
- (iii) **The water compound system.** This system has been successfully adopted in Winneba : water compounds are established at convenient places in the town, water being issued on the production of tickets, books of which can be purchased, the charge depending on the capital cost and maintenance of the Water Works. It is a useful system when no general rates are charged in the town, especially in those places

URGENT NEED
FOR MORE
PIPE-BORNE
SUPPLIES.

CONSIDERATION
OF WATER
RATES.

COMPOUND
SYSTEM.

where the community have not learned the distinction between a water rate and a tax. The system adds to the cost of maintenance and is in many ways inconvenient, and I trust that in due course it will be replaced in Winneba by a general rate.

The revenue obtained in the year 1926 from our Water Supplies was:— Accra, £7,612; Sekondi, £13,483; and from Winneba, on the compound system, £1,562.

114. With regard to the future construction of pipe-borne supplies, it appears to me the Government will be financially unable to undertake more than the completion of those at Cape Coast and Kumasi in the next five years. After these the following Water Works are probably the most urgently required: Koforidua, Tamale, Keta, Kibbi, Oda, Odumase and neighbouring villages; and the extension of the Cape Coast supply to Saltpond and Elmina.

FUTURE WORK
ON WATER
SUPPLIES.

HEAD V.—TOWN IMPROVEMENTS.

115. The development work carried out in connection with town improvements in the past seven years has not been as much as Government would have wished owing to other and equally pressing calls on the revenue. Nevertheless 1920 TO 1926. £465,182 has been spent and a further £275,000 is earmarked for expenditure in the next three years. The work has mainly consisted in laying out roads and building—lines; constructing surface water drainage, in itself an expensive item owing to sudden and heavy tropical rainstorms; and building markets and sanitary structures. The execution of this work naturally necessitates the clearing up of congested areas, together with the introduction of housing and building schemes for dispossessed persons. The whole of the work has been carried out practically by the Public Works Department, although in the case of Accra and Kumasi the staff so employed is paid by the Town Council and the Public Health Board respectively.

Various systems of dealing with congested areas have been tried during the last seven years. In Accra at one time a loan from surplus revenue was made to the Town Council with which to acquire in succession various small congested areas, lay out and allot building plots on them, and at the same time erect in Korle Bu a certain number of houses to let to the dispossessed persons. For various reasons the scheme has not proved a success; but another, under which persons dispossessed by Government action are allocated plots in the townships of Adabraka and Korle Wokon, and are given building material up to a maximum of £120 per house, is proving successful. This scheme is now administered by the Accra Town Council, the value of material granted being repayable at four per cent. interest spread over a period of five years. In Cape Coast a scheme by which Government paid compensation for the houses destroyed in the congested area and laid out a new area in which the dispossessed could build, has also resulted in practical failure; no one has built in the new area and the scheme has only resulted in the further congestion of other areas in the town. In Kumasi certain unusually congested areas were cleared out during the plague and a large number of buildings on the compound system were erected by mass construction and rented to the dispossessed. **This scheme* has proved most successful**, and the principle should be adopted in other towns. Care should be taken, however, to pay due consideration to the types of buildings required by the various classes of the community.

The work of town improvements becomes every year more pressing as the conditions of living and prosperity of the people improve. So great was the demand throughout the country that Government deliberately adopted the principle of **paying first attention to the seaports**, the sanitary condition of which is all important owing to their being the bottle-necks of our trade. Consequently in the past seven years most of the money spent has been on Accra, Cape Coast, Winneba, and Sekondi; and also on the important railway centres of Kumasi, Nsawam, Koforidua, and Dunkwa. Other parts of the country, however, have not been neglected and about £125,000 has been spent on miscellaneous towns and villages. Probably the two most important

*For details see paragraph 155.

items of work undertaken have been the construction of an entirely new township at Takoradi and the introduction of town-planning legislation. The former subject will be dealt with later. With regard to the latter, the legislation mentioned was introduced after careful enquiry and with the valuable assistance of Mr. E. J. Maude, an officer of the Ministry of Health. It gives Government all reasonable powers for the systematic replanning of existing towns.

116. With regard to Accra, I believe that the inhabitants of the capital of the Gold Coast should be well satisfied with the town improvements which have been carried out in the past seven years. With regard to the various items of improvement the Director of Public Works reports that:—

ACCRA SURFACE WATER DRAINAGE. "Surface water drainage, which had been commenced in a spasmodic and hand-to-mouth manner a good many years ago, was taken in hand systematically. A staff was got out in 1920 to prepare a scheme for the whole area and, as soon as this was sufficiently far advanced, work on certain areas was begun on a progressive system. The estimated total cost of the work, exclusive of that done before 1919, was found to be £250,000; but, as it is a work that can be carried out progressively, it is only proposed to spend £130,500 by the end of March, 1930. By the end of this financial year we shall have spent approximately £93,000. Some 30 miles of concrete surface water channel have been constructed, varying in size from 10" subsidiary drains to main outfalls, the largest of which are 21 ft. by 2 ft. and 12 ft. by 5 ft.

ACCRA CONGESTED AREAS. "£30,000 was originally set aside for work on congested areas, but the slow progress that was feasible led to a reduction to £15,000. A considerable number of insanitary houses and hovels were demolished in the neighbourhood of Selwyn Market area, for which compensation had to be paid. New quarters were erected on Government land at Korle Bu to accommodate these dispossessed persons, but after agreeing to rent these quarters the dispossessed people refused to occupy the buildings, and they are now occupied by the Police. The balance of the money which was loaned to the Town Council has been returned. In addition a considerable amount of improvement to the streets in these congested areas is being done as the surface water drainage described above is carried out.

“ The market now known as **Selwyn Market** was constructed
 “ at a cost of approximately £50,000, of which Government paid
 “ two-thirds and loaned one-third to the Accra
 ACCRA “ Town Council. The work was commenced in
 CENTRAL “ 1920 and completed in 1924-25. Provision was
 MARKET. “ made for 322 stalls and 410 hawkers’ pitches,
 “ but almost as soon as completed it was found to
 “ be inadequate. A new fresh fish and meat market was there-
 “ fore built on the old Salaga Market site, the Selwyn Market
 “ is being extended, and new markets at Christiansborg and
 “ Korle Gonno are under construction. The cost of these
 “ extensions is estimated at £25,700, two-thirds of which is
 “ being found by Government and the rest by the Town Council
 “ with a Government loan.”

The **sewage drainage of Accra** is one that will have to be tackled in due course. A preliminary estimate shows that the cost will be upwards of £500,000.

WATER-BORNE It will be many years probably before
 SEWAGE. Government is able to find the necessary funds and until then the system of **concrete public latrines and lorry-borne sewage** will have to be continued. In the past seven years 25 public latrines have been added to those already built. Up to the present the only water-borne sewage systems constructed have been at Takoradi, Achimota, and the Gold Coast Hospital. At the latter place 35 miles of 4" and 6" stoneware sewers have been laid and 228 manholes constructed. The sewage is treated daily at two outfall works by means of Imhoff tanks, continuous percolating filters and tanks, before discharge into the lagoon. **The system, which has proved entirely successful, has cost £17,545.**

117. With regard to other improvements in the Accra area, the Director of Public Works reports that :—

“ **The village of Achimota** has been replanned and provided
 “ with market sheds in order that there should be no congested
 “ villages in the vicinity of the new College. The
 VARIOUS “ area at **Korle Bu** on which the Gold Coast
 IMPROVEMENTS “ Hospital is located lies to the west of **Korle Lagoon**
 IN ACCRA. “ and has been laid out on modern lines with wide
 “ streets, the principal carriageways having been
 “ tarretted and provided with concrete surface water drains.
 “ Direct communication with Accra has been provided by a
 “ handsome causeway across the **Korle Lagoon**, with tarretted
 “ carriageway, footpaths, drains, and handrails. In order to

“ provide for the expansion of the village of Christiansborg,
 “ an area of Government land to the north has been laid out and
 “ plots are leased at a nominal figure. A portion of this lay-out
 “ has been provided with accommodation roads. The estimated
 “ cost of this scheme is £8,500, but so far the demand for plots
 “ had led to only a small portion being developed. In order to
 “ provide better facilities for motor transport between Accra
 “ Railway Station and the Port, a scheme has been prepared
 “ for the widening of Station Road, and a continuation of the
 “ same has been driven through the congested area around old
 “ Salaga Market to link up with the already existing 40ft. carriage-
 “ way of Market Street. This work, which cost £7,773, has
 “ effected a distinct traffic improvement, besides opening up
 “ what was a badly congested locality.”

118. With regard to the improvements at Cape Coast, the Director of Public Works reports :—

“ The main surface water drains were constructed prior to
 “ 1919, and since that date extensions to the system in the most
 “ important portions of the town have been carried
 CAPE COAST “ out to the extent of £7,000.
 TOWN. “ In 1914 and 1915 an extensive report was
 “ prepared on the advisability of dealing with the
 “ many congested areas of Cape Coast which were a menace
 “ to public health. Owing to the War no funds were available
 “ for this work until 1920. No. 1 Congested Area
 CAPE COAST “ has now been dealt with. The mass of insanitary
 CONGESTED “ buildings has been completely cleared away, and
 AREAS. “ compensation paid to the owners. The land,
 “ which was not acquired by Government, has been
 “ graded and provided with roads and drains and is now available
 “ for rebuilding by the owners, subject to plans which must meet
 “ with the approval of the Cape Coast Town Council. An area
 “ known as New Amanful has also been laid out to provide for the
 “ excess population from the congested areas. The people,
 “ however, have not yet taken advantage of this lay-out nor have
 “ they commenced to rebuild on what was the congested area.
 “ Government does not therefore propose to expend any further
 “ funds on the remaining congested areas until the Cape Coast
 “ people show more interest in the improvement of their town.
 “ Some £20,500 has been expended so far on this scheme.

“ The coastal road used to cross the lagoon along the sandbar
 “ at its mouth, but in times of heavy surf was liable to be swept
 “ away. The construction has recently been com-
 CAPE COAST “ menced of a causeway far enough inland not be
 CAUSEWAY. “ affected by high tides and heavy surf.”

119. Winneba having developed into a fairly important port, the general improvement of the town by new streets, improvements to existing streets, and surface water drainage was begun in 1923. WINNEBA IMPROVEMENTS. These improvements, in addition to the provision of the pipe-borne water supply already referred to, have greatly improved the town. Future work will depend on its rate of development.

With regard to Saltpond, the Director of Public Works reports that :—

“ The approaches to the lagoon from the north and east, owing to the very flat grade of the channels, resulted in extensive pooling after every rain and consequent mosquito breeding. This was thought to account for the frequent outbreaks of Yellow Fever that have occurred for many years past, so in 1925 the work of canalising the approach channels and raising the adjacent ground was begun and is now being completed.”

SALTPOND LAGOON DRAINAGE.

120. Although good work was done in laying out Kumasi prior to 1919, the rapid increase in the population consequent on the town becoming the rail-head of both the Accra and Sekondi lines soon showed that the work would have to be energetically taken up, and on a large scale. Considerable expenditure was foreshadowed and Government naturally called for a definite programme of construction. This in itself entailed lengthy and careful investigations, for practically the whole of the work depended on a carefully prepared drainage scheme, which again depended on an accurate survey. After the completion of this further delays arose and it was not until 1926 that the actual work of constructing the East Subin Main Outfall Drain was begun. Contracts for this have been placed to the extent of some £60,000. In the meantime certain other works which did not depend on the drainage scheme were carried out at a cost of some £70,000, the more important being the reclamation of the swamp at Kejetia and the construction thereon of market sheds to accommodate 960 sellers; the reclamation of the Ejisu Road swamp, and the construction of a slaughter-house, 21 public latrines, 14 incinerators, 32 drying sheds, and bungalows for the Engineering Staff of the Kumasi Public Health Board. This Board was originally provided with its own Engineering

Staff, but as experience showed that the work at Kumasi was not on a sufficiently extensive scale to justify the duplication of Engineering Stores and Staff, the whole of the work has now been handed over to a newly-formed section of the Public Works Department.

121. As soon as the approval of the construction of the deep-water harbour at Takoradi was obtained the work of preparing a comprehensive lay-out plan of the future town of Takoradi was begun.

TAKORADI TOWNSHIP. Land sufficient to accommodate a population of about 100,000 was acquired by Government at a cost of £30,000 and the payment to the owners thereof of some 50 per cent. of the rents received for all building plots leased by Government. These terms were extremely generous in view of the wholly undeveloped nature, and little value for agricultural purposes, of the land acquired.

After an accurate contoured survey of the land had been prepared by the Survey Department, Major Banks-Keast prepared a lay-out scheme providing

THE LAY-OUT OF TAKORADI. for broad approach roads from Sekondi and Axim, commercial industrial areas, European and African residential areas, an African township, recreation grounds, parks, and open spaces. The plan naturally required careful examination as Government, which seldom has an opportunity of constructing a large town from the very beginning, had determined to make Takoradi a model tropical town. The requirements of general trade, local industries of various kinds, and the several communities of Europeans and Africans that will inhabit what is destined to be a large and important city had to be taken into close consideration. It is a tribute to Major Banks-Keast's foresight and skill that his original plan has received very few alterations. A small beginning was made with the work in 1923, but it was not possible to start seriously until 1924. Since then the most important items carried out have been the demarcation of 480 acres, the grading and levelling of 60 acres, the formation of 12 miles and the construction of 3½ miles of town roads, and the laying of 2½ miles of concrete drains. The completion of this work, the execution of which revealed many difficulties, and the detailed preparation of a scheme for the distribution of public buildings, reflects the greatest credit on Captain E. Hall, who until quite

recently was the Provincial Engineer for the Western Province. Both Major Banks-Keast and Captain Hall have taken the keenest personal interest in the development of Takoradi and Government is highly appreciative of the work they have done in laying the foundations of our future great seaport town.

122. As it is desirable that Government should know exactly what the development of Takoradi Township will cost, a new head—No. XII.—has been introduced in the Development Programme this year. From this it will be seen that, out of a **total proposed expenditure for the ten years ending on the 31st March, 1930, of £668,703**, we shall have spent £189,148 by the end of this financial year. This expenditure, and the balance of £479,555 for work in the next three years, is being provided out of the liquid portion of our surplus balances. The three chief items in our expenditure up to date have been £70,700 on a really first-class road between Sekondi and Takoradi; £77,342 on the lay-out, roads, drainage, etc., and £30,203 on the acquisition of the land.

It should not be imagined that the proposed expenditure which I mentioned above will be all the expenditure required for the development of Takoradi. The expenditure mentioned covers all the development which, after careful investigation, we consider will be necessary up to the 31st March, 1930. It has only been possible to keep the amount required in the next three years down to the low figure of £479,555 by :—

- (i.) Utilising to the fullest extent possible all the semi-permanent buildings built by the constructional engineers for the use of their staff as quarters and offices for the Government staffs that will require to be stationed at Takoradi in 1928. In this way we have been able to defer the construction of many new quarters and offices for several years. This work, which will cost about £100,000, can be executed in annual instalments, provision being made accordingly in the Extraordinary Estimates for 1930-31 and succeeding years.
- (ii.) Providing in Railway Capital Expenditure for the buildings required by the Railway Department.

- (iii.) Including under Loan commitments such offices and other buildings as properly form part of Takoradi Harbour itself and are eventually paid for out of the revenue of the harbour.

After careful consideration with my advisers I am satisfied that our proposed expenditure on Takoradi Township will cover all our requirements for the next three years ; and I am of the opinion, in which my advisers concur, that after that date expenditure on the development of the town can be provided for in our annual Extraordinary Estimates. Should urgent need arise for the acceleration of any particular item of development the cost could be met either out of any unexpected increase in our surplus balances or by a temporary loan effected by means of Treasury Bills.

PROGRAMME OF
EXPENDITURE
ON TAKORADI
TOWN:

123. In concluding my remarks on Takoradi Township, I should like to add that certain areas on the plan have been definitely marked off as "Not to be developed in the next ten years." This precaution against indiscriminate building has already proved useful, and I believe that it is a necessary precaution to observe if Takoradi is going to be made eventually the fine city which it ought to be.

RESERVED
AREAS AT
TAKORADI.

I regret that in the next few years it is not financially possible for Government to erect the handsome buildings that should eventually be built for the accommodation of the Post Office and other Departments. We are limiting ourselves at present to putting up a good building for the Customs, Treasury and Harbour Master. With regard to the houses and offices to be erected by private enterprise, Government's building regulations will ensure designs suitable to the various localities without involving excessive expenditure. The Government Architect, Mr. W. F. Hedges, has drawn up several appropriate designs and I am glad to see that one of our oldest firms in the Colony, Messrs. Swanzy's, are taking the lead in constructing offices worthy of their great reputation and long connection with the country.

DESIGN OF
TAKORADI
BUILDINGS.

124. In the Northern Territories the work of designing and marking on the ground a new lay-out for Tamale in anticipation of the arrival in the near future of a railway has been successfully begun. What is practically a new, if small, township containing all the schools has been successfully begun on the ridge to the north of the old town, and considerable progress has been made in laying out roads and building-lines in the last-named area.

TAMALE.

125. In addition to the sanitation work that has been done in the larger towns, about £125,000 has been spent in improving various small towns and villages throughout the Gold Coast and in laying out new townships along the new railways constructed in the past seven years between Tafo and Kumasi and in the Central Province. The last-named item has proved most successful in preventing the congestion which usually follows the opening of a railway station. In the case of every station that is likely to be of future importance, road and building-lines have been laid out, and in several instances, notably at Nkawkaw at the foot of the Kwahu Scarp, new villages are springing up on well laid-out plans. Periodic inspections of the laid-out areas are conducted to see that no building takes place without proper permits having first been granted.

NEW RAILWAY
VILLAGES.

In addition to these new railway townships very good progress has been made in the relay-out at the more important of our smaller towns such as Koforidua, Nsawam, Soadru, Axim, Dunkwa, Wioso and Bekwai. Congested areas have been opened up and sanitary structures, new roads, markets and open spaces made. The important market at Keta has been greatly improved and enlarged by the reclamation of a portion of the lagoon, work which necessitated the construction of a retaining wall. An appreciably large amount of surface water drains have been constructed at various villages and the work is steadily being continued. Very noteworthy progress has been made in Ashanti in improving the lay-out of villages, many of which have been moved bodily from old to new sites,

IMPROVEMENTS
TO SMALL TOWNS
AND VILLAGES.

During the last seven years the work done in improving the small towns and villages throughout the country has included the following chief items :—

- 64 miles of surface water drains.
- 80 miles of new streets.
- 33 new markets.
- 275 sanitary structures.

126. The future work of town improvements includes the completion of the items in the Development Programme and the steady extension of similar work throughout the whole country. The demand for such work is, however, enormous and I fail to see how any really satisfactory progress can be made unless the work is more

VILLAGE COUNCILS AND SANITATION. energetically taken up by the Chiefs through the Village Councils. I particularly invite the attention of Honourable Members to the remarks which I made on the sanitation of towns and villages in my Address two years ago*. The useful work which has been done by Political Officers in laying out building-lines in the villages in their respective administrative areas is continually being nullified by the absence of control over building operations. Government is not in a position at present to employ sufficient Building Inspectors to control the work, which, however, is of such a nature as to be easily capable of supervision by the smaller Chiefs or Headmen of the villages, amongst the inhabitants of which there are nearly always sufficiently intelligent and educated members to give great assistance in the work. Village Councils form part of the old institutions of this country and there is no reason why they should not readily adapt themselves to the simpler modern forms of village sanitation.

HEAD VI.—HYDRAULIC AND ELECTRIC WORKS.

127. Owing to the many urgent calls for other development work by the Public Works Department in the past two years, it has not been possible to devote much time or money to hydraulic investigations. Practically the whole time of the available staff has been taken up in investigating and preparing schemes for water supplies. A survey of the Pra River was made with a view to ascertaining the

* Vide paragraphs 165 to 167 of Governor's Annual Address, 3rd February, 1925.

feasibility of using water power for the supply of electric current to the Mines and Railway, but it was found that the amount of power at present required will not justify the expense. Further investigations were also made for the supply of power for working the bauxite deposits in Kwahu and it was found that the construction of such large reservoirs would be required as to add greatly to the cost of the current.

128. In 1919 there was only one electric installation in the Gold Coast, viz., that at Sekondi. Since then electric light and power has been installed in Accra and Koforidua, and the installation at Kumasi will be completed early this year.

ELECTRIC LIGHT
AND POWER.

While waiting for the approval of the Accra scheme, in connection with which vexatious delays were experienced after its completion in 1920, two small electric plants were erected, one in an old slave dungeon in Government House and the other at the Colonial Secretary's Bungalow in 1921, and further plants were provided for Cantonments in 1922 and the Gold Coast Hospital in 1923. In May, 1923 Sir William Arrol & Co. commenced work on the Accra Electric Light and Power installation and completed it in October, 1924. The cost, which included wiring and providing points in all Government bungalows and buildings, was £100,784, and the extensions which have yearly become necessary have come to some £20,000. Up to the present practically all this money has been found out of our surplus balances, and future extensions will have to be provided for in the annual Extraordinary Estimates. The main cable has been extended to Achimota, and there are now about **58 miles of main cable**, 800 separate services, 8,500 actual lighting points, and 36 power users including the Railway and Public Works Department workshops.

ACCRA ELECTRIC
POWER AND
LIGHT.

Since the opening of the Power Station the demand for private supply has steadily continued to increase. The units used increased from 53,404 in 1924-1925 to 270,867 in 1925-1926 and to 393,166 in 1926-1927. The revenues in the three years mentioned were respectively £2,072, £9,761, and £13,732. Running and maintenance cost in 1926 was £7,664, while overhead charges amounted to £4,031. At present the actual cash revenue, which in 1926 was

FINANCIAL ASPECT
OF ACCRA LIGHT.

£9,968, more than covers the running and maintenance costs, but not all the overhead charges. The total annual cost, including interest on the capital outlay, is between £16,000 and £17,000, and, as it is estimated that the revenue for the current financial year inclusive of Government payments will be about £17,000, it is evident that the Accra Light and Power is well on the way to being a paying concern.

In 1924 the electrical plants of the Gold Coast Hospital and Cantonments were freed by the opening of the Accra station and were transferred to Koforidua, where the light was turned on in the following year.

KOFORIDUA
LIGHT.

The construction of the Kumasi Electric Power and Light Works was begun at the end of 1925, but it was almost completely held up by the strikes in England in 1926. It should be completed early this year at a total cost of some £40,000. The estimated running and maintenance cost is £2,860, while the revenue is estimated to be £4,000. There is no doubt that the supply will yearly become more popular with the people and more profitable to Government.

KUMASI
LIGHT.

129. The Electric Light and Power at Takoradi is at present being supplied by the plant erected by the Constructional Engineers, but this will be insufficient to meet the greatly increased demand that will follow the opening of the harbour in 1928. After full consideration of the two alternatives of constructing a separate installation at Takoradi, or of increasing the power at Sekondi, the latter course has been adopted on the advice of the Electrical Consulting Engineers to the Crown Agents to the Colonies. Provision for the cost of this addition has been made in the Development Programme under "Head XII.—the Development of Takoradi Township"; but it is doubtful whether this is the best arrangement from the accounting point of view. Both the "harbour" and the "township" will draw light and power from the railway installation at Sekondi, thanks to the addition to the latter, but the whole cost of this addition is being borne by the "township." As the revenue and expenditure of the "harbour" and the "township" must be accounted for under separate heads, it would appear that the whole question of what head should bear the capital cost should be re-considered.

TAKORADI
LIGHT.

130. With regard to the future development of light and power in the Gold Coast, there is only some £2,300 left in the Ten-Year Programme for expenditure in the last two years. If the financial results of the next two years are sufficiently favourable, it would be advisable to increase this amount sufficiently to provide Tamale with a plant that is capable of extension with the growth of the town. Apart from the fact that the installation will bring in a revenue sufficient to cover maintenance, and that there would be a large saving on the transport of kerosene, electric light is required for the two hospitals and for the general improvement in the condition of living of Government Officers, for whom far too little has been done in this respect in comparison with the value of their services. As Electric Light and Power installations are a profitable investment, they should be constructed as early as funds will permit at the more populous centres, such as Cape Coast, Axim, and Keta. There can be no doubt that they are important factors in the Public Health.

CONSTRUCTION OF HOSPITALS AND DISPENSARIES, 1920-1927.

131. Between the 1st January, 1920 and the 31st March, 1927 three new European and 16 new African Hospitals were constructed, all except two by the Public Works Department, varying in size from the great Gold Coast Hospital at Accra to the smallest modern type of country hospital, namely, a ward of from 4 to 12 beds, operating theatre, dispensary, offices, stores, and mortuary. The following are the new hospitals:—

	<i>European.</i>
Winneba.	Tamale. Takoradi.
	<i>African.</i>
The Gold Coast Hospital, Accra.	Koforidua.
Akuse.	Keta.
Kibi.	Tamale.
Nsawam.	Ho.
Saltpond.	Bekwai.
Dunkwa.	Takoradi.
Achimota.	Infant Welfare Centre, Accra.
Oda (under construction).	Wioso (under construction).

In addition to the above entirely new hospitals extensive additions have been made to the European Hospitals at Accra, Kumasi, Sekondi and Axim; and operating theatres, new wards, and mortuaries have been added to 12 of the old African Hospitals, while 20 modern dispensaries have been constructed. At Kumasi alone the extensions to the African Hospital amount to the addition of a new hospital to the old one.

**ADDITIONS TO
OLD HOSPITALS.**

The above is a record of which the Director of Public Works and the Director of Medical and Sanitary Services may well be proud. In practically all cases the buildings, which are constructed of concrete and in accordance with modern medical and surgical demands, were designed by Mr. W. F. Hedges in consultation with the officers of the West African Medical Service. The two hospitals at Takoradi were constructed by Messrs. Stewart and McDonnell for the use of the constructional staff of the harbour. Although originally intended for temporary accommodation only, Government decided that it would be economical in the long run to adopt a permanent form of construction. On the conclusion of work on the harbour these two hospitals will therefore become available for general use.

132. The Gold Coast Hospital is certainly the largest of all the works which Government has undertaken and completed during the last seven years; as Achimota, although much larger, has not yet been finished. The site for the Gold Coast Hospital had been chosen in 1917 and plans had been prepared on a

**STORY OF
THE GOLD COAST
HOSPITAL.**

far more ambitious scale than any in the past. The war, however, prevented any work being started, which was perhaps fortunate as it did not appear to me on my arrival at the end of 1919 that the scheme which had been prepared would meet the requirements of the future. It was obvious that Government, in view of the many directions in which development work was demanded, could not afford for many years to build more than one hospital on a grand scale; and that if we were going to build a big hospital we should spare neither pains nor money in making it a really efficient headquarters of medicine and surgery, and moreover a centre capable of indefinite expansion. In these views Dr. David Alexander concurred and seized wholeheartedly the

opportunity of finding Government prepared to increase rather than to cut down a scheme so beneficial to the medical service. In re-designing the hospital he received invaluable assistance from **Dr. A. J. R. O'Brien, M.C.**, and **Dr. C. V. Le Fanu**, our present Surgical and Medical Specialists; and from **Mr. E. H. D. Nicolls, O.B.E.**, Director of Public Works, and his Architect, **Mr. W. F. Hedges**. The final scheme was submitted to the Advisory Committee at the Colonial Office, and their suggestions were adopted wherever possible and where suitable to local climatic conditions. **On the 1st August, 1920 a contract was let to Messrs. Thomas and Edge, and, in spite of the strikes and the difficulties of obtaining material in those days, the Administrative Buildings and the first block of Wards were completed and formally opened by me on the 9th October, 1923.**

In spite of the original scheme having been revised it was soon found that the accommodation was quite inadequate.

Further extensions were at once begun and **THE GOLD COAST HOSPITAL TO-DAY.** these have been continuing ever since, until to-day the Gold Coast Hospital consists of:—

- (i.) **The Administrative Block**, containing offices, consulting rooms, telephone exchange, and lecture-room and laboratory for the training of dispensers.
- (ii.) **The Out-Patients' Block**, containing waiting rooms, consulting rooms, dispensary, theatres for minor operations, and dental, X-ray, and eye-treatment rooms.
- (iii.) **Corridors joining the above blocks and containing changing rooms and baths for patients admitted to the hospital, with the necessary stores for their clothes.**
- (iv.) **Two Ward Blocks**, each in two storeys and each containing four large wards, four small private wards, four open stoeps for open-air treatment, and the necessary offices and stores, altogether **220 beds** being provided.
- (v.) **In the large open-air corridors joining the Administration Block to the two Ward Blocks behind it are two operating theatres of the most modern design with the necessary waiting, anæsthetic, and sterilising rooms.**

- (vi.) A completely equipped kitchen, and store houses.
- (vii.) A block of Isolation Wards.
- (viii.) Steam Laundries and Disinfectors.
- (ix.) The Central Medical Store for the Colony.
- (x.) A Maternity Block and School for Midwives (now being completed).
- (xi.) A large Mortuary Block.
- (xii.) A Medical Research Institute.
- (xiii.) A Venereal Clinic.
- (xiv.) A large number of quarters for the European and African Medical and Surgical Staff, Nurses, Dispensers, etc.

In spite, however, of the present complete nature of the hospital there is an increasing demand for more accommodation.

MORE WARDS REQUIRED. A new block of wards is urgently required in the near future for tuberculosis, and rooms for the clinical work of the hospital staff. The latter are being provided in next year's Estimates and the former should be undertaken as soon as Government's other commitments have made the necessary expenditure possible.

133. Finally the site on which the Gold Coast Hospital is built will permit of its indefinite expansion. Sufficient land has been obtained by the Government for the construction of the future Medical School with all the necessary accommodation for the students; and also for their necessary recreation grounds. Ample space is available for new wards, quarters, and other buildings. In reckoning the accommodation required the fact is not being lost sight of that the proposed Medical School will be that for all the British West African Colonies, the formation of which at Accra is now under consideration by the Secretary of State. The cost of construction will be shared.

134. The total cost of the Gold Coast Hospital up to date, including the water-borne sewage system, has been £254,343.

The above expenditure has been great but I feel sure that all Honourable Members have satisfied themselves personally of the great benefit which has resulted not only to the natives of this country but to the cause of medical and surgical science generally. To mention one thing alone, all officers joining the Medical Service in the Gold Coast now spend their first few months at the hospital learning from the older officers the conditions under which medicine and surgery must be carried out in this country, and the best way in which to gain the confidence of their African patients, while at the same time having an unrivalled opportunity of gaining experience in local forms of tropical disease. The Gold Coast Hospital is a credit to the country and has received unstinted praise from many distinguished visitors from Europe and America. The contrast between it and the old African Hospital in Accra is vividly depicted by a Medical Officer who writes:—

COST AND RESULTS OF GOLD COAST HOSPITAL.

“ Before leaving this pre-war period I shall briefly describe, for the sake of contrast, what were the conditions under which work—especially surgical work—was carried out at Accra in those days. The so-called Colonial Hospital was an old ramshackle building which dated back to 1881 and which had been added to and slightly improved as years went on.

PRE-WAR HOSPITAL CONDITIONS.

“ There were two blocks of buildings capable of accommodating half a dozen Europeans, and a score of natives. The Medical Officer in charge made the best of things, but he had to perform his surgical work under strange conditions. The room with most light was chosen as an operating theatre, and this happened to be near a dry earth latrine.

“ When operating I have known a storm come on and the rain come dripping through the roof, the operation being delayed, because the light became too bad to work by. If emergency operations had to be performed after dark, stable lanterns were requisitioned, and lamps borrowed from neighbouring bungalows, so that operations, unless supremely urgent, were deferred until daylight came. The Sister in Charge lived two miles from the Hospital. Sterilisation had to be carried out by the aid of Primus stoves.”

135. Future hospital construction naturally depends chiefly on the funds available, but also to a certain extent on the improvement of communications to the outlying districts. After considering the question with my professional advisers I am of the opinion that the first thing required is, on the completion of Takoradi Harbour, the

removal of the European Hospital at Sekondi to the one already constructed at Takoradi and the conversion of the former into a Native Hospital which, with a few additions to the existing African Hospital, will provide ample and efficient accommodation for the African population of Sekondi. After that we believe that, before any further new hospitals are made in the Colony or Ashanti, the conversion of all the existing hospitals to a modern type should be undertaken in the Northern Territories. The people of that country have been slow in acquiring confidence in European medicine, but of late there has been a distinct advance and there is no doubt that there is increasing and urgent need for modern hospital buildings in the far north, especially at Bawku, Navoro, Lawra, Wa and Bole.

THE DEVELOPMENT PROGRAMME— CONSTRUCTION OF SCHOOLS.

136. The Development Programme under Head VII. allows for an expenditure of £712,804 for construction of schools in the ten years ending on 31st March, 1930.

EXPENDITURE ON SCHOOLS, 1919-1926. Of this amount we have spent up to date about £395,000, leaving £318,000 for the next three years. The main item of expenditure has been Achimota, which accounts for £607,000 out of the total, leaving £105,000 for expenditure on other educational requirements.

The chief work done has been the construction of a new Boys' Primary School at Kumasi and extensive additions and alterations to the Accra Training College and to 12 Primary Schools. The accommodation of the Girls' Schools at Accra and Cape Coast has been doubled. Four "Junior Trade Schools" at Kibi, Assuantsi, Mampong and Yendi, after the local Chiefs had built temporary dormitories and workshops, are now being built in permanent form by the pupils themselves. The Yendi School has now been transferred to Tamale, where a large school area has been laid out and a residential Primary School is under construction. £20,000 was granted to the Scottish Mission for the building of their new Teachers' Training College at Akropong, where I had the pleasure of laying the foundation stone on the 5th of February this year. The accommodation

was doubled at the Accra Technical School. Altogether very useful progress was made in school construction during the period under review, the expenditure on which would have been trebled had there been enough trained teachers available.

I cannot conclude my remarks on the work of school construction without referring to that fine building, the **John Wesley College**, completed by the Wesleyan Mission at Kumasi in 1924, and to several other smaller schools which they have built; nor without reference to the additions made to their **Kumasi School by the Church of England Mission**. Apart from the Missions, Messrs. **Cadbury Brothers**, with great generosity completed the handsome **Cadbury Hall** at Kumasi, a School designed and equipped for the training of Africans in scientific agriculture and now forming part of the **Agricultural School**.

137. With regard to future school construction, this will mainly depend, as regards **primary schools**, on two things, viz. :—

(i.) The rate at which trained teachers become available. The number is at present seriously below what is required for existing schools, and for this reason alone **Government would not be justified in building any new primary schools for the next few years.**

FUTURE SCHOOL
CONSTRUCTION.

(ii.) Whether or not Government adheres to its policy of encouraging Missions by giving them building grants and leaving to them the extension of primary education throughout the country. The number of new primary schools so built would also depend on the rate at which the Missions can provide efficient teachers.

Personally I am in favour of leaving the construction of new primary schools to the Missions. To a certain extent, however, a mean course might be advisable, and Government primary schools built at selected centres. With regard to the work immediately ahead of us there is still a balance of some £6,700 left in the Development Programme for improving the existing Primary Schools, about half of which is being spent in

the coming financial year. The most pressing requirement is the re-construction of the Wioso Primary School. The five main items provided for in the Development Programme that require completing are :—

- (i.) The construction of two Junior Trade Schools—one at Keta and one in the Western Province. The total of £5,000 has been earmarked for this work in the next three years.
- (ii.) The extension of the Agricultural School at Kumasi. £10,000 has been earmarked for expenditure when the necessary scheme has been approved.
- (iii.) The extension of the Technical School, for which £2,287 is allowed when the scheme has been approved.
- (iv.) The construction of the Survey School at Cantonments which begins in the next financial year and will cost £20,000.
- (v.) Building Grants to Assisted Girls' Schools of the Wesleyan Mission at Kumasi and the Church of England Mission at Cape Coast.

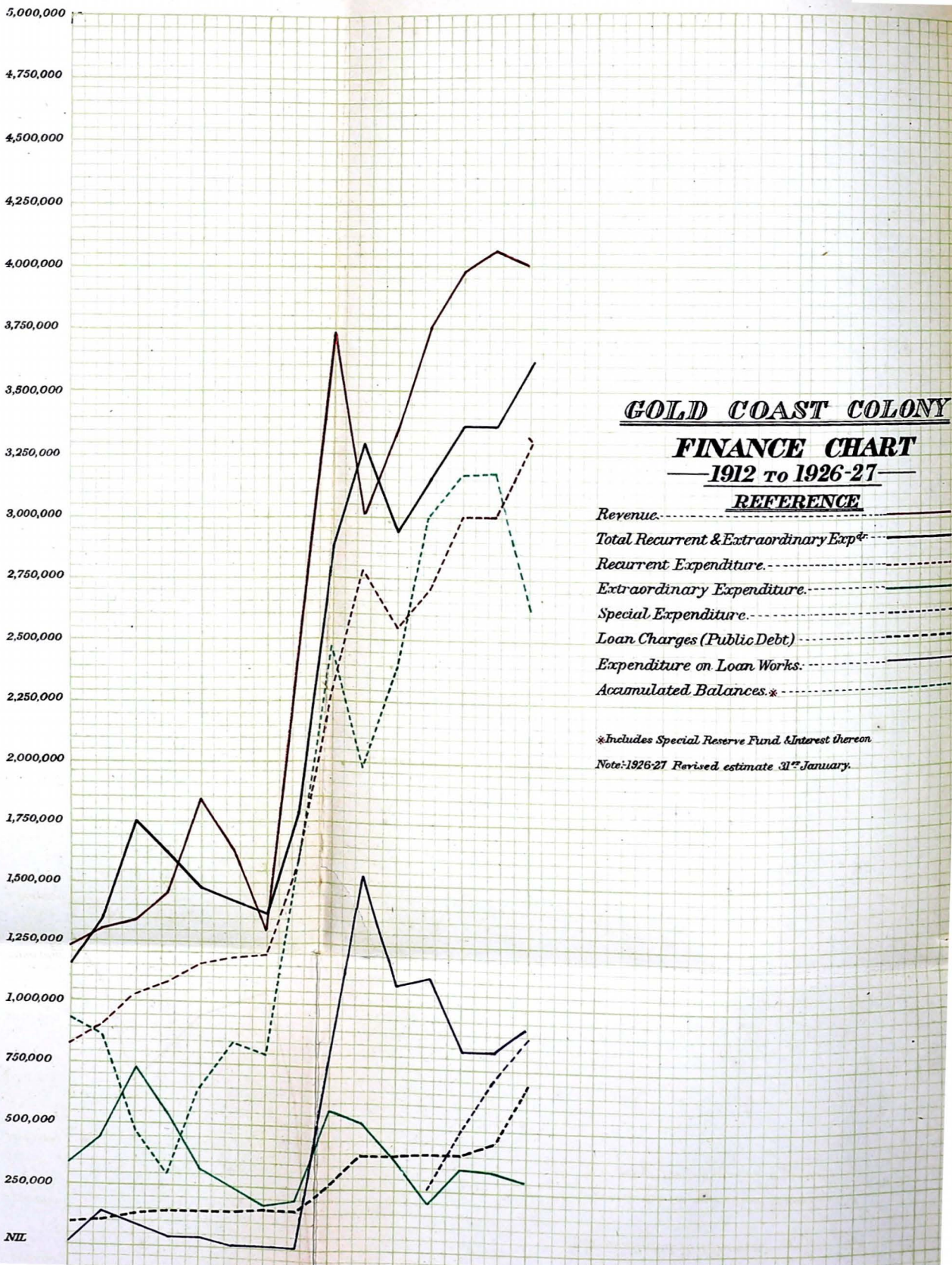
THE CONSTRUCTION OF ACHIMOTA.

138. The construction of the Prince of Wales's School and the Prince of Wales's College at Achimota is by far the largest work ever undertaken by the Public Works Department in this country. As I believe that all Honourable Members concur in my view that the formation of this great educational centre is the most important step ever taken by the Government to assist the progress of the people of the Gold Coast, I propose to place on record this morning the way in which "Achimota" has come into existence.

In 1919 Mr. Kingdon's Committee on Education submitted, *inter alia*, a recommendation that Government

1919. A SECONDARY SCHOOL IN ACCRA PROPOSED. should construct a secondary school, practically by additions to the present Training College for Teachers. Even such cursory enquiry into the educational needs of the country as it had been possible for me to make impressed me with the fact

that the Committee's recommendations did not go far enough; nor, with special regard to the school, was a large town like Accra a suitable place in which to build a residential school.



On the 20th February, 1920, in this Council Chamber I informed Honourable Members of the conclusions to which I had come, of the educational reforms required, and of the formation of an Educationists' Committee more thoroughly representative in nature than the first committee had been. This Committee sat in 1920, and eventually in 1921 submitted a recommendation for the construction of a secondary school and a new training college for teachers in the neighbourhood of Accra. A waterless, uncultivated hill covered with long grass and scrub, near the village of Achimota and about 8 miles from Accra, was the site proposed; and after personal inspection of it in company with the then Colonial Secretary, Mr. A. R. Slater, and the Directors of Education and Public Works, the site on which the College now stands was approved. No plans or estimates had been prepared, but the Budget for 1921-22 contained provision for clearing and preparing the site. During the year a road was built from the main road at Achimota Village to the place where the entrance gate now stands.

In 1922 Major J. W. Skipper, a Cambridge architect, submitted a general design for the lay-out. Although this design was not eventually approved it is of such interest that instructions have been given for its removal from the Castle, where it is now hanging, to the museum at Achimota. The "Educationists' Committee, 1922" assembled at the end of 1922 to consider details of the proposed school and in the Estimates for the following year (1923-24) an item entitled "The Gold Coast Secondary School," approximate cost £210,000, appeared for the first time in the Development Programme.

By March, 1924 the work of the Committee enabled me to describe to Honourable Members in this Council Chamber Achimota as designed up to that date. On the fifth of that month I laid the foundation-stone in the presence of the largest gathering, and one that more completely represented all sections of the population of the Gold Coast, than any I had seen up to that date. The cost was growing, the Development Programme in 1924-25 providing for "Achimota College, £250,000."

In October, 1924 the construction of Achimota was begun by the contractors, Messrs. Thompson, Moir and Galloway.

1924. CONSTRUCTION BEGUN. In the same month the arrival of the Principal, the Rev. A. G. Fraser, M.A., brought with it a wholesale revision in the general scheme, based on his wide knowledge and experience of educational requirements. Up to then Achimota had appeared to us as one college : quickly it developed, in the skilful hands of Mr. Fraser, Mr. Hedges, and the Educationists' Committee, into a college and a school, and in February, 1925 I was able to give Honourable Members a complete description of Achimota as it will be when completed. During this year the detailed plans and estimates were practically completed. In September, however, estimates were completely upset by the resignation of the contractors. After full consideration the work was handed over to the Public Works Department under circumstances dealt with in my address of February, 1926. Although greatly handicapped by having to continue construction simultaneously with taking over from the contractors, Mr. P. Hall, Chief Resident Engineer, rapidly increased the rate of progress as each month passed. In March, 1926 a large number of the staff quarters were completed and occupied.

1925. RE-DESIGNED. 1925. P.W.D. TAKE CHARGE. In April, 1925 Achimota became the "Prince of Wales's College" and the "Prince of Wales's School" when His Royal Highness unveiled the tablet beside the main entrance to the Administration Block to commemorate his visit and to authorise the use of the title.

1926. Although greatly handicapped by having to continue construction simultaneously with taking over from the contractors, Mr. P. Hall, Chief Resident Engineer, rapidly increased the rate of progress as each month passed. In March, 1926 a large number of the staff quarters were completed and occupied.

By November, 1926 sufficient buildings were completed to enable the Kindergarten section to open in January, 1927 and for a second dormitory for 60 primary school pupils to open in April. The programme of work allows for the full opening of both the College and School in January, 1928, although it is not anticipated that it will be feasible on that date to take more than 600 out of the 770 pupils that Achimota will ultimately hold. Complete detailed plans and estimates

have now been prepared and Government is now in a position to state definitely that the total cost of the College will be £433,105 and of the School £174,434. The total cost of Achimota will therefore be £607,539.

On the 28th January this year I formally opened Achimota in the presence of a still more distinguished and representative gathering than even that which attended at the laying of the foundation-stone. A description of the ceremony and of the speeches made is being published by the Government to commemorate an important day in the annals of the Gold Coast.

OPENING OF
ACHIMOTA.

139. The following is a brief description of Achimota :—
- (i.) It is divided into the Prince of Wales's School and the Prince of Wales's College, each within an iron fence about two miles long with a hospital between the two enclosures.
- (ii.) The grounds, which are four square miles in area have been acquired by Government, and afford ample space for future extension of the college or school.
- (iii.) Two large oval cricket grounds, each half as big again as Kennington Oval, five football grounds, three hockey grounds, and twelve tennis courts are being made and there is plenty of room for more.
- (iv.) The Prince of Wales's School consists of a Kindergarten for boys and girls, a Lower Primary School for boys up to eight and girls and an Upper Primary School for girls only, together with all the dining halls and dormitories that are required.
- (v.) The Prince of Wales's College consists of a Boys' Upper Primary School, a Secondary School, and a University College for advanced education. The College contains its own dormitories, dining-hall, class-rooms, engineering workshops, and art and science rooms. Secondary and university education in the College will be open to girls who are residing in the Prince of Wales's School.

- (vi.) Each dormitory block is built to contain 60 pupils, divided into four rooms, with quarters at each end of the block for the House Master and Assistant Housemaster respectively. In the case of the girls' dormitories these quarters are naturally occupied by the House Mistress and Assistant House Mistress.
- (vii.) There are 19 other quarters for the staff, and a Guest House for visitors interested in education ; four sets of quarters for the African Masters, and accommodation for teachers undergoing refresher courses.
- (viii.) A sewage farm on modern lines ; poultry and cattle farm ; and vegetable gardens have been provided.
- (ix.) Water-borne sewage, pipe-borne water supply, and electric power and light have been provided.
- (x.) The total accommodation for which Achimota is constructed is for over 1,000 persons. Of the 770 students, 230 will be in the School and 540 in the College. The maximum numbers will probably not be reached until the fifth or sixth year in the School and until the eighth or ninth year in the College.

140. I cannot speak too highly of the work done by the Public Works Department since it assumed charge of construction in September, 1925.

WORK OF P.W.D. Mr. P. Hall, and Mr. A. Holland, who ON ACHIMOTA. acted for him as Resident Engineer for five months in the year, are to be heartily congratulated on the results obtained. The whole staff has worked hard and loyally, and each one has displayed a keen desire to complete the various works well ahead of scheduled time. Although serious difficulties in the supply of materials, owing to the strikes in England have been experienced, these have been successfully surmounted owing to the keen spirit which animates the whole of the staff,

**DEVELOPMENT PROGRAMME :
CONSTRUCTION OF PUBLIC BUILDINGS.**

141. The Ten-Year Programme shows under Parts II. and III. the following expenditure on the construction of Public Buildings :—

CONSTRUCTION OF PUBLIC BUILDINGS.

1920-1930.

Nature of Work.	Total Proposed Expenditure I. I. 20 to 31. 3. 30.	Total Estimated Expenditure to 31. 3. 27.	Proposed Expenditure I. 4. 27 to 31. 3. 30.
	£	£	£
(a) Hospitals and Dispensaries ..	395,697	341,375	54,322
(b) Schools	732,804	394,727	338,077
(c) Offices, Courts, Police, Prisons, etc.	224,990	147,571	77,419
(d) Workshops ..	109,358	79,684	29,674
(e) Post Offices ..	62,074	34,052	28,022
(f) Quarters ..	562,059	420,118	141,941
	2,086,982	1,417,527	539,455

The above table shows the work of the Public Works Department only and does not include the many buildings erected by the Gold Coast Railways and shown in Part I. of the programme; nor those constructed by the Department in the various " Building Schemes " shown in Part III. If the above buildings were included, the total expenditure on all Government buildings erected in the Gold Coast in the seven years ending on the 31st March, 1927 would exceed £1,700,000.

142. The first two items in the above table have already been dealt with (*see paragraphs 131 to 140.*) With regard to the third item, the Director of Public Works reports that his Department has in the past seven years constructed a total of 16 Commissioners' Courts, 21 Police Barracks, 10 Magazines, 68 Stores, and 69 Offices, including extensive additions to existing buildings. Among the more important buildings are the temporary High Court at Accra, the Governor's Office, the Customs Office at Accra, and the conversion to modern types of the Accra and Kumasi Prisons.

The building at Accra now used as the High Court was originally constructed as a combined Club and Transit Quarters, with twelve bedrooms on the first floor and large dining-rooms, laundries, offices and kitchens on the ground floor.

LAW COURTS. It was hoped that the existence of such a building would result in the majority of bachelor officials and merchants and men whose wives were at home using the club for all meals except probably breakfast. There was, however, in 1920 an urgent demand for better court accommodation for the Judiciary and Law Officers than it was possible to obtain in the old iron building west of the Secretariat. Whilst sympathising deeply with His Honour the Chief Justice in his request for better court accommodation, I felt that the very pressing demand for hospitals, quarters, and other development work in connection with trade and education took precedence; and I therefore suggested that, until funds were available for new Law Courts, the new Club and Transit Quarters should be utilised for the purpose. I am very grateful to Sir Philip Crampton Smyly for his ready appreciation of my views. In 1920 the courts of justice were established in the ground floor of the new building and the Law Officers took up their quarters on the first floor.

The construction of new Law Courts in Accra cannot, however, be long postponed. Not only is the present accommodation insufficient and inconvenient, but the building itself is badly required for its original purpose. The lack of accommodation for officers whose duties bring them temporarily to Accra is notorious, while the conditions of living of many Government officers and others would be vastly improved by the

**NEW LAW
COURTS
REQUIRED.**

opening of a residential club where all meals could be obtained. **The site of the old Colonial Hospital facing the Polo Ground has been definitely selected for the new Law Courts**, which should be a handsome building containing all the accommodation required by the Judiciary and Government's Law Officers. The cost will not be small, probably in the neighbourhood of £50,000, for the building must be a handsome one and in keeping with the dignity and importance of the courts of justice. I regret that in my time here Government has not been able to find the necessary funds owing to our very heavy commitments with regard to Takoradi and Achimota, but I regard the construction of new Law Courts as one of the most pressing items in Government's building programme.

I have some difficulty in understanding how my predecessors bore so long the conditions under which they worked in the old **Governor's Office** in Christians-
 NEW GOVERNOR'S OFFICES. borg Castle. After a year's experience of the intolerable conditions of damp and bad ventilation I gave instructions for the construction of a new office. This was **completed in 1922** by the Public Works Department, the work being very well done and the design in keeping with the general architecture of the Castle.

Complete and handsome new **Customs Offices** were **completed last year** on the cliff to the east of James Fort and overlooking the beach. The space between
 NEW CUSTOMS OFFICES. the new offices and James Fort is being converted by the Town Council into a small public garden with a view over the busy beach and roadstead of Accra.

Whilst a large amount of work has been done in **converting the old Prisons** at James Fort and Kumasi to more modern conditions, outstanding work has been
 PRISON CONSTRUCTION. done in this respect at **Ussher Fort**. Two new double blocks of modern type, cells and extensive offices, hospital accommodation, kitchens, and carpenters', metal-workers', tailors', and boot-makers' shops have been completed by the convicts themselves in the course of their trade training under their own Technical Instructors, the necessary engineering advice and supervision being furnished by the Public Works Department.

143. With regard to future office construction, the two main items at present included in the programme which have not been completed are the **High Court at Kumasi** and the **Agricultural Research Headquarters**. The former is being built in instalments, of which the first only is included in the programme at a cost of £15,000. The estimate for the Agricultural Research Headquarters, which has not yet been begun, will require doubling if it is eventually decided that it should be moved from Aburi to Kumasi.

The chief works not at present included in the Ten-Year Programme that will require undertaking in the next few years are :—

- (i.) **A Recruits' Training Depot for the Police Department at Accra.**
- (ii.) **New Law Courts at Accra.**
- (iii.) **The extension of the Kumasi High Court.**
- (iv.) **A Town Hall at Accra (to be constructed by the Town Council with the assistance of a Government loan).**
- (v.) **The gradual construction, beginning in 1930 at latest, of Government offices and bungalows to replace the accommodation at present provided by the semi-permanent structures at Takoradi (vide paragraph 122 (i.)). The cost of these new buildings at Takoradi will be upwards of £100,000, but there is no reason why it should not be spread over a period of four to five years.**
- (vi.) **A Police Recruits Depot.**
- (vii.) **Lunatic Asylum.**
- (viii.) **New block of wards, Gold Coast Hospital.**

144. With regard to the fourth head shown in the building programme in paragraph 141, namely, **Workshops**, the chief item of work has been the construction and equipment of the **Central Workshops of the Public Works Department at Accra**. The Director reports that :—

“ In 1919 the Department was attempting to do

“ work with shops entirely inadequate both as regards
 “ quantity and quality, the space and the
 P.W.D. CENTRAL “ machine tools being hopelessly insufficient
 WORKSHOPS. “ even for a very much smaller Colony.
 “ The new Central Workshops which have
 “ been constructed have a floor space of nearly 30,000
 “ square feet of workshops and 39,000 square feet of
 “ stores. The wood-working machine shops are well-
 “ equipped with all modern plant for dealing with timber
 “ from the log to the finished article. The new shops
 “ and plant however, are none too large for the amount
 “ of work now in hand ; just at present we could fully
 “ employ shops half as large again. Had it not been for
 “ these shops it would have been impossible for us to
 “ have carried out the work we have been called on to do.
 “ Especially is this the case with regard to Achimota,
 “ the building of which, without our new shops, could
 “ not have been carried out in the expeditious manner
 “ that has been the case. Much time has been saved
 “ by our now being able to make our own small castings,
 “ both in iron and brass, and all ordinary repair and
 “ overhauling work has been greatly facilitated by the
 “ mechanical shops.

In addition to the Central Workshops, small provincial workshops have been built and equipped at Koforidua, Cape Coast, Sekondi and Kumasi ; and small
 PROVINCIAL extensions have been made to various
 WORKSHOPS. carpenters' shops at many other places.
 Altogether, exclusive of the Central Workshops, new shops, or extensions to old ones, to the number of 26 have been built. Without this work, which has enabled local requirements to be dealt with, it would have been impossible for the Department to have carried out the extensive programme of the last seven years.

With regard to future work in the construction of work shops, this should be confined to the additions to existing workshops and stores that will be
 FUTURE necessary if the re-organisation of the
 WORKSHOPS. Public Works Department in certain directions is carried out as at present intended. This re-organisation will include, *inter alia*, the concentration of stores and workshops at three main centres, namely, Accra for the Eastern Province, Takoradi

for the Western and Central Provinces, and Kumasi for Ashanti and the Northern Territories. Although small workshops and stores will still continue to be maintained at Koforidua, Cape Coast, and a few other convenient district centres, the economy that should be effected in mechanical, storekeeping and accounting staffs, and in yard labour fully justifies the re-organisation which I have asked Mr. E. H. D. Nicolls to consider.

145. With regard to the fifth head in the building programme, the Director of Public Works reports that in the past seven years **15 new and extensive additions to eight old Post Offices** have been carried out. All the new Post Offices are built in concrete and on an approved pattern capable of progressive extensions as local business increases. As the trade of the Gold Coast steadily increased it early became apparent that the handsome **Post Office at Accra** required considerable extensions. Construction was delayed owing to the necessity of considering whether Takoradi would not be a more convenient place for the extensive additions to the Telegraph Workshops and Stores that were required. It was eventually decided to adopt Takoradi for this purpose, and the work both at Accra and Takoradi is now in hand.

POST OFFICE CONSTRUCTION.

With regard to the future construction of Post Offices, **the erection of a large and handsome building at Takoradi should be begun in the next few years,** as the trade of the port will soon cause postal and telegraph business to increase beyond the capacity of the present temporary offices (*vide* paragraph 122). In addition to the above, **new provincial Post Offices at about six different centres** will be required in the next five to ten years in accordance with the growth of local postal business.

FUTURE POST OFFICES.

146. Apart from the great expenditure in the past seven years on schools, mainly owing to Achimota, the biggest item in the building programme has been in connection with **the provision of adequate quarters for officials.** At the end of 1919 the situation was serious; the accommodation for the existing staff was totally inadequate, and it was obvious that the post-war period would early see an

QUARTERS, 1920-1926.

increase in staff in all Departments, and especially in those directly concerned with the intensive programme of development that had been drawn up. It was hoped that liberal provision in the Annual Extraordinary Estimates would enable sufficient quarters to be provided, but by the end of 1922 it was apparent that the funds available out of revenue would not allow sufficiently rapid progress to be made. In the Budget of 1923-24 Government therefore provided £100,000 out of the liquid portion of our surplus balances for "Arrears of Quarters," in addition to the provision made in the Extraordinary Estimates of the year. Experience soon showed that this was not enough and surplus funds have had to be called on to the tune of £200,000, while £362,000 was the proposed Extraordinary Expenditure. Out of the total of £562,059 proposed for expenditure during the period of the Development Programme, £420,118 has been spent up to date, for which 218 bungalows have been constructed, *viz.* :—Accra 90, Eastern Province 36, Central Province 16, Western Province 18, Ashanti 37, and the Northern Territories 21—a total of 218.

218 NEW
BUNGALOWS.

In spite of the large number of bungalows constructed, however, there is still a shortage of quarters throughout the country, especially in Accra and Kumasi. Over £85,000 is provided in next year's estimates for new quarters, leaving some £50,000 to £60,000 for expenditure in the last two years of the programme.* This should be sufficient to cover our steadily increasing requirements until March, 1930, after which provision will have to be made for the additional quarters required at Takoradi, and to replace the swish houses at present occupied by many officials in distant parts of the country, work which has been gradually undertaken as transport has been cheapened by the extension of the motor road system.

*This is exclusive of the cost of the quarters which are being constructed and provided for in Part III., Head VII., item 27, 28A, 28B, 28E, and 28G; and in Head XII., item 32, of the Development Programme.

DEVELOPMENT PROGRAMME—TELEGRAPH AND TELEPHONE CONSTRUCTION.

147. Of the proposed expenditure in the Development Programme of £335,616 on Posts and Telegraphs, the whole amount, with the exception of £3,000 for TELEGRAPHS AND new Letter Boxes, is in connection with TELEPHONES. new Telegraph Lines and Trunk Telephones. Up to the 31st March this year £276,156 has been spent, while the Estimates for the coming financial year provide for £44,860, leaving a balance for the last two years of the programme of £14,600. It is therefore apparent that exemplary progress has been made. The following is a summary of the work done :—

Telegraphs.

1,710 miles of new telegraph line and 36 new telegraph offices have been added since 1919.

1,700 miles of existing line have been entirely reconstructed, iron telegraph poles replacing tree trunks and wooden posts.

Trunk Telephones.

1,760 miles of trunk telephone line are now in use, compared with 189 miles in December 1919.

13 telephone exchanges and 15 trunk call offices, with over 1,200 miles of extension lines, have been completed. Incidentally the number of trunk calls in 1925-26 was 58,000 as against 6,000 in 1919.

Practically all important centres are now connected by telegraph and telephone. In 1919 one could telephone from Accra to Christiansborg, 3 miles: to-day one can telephone from Accra to Tamale in the North, 450 miles away, or to Sunyani in western Ashanti, 300 miles—excellent work by the engineers. The system is still expanding rapidly owing to public and commercial requirements, so that further capital expenditure will be necessary annually for some years to come.

In his report Mr. Ormsby-Gore pays the following tribute to the postal and telegraphic communications of the Gold Coast :—

“ There are no main trunk telephones in Nigeria
 “ and Sierra Leone, but there is an excellent system
 “ in the Gold Coast based on the triangle
 MR. ORMSBY-GORE “ Accra-Kumasi-Sekondi, which has been
 ON OUR “ constructed since the war. From this
 TELEPHONE “ base branch telephone lines penetrate to
 SYSTEM. “ various parts of the cocoa-growing area.
 “ It has been, of course, difficult to get
 “ an adequate local staff, but in spite of these difficulties
 “ the telephone system gives very good service. It must
 “ undoubtedly facilitate trade, and its advantages are
 “ appreciated by the commercial firms.

“ One of the advantages of the telephone is
 “ that it can be used by illiterates, and in the Gold
 “ Coast, where so much of the wealth is in the hands of
 “ illiterate cocoa farmers, its use naturally appeals
 “ to them. Their keenness to have telephone facilities
 “ extended to their villages is very marked. I was told
 “ that in certain cases they had even been willing to
 “ guarantee sums up to £120 per annum to cover the
 “ usual rental fees in order to get the service.

“ The telephone is also used for the transmission of
 “ telegrams, which saves the cost of training so many
 “ native Morse signallers.

“ The administration of the Postal Department
 “ has also been facilitated by the fact that it is easier to
 “ effect control by telephone than by sending telegrams
 “ in cases where the staff is illiterate.

“ I call special attention to this, but it is only
 “ one of many ways in which the development of
 “ the Gold Coast has been energetically pressed
 “ forward in recent years ; and the experience gained
 “ there may well be of use to other Colonies where
 “ systems have not yet been installed.”

148. Honourable Members will notice that for the first time provision is included both in the Development Programme and in the annual Estimates for next year for the development of wireless telegraphy and telephony. Especially good work in this respect has been done in the past three years by the following officers, to whom I wish to convey Government's appreciation of the good work they have done:—Mr. R. S. Baker and Mr. A. W. Spurling, of the Posts and Telegraphs; and Captain J. F. Phipps, R.E., of the Surveys.

Writing on the subject in his report, Mr. Ormsby-Gore says:—

“ The whole question of wireless telegraphy and broadcasting has in the past aroused a somewhat languid interest, but its value is now being recognised and steps are being taken to really investigate its possibilities.

“ On the voyage out a passenger had fitted up a private receiving set on board and was able to pick up Pittsburg and Madrid clearly some time after he had lost touch with England. Concerts from Bourne-mouth were almost the last items to be got from home, and were heard when the ship was off Sekondi.

“ There can be no doubt that the development of wireless broadcasting would be a great boon to those living in isolated bush stations, and it is well worth investigating whether in future a relaying station could be established at Accra or Takoradi to re-distribute the Daventry programme from England to listeners-in in West Africa.”

I heartily agree with Mr. Ormsby-Gore's view and trust that the officers who have done such good work will meet with the success that will enable hundreds of European and African residents in this country to receive news daily on their own instruments from the future broadcasting station at Takoradi or Accra. Not only will this be valuable from the recreational point of view, but it will enable authentic information as to Government's intentions and actions to be broadcast through the country and replace the wild, disturbing, and baseless rumours that are now so common.

149. Among the more important items completed in 1920-1927 have been :—

NEW TELEGRAPH LINES.

Accra—Sekondi *via* Winneba and Cape Coast

Accra—Akuse *via* Dodowah and Somanya.

Accra—Kumasi (along the railway).

Sekondi—Takoradi.

Sekondi—Kumasi (along the railway).

Sekondi—Dixcove.

Nsawam—Kibi *via* Suhum.

Dodowah—Ada *via* Prampram.

Huni Valley—Oda (along the railway).

Winneba—Swedru.

Kumasi—Tamale *via* Salaga.

Kumasi—Sunyani.

RECONSTRUCTION OF OLD TELEGRAPH LINES.

Saltpond—Cape Coast.

Aburi—Dodowah.

NEW TELEPHONE LINES.

Accra—Winneba.

Accra—Kumasi.

Accra—Sekondi.

Accra—Akuse.

Sekondi—Kumasi.

Sekondi—Takoradi.

Sekondi—Axim.

Kumasi—Tamale.

Kumasi—Sunyani.

Swedru—Winneba.

Swedru—Nsaba.

Koforidua—Kibi.

Prampram—Dodowa.

Prampram—Ada.

Huni Valley—Oda.

THE DEVELOPMENT PROGRAMME: MAPS AND SURVEYS.

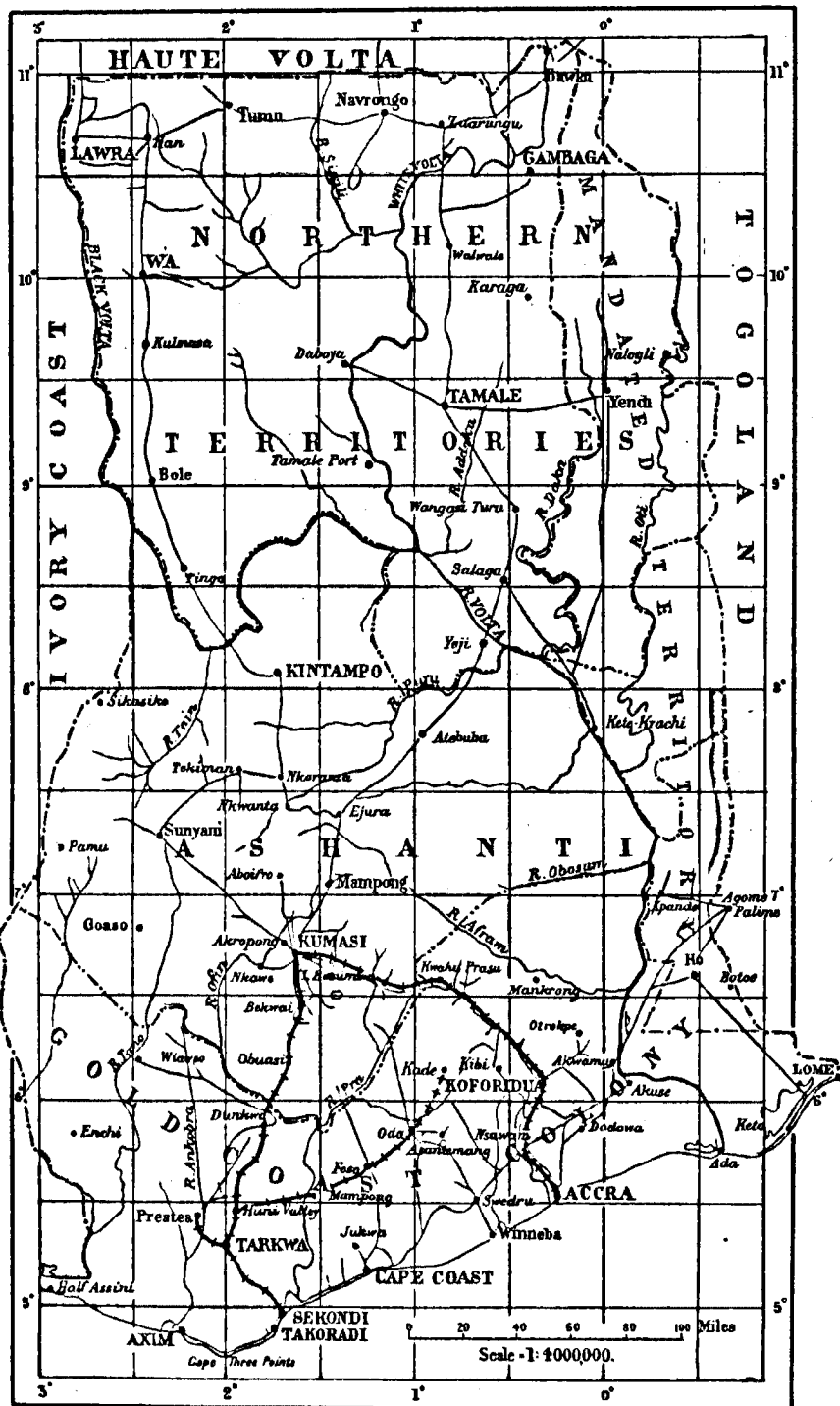
150. One interesting feature in the original Development Programme of 1920 (*vide* paragraph 70) was the introduction of an item entitled "Maps, Political and Industrial." It is difficult to see how the communications of a country can be efficiently developed without contoured topographical maps; nor how new towns can be laid out on modern, sanitary lines and the boundaries of concessions and other lands demarcated, without scientific cadastral surveys based on a highly accurate framework. It is the opinion of my advisers that, in these directions alone and apart from the use of maps politically and commercially, the inclusion of the special survey head in the original Development Programme has been thoroughly justified by the experience of the past few years.

NECESSITY FOR
MAPS.

A topographical map of the Colony and part of Ashanti, compiled in 1909 from the work of the Mines Survey Department of which I was the Director, existed in 1919. Although useful it was not contoured and was hopelessly inadequate for using either in the direction of communications or revenue survey work. The original Development Programme of 1920 therefore provided £200,000 for expenditure out of revenue on map production and the surveys connected therewith. It was soon apparent, however, that the Survey Department had been so greatly cut down that it had not the trained personnel for the work. A special "Topo Party" of the Royal Engineers was therefore engaged and £120,744 for their work was included in our 1920 Loan. This amount was exhausted in the year 1925-26, and a further sum of £32,860 was provided in the 1926-27 Estimates out of our surplus balances to enable them to continue the work. This amount will be exhausted by the 31st March, and those officers and non-commissioned officers who have not returned to their Corps have been formed into a "Framework Party" and an "International Boundary Party," provision for which is made in Head IX. of the Programme and Head XLI. of the Estimates until about March, 1928. After that date any further extension of the Framework will have to be carried out by the permanent

COST OF
MAPS AND
SPECIAL SURVEYS.

TOPOGRAPHICAL SURVEYS. THE GOLD COAST



Main Motor Roads ————— Drawn & Printed at SURVEY HEADQUARTERS ACCRA, 1927.
 Railways Completed + + + + +
 — do — under Construction + + + +

Topographical Surveys completed June 1926.
 Area to be surveyed.....1926 - 27.

Survey Department, but the completion of the International Boundary surveys will require the addition of some £20,000 to the amount at present provided in the Ten-Year Programme.

Altogether out of the total proposed expenditure of £200,068, about £178,000 will have been spent by the 31st March this year; about £20,000 will be spent next year, leaving a balance of about £1,600 on the expenditure at present proposed in the programme. This, as mentioned above, will have to be increased either from surplus balances or from the revenue in 1928-29.

151. There is no doubt that to-day the Gold Coast possesses an accurate contoured topographical map of a far higher standard than that hitherto produced by any country in British Africa. That is Mr. Ormsby-Gore's stated opinion. It is a map, moreover, that is now being printed and published by our own Survey Department.

THE STANDARD
MAP.

The standard map is published on three scales, viz., 1:62,500, 1:125,000, 1:250,000, known locally as the "one-inch," "half-inch," and "quarter-inch" maps. In the case of the forest country between the sea and the north of Ashanti, the map is surveyed on the "one-inch" scale, and in the Northern Territories on the "half-inch" scale.

The following sheets have been surveyed and printed :—

	One-inch sheets	76
MAP SHEETS	Half-inch sheets	18
COMPLETED.	Quarter-inch sheets	6

In addition the following sheets have been surveyed and the maps are now being printed.—

	One-inch sheets	45
	Half-inch sheets	13

From the above sheets the Survey Department compiled and printed three editions of a road map on the scale 1:500,000 and one edition of the layered road map on the same scale, two editions of the general map of the Gold Coast on a scale of 1:1,000,000, and two editions of the wall map on 1:375,000.

The production of the above maps has involved the survey up to date of 40,620 square miles ; this, added to about 10,000 square miles which were surveyed before the war in the Northern Territories, a survey which will soon require to be re-made, makes a total of 50,620 square miles of complete topographical survey. Taking the total area of the Gold Coast as 92,000 square miles, an area of 41,380 remains to be surveyed.* This will have to be done gradually by the Topographical Branch of the Survey Department. Owing to the rapid construction of new roads and railways the maps of the Colony and Ashanti will soon require revision.

The above topographical survey work necessitated the construction of a reliable framework. This consisted of fixed points, of which the positions were accurately determined by astronomical latitudes, and by longitudes obtained from a comparison between local time and Greenwich time, the latter being ascertained by wireless time signal from Bordeaux. Captain J. F. Phipps, R.E., to whom the credit is chiefly due, and Major E. W. Nesham, of the Survey Department, have done invaluable work in the study, investigation, and execution of wireless time signals, with the result that the apparatus has been greatly simplified and its weight reduced, and with experiment and training it has been found possible for one European with each party to do both the astronomical and wireless work instead of two formerly employed, thus reducing costs considerably. An interesting account of the methods employed is given in the annual report of the Survey Department for 1925-26.

The work done by the Special Framework Party since its formation at the end of 1923 under the able leadership of Captain J. Calder-Wood, M.C., has been worthy of all praise. In the preceding two years a chain of triangles had been pushed rapidly from Akuse to Lake Bosumtwe near Kumasi, but the ground has now been re-covered by a highly accurate triangulation on bases at Accra, Odumase, and Obuasi (Ashanti). The triangulation now covers the following area :—an area bounded on the south by a line

TRIANGULATION
BY SPECIAL
FRAMEWORK
PARTY.

* See map in printed copy of Address.

from Osudoku near Akuse to Accra and Gomoa Assin, north of Appam ; the forest country then becomes a difficulty, and the southern boundary of the triangulation runs from Nsawam Peak westward, passing north of Oda, and then southwards to Nsuta near Tarkwa. The northern boundary runs roughly from Akuse along the hills through Begoro and Kwahu and a point near Agogo (Ashanti) and then in a westerly direction passing south of Kumasi, while a further area extending as far west as Asafo in Sefwi has been reconnoitred and is ready for accurate observation. Up to date the Framework Party has completed 9,000 square miles of triangulation and a large amount of theodolite work in the heavily forested country in which triangulation is impossible.

That such a fine record of work has been possible in the past seven years is naturally chiefly due to the **Special Topographical and Framework Parties.**

CREDIT FOR SURVEY WORK. But both these parties, under Lieutenant-Colonel Rowe's capable organisation, have in reality formed part of the Survey Department, which has not only supplied them with a large number of African surveyors, without whom so much work could not possibly have been done, but has also conducted most of the office and store work. In more than one case African surveyors alone, trained in the Survey School of the Department, have been able to complete the survey of a "one-inch" sheet, working under the general supervision of the senior European. With such hearty co-operation existing between the Royal Engineer personnel and the staff of the Survey Department, it is difficult to allot an exact share of the credit to each ; but there can be no doubt that that strong *esprit de corps* which animated all branches of the Survey Department was mainly due to the fine leadership and organizing ability of the late Surveyor-General, **Lieutenant-Colonel R. H. Rowe, D.S.O., M.C., late R.A.,** who was throughout ably supported by our present Surveyor-General, **Mr. J. Clendinning, B.Sc.** Among the officers of the Special Parties who have done especial good work were Major G. H. Bell, M.C., Major C. G. Woollner, M.C., R.E., Captain G. Cheetham, D.S.O., M.C., Captain E. R. L. Peake, M.C., R.E., Captain B. D. Peake, M.C., R.E., Captain R. L. Brown, R.E., Captain J. Calder-Wood, M.C., Captain J. F. Phipps, R.E., and Lieutenant A. C. Shortt, R. E.

152. Two International Boundary Surveys have been undertaken during the last few years, *viz.*, the Gold Coast—
 Ivory Coast Boundary in 1925 and the
 INTERNATIONAL BOUNDARY SURVEYS. Boundary between the British and French Mandates of Togoland in 1926. In both cases the survey of the boundaries is being made an integral part of the topographical survey of the Gold Coast. On the Western Frontier the main work is the thorough demarcation on the ground of a boundary already definitely settled. This involves the erection of intermediate pillars on lines defined as "straight lines" between distant points. The work was seriously interrupted in March, 1926 by the death of Captain P. F. Dale, M.C., the Officer-in-Charge, and the ill-health of his assistant, but was re-started in November last under Captain B. D. Peake, R.E. The country through which the boundary has run up to date has been exceptionally difficult, causing slower progress than was anticipated. The Eastern Boundary in Togoland requires slight modification in detail, so Captain C. C. Lilley, District Commissioner, has been given political charge of the mission while the survey work, including wireless longitudes, is in the hands of Major E. W. Nesham, Lieutenant H. S. Francis, R.E., and several African surveyors.

153. The Special Survey Party demarcating the boundaries of Forest Reserves has, since it began work at the end of 1924, completed 200 square miles of reserves, the actual boundaries cut being 261 square miles. The field work on two other reserves has been completed, and two others are now in hand. Both Captain F. K. Stranack, M.C., R.E., and Lieutenant E. R. Green, R.E. are to be congratulated on the good work they have done.

THE DEVELOPMENT PROGRAMME: AGRICULTURAL AND FORESTRY DEPARTMENT.

154. I have already (in paragraphs 46 to 57 and 153) dealt with the progress made under Head X. of the Programme, with the exception of the firewood reserves of Achimota. These are now doing well, and a successful start has been made in work that will eventually result in the afforestation of the Accra plains.

Of the total of £251,642 proposed for expenditure on agricultural and forestry development, about three-fifths will have been spent by the 31st of March this year, about one-fifth is provided in next year's Estimates, and a balance of £55,741 will remain for expenditure in the last two years of the Programme. Actually, this expenditure will cover a greater period, as the full development of the copra plantations and firewood reserves cannot occur for several years. With regard to farm sanitation, the provision for the **Special Pests Parties** will cover all the expenditure that is required before the 31st of March, 1930, after which the cost must be met out of the funds provided in the Agricultural Department's Annual Estimates.

THE DEVELOPMENT PROGRAMME : MISCELLANEOUS DEVELOPMENT.

155. Parts II. and III. of the Ten-Year Programme allow for a total expenditure up to 31st March, 1930 of £225,538 on Head XII.—Miscellaneous Development. Of this about £160,000 will have been spent on the 31st of March this year, leaving a balance which should cover all the expenditure required in the last three years of the programme.

The chief item in the expenditure was the **British Empire Exhibition**, which cost us from first to last £62,611. Honourable Members are well aware of the value of this Exhibition to the Gold Coast; and are also, judging by the remarks they were good enough to make in the last two Budget sessions, aware that the chief credit for the success of the Gold Coast Section was due to **Lady Guggisberg** and to the good work of the General Manager, **Lieutenant-Colonel J. H. Levey**, our present Director of Commercial Intelligence in London.

An inconveniently large amount of erosion has taken place at several towns along the coast line, the chief being at Keta, Accra, Axim, and Poase. At the first-named place unsuccessful attempts to arrest the inroads of the sea were made by means of groynes, but recent indications show that the sea is now receding, so that Keta, about the safety of which considerable anxiety was felt for the last three years, is not in any real danger. At present our chief anxiety is the erosion of the shore at Poase between Sekondi and Takoradi. The break-

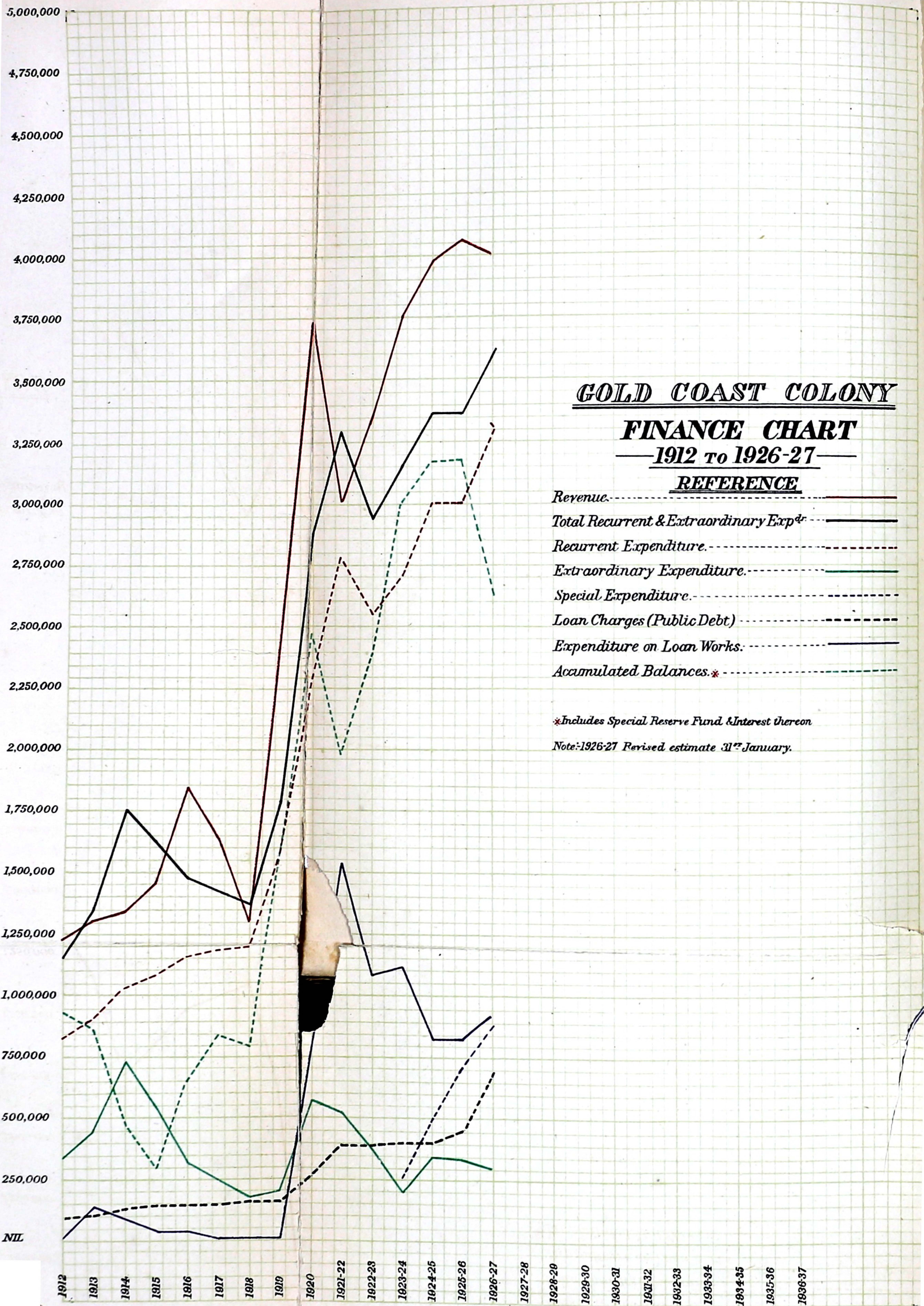
water at the last-named place appears to have diverted the force of the surf from the rocky bluff against which it formerly beat to a neighbouring piece of sandy foreshore, thus threatening the high road and possibly the railway to Takoradi. The weak section is now being revetted with granite rubble, and there is no reason to believe that this will not be a success.

The item entitled "**Re-housing Scheme Kumasi**" was necessitated by the outbreak of plague in 1924; the construction of a new Zongo was effected by a method of "mass production." The scheme consisted of 36 concrete-built compounds, each containing a central kitchen and three houses of four rooms. In this way accommodation for 1,700 people was provided in less than six months at an average cost of £17 per head. The work was admirably carried out under contract by the General Engineering and Construction Company.

The item "**Recreation Grounds**" covers the cost of the assistance which is given from time to time to various Clubs throughout the Gold Coast for the construction of cricket, football, and tennis grounds. The provision is a moderate one and might well be increased if financial conditions permit. These grounds are very beneficial to the European and African communities, especially is this the case in growing cities like Accra and Kumasi, where, and also in other growing towns, **it is highly advisable that definite spaces in the municipal areas should be reserved for recreation grounds.** This has been done in the case of Accra, Takoradi and Kumasi; but the provision for suitable sites in such places as Cape Coast, Sekondi and Tarkwa is very difficult owing to neglect in the past to attend to this very necessary factor in public health.

THE DEVELOPMENT PROGRAMME : CONCLUDING REMARKS.

156. As I have already dealt with Head XII. in my remarks on Takoradi, I have now come to the end of my review of the Ten-year Development Programme which was started in 1920 and has gradually assumed its present and more elaborate form. I can only trust that Honourable Members will consider that the progress made in the past seven years in developing this country in many directions has justified the existence of the programme; and that history may prove that our expenditure of 12½ millions in that time has resulted in the foundations of the future trade, agriculture, public health and education of the Gold Coast being "well and truly added to."



GOLD COAST COLONY
FINANCE CHART
 — 1912 to 1926-27 —

REFERENCE

- Revenue.....
- Total Recurrent & Extraordinary Exp^{dt}.....
- Recurrent Expenditure.....
- Extraordinary Expenditure.....
- Special Expenditure.....
- Loan Charges (Public Debt).....
- Expenditure on Loan Works.....
- Accumulated Balances.*.....

*Includes Special Reserve Fund & Interest thereon

Note: 1926-27 Revised estimate 31st January.

GOVERNMENT FINANCE.

157. For the sixth time in succession I am able to congratulate Council on the conclusion of another satisfactory financial year. Although the Treasurer has advised me that the revised estimate of revenue will be £4,089,500, **it is now apparent that our actual revenue will be in the neighbourhood of £4,200,000, the highest ever recorded in the history of the country.** The last five years has seen our revenue increase by an average of £240,000 per annum.

My opinion that the revenue for the current year will be £4,200,000 is based on the revenue returns and the flourishing state of our trade due to the high prices being paid for cocoa. **Both December and January in succession showed the highest revenue returns in our annals, namely, £514,500 and £560,000 respectively.** Our total revenue on the 31st January was approximately £3,382,000, so only £818,000 has to be collected in February and March to give us a revenue for the year of £4,200,000. There is practically no doubt that the large amount of cocoa which still remains to be shipped, coupled with the greatly increased spending power of the people due to the high prices of cocoa, will enable this revenue to be reached and I have therefore adopted it as a basis for my remarks on Finance. Figures showing the actual revenue will not be available until about May.

I shall not deal in detail with the financial results of the year as this will be done by the Acting Colonial Secretary. My figures will naturally be liable to any alteration introduced in the draft Estimates by the Select Committee.

The salient points in Government's Finance in 1926-27 are as follows :—

- (a) Our probable revenue of £4,200,000 will exceed our estimated revenue by about £292,000; and our probable Recurrent and Extraordinary Expenditure by about £569,000.

- (b) **Our probable Recurrent Expenditure** will be about £128,000 lower than was estimated. This is a far more satisfactory result than we have had for some time, and the credit for it is due to the work done by the Treasurer, Mr. C. W. Leese, in connection with "closer estimating" by Heads of Departments.
- (c) **Our probable Extraordinary Expenditure** will be only some £18,000 less than was originally estimated. This is also satisfactory, but is not due to closer estimating as, when it was found that certain items could not be proceeded with at the rate anticipated owing to strikes and other causes, I issued Special Warrants for road construction.
- (d) **Our probable expenditure on Special Works** was £138,000 less than estimated owing to delays caused by the strikes in England.
- (e) **Our Reserve Fund**, which was formed in 1923 by setting aside and investing £500,000 of our surplus balance of assets over liabilities, will have increased by the 31st March, 1928 to about £600,000.
- (f) **Our Supplementary Reserve Fund**, formed to meet any deficit in revenue that may be caused by a temporary falling off in trade, was started on the 1st April last by setting aside £173,000 of the surplus revenue of 1925-26. It will probably remain at that figure as it may be found that more advantageous use can be made of any annual surplus in connection with our loan sinking funds and our "Special Works."
- (g) After setting aside both the above-mentioned Reserve Funds, we shall find ourselves on the 31st March, 1927, with an aggregate surplus balance (excess of assets over liabilities) of about £2,029,000. This amount includes the whole of the estimated surplus of this year's revenue over Recurrent and Extraordinary Expenditure.

- (h) After deducting from the above aggregate surplus balance about £300,000, required to cover Unallocated Stores and Cash Requirements, we shall start the new financial year on the 1st April with an approximate "free balance" of about £1,729,000 for expenditure on the Special Works forming Part III. of the Ten-Year Development Programme.

158. The above summary shows clearly that the Gold Coast to-day is in no way financially embarrassed. The soundness of our financial position naturally depends on whether it is firmly established. This can be ascertained by examining the revenue and expenditure of the past, and the prospects of the future.

FINANCIAL
CONDITION OF
GOLD COAST.

With regard to the past, the table headed "Summary of Revenue and Expenditure, 1914-1927" shows how we have reached our present position since 1914.

SUMMARY OF REVENUE AND EXPENDITURE, 1914 to 1927.

	Revenue.	Recurrent Expenditure.	Extraordinary Expenditure.	Total Recurrent and Extraordinary Expenditure.	Surplus Revenue.
	£	£	£	£	£
1914-1918 Average ..	1,509,326	1,127,493	308,354	1,435,139	+ 74,186
1919 Actual ..	2,601,360 (c)	1,581,268	71,821	1,653,089	+948,271
1920 do. ..	3,721,766 (c)	2,266,353	530,650	2,797,003	+924,763
1921 Jan.-March ..	792,484	724,377	292,704	1,017,081	- 18,597
1921-22 Actual ..	3,016,521	2,763,416	521,559	3,284,975	-268,454
1922-23 do. ..	3,357,196	2,558,488	376,506	2,934,994	+577,798
1923-24 do. ..	3,742,834	2,692,792	205,153	2,897,945	+844,889
1924-25 do. ..	3,971,187	3,007,298	354,313	3,361,611	+609,576
1925-26 do. ..	4,116,442	3,222,033	391,078	3,613,111	+503,331
1926-27. Revised Estimate	4,200,000 (a)	3,318,100 (b)	312,800 (b)	3,630,900 (b)	569,000

(a) Figure in paragraph 157. (b) Treasurer's revised estimate made in January, 1927. (c) Boom years.

159. From the above table it is apparent that our revenue, with the exception of certain fluctuations in the trade boom and depression period between July, 1919, and July, 1921, has steadily increased since 1919. until to-day it is about £1,600,000 greater than in 1919, and about £2,364,000 greater than that of any year previous to that date. And this result has been achieved in spite of several important reductions in Customs duties, railway rates, and postal rates, a subject with which I shall deal presently.

The situation with regard to our past and present revenues is therefore satisfactory. How about the future? There is a limit to which revenue can increase: we cannot expect to maintain anything like our average annual increase of £240,000 during the past five years. **Our Recurrent Expenditure is steadily increasing; will our revenue continue to cover it?** This question can only be answered by taking a peep into the future. I endeavoured to do this last year* when addressing you on the Budget. I will now repeat my effort, **adopting as a basis my revised estimate of £4,200,000 for the revenue of 1926-27 and the Treasurer's revised estimate of expenditure for that year. I shall look ahead ten years—that is, to 1936-37.**

To begin with, our Recurrent Expenditure will be increased owing to the cumulative effect of **the new scales of salaries and pensions** introduced in 1920. I see **FUTURE INCREASE** no reason to revise the estimate which **IN RECURRENT** I gave last year that the increases due to **EXPENDITURE.** these two causes will add about £270,000 to our Recurrent Expenditure by 1936-37.

With regard to **increases in various departmental expenditure**, it is possible to foresee those shown below, which naturally exclude any increased expenditure due to the increments and pensions shown in the first item.

- £270,000 .. **Salaries and Pensions.** For reasons above stated.
- 30,000 .. **Political Administration.** Due to increased cost of Provincial Councils.
- 10,000 .. **Customs, Preventive Service, and Marine.** Due to opening of Takoradi.

*Vide Governor's Annual Address, February, 1926, paragraphs 104 to 108.

£20,000 ..	Posts and Telegraphs. Due to expansion.
15,000 ..	Medical Department. Due to expansion.
20,000 ..	Sanitation. Due to expansion.
5,000 ..	Medical Research. Due to expansion.
2,000 ..	Veterinary Services. Due to expansion.
200,000 ..	Education. Due to expansion as planned and including net cost of Achimota.
13,000 ..	Agriculture. Due to expansion of Department.
14,000 ..	Forestry. Due to expansion of Department.
9,000 ..	Volunteers and Local Defence Force. Due to re-organisation and expansion.
10,000 ..	Police. Due to necessary expansion.
3,000 ..	Prisons. Due to expansion.
9,000 ..	Survey Department. Due to increase caused by land work.
20,000 ..	Lands Department and Land Courts.
25,000 ..	Public Works Department.
60,000 ..	Public Works Annually Recurrent. Due to increase in road and building maintenance.
<hr/> £735,000	Total anticipated increase of Recurrent Expenditure by 1936-37.

The above forecast is naturally merely approximate, but may be accepted as a very fair estimate of the increases in Recurrent Expenditure that will have taken place in ten years' time. If this estimate proves to be true, our Recurrent Expenditure in 1936-37 will be £4,054,000, including Railway.

With regard to revenue, the following increases can be foreseen :—

£300,000 .. **Customs.** This is based on an annual increase of £30,000, or about one-sixth of the annual average increase of the last five years. This is a moderate figure in view of the effect on our future trade of the opening of Takoradi Harbour, the completion of the Central Province Railway, the steady expansion and improvement of the motor

road system and the corresponding increase in cheapness of transport, and the gradual taking effect during the next ten years of such new raw products now in the initial stages of development as copra, cotton, sisal, bauxite, manganese and diamonds.

- £30,000 .. **Takoradi.** Due to township rents (half-share only), and net profit on Takoradi Harbour.
- 20,000 .. **Electric Light and Power.** Due to increasing turnover of the Accra, Kumasi, and Koforidua power installations.
- 20,000 .. **Water Supplies.** Due to increasing turnover of the Cape Coast, Sekondi, and Takoradi supplies; the inclusion of a water-rate in the general rates of Accra, and the coming into being of the Kumasi Water Supply.
- 10,000 .. **Posts and Telegraphs.** Increasing business.
- 10,000 .. **Survey and Lands Department.** Due to the increased revenue survey work following the introduction of a Lands Department.

£390,000 .. Total anticipated increase of revenue by 1936-37.

In making the above estimates, both of revenue and expenditure, I have omitted any increases in Railway expenditure as these should be balanced by increased earnings.

If the above estimates prove correct our revenue in 1936-37 will be £4,590,000 and our Recurrent Expenditure £4,054,000. This leaves a surplus of about £536,000 for expenditure on Extraordinary Works. As the latter by then can be easily kept down to £250,000, a comfortable balance of £286,000 would be left for paying the interest on a loan of some £5,000,000, which should be ample for the completion of Takoradi and the construction of the Northern Territories Railway during the ten years under review.

There does not appear therefore to be any doubt about the soundness of our financial position at the present time. This soundness is increased by the fact that we now have a Reserve Fund of £569,000, which, if no disaster overcomes our trade in the interval, will automatically increase to about £970,000 by 1936. Behind this again we have a Supplementary Reserve Fund of £173,000, which could be increased if considered desirable; for, if my forecast proves correct, we shall certainly have during each of the next ten years a handsome surplus balance on which to draw for the purpose, in addition to any call we may make on it for Special Works or for funding our Public Debt. Finally, I would refer Honourable Members to the remarks which I made in this Council last year on the steps that could be taken should we experience either a serious and prolonged, or a temporary, failure in trade.*

I believe that my assumptions are reasonable and that Honourable Members can look on the future with every confidence. Some of my figures are doubtless open to criticism, and this I would welcome as tending to a more accurate estimate of our future prospects and liabilities.

THE 1927-28 BUDGET.

160. The draft Estimates for the coming financial year will probably appear strange to Honourable Members owing to the separation of the General and Railway Estimates. With regard to the former, the Treasurer summarises the Budget as under:—

GOLD COAST ESTIMATES, APRIL, 1927 TO MARCH, 1928.

Estimated excess of Assets over Liabilities			
on 1st April, 1927	..	..	£1,917,808 (a)
Estimated Revenue, 1927-28	..	..	2,911,428 (c)
			<hr/>
			£4,829,236 (c)

*See Governor's Address, February, 1926, paragraph 109.

Estimated Expenditure, 1927-28 :—		
Recurrent	.. ..	£2,448,821 (c)
Extraordinary	.. ..	434,706 (b)
		£2,883,527 (b.c.)
		£1,945,709
Estimated Special Expenditure from Sur- plus Balances		1,122,742
Estimated Balance of Assets over Liabi- lities on 31st March, 1928		£822,967 (a)

(a) Exclusive of the Reserve Fund of £500,000 which, with accumulated interest will amount to £600,000 on 1st April, 1928; and of the Supplementary Reserve Fund of £173,960.

(b) Including Railway Capital Expenditure.

(c) Excluding Railway Revenue and Recurrent Expenditure.

With regard to the above summary, I am confident that the first item has been under-estimated by some £111,000, for the Treasurer's revised estimate of revenue for the current year is that amount short of what it is now apparent will be the actual revenue, namely, £4,200,000. I am further strongly of the opinion that the estimated revenue for 1927-28 is far too moderate, and that it can be increased by at least £125,000 and still remain moderate. I advise members of the Select Committee, when they revise the Treasurer's estimated revenue, to bear in mind the very high prices which have been paid for cocoa ever since last November and which are still maintained. The amount of money paid to the farmers and others interested in the cocoa industry in the last six months exceeds by several millions anything that they have received since 1920. By far the greater part of this money will be spent on the purchase of imported articles, and it is not likely that more than one-third will be so spent during the current financial year. Consequently the value of our imports in 1927-28 should greatly exceed this year's. Even if our imports are not greater than this year's, the revenue for 1927-28 will be considerably under-estimated.

From both the above causes it is my opinion that the total of the third item in the summary, £4,829,236, can safely be increased by £236,000.

161. With regard to the expenditure of the various Departments, I have been carefully through each item with my financial advisers, and I believe that the expenditure has been reduced to the minimum consistent with efficiency. I should be glad, however, if the members of the Select Committee would rigidly scrutinise each item and satisfy themselves that the proposed expenditure is justified. There are two new heads in this year's Estimates, the first, XXa. Education—Northern Territories, is an item formerly included, although shown separately, in Head XX.

The other new item is XXVIa.—Local Defence Force, which makes provision for the training of European personnel for local defence in time of war. For the

AUXILIARY FORCES. past few years I have given careful consideration to both this Local Defence Force and the Gold Coast Volunteers.

Innumerable and highly vexatious delays have been experienced in forming a practical scheme for these auxiliary forces, which are necessary to supplement the efforts of the Gold Coast Regiment in time of war. The final scheme is now in the hands of the Secretary of State and has, I understand, received his approval with a few amendments. With regard to the Local Defence Force I am not at liberty to make any further announcement than that which has already appeared in the *Government Gazette*. The expenditure on this force will be small and is a form of insurance that the Gold Coast can justifiably adopt. Government is highly

THE LOCAL DEFENCE FORCE. appreciative of the hard work done in preparing it by Lieutenant-Colonel R. A. de B. Rose, C.M.G., D.S.O.; Lieutenant-Colonel R. H. Rowe, D.S.O., M.C.; Brevet Major B. R. French, D.S.O.; and Captain C. E. Hamilton, of whom the last named will probably be the Staff Officer for both the Local Defence Force and the Volunteers. Government is also grateful to the Inspectors-Genera, of the West African Frontier Force who have in succession advised us on the scheme, namely, Colonel Commandant R. D. F. Oldman, C.B., C.M.G., D.S.O., and Colonel Commandant S. S. Butler, C.M.G., D.S.O.

With regard to the **Gold Coast Volunteers**, the new scheme provides for their re-organisation into a **Gold Coast Territorial Force**. Under the new scheme, which will take effect as soon as the necessary legislation has been passed, the force will probably be more costly but at the same time more efficient. I am very much obliged to Captain A. Johnson, the Acting Adjutant, for the great trouble he has taken in drawing up the scheme.

162. The draft estimates for the Gold Coast Railways for the coming year provide for a revenue of **£1,164,000** and a total **Recurrent Expenditure of £1,117,742**. The latter includes a contribution of **£95,866** to the **Renewals Fund**, which on the 31st March, 1928, will amount to **£329,154**.

The revenue is made up as follows :—

Passenger receipts	£215,000
Goods Receipts	900,000
Miscellaneous	49,000
Total	<u>£1,164,000</u>

The estimates of Railway Expenditure include two new items. The first is the payment of **£29,369** for **services rendered by other Departments**. The second is the **loan and pensions charges**, made up as follows :—

Interest on loans	£386,140
Expenses of managing loans	804
Sinking Fund charges	80,154
Pensions, gratuities, etc.	20,400
Total	<u>£487,498</u>

REVIEW OF GOVERNMENT FINANCE IN THE PRESENT CENTURY.

163. The present century has seen the Gold Coast, after a long up-hill fight, emerge from the gloomy forest of financial embarrassment into the sunlit plains of prosperity. In 1900 our revenue was about £333,000. Not until 1908 could we do without an Imperial grant. To-day our revenue is about £4,200,000.

REVENUE,
1900 AND
1926-27.

To-day we are enjoying a prosperity due to the untiring efforts of the administrators of the past, of the departmental officers who have done the work, and of the Chiefs and people who have never failed to help when called on and who have so readily taken advantage of their opportunities.

164. The table given below shows the financial progress which the Gold Coast has made in the present century. The 28 years from 1899 to 1926 are divided into four 7-year periods, and the average annual revenue and expenditure in each period are compared. It should be noted that the last period is actually 7½ years as it ends on the 31st March, 1927.

ACTUAL AVERAGE REVENUE AND EXPENDITURE FROM 1899-1927.

Period.	Average Annual Revenue.	Average Annual Expenditure.			
		Recurrent.	Extra-ordinary	Total Recurrent and Extra-ordinary.	Average Surplus Revenue.
1899-1905	£ 578,570	£ 426,235	£ 30,764	£ 456,999	£ 121,571
1906-1912	893,805	670,755	79,656	750,411	143,394
1913-1919	1,635,650	1,222,765	166,913	1,389,678	245,972
1920-1927	3,829,705	2,954,354	418,267	3,372,621	457,084

The Recurrent Expenditure in the above table includes loan charges. In addition to the above expenditure the Gold Coast spent the following average annual amounts on "A", Loan Works, and "B", out of Surplus Balances.

	1899-1905.	1906-1912.	1913-1919.	1920-1927
' A ''	£ 6,429	£ 56,793	£ 16,428	£. 250,730
' B ''	61,548	1,959	134,899	357,654

165. In 1920 we entered the last septennium with a surplus balance of £1,612,000 and in the middle of a trade boom of unprecedented intensity. Local cocoa prices were in the neighbourhood of £98 a ton: in February they actually reached £122. The Budget session in October, 1919, saw a Council Chamber filled with optimists who, inspired by the prosperity of 1919, estimated the coming year's revenue as £2,389,600, nearly a million greater than they had ever estimated before, but also nearly 1½ millions less than it eventually proved to be. The intensive development of the country proposed in the "Ten-Year Programme" and a heavy increase in the staffs of all Departments were adopted without opposition. In January, 1920, a 6 per cent. Loan of £4,000,000 was raised for development work; it was over-subscribed in a few hours. By the middle of 1920 the slump began, and when Council met to consider the Estimates for the first three months of 1921—the short period being due to the introduction of the new financial year—although our surplus balances had increased to £2,478,000 it was apparent that a wave of pessimism had set in.

166. On the 21st January, 1921, when Council met to pass the Budget for 1921-22 it was apparent that we were in for a period of severe trade depression. With the exception of the Government members, this Chamber was entirely filled with pessimists. Government's proposed expenditure met with severe criticism and opposition. We felt, however, that the trade depression could not last, and we showed our faith in the future of the country by refusing to curtail our expenditure on development: we felt that if we did so we should be severely and rightly blamed when trade conditions improved and found that transport facilities were still as inadequate as they had been in 1919. We cut down staffs to the utmost extent possible in all those Departments which were not directly concerned with development work, and we restored some of the Customs import duties which we had removed in the preceding year. In addition to these

import duties, which were chiefly on provisions, we doubled the duties on candles, firearms, gunpowder, and kerosine. We raised the duty on spirits by 25%, on tobacco by between 50% and 450%, and on champagne by 660%. We introduced three new duties, namely, 3d. per gal on petrol, and export duties on timber and kola* In spite of these increases we were faced with a deficit of £700,000 on the 1921-22 Budget, but we had in reserve a balance of £2,248,000 on which to draw should the deficit actually materialise. Our confidence was justified for the deficit eventually proved to be only £268,000. Towards the end of the financial year an important step was taken in the formation of the Finance Committee of the Legislative Council, a body which has proved entirely successful and given great help to Government.

167. When Council met on the 27th February, 1922, to consider the Budget for 1922-23 our surplus balances stood at £1,979,000, but the trade depression still continued and pessimism again pervaded the ranks of the Unofficial Members.

FINANCE IN
1922-23.

Government was still confident: we again refused to cut down expenditure on the development of communications, but we did make such cuts in the draft Estimates submitted by Heads of Departments that we were able to lay before Council a Budget in which revenue exceeded Recurrent Expenditure by some £70,000, and we also reduced our Extraordinary Expenditure by some £400,000. A motion to discontinue the construction of Takoradi Harbour was defeated by a majority of nine, including three Unofficial Members. The speeches made by the Colonial Secretary, Mr. (now Sir) A. R. Slater, in introducing the Budget and in defending Takoradi were brilliant and well considered, and restored in a great measure the confidence of the Council. After prolonged meetings of the Select Committee, Council met again on the 20th March, 1922, and budgetted for a revenue for 1922-23 of £2,830,810. This revenue again proved under-estimated as we eventually realised £3,357,196. The export duty on cocoa was halved in July, 1922, and the kola export duty was removed. The general funds of the year justified Government's confidence in the recuperative power of the country, the revenue eventually exceeding expenditure by £577,798 and our surplus balances increasing to about £2,081,000.

*Vide Hansard 1920-21 pages 60 to 68.

168. In March, 1922, the report and minutes of evidence of a Committee which had been assembled by the Secretary of State to investigate the trade and taxation of the West African Colonies was published. I found myself unable to agree with certain conclusions affecting the Gold Coast, chiefly, that our recent revenues had been abnormal, that we were not collecting sufficient revenue to cover our recurrent charges, and that the work of post-war reconstruction had been undertaken on too lavish a scale and with too great rapidity. On the 1st March, 1923, I informed Honourable Members of this Council of my reasons for disagreeing with the conclusions of the committee as far as the Gold Coast was concerned,† and everything that has occurred since that date has more than justified my opinion.

169. The year 1923-24 saw the restoration of trade. The revenue of £3,742,834 was greater than even in the boom year of 1920 and there was a surplus of nearly £845,000 of revenue over Recurrent and Extraordinary Expenditure. In that year Government adopted the definite financial policy that has since guided it.* Opposition to Government's Development Programme disappeared: in one case, viz.: Takoradi, additional expenditure was requested. The estimated revenue for the year was £2,994,530, an under-estimate, as it turned out, of £748,304.

170. When Council met in March, 1924, to consider the 1924-25 Estimates, the distinct upward tendencies of trade caused Honourable Members to show far greater confidence than in the past, and they budgetted for a revenue of £3,463,370. This eventually proved an under-estimate of about £508,000, as trade improved during 1924-25 to such an extent that Government at the end of the year was able to reduce the duty on cocoa by one-half for the second time in three years. This year saw our surplus balance rise to £3,172,551 inclusive of our Reserve Fund. In June the Secretary of State informed us that in his opinion our financial position at the moment was sound and satisfactory; referring to our Revenue he remarked that it might be expected to lie between three and four millions, rising

* Vide Hansard 1923-24, page 10.

† " " " " 20.

to the latter figure in exceptionally prosperous years ; but that in the near future it was likely to be in the neighbourhood of from £3,400,000 to £3,500,000. Since that despatch was received our Revenue has only fallen below £4,000,000 on one occasion, viz., in 1924-25, when it merely failed by £29,000 ; in both the succeeding years it has been well over £4,000,000.

171. In 1925-26 trade continued to improve and the Revenue for the year exceeded the Estimate by some £487,000, and our surplus balances rose to their greatest height of about 3¼ millions. Government was able to effect a reduction of the *ad valorem* duties on imports from 20% to the pre-war figure of 10% at the same time reducing the duties on provisions from 12½% to 10%. In November, 1925, "the Gold Coast Government 4½ per Cent. Inscribed Stock (1956) Loan for £4,628,000" was issued at 94%. The terms were not sufficiently attractive to the public and the loan was under-subscribed. As questions in the House of Commons and articles in the financial columns of the British press tended to show that the financial reputation of the Gold Coast was damaged, Government took immediate steps to give practical proof of our prosperous condition. These steps were :—

- (i.) The immediate payment in full out of revenue of our war contributions and our past advances by the Imperial Government.
- (ii.) The immediate payment out of revenue of the cost of the loan.
- (iii.) The immediate formation of the sinking fund for the new loan instead of waiting until the 12th November, 1928, and the annual contribution to that sinking fund of £77,000 instead of the usual one per cent. (£46,000) in order to meet our liabilities in full by 1956.
- (iv.) The immediate reduction of *ad valorem* duties from 20 to 10 per cent., and of duties on provisions from 12½ to 10 per cent.

172. As I have already this morning dealt with the financial events in the current year (para. 157), I have now concluded my review of the first 27 years of this century. It is a period in which all those who took part in the gradual development of this country into its present position of prosperity can well be proud of their share of the work.

173. By the action which Government took in March last we finally repaid all the loans made to us by the Imperial Exchequer between 1896 and 1900, THE GOLD COAST'S *viz.*, £607,717; and, in addition, paid PUBLIC DEBT. the balance of our contributions for the War 1914-1918. Against this we have increased the debt of the Colony by £8,628,000 in the last seven years.

The following is a full statement of our public debt due to the loans which we have raised since March, 1902, for the construction of railways, harbours and waterworks:—

£1,098,000	..	3	per Cent Loan issued in March, 1902, maturing in 1927-52.
£1,030,000	..	3½	per Cent Inscribed Stock issued against authorised loan of £1,610,000, maturing 1924-59.
£1,035,000	..	4	per Cent Loan issued in June, 1914, maturing 1939-59.
£4,000,000	..	6	per Cent Loan issued in January, 1920, maturing 1945-70.
£4,628,000	..	4½	per Cent Loan issued in November, 1925, maturing 1956.

£11,791,000 .. **Total Loans.**

We are at present paying £694,165 per annum in interest and towards the sinking fund of these loans, including management expenses. Of the above amount A SUPPLEMENTARY SINKING FUND. £467,098 is being paid by the Railways. The question of creating a **supplementary sinking fund** for the earlier repayment of certain of the loans is now under consideration. This would certainly be advantageous to us, for the full repayment of each loan would appreciably decrease our Recurrent Expenditure. It appears to me that **there is a simple way in which we could find the money**, *viz.*, out of any future surplus balance of Revenue over Recurrent Expenditure. At present, as Honourable Members are aware, we are using half of every annual surplus balance for the **Special Works Programme**, thus enabling us to meet the demands of development without unduly increasing our Extraordinary Expendi-

ture. The other half we are using to form our **Supplementary Reserve Fund** to meet any temporary falling off in Revenue. There does not appear to be any reason why we should not use this half for the **Supplementary Sinking Fund**; I believe we should be justified in doing this, for in the past few years we have formed what may be regarded as a very satisfactory reserve, *viz.*, **General Reserve Fund**, now amounting to £569,000; **Supplementary Reserve Fund**, now amounting to £173,000; **Railway Renewals Fund**, now amounting to £239,000; total £981,000.

I am strongly against touching the **General Reserve Fund** which should be allowed to increase by its own interest until it reaches £1,000,000, if not more; nor should the **Railway Renewals Fund** be touched, except for the purpose for which it was formed; but I do feel that, while caution is necessary and it would be pleasant to see our **Supplementary Reserve Fund** increase to, say, £250,000, over-caution is as bad a fault as recklessness if the circumstances do not call for extreme caution. That our financial circumstances to-day in no way excuse over-caution, I have already tried to make clear; and I therefore think that **Government** would be well advised in devoting at least half of any future annual surplus balance to the **Supplementary Sinking Fund**. The other half should continue to be used for special works until the latter are no longer required. I am conferring on the subject with my financial advisers.

A REVIEW OF PUBLIC HEALTH WORK IN THE PRESENT CENTURY.

174. If medical science had found no footing here it would have been impossible for the Gold Coast to have become the asset to the Empire which it is to-day.

PROGRESS OF MEDICAL SCIENCE IN GOLD COAST. There is therefore no need for me to apologise for making a brief review of the development of medical science in this country in the present century. That

I am able to do so is entirely due to the information kindly supplied to me by Dr. G. Hungerford, the Acting Director of Medical and Sanitary Services. I propose to show how it became possible for the Gold Coast to emerge from a sinister obscurity and take up her position as a flourishing Colony, one which has earned the praise of the Mother Country and from which much is expected.

175. During the first decade of the century the Medical Department was in a primitive state. Activities were chiefly confined to the principal towns lying along the coast line where hospitals of a sort had been established and where efforts were being made to introduce modern medicine and surgery. The hinterland at this time was very imperfectly opened up; there were no motor roads, and means of transport were scarce and unreliable. A few Medical Officers were sent off to the bush and to three or four of the towns lying in the Northern Territories. These men did what work they could, and they should be kept in remembrance as they had great difficulties to contend with, and lacked the equipment, buildings and staff which their successors of to-day possess.

Throughout the country no sanitation worthy of the name existed. In Accra, the capital, and in all the coast towns the conditions were very bad. The conservancy system was primitive in the extreme, and methods obtained for the disposal of refuse which to-day would be absolutely taboo. The water supply—which is of the first importance in the Tropics—was rain water collected from the roof in storage tanks. The tanks were frequently dry, and foul water from polluted wells was often sold at as much as 6d. a gallon. Housing was extremely bad. No attempt had been made at town-planning. The native quarters consisted of dark, ill-ventilated mud hovels crowded together; ideal *foci* for epidemic diseases. The merchants lived over their stores surrounded by insanitary native compounds. Government officials lived in bungalows made in England, brought out and re-erected outside the towns.

It is no wonder that under the above conditions mortality was high. Water being scarce, it was carefully stored by the natives, and hidden away in unprotected vessels which generally swarmed with mosquito larvæ. Malaria was extremely common, diarrhoea and dysentery rife. Though no reliable records are obtainable, the death-rate, and especially infantile mortality, must have been appalling. The paths in the vicinity of the towns, and the streets in the towns themselves, were extremely bad, generally congested with live stock, and thick with dust laden with the germs of dust-borne diseases.

An epidemic of Yellow Fever in 1910, which had been preceded by an outbreak of plague in 1908, was the determining cause of the establishment of the Public Health Service. The first laboratory for Medical Research was then opened in Accra, but it was not until 1912 that this essential branch was constituted on lines which permitted of expansion.

176. About this time, 1910-1912, the needs of the non-official African population began to be recognized, and steps were taken to make it possible for the whole community to enjoy the advantages of medical assistance. The existing hospitals were found to be inadequate, so plans were made for an advance towards modern ideals, and this was made easier as the country's wealth was now growing and commerce was advancing with rapid strides.

Such was the position in 1914, when the Great War broke out, and when all plans and schemes, however important, had to become subordinate to a peril which threatened the very existence of the Empire. Instead of new hospitals being opened, some of the existing ones had to be closed, and many members of the Medical Staff went on active service.

I have already given a description of the conditions under which surgical work was carried out in Accra prior to the building of the Gold Coast Hospital (*vide* paragraph 134). Those conditions applied in varying degrees to the whole country.

177. Since the war a steadily increasing revenue has permitted of more expenditure on the Public Health and great strides have been made. Describing the general progress which has been made, hospitals, dispensaries and infant welfare centres have been built; the Medical Research staff has been increased and provided with suitable accommodation and equipment; and the staffs of the Medical Service and the Sanitary Service

POST-WAR
MEDICAL
PROGRESS.

have been brought up to a strength that has allowed greater care to be taken of the sick and greater progress made in improving sanitation. As Dr. Hungerford remarks:—

“ All through the country in a greater or lesser degree medical science is steadily advancing. The days are past when men died because no medical assistance was available. The uneasy fear, begotten of ignorance, that because a man came to the Gold Coast he would be lucky indeed if he escaped falling a victim to some mysterious disease, is dying out; and the knowledge that, if he does fall ill, modern treatment in modern hospitals will be available, brings a sense of comfort and security unknown in the old days.”

REVIEW OF PUBLIC HEALTH WORK, 1920-1927.

178. In 1919 the expenditure on the Medical, Sanitation, and Research Departments was £121,000: to-day it is £305,000. The above figures, which exclude the cost of buildings and other Public Health works, speak for themselves.

In each of the last three financial years we have spent between 16.2 and 17.7 per centum of our revenue on Public Health. During the coming year we propose to spend over £755,000, or over 18 per centum of our estimated revenue. The Departments chiefly concerned in the expenditure are the Medical, Sanitation, Research, and Public Works Departments; and the following is a comparison between the amounts provided in the current and coming year's Estimates:—

	Estimated 1926-27.	Estimated 1927-28.
Medical, Sanitation and Research Departments	£294,000	£305,000
Water Supplies, Town Improvements, Electric Light (excluding power), Hospitals and Dispensaries, and Special Anti-plague Measures ...	£376,000	£450,000
Totals	<u>£670,000</u>	<u>£755,000</u>

179. Government's "Public Health Policy" is divided into the eight heads shown below. I propose to deal with these in turn :—

- | | |
|---|---|
| BRANCHES OF
PUBLIC HEALTH
POLICY. | (i.) The care of the sick. |
| | (ii.) Professional training of African
Medical and Public Health Officers. |
| | (iii.) Infant Welfare. |
| | (iv.) General Health Education of the people. |
| | (v.) Sanitation and improvement of towns and villages. |
| | (vi.) Medical Research. |
| | (vii.) Epidemics. |
| | (viii.) Miscellaneous. |

180. After the war we experienced the utmost difficulty in obtaining Medical Officers and it was not until 1926 that our establishment was brought up to strength. Unfortunately such casualties as promotions to other Colonies, deaths, and retirements are continually reducing temporarily the number of officers available ; and, what is equally serious from the medical point of view, interrupting continuity of service. In order to obtain our full establishment we have had to accept officers who had not passed through either of the Tropical Schools of Medicine in England, and as these officers are obliged to take the course during their first leave, which is extended for the purpose, it will be some considerable time before our establishment is really on a satisfactory footing.

After the provision of sufficient Medical Officers the most important factor in the care of the sick is the sufficiency of hospital accommodation and dispensaries throughout the country. I have already
 HOSPITAL ACCOMMODATION. (paragraph 131) given details of the 19 new hospitals and 20 dispensaries that have been built in the past seven years in addition to the doubling of accommodation at many of the existing hospitals. Altogether we have to-day, exclusive of prison infirmaries, some 37 hospitals containing about 800 beds.

In the year 1926 approximately **10,000 in-patients and 100,000 out-patients** were treated. The returns from the individual hospitals form an interesting study, as they were evidence of the varying degrees of confidence with which the respective Medical Officers had inspired the natives of the country. It is this question of confidence that makes it essential that new Medical Officers should spend their first few months in the Gold Coast Hospital to learn from the experience of the old officers the best way of treating the African population.

With regard to those members of the Medical Service to whom we all, Europeans and Africans alike, owe such a debt for their skilful and devoted care of the sick, the Nursing Sisters, Mr. Ormsby-NURSING SISTERS. Gore in his report remarks that "I am satisfied that for European Nursing **Sisters a maximum tour of twelve months should become the normal practice.** No alteration of the rules is required to effect this." This opinion gave me the necessary support in carrying out a reform that I had long considered desirable. Definite instructions have been given that the normal tour of a Nursing Sister should be considered as twelve months, and that any exceptions to that rule should receive my approval. This naturally entailed increasing the establishment of Nursing Sisters.

181. With regard to the second head of our Public Health Policy, the professional training of Africans,
 I gave Honourable Members last year a MEDICAL SCHOOL. full account of the proposed West African Medical School at Accra. The land for the site of the medical school, which we proposed several years ago should be built for the Gold Coast, is available for this combined school, and we are now only waiting for the Secretary of State's decision. I understand that this is likely to take the form of a West African Medical Committee to consider the details and cost. It is only by the formation of such a school, and by the inclusion in its curriculum of those courses necessary for the complete training of African medical practitioners, that the perfectly justifiable ambition of the African to obtain a full degree in medicine can be met ; and that our demand for a great increase in our fully trained African practitioners can be satisfied.

Apart from the full medical training of Africans, the school will be invaluable in improving the training at present given to dispensers and junior sanitary officers; and in providing the very large number of semi-trained "Medical Assistants" required for Government Service throughout the country.

182. Pending the provision of a local medical school, Government did its best, by the creation of temporary appointments as "Junior African Medical Officers," to give Africans who had been trained in Europe an opportunity of gaining locally the clinical experience which is denied them in England, and which is essential if Government is to take the responsibility of admitting them to its service. In my address of the 3rd February, 1925, I gave Honourable Members a full description of the scheme, the opposition to which appears to have been more due to misunderstanding of Government's intentions than to any other cause. I am glad to say that there are grounds for hoping that the scheme will come to be regarded in a better light, for our only candidate in the past year did exceedingly well and left the Gold Coast Hospital with the golden opinion, both as to his character and his professional qualifications, of Dr. A. J. R. O'Brien and his assistants. The African in question was Dr. E. Tagoe.

183. I regret that I must now touch on a most deplorable incident. In view of the really excellent reports on Dr. Tagoe's professional and social qualifications which I received from Dr. O'Brien, I asked the Director of Medical and Sanitary Services to send him to a station where he would have complete charge of a good hospital and operating theatre. I did this because I wished to give Dr. Tagoe an opportunity of showing his organising ability and capacity for administration—of which he had shown great promise at the Gold Coast Hospital—under circumstances precisely similar to those under which his European professional brethren work, including the opportunity of obtaining private practice. It was my opinion that, if Dr. Tagoe made good, he would both afford an instance of the earnest of Government's intentions with regard to African practitioners and set an example to his fellow-countrymen that would be conducive to the formation of a loyal and zealous African medical staff. After careful consideration

THE CASE OF
DR. EDWARD
TAGOE.

of each and every station with Dr. Hungerford, who warmly agreed in my views, **Dr. Tagoe was sent to Dunkwa**, a town with a population of 2,000 Africans and, during the cocoa season, some 20 Europeans.

I could not conceal my surprise and disgust when Dr. Hungerford showed me a protest against Dr. Tagoe's appointment written by a non-official member of the European community. Dr. Hungerford replied to this person, deprecating in measured language the view taken, and describing the qualifications of Dr. Tagoe in much the same way as I have described him to-day to Honourable Members. A little later Dr. Hungerford again received a protest, this time signed by some fourteen or fifteen non-official members of the European community, and couched in more moderate language but plainly asking for Dr. Tagoe's removal as they objected to being attended by him. At the same time a question was addressed to the Secretary of State in the House of Commons by Sir Cooper Rawson drawing attention to the appointment of a native doctor at Dunkwa, in the Gold Coast, and suggesting that a European doctor should be sent there. Mr. Amery replied: **"It is the policy of His Majesty's Government that native West Africans who are qualified medical men and otherwise suitable for public employment should be employed in Government service in West Africa. Three African medical officers are employed in the Gold Coast out of a total Medical Staff of 67. My honourable friend will of course understand that it must rest with the Colonial Government to make the best use of the staff at its disposal and I cannot see my way to interfere with the Governor's exercise of his discretion in matters of this kind."**

It is difficult to deal in measured language with this Dunkwa petition. Every man is entitled to follow his own desire as to the nationality of his medical adviser. He may prefer him to be an Englishman, Frenchman, German, or Russian or other nationality. **I do not see how his personal likes or dislikes can possibly be allowed to dictate Government's action in carrying out a settled and approved policy, the grant of equal opportunities to Africans and Europeans of equal qualifications.** It is a policy which I have enunciated again and again in this Council Chamber. It is a policy which in the past seven years I have consistently adhered to in refusing admission to the Government

Service of Africans whom my medical advisers did not consider to be qualified in all respects. In one way I welcome this protest, for it gives me the opportunity of giving a practical proof to the people of this country of the honesty of Government's intentions. **Dr. Tagoe has proved himself so far to be the equal of the European in his professional qualifications and his personal character, and he is therefore going to remain at Dunkwa.** If any member of the European community there objects to being attended by him, there is a European doctor at Obuasi, 30 miles away by rail, and at Tarkwa, 60 miles away by rail, either of whom I am sure would be delighted to attend the patient. Had the protest been a private one there would have been no serious ill-effect—except on Government's opinion of the Dunkwa community—but the publicity given to it by the question in the House of Commons which I have quoted cannot but do harm in many parts of the Empire. I have therefore considered it advisable to make public locally the whole facts of the case, and by retaining Dr. Tagoe at Dunkwa to **give the lie direct to any possible assertion by ill-advised persons that any British Government shows any racial prejudice in dealing with the governed.** There is only one word that describes the action of the non-official members of the European community at Dunkwa, namely, deplorable. As for the rest of Dunkwa, I congratulate them on having in Dr. Tagoe a Medical Officer of high professional qualifications and character.

184. With regard to the training of Africans for subordinate appointments in the Medical Service, the theoretical and practical classes at the Gold Coast Hospital for African Dispensers continue to do good work. It is to be regretted that the pupils, however anxious to learn the technical and professional details of their work, must continue to suffer from their insufficient education. Until we have a more thorough system of primary education and until secondary education is provided, the pupils will always be handicapped; only in exceptional cases has it been found that candidates rise superior to circumstances and are found thoroughly-fit to occupy positions which their more fortunate juniors in the future may hope to occupy in a few years' time. Good work has been done in training African Nurses in both the Gold Coast and Kumasi Hospitals, and next year, with the opening of the Maternity Ward, the training of African Midwives will begin.

185. With regard to the third point in Public Health Policy—Infant Welfare—Honourable Members will recollect that in my address last year I dealt at some length with our serious infant mortality, Government's scheme for the steady extension of infant welfare work throughout the country, and the necessity for Africans taking an active part in the work.

INFANT
WELFARE
1920-1921.

Infant Welfare work in the Gold Coast started in January, 1921, when Dr. Jessie Beveridge, of the Scottish Mission, opened a clinic and dispensary for the treatment of minor ailments of school children and infants at Christiansborg, Accra, in an unpretentious mud hut behind the Scottish Mission School. In spite of the indifferent accommodation, the clinic soon became a great success, large numbers of mothers bringing their infants and children for treatment. The Government gave assistance by supplying drugs and paying the salary of an interpreter.

Such vital statistics as were available at the time showed that the death-rate of infants under one year of age in the larger towns in the Gold Coast was very high—in some cases over 400 per 1,000 births. The main causes of this high infant mortality were to be found in the housing, the customs, and the habits of the people.

In 1923-24 the Government took a more active part in infant welfare work and rented premises in the Christiansborg and James Town quarters of Accra for use as temporary infant welfare centres, and Women Medical Officers were appointed to take charge, Dr. Mary Magill being our pioneer and doing fine work.

On the 13th June, 1925, the foundation-stone of the Marie Louise Hospital for Children was laid by Princess Marie Louise, who at that time was on a visit to the Gold Coast. This hospital was completed and opened in April, 1926, and is now the principal Infant and Child Welfare centre in Accra. A European Woman Medical Officer, appointed and paid by the Government, is in charge, with an African subordinate staff. The Government has also appointed two Nurse-Midwives, one a native of Freetown, Sierra Leone, the other of the West Indies. These women have had training in England, and both hold the

INFANT WELFARE
CENTRES.
1923-1926.

Certificate of the Central Midwives' Board. Also in 1926, a new dispensary was completed at Christiansborg (the most easterly part of Accra) where it will be possible to carry on the welfare work begun in this district by Dr. Beveridge, who has been already referred to. At Sekondi, the coast terminus of the Gold Coast Western Railway, a Welfare Centre was started in 1925 by a Government Woman Medical Officer in temporary premises, and in addition a weekly clinic at Chama, a town eight miles from Sekondi, was opened.

In the first eight months of this financial year the total attendances at the Princess Marie Louise Hospital were 8,444, at the Christiansborg Infant Welfare Clinic 2,987, and at Sekondi 4,694. In view of the fact that Infant Welfare work is less than six years old, the great number of these attendances show the necessity for establishing further centres throughout the country. I hope it may be possible to complete that at Kumasi during the coming year.

The various clinics now opened for Infant Welfare work represent the beginnings in the Gold Coast of the new Public Health, and in conjunction with improved education will help to instil into the minds of the people that the quest and attainment of health should be a personal matter of supreme importance, which, if they are willing to learn, and take advantage of the opportunities offered, will change the whole history of their country for the better. Dr. Nora Vane-Percy and Dr. M. C. Chappel have both done excellent work.

186. With regard to the fourth point in Public Health Policy—the general health education of the people, I would refer Honourable Members to the remarks of Dr. Pirie which I quoted in my last address.

During the past seven years the work of holding "Health Weeks" and Baby Shows in various towns in the Colony and Ashanti has been greatly developed.

HEALTH EDUCATION. I regret to notice that Health Weeks were only held at three towns last year, namely, Accra, Cape Coast, and Winneba. The demonstrations given during these weeks are a great educative factor in Public Health. The Accra week finished up with a most successful Baby Show, thanks to the co-operation, assistance and interest of every section of the community. The chief credit for the success was due to the energy and hard work of Dr. Duncan, the Medical Officer of Health, Accra:

187. The fifth point in our Public Health Policy is the sanitation and improvement of towns and villages.

SANITATION WORK AND STAFF. I have already dealt at some length with the development work carried out in connection with the above in the past seven years by the Public Works Department (*vide* paragraphs 115 to 126). During this whole period really excellent work has been done by the Sanitary Department, in turn under **Dr. Dalziel and Dr. G. J. Pirie**. Unfortunately the Department is very badly off for staff, the **Medical Officers of Health** alone being at present one-third short in strength. The shortage of **African Sanitary Inspectors** is still felt. Owing to the opening of the Central Province Railway and the general growth of the cocoa towns where Sanitary Inspectors are advisable, this shortage will continue to be felt for some time to come. **The course of training at Accra is three years**, and the first batch of men have already been sent to various stations to complete their third year under European supervision. Although the work which is now being carried out in training African Sanitary Inspectors is invaluable, **I do not foresee really satisfactory progress being made with village sanitation unless the work is taken up by the Village Councils** (see paragraph 126).

Dr. Watt, the Acting Deputy Director of Sanitary Services, reports that very satisfactory progress has been made in carrying out Professor Sir William Simpson's recommendations in **the mining areas**. **Dr. Howells** has been stationed at Tarkwa to act as an Inspecting Officer for the Mines under the Mining Health Areas Ordinance. Owing to some unforeseen delays in completing the necessary surveys, these areas have not yet been gazetted, but the Mine Managers and their Medical Officers are carrying out the regulations regarding sanitation as if the ordinance were in force.

188. With regard to the sixth head of Public Health Policy—Medical Research. The work which has been done in the past seven years at the Gold Coast and other hospitals throughout the country has been of great importance. **Before 1921 Medical Research had a very ill-defined status.** A temporary Laboratory existed in Accra, where a little routine work was done and where the occasional specimens sent from the existing hospitals were examined. One Medical Officer was in charge

MEDICAL RESEARCH, 1920-1926.

and did all the work there was to be done. In 1921 a Director of Medical Research, a Pathologist, and an Assistant Pathologist, with Laboratory Superintendent and Assistant, were appointed. To-day the staff consists of a Director, two Pathologists, two Assistant Pathologists, one Medical Entomologist, and one Laboratory Superintendent, with two Assistants and three Attendants.

Thanks to the improved Offices and Laboratories in which the Research Institute is now established, excellent progress has been made in investigations into dysentery, yellow fever, plague, relapsing fever, and sleeping sickness in addition to a large amount of routine work in the various hospitals throughout the country. Much valuable information has been obtained from post-mortems and the resulting histological work, information which enables the start of a serious epidemic to be detected and the necessary measures taken to stop it. If it had not been for two post-mortems, it is doubtful if, for example, the Asamangkese outbreak of yellow fever could have been discovered in time for effective action to be taken. Both this epidemic and that which occurred at Nsawam gave the Medical Research Institute an unrivalled opportunity of studying yellow fever. As a result much definite information was obtained and a big insight gained into the pathology of the disease. The staff of the Institute worked with and, I understand, gave great assistance to the Rockfeller Commission in their investigation of yellow fever. The Director of Medical Research reports that he and his staff benefitted in knowledge from the mutual co-operation.

Following the yellow fever outbreak a number of cases of relapsing fever occurred at Akwatia and Accra, enabling the pathology of this disease to be definitely stated, a very desirable thing as, superficially, the microscopic pathology is not unlike that of yellow fever.

The Institute has done some very valuable investigation work in plague, and many experiments have been made to produce the best type of vaccine. Dr. Burgess and Mr. Leeson have devoted much time to this work, and there are now always 10,000 doses in reserve and arrangements are ready for the manufacture of a continuous supply when required. This will save the Government about £7,000 should an epidemic like that at Kumasi occur again.

Among various investigations Dr. Thomson has made some valuable enquiries into the bacilli which may cause **dysentery**. The **white ant** problem has been ably tackled by Mr. Pomeroy, the Entomologist, and his valuable report is appearing as a sessional paper. As a result of a conference between Dr. Young and the Principal Veterinary Officer, the latter has been engaged on tsetse fly investigation at Yeji, work now being systematically undertaken by Dr. Pomeroy. Good work has also been done at Accra by Mr. Abbott, and the Sekondi Laboratory has been in the able charge of Major Ingoldby and Dr. G. Robinson.

During last year Dr. Young, with Mr. Leeson and Mr. Abbott, compiled and published a "**Handbook of Laboratory Routine**" as practised in the Medical Research Institute at Accra. This book is intended primarily for use by native assistants and beginners, and also as a means of ready reference for Medical Officers engaged in laboratory work in outstations where big books of reference are not available. The Research Institute hopes to produce an improved and still more useful second edition at some future date.

The possibilities of Medical Research in the Gold Coast are immense, and many issues of an importance that cannot be over-rated depend on its success. Consequently Government is giving every encouragement to **Dr. Young and his Staff**, and I hope will continue to do so. **I desire to convey to him and his Officers Government's appreciation of the valuable work they are doing.**

189. With regard to the seventh head of the Public Health Policy—Epidemics, the outstanding feature of 1926-27 has been the widespread prevalence of **yellow fever** with the main centre in the **Nsawam-Asamangkese** neighbourhood. The town which first showed this disease was **Nsawam** where, between the middle of March and the middle of July, eight cases were definitely diagnosed. Three of these were Europeans (of whom two died) and five were natives (of whom three died). The main outbreak was at **Asamangkese**, where the suspicion of the Medical Officer was aroused owing to reports of numerous deaths coming to his knowledge from various sources. It was decided that the members of the **Rockfeller Yellow Fever**

**A RESEARCH
HANDBOOK.**

**YELLOW FEVER
EPIDEMIC,
1926.**

Commission should proceed there and enquire as to whether the epidemic from which the local inhabitants were suffering was yellow fever or not, as it appeared to present some unusual epidemiological features which had not been noted in previous outbreaks in the Gold Coast. **The mobile laboratory of the Medical Research Institute** and a general supply of drugs were placed at their disposal and work was begun by them in July, 1926. It was soon discovered that this disease was undoubtedly yellow fever and in the first week of August a scheme was proposed for dealing with the outbreak.

This involved the support of a political officer, and **District Commissioner Page** proceeded to Asamangkese, where his active and continued assistance was greatly appreciated. A Medical Officer, and on his transfer the Medical Officer of Health, Koforidua, Sanitary Inspectors, and labourers were sent to Asamangkese and conducted an active anti-mosquito campaign. When the members of the Rockefeller Commission first commenced their investigations, **from 60% to 70% of houses showed water receptacles containing mosquito larvæ, but this was reduced to 2% by the end of August.** There is naturally great difficulty in discovering exactly how many deaths occurred among the townspeople, but the Medical Officer of Health, who conducted careful enquiries towards the end of the epidemic after the confidence of the people had been gained, and examined the various cemeteries, could discover **only 87 deaths**, some of these deaths being probably due to other causes than yellow fever. However, eight deaths out of fifty cases amongst natives were diagnosed. Sporadic cases of yellow fever have also been reported from Axim, Cape Coast Saltpond, and Accra.

In March, 1926, a fairly sharp outbreak of smallpox was reported from Gambaga, Zouaragu, and the mandated area of Togoland, and sporadic cases were reported from Ashanti and the Colony throughout the year.

SMALLPOX
IN 1926.

190. With regard to certain miscellaneous aspects of the Public Health Policy, the three subjects which are now causing Government some anxiety are **tuberculosis, lunacy, and leprosy.** With regard to the first-named, **the number of tuberculous cases which come to light are increasing annually** to such an extent as to cause an undue strain on the

accommodation available in our hospitals. Wards for treatment were added during the year to the Kumasi Hospital, but unfortunately Government has been obliged to defer a new block of wards at the Gold Coast Hospital. There is no doubt that in due course we shall have to consider seriously the construction of a sanatorium on a large scale for tuberculous patients.

Our heavy commitments in various directions have always prevented the construction of a **new Lunatic Asylum**. The arrangements for accommodating the inmates in the present building at Accra are adequate, but the facilities for treatment on modern lines are altogether deficient.

A start, however, although a small one, has been made in the treatment of leprosy by the formation of a **lepers' camp** at Ho. This is entirely due to the keen interest which **Dr. F. H. Cooke** has taken in the subject. This officer has gained the confidence of the local natives in a marked degree, and here he has received able assistance from the District Commissioner, **Captain C. C. Lilley**. Provision is made in the Budget for the establishment of a new camp to take the place of the present temporary buildings in a situation where the lepers can engage in agriculture.

Dr. Cooke's success is a good omen for the future of the **leprosy scheme** to which the Gold Coast has committed itself.

In February last year **Mr. Oldrieve, the Secretary of the British Empire Relief Association**, the object of which is to stamp out leprosy in the British Empire, arrived at Accra. The object of his visit was to discuss the advisability of establishing a branch of the Association in the Gold Coast. Mr. Oldrieve's proposals were briefly as follows:—

SCHEME FOR
TREATMENT OF
LEPROSY.

- (i.) **The formation of a Central Committee** at Accra, with Committees for Ashanti and the Northern Territories.
- (ii.) **The appointment of a whole-time Secretary**, a qualified Medical Practitioner, who would work under the orders of the Gold Coast branch of the Association and in close co-operation with the Director of Medical and Sanitary Services. The latter would be kept informed of the nature and results of the work done.

I addressed the Secretary of State on the subject, and I am now awaiting his approval of the above proposals. I understand from a letter received from Mr. Oldrieve that he has been definitely asked to suggest the name of a Doctor for the post of Secretary, and that he is now looking for a suitable man. It would therefore appear likely that our leprosy campaign will be started in earnest next year.

191. I should like to draw the attention of Honourable Members to Mr. Ormsby-Gore's remarks on the subject of the Public Health in West Africa. In his report IMPROVED HEALTH he points out that, in consequence of OF EUROPEANS. improved methods of living, sanitation, and houses, and of the wider knowledge of the causes of diseases, the death-rate of the European Officials has fallen from 20.6 per 1000 in 1903 to 12.8 in 1924, while during the same period the invaliding rate has dropped from 65.1 to 21.7 per 1000. As he very truly says, this is not to say that West Africa has become a health resort. That is far from being the case, but with reasonable precautions and decent living the European has nothing to fear in this country. The great draw-back to service in this country is that, in the majority of cases, it cannot become a home, in the accepted meaning of the word. There is always the question of children to be considered ; but the more that Government can do to provide its Officers with good accommodation and facilities for recreation, the nearer to the ideal of a home could West Africa become. The chief advance made in European life in this country in my 24 years in it is certainly the increasing number of wives who have come out to share their husbands' lives. Writing on this subject Mr. Ormsby-Gore says :—

The advantage to be derived from the presence of European women in a rapidly developing and still backward country, such as West Africa, is incalculable. Apart from what they can do to make their husbands more comfortable by looking after their food and the household and relieving the menfolk of the thousand petty cares of domestic economy, the presence of European ladies provides a much needed element of society and a relief from purely official or business relationships. It must, at the same time, be recognised that the West African climate is by no means suited to every white woman, or perhaps I should say that every white woman is not equally suited to the West African climate.

Nor, may I add, to the conditions of life in the tropics.

192. In concluding my remarks on the Public Health, I wish to place on record my keen appreciation of the **valuable work done and being done by the West African Medical Service** for this country, and my personal gratitude for the loyal support which they have given me during my tenure of the Governorship. I have always found them, not only full of initiative and the desire to improve the conditions of living of the inhabitants of the Gold Coast but, ready to carry out any policy which was essential to that co-ordination of effort between the various Departments on which the success of the administration of the country as a whole depends.

Among the many who have served under Dr. D. Alexander and Dr. M. E. O'Dea in the past seven years, **the following are conspicuous for their good work for the people of this country**:—F. S. Harper, A. J. R. O'Brien, C. V. Le Fanu, G. E. H. Le Fanu, H. W. Gush; W. M. Wade, J. M. O'Brien, P. D. Oakley, A. C. Paterson, F. H. Cooke; G. J. Pirie, W. G. Watt, P. S. Selwyn-Clarke, J. A. Duncan; **Nursing Sisters** H. Furley and I. J. Evans. This list would not be complete without several **names of those not in the Government Service**, viz.: Dr. Helen Hendrie, Dr. Jessie Beveridge, and Dr. (Miss) Russell; and Dr. Anthony, of Obuasi Mines.

REVIEW OF EDUCATION IN THE GOLD COAST IN THE PRESENT CENTURY.

193. Since the beginning of the century education has made steady progress in the Gold Coast. Before 1900 the only Government Schools in existence were the (old) Boys' Schools at Accra and Cape Coast and the Girls' School at Cape Coast, all of which were opened somewhere about 1886, and the school at Oda opened in 1896. With the above exceptions, all education was in the hands of the Missions—chiefly the Basel and Wesleyan—and these had about 130 schools between them by the end of the century.

Since 1900 the following Government Schools have been opened:—Accra Girls' School (1907), **Training College for Teachers (1909)**, **Technical School (1909)**, Kumasi Boys' School (1909), Tamale (1909), Sunyani and Gambaga (1912),

Kumasi Girls' School (1914), the present Accra Senior Boys' School and the Wioso School (1915), Enchi (1916), Kibi, Obo and Wa (1917), Juaso and New Awudua (1918), Lawra (1919), Essiama (1921); the Kibi, Assuantsi, Mampong and Yendi Trade Schools (1922), Salaga (1923) and Asankrangwa (1925).

The rate at which new schools have been opened in the present century is shown by the table below, which gives the number of schools in existence in the years mentioned :—

Date.	Government and Assisted Schools.	Non-Assisted Schools. (Approximate).	Total Schools.
1901.	135	120	255
1913.	154	230	384
1919.	213	250	463
1926.	234	300	534

The number of non-assisted schools in the above table is merely approximate, as to this day we do not know the number scattered through the provinces. The figures showing the number of **Government and assisted schools** point the remark which I made in this Council Chamber last year, namely: "I believe that any educated African who is over forty years of age will agree with me that education in this country was far better between twenty and thirty years ago than it is to-day, the reason being that the teachers paid more individual attention to their pupils." Now the table shows that in the first thirteen years of this century an average of less than two Government and Assisted Schools per annum were opened, in the next six years an average of nearly ten per annum, and in the last seven years an average of three per annum. **The reason for the grave deterioration in the quality of our education in the last fourteen years is that Government has allowed its own and the Assisted Schools to increase at a greater rate than that at which trained teachers could be provided.** Especially was this the case between 1913 and 1919, when 59 new schools were opened and the number of pupils increased by 8,500. During

those years the output of the **Training College for Teachers** could not keep pace with the growing requirements owing to new schools and the retirement of old teachers, especially when it is remembered that the training of teachers consisted only of a two years' course following a more or less indifferent primary education.

194. The following table shows the number of pupils in Government and Assisted Schools in the present century. It is interesting in that it shows the **greater demand for the education of girls.** In the first thirteen years of the century the number of girls at Government and Assisted Schools increased by 92 per annum; in the next six years by 210 per annum; and in the last seven years by 300 per annum. The actual number of pupils were:—

	Boys.	Girls.	Total.
1901 ..	9,859	2,159	12,018
1913 ..	15,453	3,357	18,810
1919 ..	22,718	4,600	27,318
1926 ..	26,039	6,800	32,839

The above table does not include the pupils at **Non-Assisted Schools.** In 1913 the approximate number was 7,000, and to-day it is probably in the neighbourhood of 20,000. As the education given at these Non-Assisted Schools is, in the majority of cases, of a very inferior quality and likely to do more harm than good to future generations, it is obvious that Government has been justified in the legislation concerning them in the Education Ordinance, 1925.

195. Government's expenditure on education includes the maintenance of its own schools and grants to Missions. Excluding all expenditure by the Public Works Department on the construction of new schools, **Government's expenditure on education in the present century has been:—**

1901	£6,543
1913	£25,374
1919	£54,442
1926-27	£179,000 (Estimated)
1927-28	£213,000 (")

The above table affords ample proof of the increased attention which Government has paid to education in the last seven years. During that period we have increased our Recurrent Expenditure by about £159,000, and in addition have spent £395,000 on the construction of new schools, mostly on Achimota. And the end of this expenditure is not yet in sight, for in ten years' time our total education bill on the definite plan of expansion which we have laid down will be in the neighbourhood of £400,000 per annum. I think Honourable Members will agree that Government is rapidly justifying the statement which I made in this Chamber on the 21st January, 1921, that "the cost of carrying out these proposals or of any others that may be put forward to secure a higher or better form of education will be enormous. If our plans mature we shall, in the course of the next ten years, increase our expenditure on education from £25,000 in 1914 to a quarter of a million." Well, that ten years is up in 1931 when our expenditure will probably be £273,000.

196. The above figures of expenditure on education do not include that part of the cost which the Missions pay out of their own funds. Towards those funds

GRANTS TO MISSIONS, 1901-1927.	Government granted £3,706 in 1901; £6,157 in 1919; and £30,887 in 1926, all exclusive of building grants. In the coming financial year our grants to Missions will jump to about £70,000 owing to the effect of the new Education Ordinance; and eventually in 1935-36 to about £142,000. These grants will naturally be justified by the improvement in Mission education that will be effected by the conditions under which they are given.
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197. The progress of the Education Department in the present century is shown by the fact that in 1901 there were two European Education Officers, who carried out all the work of school inspection with the occasional assistance of the Colonial Chaplain. By 1913 the number had risen to 18, which number dropped to 17 in 1919, and by 1926 rose to 27. In addition to these we had at the end of 1926 an Achimota Staff of 29 Europeans and one African; and two African Inspectors of Schools. Thus to-day we have 59 Education Officers as against 17 in 1919.

198. My review of the first years of the present century would not be complete without a reference to **the great educational work done in the past by the various Missions in this country.**

EDUCATION WORK
OF THE
MISSIONS,
1900-1927.

First and foremost among them, as regards quality of education and character-training, was the **Basel Mission**; and, as I have said before in this Council Chamber, their removal from this country during the war of 1914-1918 was the greatest blow which education in this country has ever received. The removal of some of the staff was necessary, for no country that is fighting for its existence can afford to retain in it enemy subjects. Nevertheless the blow was a great one, but there were recompenses, for it resulted in **the arrival in this country of that devoted and efficient band of missionaries—the Scottish Mission.** It is no exaggeration to say that the Rev. A. W. Wilkie and his people saved the situation; and I feel sure that all Honourable Members must have been delighted when His Majesty recognised the work which had been done by creating last year Mr. Wilkie a Commander of the Most Excellent Order of the British Empire. It must give all those who have had experience of the **Basel Mission** in the past great satisfaction to know that Mr. Wilkie, in his re-organisation of his Mission's efforts, has been able to arrange for the return of some of the old missionaries who left here in 1916 and are now back in the land to which they have given so many years of ungrudging service. Whether the return of these missionaries proves a success will depend on the manner in which they adapt themselves to the revised system of education now adopted in this country.

Of the other Missions which have done most educational work in the Gold Coast the most prominent are the Wesleyan, the Roman Catholic, and the Church of England. Of these the Wesleyan is by far our oldest British Mission and has done a greater amount of educational work than any other. **Under the Rev. Harry Webster it has shown remarkable enterprise and done great service for the people of this country.** Practically all the Missions, however, have in the past shown far more zeal in their educational efforts than was justified by the steps which they took to provide themselves with properly trained teachers, a difficulty which is now being rectified both by the new Education Ordinance and the construction of Training Colleges.

EDUCATIONAL EVENTS 1920—1927.

199. I will now briefly review the chief educational events of the past seven years.

In October, 1919, Government adopted education as the chief plank in its main policy—the progress of the people of the Gold Coast. But

OBJECTS OF education had to be built on sound
EDUCATION. foundations—its object had to be clearly defined before a definite system could be

adopted. In due course Government stated these objects as follows :—

We want to give all Africans the opportunity of both moral and material progress by opening for them the benefits and delights that come from literature, and by equipping them with the knowledge necessary to success in their occupations, no matter how humble. We want to give those who wish it an opportunity of qualifying themselves to enter any trade or profession. And, finally, we want to give the best men and women the opportunity of becoming leaders of their own countrymen in thought, industries, and the professions. Throughout all this, our aim must be not to denationalise them, but to graft skilfully on to their national characteristics the best attributes of modern civilisation. For without preserving his national characteristics and his sympathy and touch with the great illiterate masses of his own people, no man can ever become a leader in progress, whatever other sort of leader he may become.

In 1920 the task of devising a system* was confided to the Educationists' Committee, 1920, which in due course was followed by the Educationists' Committee,

WORK OF
EDUCATIONAL chiefly confined to Achimota. Although
REFORM, the first-named Committee furnished an
1920-1927. early and valuable report, I felt that the paramount importance of education

necessitated their recommendations being most carefully examined to see if they were the best we could adopt for the progress of the country. It was essential that, before we embarked on a costly enterprise, we should obtain the opinion of men of educational experience in other parts of the world. In this work we received invaluable assistance from the "Advisory Committee on Native Education in the British Tropical African Dependencies," which was formed in

*Vide paragraph 138 supra.

1923 by the Secretary of State. The Gold Coast will always owe a debt of gratitude for the interest taken in its educational problems by the Right Reverend A. A. David, D.D., Bishop of Liverpool; the Right Honourable Sir Frederick Lugard, G.C.M.G., C.B.; Sir Michael Sadler, K.C.S.I., C.B., LL.D.; Sir James Currie, K.B.E., C.M.G., LL.D.; Mr. J. H. Oldham, and the Honourable W. G. A. Ormsby-Gore, M.P., the members of the Committee. Outside the Committee our problems had the sympathetic consideration of His Grace the Archbishop of Canterbury; and during the whole period of preparation the advice and experience of Dr. Jessie Jones were always at our disposal. Finally in 1924 the Gold Coast was fortunate enough to obtain the service of the Rev. A. G. Fraser, M.A., with his valuable experience of thirty years spent in reforming education in Ceylon and East Africa.

Eventually, as the result of the work of the Educationists Committee, and of three years' investigation into our educational problems, the construction of Achimota College was begun in 1924, and in the following year I was able to announce in this Chamber the "Fifteen Principles" on which Government had decided to base its system of education.*

On the 10th December, 1925, this Council passed "The Education Ordinance" to give effect to our Fifteen Rules; and in the following year the educational "Rules" introduced, very valuable service in this work being rendered by J. Oman, the Rev. A. W. Wilkie, the Rev. H. Webster, E. D. Martinson, the Rev. Father J. Stauffer, and the Rev. J. Fraser.

Mr. D. Branyan.
with compliments to
Secretary of Education.

this brings me to the last year of my review—1927. During the first class of the Prince of Wales's School was started at Achimota and the 1925 Ordinance came into effect. During the present month the Education Rules will be revised and approved by the Board of Education to this Council.'

*See Hansard 1925-26. Pages 59-104.

THE SIXTEEN PRINCIPLES OF EDUCATION.

200. In drafting the principles of education in 1924 there was an important omission, namely, to provide definitely for **trade instruction**. The omission was a curious one for, since 1920, Government has probably paid more attention to the development of technical and trade training than to any other form of education. This omission has been rectified and **Government has now Sixteen Principles** on which the education of this country must be based and carried out. They are :—

First Principle—Primary Education must be thorough and be from the bottom to the top.

Second Principle—The provision of Secondary Schools with an educational standard that will fit young men and women to enter a university.

Third Principle—The provision of a university.

Fourth Principle—Equal opportunities to those given to boys should be provided for the education of girls.

Fifth Principle—Co-education is desirable during certain stages of education.

Sixth Principle—The staff of teachers must be of the highest possible quality.

Seventh Principle—Character-training must take an important place in education.

Eighth Principle—Religious teaching should form part of education.

Ninth Principle—Organised games should form part of school life.

Tenth Principle—The course in every school should include special reference to the health, welfare, and industries of the locality.

Eleventh Principle—A sufficient staff of efficient African Inspectors of Schools must be trained and maintained.

Twelfth Principle—Whilst an English education must be given, it must be based solidly on the vernacular.

Thirteenth Principle—Education cannot be compulsory nor free.

Fourteenth Principle—There should be co-operation between the Government and the Missions; and the latter should be subsidised for educational purposes.

Fifteenth Principle—The Government must have the ultimate control of education throughout the Gold Coast.

Sixteenth Principle—The provision of Trade Schools with a technical and literary education that will fit young men to become skilled craftsmen and useful citizens.

PROGRESS MADE IN 1926 IN CARRYING OUT THE SIXTEEN PRINCIPLES OF EDUCATION.

201. I will now turn to the progress that was made in 1926 in carrying out the Sixteen Principles of Education.

First Principle—Primary Education must be thorough and be from the bottom to the top.

The Director of Education reports that Kindergarten work is improving with the increased attention which is being given to it. Inspectors of Schools are fully alive to this, and at a conference in January urged that all Training Colleges should make much more provision for the training of teachers in Kindergarten and Junior School methods, recognising that such teachers can develop if necessary into teachers of higher standard classes, while the opposite proposition is not true.

Steady efforts are being made to reduce Infant Classes to 36 and Standard Classes to 40 pupils as required by the new Rules. Missions are alive to this fact and the past year has shown great improvement. It is fully recognised that young children are seeking admission to the schools in far greater numbers than the New Rules permit, but, however lenient Government may be in the next few years in applying the 1925 Ordinance, no leniency will be shown in regard to the size of classes.

Care is being taken to ensure fitness for promotion. To quote one instance only: the Scottish Mission have established a system of examination to ensure that the pupils who obtain admission to their boarding schools merit instruction beyond that given in Standard III. The test for Standard VII

Examination in 1926 was again uniform for boys. Girls are examined on a syllabus more suited to their requirements and varying with the type of instruction given in their schools.

At Achimota the Kindergarten commenced modestly in February, 1926, with six pupils, and opened in full strength in January, 1927, with sixty, the average age being about six years and one month. The sixty pupils speak five different languages and come from Axim in the west, Keta in the east, Mampong (Ashanti) in the north, and Cape Coast in the south. All prophecies to the contrary, there has been no difficulty experienced in getting applications for young children or for girls. Of the 60 selected 24 are girls. In May next another dormitory block will be ready for occupation, and another 60 children will be admitted.

ACHIMOTA
KINDERGARTEN.
OPENED.

202. Second Principle—The provision of Secondary Schools with an educational standard that will fit young men and women to enter a university.

With regard to Secondary Education, there are only two Assisted Secondary Schools, both at Cape Coast, viz : Richmond College (Wesleyan Mission) and St. Nicholas' Grammar School (English Church Mission). Both schools have been visited and inspected during the year by an Assistant Director of Education and the Provincial Inspector of Schools, Central Province. A member of the Achimota staff has been seconded to Richmond College, Cape Coast, during the whole of the period under review.

It is probable that less attention would be paid to those public examinations which are not specially designed for this country if the element of competition were not so strong. Other so-called Secondary Schools need to recognise that it is not necessary to take such examinations at all in order to secure Government recognition. There is real scope for schools which will provide sound secondary education fitted for boys with the necessary ability but who are never likely to leave their country. Such education would have a very valuable effect on the community in general, and would give opportunity to keen African educationists to put into practice their own ideas for the general betterment of the race.

SECONDARY
EDUCATION.

203. Third Principle—The Provision of a University.

Although this principle has not been lost sight of, it will be impossible to give effect to it until our Secondary Schools have shown the necessary improvement. In the meantime during the next few years **Achimota will be forming classes equivalent to the first two years of university work.** I hope the Principal of Achimota, to whom entire discretion has been left, will be able to undertake soon the advanced education of a few students carefully selected from our Secondary Schools.

ADVANCED
EDUCATION.

204. Fourth Principle—Equal opportunities to Boys and Girls.

I have already drawn attention (paragraph 194) to the great increase in the attendance of girls at school in the last seven years. Indeed the steady increase in the present century has shown that **the general opposition to the education of women is rapidly dying out.** The younger generation of educated men are demanding that their wives should possess higher qualifications than those considered necessary in the past. This is a good omen for the future; for nothing is more detrimental to the progress of this race than the old system of educated husbands and illiterate wives.

FEMALE
EDUCATION.

The Director of Education reports that among the more promising features in the last seven years' work was the increased attention being given to women's education in all the schools, and especially to the search for an improved curriculum in domestic training. Increased attention is now being given to this subject in the Government Girls' Schools, where instruction is of a far more practical nature than formerly. Excellent work is being done in the Girls' Schools of the **Scottish and Wesleyan Missions.** The Sisters of the **Roman Catholic Mission** in Cape Coast and Elmina have made great changes in the course of instruction, and, at the former station, are hoping to undertake shortly a definite scheme for the training of women teachers. Three Sisters of the Order of the Holy Paraclete have taken charge of the **Church of England Mission School** in Cape Coast, and their own training is such that they should be able to render valuable assistance to the cause of women's education. They require better buildings than those they are now in, and it is desirable that Government should give them some financial assistance in this respect.

I have great pleasure in conveying Government's appreciation, of the valuable work they have done, to Miss Telfer, the Headmistress of the Government Girls' School at Accra, and to Miss Sutherland of the Scottish Mission School at Aburi.

205. Fifth Principle—Co-education.

Co-education is being carried out, as it has been for several years, in a very large number of day schools throughout the country. This system is not yet being adopted in boarding schools for primary education, but at Achimota no difficulty whatever has been experienced in obtaining 24 girls out of a total of 60 pupils in the kindergarten. It is proposed to carry out this co-education at Achimota in the lower primary classes of the Prince of Wales's School, transferring boys when they reach the age of about 8 to the primary classes in "the College." In due course when the secondary school of the Prince of Wales's College is opened, classes will be eligible for girls, with the consent of their parents, to attend the classes for secondary and higher education, continuing to live in the girls' dormitories in "the School."

206. Sixth Principle—The Staff of Teachers must be of the highest possible quality.

This is by far the most important of our sixteen principles of education; for without fully trained teachers of high personal character neither education nor character-training is possible. In our teachers' hands practically lies the future of this land and its race; so good teachers are all important, and it is essential that both Government and the Missions should make every effort to provide for the training of teachers, both men and women.

At the moment we practically rely on three Training Colleges for Teachers, viz., the Government Training College at Accra, the Scottish Mission Seminary at Akropong, and the Wesley College at Kumasi. Though working to a common end, the courses throughout these Colleges vary, and considerable freedom has been granted to enable experiments to be made with a view both to finding a more satisfactory training course, and to obtaining a more satisfactory product of that course. The students are not now taking the ordinary teachers' examinations, but the Colleges are inspected and examined

by a Board appointed by the Director of Education. The first inspection took place in October, 1926, and the innovation was welcomed by the Training College authorities in each case.

More Training Colleges for Teachers are wanted, and it was with great satisfaction that I laid the foundation-stone on 5th February this year for a handsome new building for that purpose now being built by the **Scottish Mission**. Last October Government expressed their hope that **the Missions which have not yet started Training Colleges will endeavour to establish them and supply their own teachers as early as possible.** The Roman Catholic Mission at Cape Coast has informed us that they are not able to start such a College for two or three years; but the Trans-Volta Mission at Keta is now considering the re-opening of the Training College formerly conducted by the Mission at Bla in Togoland. The African Methodist Episcopal Mission is endeavouring to arrange for funds, and meanwhile is securing land near Axim for an "**Industrial Academy and Teachers' Training College.**" The English Church Mission hopes to be able to train its own teachers at **St. Augustine's College, Kumasi,** and I sincerely trust that this hope may be fulfilled, as the Mission is undoubtedly at present badly off for properly trained teachers. The Reverend Mother of the Roman Catholic Mission at Cape Coast hopes to include the training of a few women teachers at Cape Coast School this year.

The formation of a **Government Training College for Women Teachers** is now the subject of a conference between the Director of Education and the Principal of Achimota. Such an institution is badly wanted. **There does not appear any reason why it should not be constructed in the Prince of Wales's School at Achimota,** where the teachers and

students would have ample opportunity for practice in the kindergarten and primary classes of "the School," and of receiving a higher education in the neighbouring "College." Pending the formation of the proposed Training College for Women Teachers, both the Education Department and Achimota are trying experiments. In the former, some six probationer-teachers will be trained by the Headmistresses of the larger Government Schools; and a member of the Achimota Staff will be seconded from it to assist in the training of these probationers. At Achimota, the organisation of the

kindergarten includes an experiment in the training of several young African women ; these are being instructed in domestic and school duties, including actual teaching, dispensary work, and general child-welfare. After a short general course they will be permitted to specialise according to their gifts and capacities, their own education being continued along practical and cultural lines, including a good physical training. It is hoped that this experiment may be the beginning of a practical scheme for training women teachers.

207. The Accra Training College for Teachers, which was taken over by the Achimota Staff from the Education Department on the 1st January, 1926, **has now a four years' course** as against the three years' course which replaced the old two years' course in 1920. The students who left in December, 1926, were the last of the old three years' system. **It should now be possible to give far more satisfactory training** and actually last year the course was considerably improved. As many as sixteen members of the Achimota Staff took part in the work, though not all at one time nor for full time. Although this work prevented the language study of some of the staff, it gave them an invaluable opportunity of doing team work, and a chance to get into close touch with the African students. It has been invaluable in revealing more clearly to the Achimota Staff the problems which lie before them, and preparing them to deal with them.

¶ Owing to the additional year's training it is now possible to include in the first two years of the course the continuation and improvement of the general education of the students. The year has been divided into three terms, instead of two, thus greatly increasing the snap and vigour of the work. Some subjects, like Algebra and Psychology, have been dropped from the course and others simplified, while **the teaching of Gold Coast histories and vernaculars have been added.** The larger staff has enabled greater supervision to be given to "teaching practice," more time has been allowed for private study, and private reading has been encouraged with success. A large number of outside lecturers have given great assistance to the Staff in widening the horizon of the students. Under Mr. Rignell physical drill has been improved, the students being given ample opportunity of conducting the drills.

An interesting innovation, which might be adopted with advantage in all training colleges, was the **holiday treks** which were taken with the students by members of the Staff. Two short treks were taken in the Easter holidays, and a longer one in August, through Akropong, Koforidua, Mpraeso, Abettifi, Oda, and Kibi. Football matches were played in several of the towns visited, and everywhere they went the trekkers were warmly welcomed. A **reading party** of twelve teachers and students were housed at Achimota in the mid-summer vacation. The students brought their own food and kit for six days and lived, worked, and played games with some of the members of the Achimota Staff.

Games, which have always been the feature of the Training College, were put on a better organised basis during the year and ensured considerable improvements. A team was sent to Cape Coast to compete with Richmond College in July; and the Training College took part in the general inter-college meeting held in Accra in October. New games specially suited for use in village schools have been taught to the students. Special work has been done by the students opening a **Boys' Club**, which meets at the headquarters of the Scouts. The popularity of this club is shown by the fact that 80 boys are members and there is a waiting list of a 100. Among other items of social work undertaken were entertainments to the patients in the Gold Coast Hospital.

During the year a very important branch of the activities of the Training College has been further developed, a well-organised **Lending Library** being formed by the Rev. C. E. Stuart. The success of this proves the need that existed; for over 66 teachers in country schools have borrowed books, several taking out eight or nine during the year. Catalogues are now provided to facilitate the choosing of books by teachers. As the cost of postage deters many teachers from making use of the Library, Government has authorised District Commissioners to frank books which are returned by post. Several "**Old Boys' days**" were organised during the year, and many who were trained in the College and are now teaching in the country were able to get in for them.

The usual refresher courses for teachers were held in January and July, 1926. Forty teachers attended. At the July course different members of the Achimota Staff lectured, and Mr. Rignell conducted the physical training classes at 6.30 every morning. The reading-room and library were thrown open to the teachers, and expeditions and amusements were also organised for them. Another similar course was held in January, 1927; and lectures to local groups of teachers in several places were given throughout the country during the Christmas vacation.

208. With regard to the new Education Rules, which affect teachers, considerable progress is being made by the Director of Education, who reports :—

A 'Provisional List' is in course of preparation containing the names of persons engaged in teaching on 31st December, 1925, who are not in possession of qualifications entitling them to appear in the Register. Teachers appointed after that date may be enrolled at the discretion of the Director of Education. The formation of this provisional list is to prevent the new law operating harshly on such teachers as are satisfactory though not qualified for inclusion in the Register. All Missions were informed in October, 1926, that Government intends to exercise a certain degree of leniency towards those schools which are unable to comply exactly with the new conditions, provided that governing bodies of schools take active steps during 1927 to bring the schools into conformity with the new Rules of Education. A conference of Inspectors of Schools was held to consider steps by which the Headquarters Staff may be kept informed of the action being taken by governing bodies and managers of schools. At a recent meeting of the Committee which helped to frame the Education Rules it was agreed that the fixing of a definite date for the termination of such period of leniency was undesirable, but that it would be well for the Committee to meet from time to time to consider cases as they arise and to submit recommendations thereon.

The minimum scale of salaries on which teachers will now be paid has been circulated and teachers will come under its provisions as from January 1st, 1927. A certain amount of misconception exists that Government is now paying teachers' salaries or part of them; whereas, of course, Missions are themselves responsible for them and Government is only introducing a system of grant-in-aid based on salaries and not on average attendance as before. Teachers need to remember this, for it is very greatly on their efficiency that the grants to the schools are based, and this imposes on them a still greater obligation to keep themselves efficient.

209. Thanks to the hard work and initiative of the **Rev. Robert Fisher**, the Housemaster of the old Training College, and now a member of the Achimota Staff, a "**Gold Coast Teachers' Association,**" with a Central Advisory Board, has been most successfully formed, and its branches cover nearly all parts of the country. This Association will be most valuable in keeping teachers, both European and African, in close touch with each other, and also with modern tendencies and improvements in educational procedures. Pamphlets and leaflets are issued by the Central Advisory Board dealing with all subjects of interest to teachers. This publication, to which it is intended to add later the "**Teachers' Journal,**" should do a great deal to help teachers to retain their enthusiasm, and to form an *esprit de corps* among a body of men and women who have hitherto not had any real opportunity of keeping in touch with each other and with what is going on.

TEACHERS'
ASSOCIATION.

In order to encourage specially deserving members of the teaching profession, **scholarships for their children have been instituted at Achimota.** During 1926 provision has been made for five to enter the Kindergarten, and five the Primary School which starts in May.

210. **Seventh and Eighth Principles—Character-training and Religious instruction.**

Again, as last year, I deal with these principles together, for they are inseparable. The character of a child, however much or little it may be inherited, cannot be developed unless religion forms the basis of the system of character-training adopted.

With regard to **character-training**, I want to give a warning to those concerned with education. **Character-training is not a subject of instruction.**

CHARACTER
TRAINING.

So much has been talked about it that quite a large number of teachers appear to believe that character-training can be taught. I have been informed that a case has recently been discovered where a school time-table contained three periods set apart weekly for "Character-training"! I would commend to the attention of all concerned in education the remarks which I made on the subject of character-training in my address last year.

A factor which is likely to have an important influence ultimately on the children is that teachers are now being encouraged to visit the homes of the children and confer with the parents. **The union of parent and teacher should be of great value**—in fact in many schools it has already shown its value. The longer period of training laid down for teachers will enable both Government and the Missions to ascertain more definitely than they have in the past that the students are **fit to go out as teachers**. It is most satisfactory to hear that useful work is being done in weeding out undesirable teachers, and in placing doubtful cases under good influence so that they may have a chance to improve.

211. In my address last year I quoted the views of one who is an experienced educationist on the development of character through **love of country**, and pointed out how a knowledge of **history and folk-lore** would assist. With regard to this the Principal of Achimota reports that several members of the European staff have been touring through the districts to collect historical information, folk-lore and music, notably Mr. Ward and Mr. Young. These have received very great kindness and assistance from the Chiefs. One paramount chief sent out a circular asking his chiefs to send in a written account of their stool histories, including in his circular an excellent questionnaire for their guidance. Mr. Ward says :—

COLLECTION OF
HISTORIES AND
FOLK-LORE.

Generally speaking, I find it much easier than I had been led to expect to obtain information. Africans everywhere are optimistic on my prospects (in sharp contrast to European opinion) and so far I have always found their optimism justified. It takes time to gain the confidence of the old folk, and a great many days are apparently wasted in loafing and chit-chat at street corners. But I feel sure that on these days of "fraternising" the goodwill of the people depends, and that what one says and the impression one gives in the market-place are soon known in the Chief's house, and play the main part in helping the elders to come to their decision to tell or not to tell. It is sometimes suggested that the information obtained is far from being authentic. As far as I can tell this is not the case. The narratives from different places corroborate one another, and generally, the usual historical tests leave them undamaged. The elders are always ready to answer questions on all sorts of points, and sometimes go to considerable trouble in scouring the town for old people who might supply information that they themselves cannot.

I have quoted Mr. Ward at some length as the system is one which should be adopted in all schools.

212. Ninth Principle—Organised Games.

The value of games in teaching self-control and in the inculcation of the spirit of team work is becoming generally recognised throughout all schools. **Rugby**

RUGBY FOOTBALL **football has been successfully intro-**
INTRODUCED. **duced at Kibi Trade School,** where matches have been played between Europeans and the African pupils. Mr. Bevan and Mr. A. G. Fraser, Jr., are to be congratulated on the good results. The improved organisation of games at the Training Colleges, to which I have already referred, and the institution of **inter-collegiate sports** will do a great deal to improve the standards of physical training throughout the country. It is hoped that the steps being taken to improve the coaching in various games will result in the establishment of standards at present lacking.

213. Tenth Principle—The course in every school should include special reference to the health, welfare, and industries of the locality.

So far the work done has chiefly been confined to the Training College, where it is all important that the teachers should be imbued with the underlying idea
KEEPING TOUCH before they go out into the country to take
WITH LOCAL up their duties. Voluntary services to
CONDITIONS. the community is inculcated in the Training Colleges by the example of the staff, and bands of students have offered themselves for religious work and for helping with boys' clubs, etc.

I look confidently to all who are concerned with both Government and Mission education doing their utmost to see that the Tenth Principle is carried out in their respective schools. In the larger towns of Accra, Cape Coast, and Kumasi the difficulties are greater, but can be overcome by careful organisation. **It is essential to the preservation of the nationality of the race that all pupils should be kept in close touch with the conditions of the life which they will lead in the future.** Their education in school should be so devised as to enable them on leaving school, or even before, to help in improving the conditions in their

own particular localities. What every school should aim at is the development of an educated African in touch with his own people and the conditions of their daily life.

214. Eleventh Principle—A sufficient staff of efficient African Inspectors of Schools must be trained and maintained.

It is most regrettable that we cannot obtain African Inspectors of Schools. A year or two ago we tried the experiment of appointing an **Inspector-in-Training**, but although every encouragement was given to him he failed to show the necessary qualifications and his appointment was terminated in January of this year. The Director of Education is searching for suitable candidates, but so far without success. We have therefore only two African Inspectors of Schools, Mr. J. Spio Garbrah and Mr. V. A. Tetley. A good recruiting-ground should be found in the African Headmasters, but the hope that Mr. J. M. Attram, who was appointed Headmaster of the Senior Government Boys' School last year, would in due course qualify for an Inspectorship has not materialised owing to his greatly regretted death during the year. Two Assistant African Headmasters were also appointed in 1926, and several teachers are now on trial as Headmasters in the hope that they may be found fitted to take the responsibility of running large schools, and thereby qualifying themselves for the Inspectorate. The question is naturally not one of seniority but of knowledge of teaching methods and organisation, and especially one of personal character. In view of the lack of secondary education it is not surprising that Government has failed to find enough African Inspectors. **University training, although desirable, is not essential; a really thorough secondary education, combined with a sound knowledge and experience of methods of teaching, should be sufficient qualifications for an Inspectorship.**

215. Twelfth Principle—Whilst an English education must be given, it must be based solidly on the vernacular.

Now that the Education Code makes vernacular teaching compulsory a rapid improvement in carrying out our Twelfth Principle may be expected. Pupils as well as teachers will come to know **the grammar and construction of their own language**, thus leading to a more accurate appreciation of English construction and speech, qualifications possessed by extremely few of those Africans who have received their education either in the Gold Coast or in England during the past twenty years. In view of our many languages there are serious difficulties to be overcome, especially in the big schools in the larger centres. The question of the provision of **text-books in the vernacular** is in itself a formidable one. Here we expect to receive great assistance from the "**International Institute of African Languages and Cultures**" which has been formed in London, and to the expenses of which the Gold Coast was the first country in the Empire to subscribe. Professor Westermann, an old friend of the African, in whose knowledge of the subject great confidence exists in this country, has arrived in the Gold Coast, and his advice should be of the greatest service to us.

Lectures are now given in all Training Colleges, in some of the Government Schools, and in the various "teacher refresher courses," in the methods of basing the teaching of English on a knowledge of the vernacular. Real progress in this respect will, however, never be made until all Government officers and Mission representatives who study African languages are trained in phonetics; **and are given ample time away from their work for language study.** The necessity for this is shown in the successful results which have attended the system by which the Achimota Staff has been trained in the vernacular. **This system will in future be extended to all Political and Education Officers on first joining the service;** they will be given at least six months in which to qualify for the Lower Standard, failing which they will be removed from the service. In addition to this the passing of the Higher Standard will be one of the "Salary Bar" tests.

It may be accepted as an axiom that is based on the experience of every tropical country in the Empire that **without a knowledge of the vernacular a European cannot get a real insight into the minds of the people.** If an Education officer cannot get this insight into the minds of the teachers and their pupils—and the Political Officer into the minds of the people whom he is administering—it is obvious that it will be far better for the country if their services are terminated. **If I want to know to-day who are Government's most efficient Political and Education Officers I have only to look round for those who can talk to and understand the people in the vernacular.** I can count the exceptions to my statement on the fingers of one hand.

216. Thirteenth Principle—Education cannot be compulsory nor free.

The adoption of compulsory education in this country at the present time is manifestly impossible. Many years must elapse before we have sufficient teachers and sufficient funds for building purposes. Compulsory education may come in due course, but the time is so far off as to make any further discussion of the subject useless at present.

Nor can education be free of charge. To have free without compulsory education would lead to such invidious distinctions as to render impossible the satisfactory administration of any system that could be devised. **The question of school revenue must also be considered :** what Government itself receives is small enough to have very little effect, but we could not afford to do without it, far less to increase our schools without it ; while, as for the Missions, the revenue they receive from fees is an essential factor in the existence of most of their schools.

Generally speaking, we can adopt the principle of **low charges during primary education and of higher fees for secondary and more advanced education.** From certain remarks which I have read in the local press it appears that in some quarters the view is held that Government's secondary schools should practically be free of charge. That is quite impossible. We intend to charge as low fees as possible, but both now and for many years to come **those desirous of secondary or higher education will have to pay for it.**

The fees which will be charged at Achimota for each year are :—**Kindergarten £20 ; Primary Schools £30 ; Secondary Classes £50 ; University training £70.** These cover the cost of the student's maintenance and instructional fees, but not his clothing and books. They are extremely moderate, and are at least **between one-sixth and one-fourth of the expenses now borne by a family sending a boy or girl to school in Europe** to get an education which is in no way superior to that which will be provided at Achimota. I fancy that there is not a single African who has had any experience in the subject who will not consider that my estimate of the saving effected by local education is not a moderate one.

Incidentally I may mention that the possibility of the low fees at Achimota under-cutting other secondary schools, and so tending to destroy healthy competition, has been brought to my notice. In view of the remarks which I have just made it appears to me that this is a question for the "other secondary schools" and not for the Government

SCHOLARSHIPS. to consider. We fully realise that we shall find in the kindergarten and primary classes **pupils of exceptional character and ability whose people are unable to pay the cost of further education, but whose continued training would be of value to the race.** For such as these we are providing a certain number of **scholarships**, in giving which no particular district or community will be favoured, but the scholarships will be entirely dependent on the merits of the pupil and the inability of his family to provide funds. Our Government scholarships will be limited in number so **I suggest that the various Aman of this country should provide scholarships named after their respective stools.** Perhaps the Provincial Members would discuss the possibility of this at the next session of the Provincial Councils.

In concluding my remarks on the subject, I would like to remind the African Members of this Council that both in Europe and in America, especially among the negro population of the United States, **a very large number of people secure their secondary education only because they earn the money to pay for it by manual and other work, carried out both during the vacations and in the interval between their primary and secondary education.** It is a well-known fact that many young men in the American universities

WORKING FOR FEES.

work during their vacations as waiters and farm hands to earn their educational fees. I see no reason why these honourable methods in other countries should not be adopted in the Gold Coast ; and I may point out that **there is no reason whatever why a year should not elapse between primary and secondary education** if the former is kept up by private study. I know that **by native custom a certain proportion of every person's earnings go to his family**, but surely a family would modify this custom in the case of one of its younger members who is making real efforts to earn the fees for secondary education, and thus possibly and eventually adding distinction to the family's annals.

217. Fourteenth Principle—There should be co-operation between the Government and the Missions, and the latter should be subsidised for educational purposes.

I have already alluded (paragraph 198) to the great services which the Missions have rendered to the cause of education in this country. As regards co-operation
CO-OPERATION. between them and the Government, Major Vischer, in his report to the Advisory Committee on his visit to the Gold Coast, said that he was **“ struck by the perfect co-operation between the Education Department, Achimota, and the Mission bodies.”**

With regard to subsidy, under the new Education Ordinance which came into force on the 1st January, the grants which are made to Missions are based chiefly on the
GRANTS-IN-AID. efficiency of the teacher, and **80 per centum was laid down as the maximum proportion of the salaries of the staff that the Government should pay in the form of a grant.** At the same time the Education Code is now such that Missions are compelled to pay a minimum salary fixed by the Government. The Missions, however, have brought to my notice that the effect of these rules will be that they will soon be insolvent. They therefore suggest that, under the new rules, 80% should not be regarded as the maximum grant but as normally the lowest grant for the average school ; that rates lower than 80% should be the exception and only enforced when no serious effort is made to improve ; and that grants up to 95% should be possible for the good schools.

I think Government must be prepared to meet this request and I have therefore authorised the estimated grants for 1927 to be increased from £54,000 to £70,000. The result of doing this will be that in 1930 our grants will come to £98,000 instead of £90,000; and in 1935 to £142,000 instead of £132,000.

Government approval of these increased grants is conditional on the Missions carrying out with the utmost energy and foresight the new Education Code, strictly limiting their classes to the number of teachers available, taking steps to provide themselves with properly trained teachers, and rigidly abstaining from giving free education. The increased grants are justifiable only if the Missions carry out the above conditions, for they will thereby greatly improve the quality of education, and it is on the quality and not the quantity of education that the future of the Gold Coast race depends.

218. Fifteenth Principle—Government must have the ultimate control of education throughout the Gold Coast.

By ultimate control is not meant the control of details, but the control necessary to ensure that school buildings are healthy, that properly qualified teachers are employed, and that a fixed and common standard of primary education is maintained throughout the country. In my address on the 3rd February, 1925,

I informed Honourable Members of Government's views with regard to the measure of control which we should exercise. Fears appear to be prevalent that this control will lead to the closing of a good many schools. This will undoubtedly be the case, for, although **Government intends to be lenient during the next few years to those schools that are taking steps to make themselves efficient**, there is a large number of schools now in existence which are thoroughly inefficient, and are doing real harm to the people by making them believe that they are receiving education when they are not, and to the future of the country by

swamping it with book-vain "scholars" of indifferent character. **It is only the bad and not the good private schools that will have reason to regret Government assuming the ultimate control of education. It sometimes happens in**

life that to be kind it is necessary to be hard; both the immediate and the distant future of this country depend on the rigorous suppression of bad schools.

219. With regard to the assumption of control by the Government, this was secured by the coming into force of the new Ordinance on the 1st January this year, and by the formation of a far more representative Board of Education than that which has previously existed. THE NEW BOARD OF EDUCATION. The new Board is composed of:—

- (i.) The Governor.
- (ii.) The Colonial Secretary.
- (iii.) Three officers of the Government Service nominated by the Governor, *viz.* :—
 - Mr. C. W. Welman.
 - Mr. H. S. Newlands.
 - Miss A. M. Witten.
- (iv.) The Director of Education.
- (v.) The Principal of the Prince of Wales's College, Achimota.
- (vi.) Four persons nominated as members of the Board by the Governor to represent the Missionary and Educational Societies working in the Colony, *viz.* —
 - Rev. A. W. Wilkie. C.B.E.
 - Rev. H. Webster.
 - Right Reverend the Bishop of Accra (or representative.)
 - Right Reverend Bishop Hauger (or representative.)
- (vii.) Four Africans, one of whom shall be a Head-Chief; such Africans to be nominated as members of the Board by the Governor, *viz.* :—
 - The Honourable Nana Ofori Atta, C.B.E.
 - Mr. J. Casely-Hayford, M.B.E.
 - Mr. H. Van Hien.
 - Mr. J. Glover-Addo.

220. Sixteenth Principle—The provision of Trade Schools with a technical and literary education that will fit young men to become skilled craftsmen and useful citizens.

Government has now five Trade Schools, namely, the Technical School at Accra, and the four Junior Trade Schools at Kibi, Assuantsi, Mampong (Ashanti) and Tamale.

Under the able leadership of Mr. A. C. McLaren the Technical School has shown great improvement in the last few years. When first opened in 1909 pupils were eligible for admission if they had passed Standard III. in primary education, and the majority admitted during the early years of the school's existence had passed no higher class. During the past seven years the accommodation has been doubled and the qualifications for admission gradually raised. In the year 1925-26 there were over 300 applications for fifteen vacancies, no less than 70 being Standard VII. pupils. There are now 54 wood-work and 30 metal-work pupils, and both they and the staff deserve much credit for the very great improvements which they have made in the workshops. The pupils come from all parts of the Gold Coast and live together very amicably, each dormitory having its share of domestic duties to perform. During the last year the Technical School upheld its reputation both in games and sportsmanship. Their representatives won the Inter-Collegiate Sports Championship at Accra. During the year their Housemaster, Mr. R. Horsley, was transferred as Headmaster of the Junior Trade School at Assuantsi, after doing invaluable work for the school. His place has been taken by Mr. W. R. Roberts, who cannot receive too much praise for the thorough manner in which he has devoted the whole of his spare time to the interests of the students.

The object of the Technical School is to turn out thoroughly trained carpenters and metal-workers. They are doing this with marked success but the objects of the school need revising. Its scope should be considerably widened with a view to providing, in conjunction with Achimota and the new workshops of the Public Works Department, complete opportunities for the practical training of candidates for the engineering

profession. This subject is of the greatest importance and some excellent proposals have been received from time to time. These have been carefully considered but found to be premature, as it was generally felt that until Achimota could undertake the necessary advanced education, and the preliminary theoretical and practical training required, it would be impossible to find suitably-qualified engineering candidates. The schemes proposed, and any scheme ultimately adopted, provide for the transfer to the **Technical School** of those pupils from the **Junior Trade Schools** who have especially distinguished themselves both in work and character during their four years' training. It is not probable that more than a very small percentage of the pupils so transferred will eventually qualify as engineering candidates, but a few will, the remainder becoming first-class mechanics. **Any schemes devised must therefore provide for very close co-operation between the Trade Schools, the Technical School, and Achimota.**

Pending the adoption of a scheme of the nature above described the Director of Education should take immediate steps to ensure that **in future a total of at least eight Trade School boys are admitted annually to the Technical School.** The Ten-year Development Programme provides for some £2,300 for further expenditure on the extension of the Technical school, and Government is prepared to give the money at once on the receipt of a definite scheme of co-operation between the Trade Schools and the Technical School.

221. The four **Junior Trade Schools** which were started in 1922 have proved a complete success. **The object of these schools is to turn out, first and foremost, a good citizen and a good artisan, but not necessarily one with the highest attainments.** They are, as Honourable Members are aware, all residential schools organised on Boy Scout lines, each with a European Headmaster and an African staff of Instructors, including one who acts as Assistant Headmaster and is in training for replacing the Headmaster when the latter goes on leave. Each year that has passed has seen the schools become more self-supporting as their farms and livestock develop.

A very good idea of these schools as they appear to one who has not watched them grow up but who saw them for the first time after nearly four years' existence, is to be obtained from the report of Mr. Ormsby-Gore, who says :—

Most interesting are the four **Junior Trade Schools**, two in the Colony, one at Mampong in Ashanti, and one at Yendi in that part of Togoland attached to the Northern Territories. These schools are rural in their surroundings and are residential in type. Each is under a European headmaster and students from considerable distances are admitted for a three or four years' course. In these schools, while much of the instruction is in common, boys undertake one line of special instruction. These special courses can be either agriculture, building and masonry, carpentry and wood-work, or metal work. They are in every way admirable institutions, and quite apart from the high quality of the instruction given in the several arts, I was much struck by the discipline and character-training given at those which I visited. They are to be regarded as a very promising feature in the scheme of education in the Colony. I should like to add that in such schools the personality of the headmaster plays a very great part. He has to have a knowledge of craftsmanship as well as character and enthusiasm, and without such men, who are hard to find, this type of school cannot succeed.

With regard to Mr. Ormsby-Gore's last sentence, the schools are fortunate in their present Headmasters, Captain H. G. Hendrie (Tamale,) Mr. Mr. R. Horsley (Assuantsi) Mr. J. Bevan (Kibi) and Captain B. D. Burnett (Mampong). The last two deserve special credit for their work in 1926 in enabling the Kibi and Mampong Schools respectively to regain the reputation which they had lost temporarily.

NORTHERN TERRITORIES EDUCATION.

222. Good progress was made in 1926 in forming Government's youngest Department—that of Education in the Northern Territories. In my address last year I gave Government's full reasons for the separation of Education in the North and South. **The new Department was started on 1st April, 1926, by the**

Rev. A. H. Candler, Superintendent of Education in the Northern Territories, and those who know him will readily understand that the work has been energetically pushed on. At present his staff consists of the Headmaster and four Instructors of the Junior Trade School, one European Master-Inspector of Schools, and 26 African Teachers.

A fine site on the road to the north of Tamale has been acquired, and the work of building the model "**Central School**" on a plan with which the natives of the Northern Territories are familiar was put in hand. Dormitory compounds of round-houses of improved native type accommodate the boarders. There are three compounds to the Kindergarten and six to the Primary School with the necessary teachers' quarters; airy class-room blocks for the Kindergarten and Lower Primary Schools, a Headmaster's office, store-rooms, teachers' common-room, dining hall and kitchens, and sick-bay, all of which have been completed. The buildings all lend themselves to organisation on the lines of civic existence with many grades of authority; and allow scope for the development of character through shared responsibility and healthy competition. The fostering of respect for native institutions, functions, and personages have been made a feature of the school.

The Junior Trade School was transferred to Tamale from Yendi during the year and associated with the residential School on the neighbouring site. The instructors and pupils are building their own school on the same lines as described above, the gradual erection of more permanent buildings forming a part of the future programme of trade instruction.

Of the other four schools in the Northern Territories those at **Wa, Lawra, and Gambaga** already have residential sections, and one will be added to the **Salaga School** in due course. The few schools which it is possible, and desirable, to maintain at present in the Northern Territories cover so wide an area that it is essential that they should mainly consist of boarders. Parents are getting over their hesitation to send children to school, and those who are Mohammedans desire not only their religious services out of school hours, but also the instruction of the children by a Mallam.

In addition to elementary literary education, the **Primary Schools** will teach crafts of many kinds, utilising local products and fostering home industries. They will also in due course teach improved methods in building, bridging, sanitation, farming and cattle-keeping. In all these works the **Tamale School** will benefit by the presence of the Veterinary and Agricultural Department

THE MODEL
"CENTRAL
SCHOOL,"
TAMALE.

PROVINCIAL
SCHOOLS
IN THE N.T.

VOCATIONAL
TRAINING.

and the Trade School. The soil there is neither deep nor rich, and gives a good opportunity for demonstrations of what can be done under such circumstances. The School has a smithy and a carpenters' workshop, and will make and use farming implements and the apparatus for pottery, rope-work and leather work. **A printing press is being installed, chiefly for the purpose of producing literature in the vernacular.** The out-station schools are gradually being equipped with tools and the pupils are learning to make benches and other school apparatus. **Practical agriculture is carried on at every school;** at Wa and Gambaga most of the boarders' food is produced, as well as cotton and sisal for craft work and experiment.

The **Upper Primary School at Tamale** will provide finishing classes for selected pupils, the numbers in this school being strictly limited to those who in any of the schools show special ability and character. **The finishing classes will be to a large extent devoted to such vocational training as typing, book-keeping, road and bridge-making, hospital dressing, specialised agriculture, and veterinary work.** The training of the Northern Territory natives as teachers will also be conducted there ; but at present there is a serious dearth of suitable candidates.

The chief difficulty with which Mr. Candler has had to contend up to the present is that practically all his teachers are natives of the **Gold Coast Colony**, who do not speak the local vernacular, and who have been long out of touch with the Education Department, which formerly had charge of the Northern Territory Schools. By his energy, Mr. Candler has now got into touch with all these teachers personally and by correspondence, and they have ample opportunities for regular help, advice, and instruction. It has been arranged that one European Master should reside for two periods of the year at Gambaga and another at Lawra and Wa, during the wet season, **to assist teachers and not merely to inspect.** The first **refresher course for teachers** was held at the beginning of this year, when the new syllabus was introduced and instruction given in the vernaculars and the various subjects of the curriculum from the point of view of teaching. **Mrs. Candler**, who is taking a valuable part in the work, assisted in this

vacation course, while Rev. Robert Fisher conducted discussions on "Schools and Community Work"; Captain Beal, the Principal Veterinary Officer, dealt with the care of livestock and Captain Donald with wolf cub training.

I have read carefully through all that Mr. Candler has been doing and his plans for the future, and I am thoroughly satisfied that in his hands Government's sixteen principles of Education will in due course be given thorough effect to. The work which has been done in beginning the new system has been beyond all praise, and I desire to convey to Mr. Candler and his confreres Government's high appreciation of their work and the spirit which animated it.

223. The complete control of education in the Northern Territories has been firmly established, for the field has been virtually clear with the exception of the MISSION WORK White Fathers. This Mission has done IN THE N.T. good work for Christianity, but so far its educational efforts have been sadly handicapped by lack of funds. Practical encouragement in the shape of a grant towards the cost of building and apparatus at Navor, and donations of registers and other equipment, have been given to the White Fathers. A further grant for school buildings at Bolgatanga is under consideration. A third station has been selected for the activities of this Mission, at Wiaga, in Bulsi country, where the Fathers will establish confidence before attempting to build a school. As far as the Northern Territories is concerned, the work of this Mission is confined to North Mamprussi, and the teaching Fathers have been registered by the Superintendent of Education, two being graduates.

The control of education is being completed by the drafting of an Education Ordinance and Rules to meet the present needs of the Northern Territories. BOARD OF EDUCATION N.T. The Board of Education which is being formed will probably consist of:—

- The Chief Commissioner,
- Two Provincial Commissioners,
- The Superintendent of Education,
- Two Europeans nominated by the Superintendent of Education and appointed by the Chief Commissioner.

The Representative of each Missionary Society which has been authorised to start a school in the Northern Territories.

Generally, with regard to Northern Territories Education, **Government is desirous of encouraging the Missions to form schools, but we shall adhere rigorously to the powers which we have taken of limiting the sphere of activities of each Mission so as to prevent Missionary Bodies competing in the same area.** This is essential in view of the state of civilisation of the country. Had this rule been adopted fifty years ago in the Colony, our education here to-day would have been of a far higher standard. We are prepared to assist mission education generously in the Northern Territories, but only on the strict conditions that our rules are accepted not only in fact but in spirit.

There is one other point. Although the system of education in the Northern Territories has been devised to meet the present state of civilisation in that country, conditions are changing yearly. In due course the Northern Territories will come into line with Ashanti and the Colony. **It is therefore essential that there should be co-ordination between the two systems, and to effect that, it has been laid down that the Principal of Achimota and the Director of Education will pay annual visits to Tamale to confer with Mr. Candler, and that the latter will take the opportunity afforded either by his going on or returning from leave to visit Achimota.** The steps taken up to date have been that his teachers are registered in Accra; that teachers in the two educational systems are interchangeable; and that a member of the Achimota Staff is relieving the Superintendent of Education when he goes on leave in July.

ACHIMOTA IN 1926.

224. I have already dealt with the construction of Achimota (paragraph 138) and the educational work done there during the year (paragraph 201 *et seq.*). It is therefore only necessary to refer to the activities of the staff.

Principal Fraser and his staff did much good work during 1926 in clearing the air of certain misapprehensions concerning the purpose and scope of Achimota. Con-

ACHIMOTA conferences were held at Cape Coast, Sekondi,
CONFERENCES. Axim, Accra and over a dozen other places. **Dr. J. E. K. Aggrey's work** in this respect is deserving of all praise, and his explanation of the many difficulties troubling Africans on the question of Government's educational policy have done much to securing thorough co-operation as regards Achimota between us and the people. Dr. Aggrey represented with great success the Gold Coast at the centenary of Fourah Bay College. I congratulate him most heartily on the splendid work he is doing for his country.

About thirty members of the staff were in the country during 1926. These were fully employed, an average of twelve

WORK OF THE working in the Training College, four at
STAFF, 1926. Achimota, and eight in other departments; the remainder, and the majority of those just mentioned, being employed in studying the languages, history, and folk-lore of the country in different places. Out of the seventeen who sat for the language examinations fourteen passed successfully; eight in Twi, two in Ewe, two in Hausa, one in Fanti, and one in Ga. The small kindergarten which was run during the year was ably managed by the Hon. Margaret Scott, assisted by two voluntary workers in Mrs. Stuart and Mrs. Irvine. Excellent work has been done in developing the farm, which has been divided into four sections—live stock, orchards, vegetables, and field crops. Throughout the aim has been to have a small farm properly conducted on modern lines but based on African methods with simple tools and machinery, so that there may be more educational value for the African students rather than a large production of foods for the school. This should assist the gradual spread through the country of improved agricultural methods.

I desire to express Government's complete satisfaction at the work done by the Achimota staff during the year and the willing way it has helped other departments which were short in personnel. Principal Fraser's share in devising the new system of education has been invaluable, and complete co-operation has been maintained by him with the Director of Education. Mr. Blumer, Mr. Bolton, and the Rev. C. E.

Stuart have done especially good work in connection with the Training College, the last-named adding latterly to his duties that of Bursar. Messrs. **Deakin** and **Barker** have done valuable work in their respective spheres ; Mr. **Bunner** showed great initiative and common-sense in the way he started and managed the agricultural side of Achimota ; and Mr. **A. G. Fraser, Jr.**, and Mr. **P. P. Brown** did exceptionally good work in the Survey School at Abetifi.

As Honourable Members are aware, one of the features in the organisation of Achimota will be the interchange of visits with educationists in all parts of the world. During 1926 Mr. Fraser visited Nigeria at the request of His Excellency Sir Græme Thomson, and Achimota itself received several distinguished visitors including Mr. Ormsby-Gore and his party, Miss Carney of New York ; Miss Wrong, of Toronto ; the Director of Education for Southern Nigeria ; Major Hanns Vischer of the Colonial Office ; Mr. W. A. Cole of Colombo ; Professor Isaac Fisher of America ; Rev. Father Collins, S.M.I. from France ; Rev. A. B. Parson U.S.A. and Monrovia ; the Bishop of Lagos, and many educational and other officers passing through from Nigeria.

FINAL WORD ON EDUCATION.

225. As this is my last address to the Legislative Council on the general problems of the Gold Coast, I will include a general message to the people of this country and to those charged with education.

I believe that every African who is worthy of the name is desirous of obtaining the highest education that his sphere of life will permit, and, at the same time, of retaining his nationality. I am convinced that the work which has been done in the past seven years by the whole-hearted co-operation of the Government, the Missions, and the people themselves has resulted in solid foundations being laid for an education that will be surpassed in quality by no other country in the world ; and that it is by building on those foundations that the African will be given what he desires.

A MESSAGE
ON EDUCATION.

But there is not the slightest use in building foundations if the edifice erected thereon is not well designed and carefully constructed ; nor is there the slightest use in creating opportunities if they are not taken.

My message therefore is: **To those charged with education, build your house carefully and on the approved design, putting in may be an additional window here or a door there if necessary, but adhering to the original design.**

And to the people of the country I would say, support those who are building the house of education. Do not let the—often fictitious—urgency of your desires of the moment obscure the vision of what is best in the future for your children and your children's children. And when the house of education is complete, enter into it and take to the full your opportunities for enjoying the benefits thereof.

A REVIEW OF NATIVE AFFAIRS IN NORTHERN TERRITORIES, 1920-1926.

226. The native affairs of the Gold Coast vary so much that it will be convenient if I consider the progress made in each Administration since 1919 separately.

The Northern Territories of to-day with their fine network of roads are a wonderful testimony to the desire of both the Political Officers and the Chiefs and people of that great Dependency to open up their country to trade and progress. Since 1919 there has been an almost entire cessation of those periodic tribal fights which so often disturbed the peace of the Protectorate in the past ; and this has gone hand in hand with a steady rehabilitation and strengthening of the position and authority of the Chiefs.

**NORTHERN
TERRITORIES,
1920-1926.**

To the close *liaison* which exists between the Officers of the Political Service and the Chiefs, coupled with the opportunities which accompany the rapid opening up of the Protectorate, are doubtless to be ascribed the atmosphere of content and prosperity which the Northern Territories now enjoy. Striking proof of the transformation which has been accomplished in a few short years is found in the record of land disputes for the year 1926; when, throughout the whole of the Protectorate, with a population of 625,000, there were only two land disputes and these of a minor nature.

227. In the Northern Territories the provinces were reduced to two in 1920, and several districts were re-formed in order to unify the tribes which were divided by the frontier of the former German Colony of Togoland, and the Yendi, and, later, the Kratchi Districts of Togoland were incorporated in the administration. The southern section of Togoland, *i.e.*, the Ho District, was similarly included within the administration of the Eastern Province of the Colony.

Incidentally it may be mentioned here that it is the policy of Government to endeavour to secure that tribal boundaries coincide as far as possible with those of the Provinces and Districts. Much important work has been carried out in recent years in ascertaining and marking those boundaries.

228. During the year under review **Mr. H. C. Branch**, Provincial Commissioner, retired on pension after twenty-four years of good service. I have pleasure in recording my appreciation of the good work done in 1926 by the following officers:—Lieutenant-Colonel **P. F. Whittall**, D.S.O., and Captain **St. J. Eyre-Smith**, M.C. I am also glad to record the good services of Chief **Jirapa** in the Lawra District, who received the King's Medal for African Chiefs in 1926—the first Chief in the Protectorate to receive this honour.

The Northern Territories have been administered, under my supervision, by three different **Chief Commissioners** during the past seven years, *viz.* :—Captain (now Sir) **C. H. Armitage**, K.B.E., C.M.G., who, until his appointment as Governor of the Gambia in January, 1921, had a magnificent record in the Gold Coast for 25 years. **Mr. A. J. Philbrick** succeeded him, to be followed in May, 1924, by Major **A. H. C. Walker-Leigh**. I cannot speak too highly of the work done by Major Walker-Leigh. Possessed of the complete confidence of the people and his officers, he is the best-man that could possibly have been selected to see the Northern Territories through the period of development which it is now entering. I sincerely trust for the sake of the country that he will long continue to guide its destinies.

WORK OF
POLITICAL
OFFICERS,
1920-1927.

Among the senior officers of the Political Service, Mr. L. Castellain and Lt.-Col. P. F. Whittall have done consistently fine work in the past seven years ; and among the junior, Mr. A. C. D. Johnstone (now in Ashanti), Mr. E. O. Rake, Mr. W. E. Gilbert, M.C., Mr. C. O. Butler, Captain St. J. Eyre-Smith, and the late Mr. E. M. Dasent. Among the Africans, Mr. M. O. Dsane has distinguished himself greatly by his good work and his loyalty.

A REVIEW OF NATIVE AFFAIRS IN ASHANTI, 1920-1926.

229. When I look back on Ashanti as I first knew it 25 years ago, a country with winding forest paths, restless peoples, and "one man rule"—Sir Donald Stewart—I find it hard to realise that what I see to-day is true. Yet there it is—1,100 miles of motor roads, 200 of railways—a great, contented agricultural population—and a systematically organised administration.

Like the rest of the Gold Coast, Ashanti has enjoyed an unexampled period of development and prosperity, and to-day its affairs are moving forward in tranquil waters. No part of the Gold Coast more strikingly, or in such a short space of time, attests the benefits of the *Pax Britannica*, and no part has greater possibilities before it, thanks to "Stewart," "Armitage," "Fuller," and "Harper" in the past—names that will long live in Ashanti annals—and thanks also to the elasticity and common-sense of British rule, which seems instinctively to adapt itself to the successive phases in the evolution of a race.

230. In 1920 Ashanti was reduced from four to three provinces, and certain districts were re-formed ; but these were entirely administrative changes, for probably in no part of the Gold Coast have native institutions been better preserved than in Ashanti.

The real turn in the tide of Ashanti affairs came in 1921 when the Golden Stool was discovered, and when the wise and far-sighted action of Mr. Charles Harper secured for the Government once and for all the confidence of the Ashanti Chiefs and people. Education, and the steadily growing prosperity of the country, however, had an appreciably weakening effect on the

native constitutions, and many destoolments of Chiefs occurred between 1920 and 1925. Since the introduction of the **Ashanti Native Jurisdiction Ordinance** in 1924 Native Affairs in this respect have shown great improvement, and in 1926 no Head-Chief or Chief was destooled, and only one, the Omanhene of Bekwai, resigned.

231. To the Ashantis themselves the greatest event in the past seven years was the **return of Prempeh**. The former Asantihene returned from the Seychelles after 24 years' exile and landed at Sekondi on Armistice Day, 1924, a civilised and educated man, who at once set to work to serve his country and to prove his loyalty to the British Government.

Early in 1926 I received a petition from the Chiefs of the Kumasi Division asking that they might again be allowed to re-elect Prempeh as their Omanhene*.

RETURN OF NANA PREMPEH. With the concurrence of Mr. John Maxwell, I asked the Secretary of State that the prayer of the petitioners might be granted, and in October I was able to announce personally to the Kumasi Council of Chiefs the Secretary of State's approval. **Nana Prempeh was accordingly installed with due native ceremony as Kumasihene on the 11th November**—the second anniversary of his return to the Gold Coast. Prempeh's reinstatement as Head-Chief of the Kumasi Division was a sign of His Majesty's recognition of the progress of Ashanti in the present century, as well as of the loyalty of Nana Prempeh himself.

232. The constitution of the Kumasi Division under its own Omanhene brought to an end the **Kumasi Council of Chiefs**. This Council was formed by Sir **KUMASI COUNCIL OF CHIEFS.** Francis Fuller, K.B.E., in his first tour as Chief Commissioner of Ashanti, for the purpose of advising him as to the affairs of the Kumasi Division. To the members of that Council both Government and the Chiefs and people of Kumasi are indebted for guiding and controlling the affairs of the Division through twenty-four anxious years, and by their exemplary conduct rendering possible the repatriation and re-instatement of Nana Prempeh.

*Hansard, 1925-26, page 176.

233. The Ashanti Native Jurisdiction Ordinance has now been in operation for two years. Modelled largely on the provisions contained in the 1922 Bill for the Colony proper, a subject with which I will deal later, it has proved an unqualified success and is giving general satisfaction. It is gratifying to be able to record that the Head-Chiefs in Ashanti have welcomed proposals put before them to place **Stool Treasuries** on a proper footing, and to ensure that the revenues of each Division are properly brought to account and dealt with in accordance with native custom. A measure to give legal sanction to this important reform is now receiving consideration.

ASHANTI NATIVE
JURISDICTION
ORDINANCE
AND STOOL
TREASURIES.

234. Apart from the re-creation of the Kumasi Division to which I have just referred, the chief event in Ashanti in 1926 was the visit of **Mr. Ormsby-Gore**, and the opportunity was taken of getting him to lay the foundation-stone of the new Government Boys' School in Kumasi. Other striking events were the extension of the motor roads to **Pamu, near the Western Frontier**; the energetic campaign carried out by the Senior Sanitary Officer, **Dr. Selwyn-Clarke**, in improving the sanitary conditions of towns and villages; and the success with which Government's forestry policy was applied to Ashanti. Thanks to the far-sightedness of the Head-Chiefs and their people every forest reserve suggested by the Department has been readily acceded to.

ASHANTI
IN 1926.

235. Mr. H. J. Hobbs, Provincial Commissioner, retired during the period under review after over 25 years' strenuous service under this Government. As a builder of pioneer roads—and houses—**Mr. Hobbs** had few equals; and it is now-a-days difficult adequately to realise, when travelling over one of his many roads by motor car, what hard work and enthusiasm were required to construct it. His loss is a severe one to Ashanti, where his flair for pioneer work was of inestimable value. It was therefore a great pleasure to all his brother officers to learn that His Majesty the King had conferred upon **Mr. Hobbs** on his retirement a Companionship of the Imperial Service Order. **Mr. H. S. Newlands**, in reward of his valuable services as Deputy Provincial Commissioner of the Eastern Province of the Colony, was promoted to Provincial Commis-

ASHANTI
POLITICAL
OFFICERS
IN 1926.

sioner of the Eastern Province of Ashanti. Much good work has been done throughout the year by Captain V. J. Lynch, Mr. G. O. Parker, Major W. R. Gosling, O.B.E., and Captain G. Blackburne-Kane; as well as by Messrs. J. Welsing, J. Wellington, M. V. Boateng and Alfred Prempeh, of the African Clerical Staff.

Like the Northern Territories, Ashanti has also had three different Chief Commissioners since 1919. On the 4th May, 1920, Sir Francis Fuller, K.B.E., C.M.G., retired after sixteen years of wise and firm administration of a country which he saw emerge from the troublous times of war into the peaceful days of agricultural pursuits. His great work should never be forgotten, and it must be a cause of great satisfaction to him to see the prosperity which has been built up on the foundations which he so clearly laid. Ashanti was fortunate in his successor, Mr. C. H. Harper, C.M.G., now Governor of St. Helena, for the critical moment in 1921 found the right man in the right place. Mr. John Maxwell, C.M.G., was appointed in August, 1923, and is proving a worthy successor to the two distinguished officers whom I have mentioned. During his leave last year Major F. W. F. Jackson, D.S.O., acted with complete success as Chief Commissioner.

Major W. R. Gosling has done consistently fine work in Ashanti in the last seven years.

A REVIEW OF NATIVE AFFAIRS IN THE COLONY PROPER, 1920-1926.

236. Ever since the development and consolidation of British rule in the Gold Coast, which commenced after the handing over of the Dutch possessions and the conclusion of the Ashanti War of 1874, the Colony has progressed and prospered to such an extent that it is only in quite recent times that any important section of the people—or, for the matter of that, the Government itself—began to consider seriously how the views and aspirations of the natives of the country could best be brought to light and their services best utilised. The simple expedient of nominating Africans as members of the Legislative Council was successfully adopted,

DEVELOPMENT OF
AFRICAN
REPRESENTATION
1900 TO 1926.

their numbers being increased in 1916, but it gradually became apparent that nomination in itself was insufficient. The interests of the numerous divisions could not be adequately represented by a few Head-Chiefs and, least of all, by nominated commoners. It became obvious in 1920 that the time had come for giving Africans greater and better representation in the Legislature, in fact of taking another step forward towards a greater share in the Government of the country.

In seeking for a solution of this problem, others connected with Native Affairs presented themselves—the gravest of which was that of strengthening the native constitution itself. This, in spite of the existence of a Native Jurisdiction Ordinance since 1910, was gradually becoming weakened by the influences of Western education and civilisation. The story of how the solution was found should be placed on record, and I now propose to do so.

237. When I returned to this Colony as your Governor in 1919, I found that every periodical report on Native Affairs which came before me included references to two most important subjects. The first was the large number of destoolments of Chiefs which were occurring annually, an evidence of weakness in the native constitutions. The second subject was that of the relations between the Head-Chiefs and the Government.

With regard to destoolments, I found that steps had already been taken to draft legislation to strengthen the powers of the Chiefs. In due course the necessary Bill was introduced, but, for reasons with which I deal later, it was withdrawn. (*Para. 239*).

With regard to the relations between the Head Chiefs and the Government, the reports to which I have referred generally contained the statement that "relations between the Head-Chiefs and Government are good"; but I noticed that this phrase was usually qualified by a sentence beginning with the words "with the exception of . . ." This was not good enough, so I made it my constant endeavour to secure that the relations existing between Head-Chiefs, and between them and the Government, should be something more than merely "good"; that they should become ever closer and better; and

that the words " with the exception of . . . " should disappear. In this task I was ably seconded by the Head-Chiefs themselves, especially those of the Eastern and Central Provinces. I also received invaluable assistance from the Political Service generally, but more particularly from four of its officers—

ORIGIN OF THE
PROVINCIAL
COUNCILS.

Mr. C. W. Welman, Major F. W. F. Jackson, Mr. H. S. Newlands, and Mr. W. J. A. Jones. Eventually the idea occurred of forming **Provincial Councils of Head-Chiefs** with the dual object of electing members to the Legislative Council and of protecting and strengthening their native constitutions by conferring and advising Government thereon.

Towards the end of last year I stated in this Chamber that I was personally responsible for the introduction of Provincial Councils. That was correct, but not altogether so, for in **constituting these Councils Government was merely recognising the time-honoured practice of the Head-Chiefs**, who, in times of emergency, have often met in conference and taken the lead. **What Government did therefore was not to invent Provincial Councils, but to recognise the principle adopted by the people themselves, and to include their old time "Provincial Councils" in the constitutional machinery for the election of Head-Chiefs of this Council and for the betterment of native administration generally.**

That this was no innovation, but merely the recognition of the time-honoured native custom, is clearly shown by a brief review of the subject. "Provincial Councils" of Head-Chiefs have in the past played an important part in the life of the people of the Gold Coast. Thus, in 1852, a "Provincial Council" held in Cape Coast constituted itself into a **"Legislative Assembly" of Native**

Chiefs " and passed the famous Poll Tax Ordinance which was formally adopted by the Legislature. Subsequently, a meeting of the "Provincial Council" of the Eastern Province was held in Osu (Christiansborg) and it also approved and passed the above Ordinance. In 1868 the Head-Chiefs in what is now the Central Province again met—this time at Mankessim—and constituted themselves into a confederacy in order to resist the handing over of certain Divisions to Dutch rule. Later, the Eastern Province "Provincial Council" came together **during**

the Ashanti War of 1874, while in more recent times it held the further meeting in Accra in 1918 to which I have already referred in my remarks on the new Legislative Council (*paragraph 14*). It is therefore obvious that these Councils have always occupied an important place in the constitutional methods of the country.

238. In 1926 the Provincial Councils came into being as a recognised part of the Constitution of the Gold Coast. That year will go down in history as a landmark in the development of the native constitutions of this Colony. On the 17th May, 1926, the Provincial Councils of the three Provinces first met in order to elect Head Chiefs as members of the Legislative Council. The instant success of the two Councils* which were most largely attended has doubtless caused Honourable Members who are acquainted with native institutions to regret that these Councils were not recognised earlier by Government, and accorded the important constitutional position to which they are entitled under native custom.

I venture to assert that the realisation is now general that the Central Government and the administration of the Head Chiefs are in fact but complementary parts of the whole machinery of government. I fully realise that progress has in this respect been unequal; and that in the Western Province the conception that a Head Chief owes a duty not only to his Division but to the Colony as a whole is little understood. Nevertheless, I am confident that, as it becomes more obvious that the interests of the Divisions are one, we shall find the Head Chiefs of the Western Province joining their brother Head Chiefs of the Eastern and Central Provinces in their march along the road of progress. In his report Mr. Ormsby-Gore writes that "Government policy in native affairs must be directed towards strengthening and supporting the authority of the Chiefs and their Councils." I am convinced that no better step could have been taken to carry out this principle than the recognition accorded to the Provincial Councils.

* As to which see paragraph 17.

239. In my remarks on the Provincial Councils I referred to an attempt made in 1922 to strengthen the native constitution. The legislation then proposed was aimed at remedying certain omissions in the **Native Jurisdiction Ordinance of 1910**, otherwise an excellent measure and one without which the native constitutions would have suffered beyond repair in the last sixteen years. That ordinance was a tribute to the foresight of the late **Sir John Rodger**, and by no means the only instance of the care which he took to preserve native constitutions.

The most serious fault in the 1910 Ordinance was the omission of any mention of the "State Councils," and this was rectified in the **Native Jurisdiction Bill introduced into this Council in 1922**, but which I withdrew owing to the conclusion which I had formed during a long and arduous debate of several days' duration that **the measures proposed by Government were, in the opinion of the Chiefs, faulty and not conducive to strengthening the power of the Aman.** That was the only reason for its withdrawal. A very able attempt was made by the Honourable **Mr. Thomas Hutton-Mills** and **Mr. Peter Awooner Renner**, who were admitted as counsel to speak for, respectively, the Gold Coast Aborigines' Rights Protection Society, and the Bar Associations, to say that the bill offended against the Constitution. Their arguments were effectively disposed of by the Honourable Attorney-General, **Mr. R. W. H. Wilkinson**, in a well-informed and impressive speech. The Bill was a heritage several years old, the amendments had grown in that period to a formidable number, and the opposition included the three Head-Chiefs who were members of the Legislative Council. In withdrawing it I stated the declared policy of Government with regard to Native Affairs in these words:—**"The declared policy of Government is the progress of the native races of this country; that being so, measures which are necessary from time to time to harmonise native institutions and law in the natural course of historical development, the harmonising in fact of the old and the new,**

GOVERNMENT'S
NATIVE POLICY.

must be the special charge of any Government that is responsible for guiding the country in its advancement.”*

Since that date, as will be within the recollection of Honourable Members, I invited the Head-Chiefs in this Council to submit proposals for an Ordinance designed to place the powers and functions of native authorities upon a more satisfactory basis.

CHIEFS INVITED TO DRAFT A BILL. Addressing this Council on the subject of Native Administration on the 3rd February, 1925, I said:—“ I shall not propose any definite rules, for I consider that those should be brought forward by the Chiefs and their Oman Councils after careful consideration.” Referring to the speech which I was then making, I said: “ My object is dual. First, to suggest the causes which may exist for this suspected weakening of Native Administration, and thereby assist them in considering for themselves the best remedies. And, second, to impress on the Chiefs and their Oman Councils that they will be supported by the full force of the Central Government in introducing any reforms which are in accordance with the recognised Constitution.”†

My invitation to the Head-Chiefs has been brilliantly responded to. After preliminary conferences in 1925, the Provincial Councils of the Eastern and Central Provinces jointly prepared the draft of a measure which is “ in accordance with the recognised Constitution ” ; and I am now fulfilling my promise that “ they will be supported by the full force of the Central Government.” Their Bill has been examined by my political and legal advisers, and will be introduced into this Council by the Honourable Nana Ofori Atta as an “ Unofficial Member’s Bill ” during this session.

Honourable Members have already received a copy of the Bill and I commend it to their careful scrutiny. They will find that the status and powers of the Tribunals, State Councils, and Provincial Councils are therein fully safeguarded. The occasion is unique, for it has never before happened

*The full debate on the Bill is given in Hansard 1922-1923, page 444 et seq. For Government’s full native Policy see Hansard 1926-27, page 16.

†Hansard, 1925-26, page 126.

in the history of this Colony that an Unofficial Member has introduced a Bill into the Legislative Council. The people of the Gold Coast will remember with pride that it is to their Head-Chiefs and their Councils, and to them alone, that this proud distinction has fallen. The original draft was wholly prepared by them, but the importance of the measure is such that Government has naturally been obliged to have it scrutinised most carefully by its Law Officers. I think that the Chiefs themselves will be the first to acknowledge the valuable advice and assistance given in the preparation of the final draft by the Honourable Attorney-General. The thanks of this Council are due to Mr. R. W. H. Wilkinson for the care and fidelity with which the proposals of the Head-Chiefs have been expressed.

240. In my remarks on Ashanti I alluded to the institution of Stool Treasuries. I am convinced that similar treasuries, subject to the control of the Oman Councils, are equally necessary in the Colony. Mr. Ormsby-Gore emphasises this in his report where he remarks: "I regard the establishment of Stool Treasuries, both in the Colony and Ashanti, as a principle of policy of cardinal importance for the future stability and development of native institutions."

STOOL
TREASURIES
A NECESSITY
IN THE COLONY.

One of the most frequent charges brought in destoolment cases against Head Chiefs is to the effect that Stool revenue has not been dealt with as prescribed by native custom. It is in my view quite wrong that Chiefs should be exposed to charges of such a nature being levelled against them, because if every State possessed a properly constituted Treasury the events which lead to such a charge could never arise. As in so many other cases, it is the system and not the individual which is to blame. This matter has been fully discussed by my advisers with representatives of the Provincial Councils of the Eastern and Western Provinces, and the Head Chiefs have unanimously welcomed the proposals put before them. Power has accordingly been reserved by the Head Chiefs in the Native Administration Bill to enable rules to be passed for the regulation of Tribunal Treasuries. In my opinion, this matter is one of first importance to the continued success of the Native Administrations of this country.

241. In 1920 the members of the Provincial Council of the Eastern Province were appointed to be Commissioners under the "**Commissions of Enquiry Ordinance**" to enquire into the claims of the Stools of Anum and Anyinawase to be independent of the Stool of Peki.

**FURTHER DUTIES
OF PROVINCIAL
COUNCILS.**

After a painstaking and thorough enquiry, the Commissioners submitted able reports giving their findings in respect of these claims, and these received my approval. An enquiry has also been held by the Provincial Council of the Central Province into the claim to independence preferred by the Stool of Hemang. The report submitted by the Council thereon is now receiving consideration.

It will be seen from the above that it is the intention of Government to utilize the Provincial Councils in numerous ways. Indeed, were the right to elect members of the Legislative Council—an event which occurs once only in four years—the only duty entrusted to the Provincial Councils, then their undoubted authority in matters directly affecting the African would be largely ignored. This would be far from my intention. I have, therefore, already availed myself of the advice and co-operation of the Head Chiefs on these Councils by submitting to them, for their criticism, numerous Bills which Government proposes to introduce into this Council; and, in the result, several of these measures have been re-cast in order to meet the reasoned criticisms offered by the Head Chiefs. In addition to this the Native Administration Bill proposes to utilize the Councils for the purpose of adjudicating upon constitutional and territorial disputes arising between Divisions or between Chiefs in different Divisions. I regard the above responsibilities as being a first instalment of those which it will be possible eventually to entrust to the Provincial Councils.

242. In completing my review of Native Affairs in the Colony generally, it is very pleasing to be able to record that there were only two destoolments of Head Chiefs in 1926 and one in 1925, a vast improvement on the record of 79 destoolments in the eleven previous years. In the Eastern Province the spirit of co-operation between Head Chiefs of Divisions has become notably accentuated, and it is gratifying to find that in the Central

Province too there are unmistakable signs that feelings of greater friendliness, and of a desire to settle amicably by compromise any differences which arise, are manifesting themselves.

A REVIEW OF NATIVE AFFAIRS IN THE EASTERN PROVINCE 1920-1926.

243. The chief events in the Eastern Province during the past seven years have unquestionably been the development of the native constitutions and the astonishing construction of communications. The railway, which had its terminus at Tafo, was extended to Kumasi, while Kade in the Akim Abuakwa Division will shortly form the terminus of the Central Province Railway. A feature of the road development has been the construction by the Chiefs and people themselves of roads which, although locally important, would have been too costly for Government to undertake owing to the heavy nature of the work involved. I refer more particularly to the **Odumase-Bukunor**, the **Kwahu Scarp**, and the **Larte-Ayikuma** roads. These challenge comparison with the most difficult roads yet built in the Colony, and they constitute eloquent testimony to the progressive ideas entertained by the people of the Eastern Province.

244. A gratifying feature of the past year has been the absence of disputes concerning boundaries of Divisions. These disputes have in the past led to much expensive litigation, and even if the bringing together of Head-Chiefs in the Provincial Councils had effected nothing else but the opportunity to meet and adjust their differences, I hold that these Councils would have justified themselves.

245. The good work done by the Political Officers in the province during the past seven years has borne fruit in many directions, but in none has it been more conspicuous than in the satisfactory relationships which have been established and maintained between them and the Chiefs and people. Mr. W. J. A. Jones, who has been acquainted with the province for over thirteen years, reports that there was in 1926 an almost complete absence of destoolments; and that:—

With the exception of the Ga Manche, no Chief occupying an important stool has even been threatened with this punishment. This may be taken to indicate not only that the people are beginning to have a greater regard for their Chiefs, but also that the Chiefs on their part are learning to take their responsibilities and duties more seriously. Whether this is a correct conclusion or not, the fact remains that the relations between the Chiefs and their people are better than I have ever known them to be. The same may be said of the relations between neighbouring Head-Chiefs. Slight differences have arisen but these it has been found possible to adjust. The relations between Government and the people have been most cordial during the period under review.

With regard to Mr. Jones's reference to the Ga Manche, while deeply regretting the dissensions which are steadily and surely destroying the great Ga Stool, I strongly deprecate the unconstitutional steps that have been attempted to destool him.

246. The Eastern Province has had two Provincial Commissioners in the last seven years, Major F. W. F. Jackson, D.S.O. succeeding Lieut.-Colonel Colin Harding, C.M.G., D.S.O., in September, 1921. Since his appointment Major Jackson has gained the complete confidence of the Chief, the Political Officers, and the European and African communities, with the result that the Eastern Province is now the most enlightened, contented, and prosperous of any Province in the whole of the Gold Coast. He has been ably supported during the past seven years by a band of very loyal and hard-working Political Officers. Special mention must be made of the invaluable work of Mr. W. J. A. Jones, for so many years

District Commissioner of Akim Abuakwa, who was promoted Deputy Provincial Commissioner in January, 1924, and, after a year's service in the Western Province, returned in 1926 to his many friends in the Eastern Province where he is now second-in-command to Major Jackson. Mr. Jones has been acting as Provincial Commissioner since April, 1926. Another officer who has done invaluable work in the Eastern Province is **Mr. H. S. Newlands**, who frequently acted as Provincial Commissioner and received a reward for his good services in his promotion to his substantive rank in May, 1926.

Among the junior officers of the past seven years the names of Captain **E. T. Mansfield**, Paymaster Lieutenant-Commander **S. W. Saxton**, Captain **C. E. Cockey** Mr. **A. J. Walker**, Captain **C. C. Lilley**, Paymaster-Lieutenant **G. H. Bewes**, Captain **J. V. W. Shaw**, stand out prominently for good work done. Captain **Mansfield's** able administration of the southern section of our Mandate of Togoland, Commander **Saxton's** energetic settlement of Akwapim affairs, Capt. **Cockey's** steady and faithful work in the Accra district, Mr. **Walker's** energy in Kwahu, Captain **Lilley's** general administration in the Ho district, and the administrative work of Paymaster-Lieutenant **Bewes** and Captain **J. V. W. Shaw** at Akuse and Kade respectively, have all been factors in the efficiency of the Eastern Province.

I am glad to record also that the Commissioner of the Eastern Province reports that Mr. **S. D. Nortey**, First Division Clerk, Mr. **S. D. Cudjoe**, and Mr. **B. A. Hinson** are deserving of special commendation for the zeal and efficiency with which they carried out their duties in 1926.

A REVIEW OF NATIVE AFFAIRS IN THE CENTRAL PROVINCE 1920-1926.

247. Sound progress, although not so much as in the case of the Eastern Province, has been achieved in the last seven years in the **Central Province**. The **Central Province** has had its fair share in the general development which has taken place in the Colony in trade, communications, and other public works, and some of the Chiefs deserve the greatest credit for road building.

Although there are still regrettable differences between too many of the Chiefs, matters have considerably improved in this respect in the last seven years. I am glad to notice a steady growth in the spirit of co-operation between the Central Province Chiefs and the Government, a spirit which is bound to become further strengthened when the Head-Chiefs realise the great opportunity afforded them by the Provincial Council of preserving their native institutions and offering constructive criticisms and proposals. Those Chiefs and their Oman Councils who have realised the real value to their country of the new Council are to be heartily congratulated on their foresight and wisdom. That there is still much progress to be made in putting native affairs in the Central Province on a satisfactory basis is shown by the fact that in 1926 three Chiefs, including one Head-Chief (the Omanhene of Gomoa Assin) were destooled, and five resigned.

During the whole of the period under review Mr. J. L. Atterbury has practically been the Provincial Commissioner, although he did not obtain his substantive rank until August, 1921. Among his officers who have particularly distinguished themselves in the past seven years are Mr. H. W. Thomas, whose exceptionally good work earned him special promotion to Deputy Provincial Commissioner in the Western Province; Captain Stuart Watt, Captain J. H. West, and Captain J. R. Dickinson, all of whom have done good, sound political work in their Districts.

A REVIEW OF NATIVE AFFAIRS IN THE WESTERN PROVINCE 1920-1926.

248. In 1920 the Western Province was seriously in need of development. There had been a serious lack of initiative shown in road construction, and the development of trade and agriculture had thereby been greatly handicapped. It has been alleged that the cause of this state of affairs is the presence of the Mining Industry, but it is impossible to attribute the backwardness of the Western Province to this cause only. Since 1920 there has been a marked improvement in the construction of roads; but, with very few exceptions, this has been due to the energy of the Public Works Department rather than to that of the Chiefs and the people. This is somewhat curious.

NEGLECTED
DEVELOPMENT
OF PROVINCE
BEFORE 1920.

When away from the actual mining centres I have always been much struck by the type of people in the Western Province, notably those in the **Sefwi Districts** and **Appolonia**. Unfortunately there have been, and still are, an unduly large number of land disputes and other causes of difference between the Head-Chiefs. The Political Service is now making headway in its work of establishing a better relation and, **when greater confidence has been created**, there is no reason why the Western Province should not rapidly overtake its successful rivals in the centre and east of the Colony.

In 1923 Mr. **H. E. G. Bartlett** succeeded Lieutenant-Colonel **Rew** as Provincial Commissioner. He has among his officers several who have distinguished themselves by very sound work as District Commissioners, notably Mr. **W. W. Kilby**, who did excellent pioneer work in the Sefwi-Wioso District, Captain **W. Price-Jones**, Major **G. G. Cummine**, D.S.O., Mr. **E. A. Burner**, whose administration of the Tarkwa District did him great credit, Mr. **R. W. Sanderson**, and Mr. **J. E. Miller**. Among the African staff Mr. **J. H. Mensah**, Mr. **J. Hoyle**, and Mr. **A. Q. Kyiamah** have shown exceptional zeal and efficiency.

THE BRITISH MANDATE OF TOGOLAND, 1914-1926.

249. On the declaration of war with Germany on the 4th August, 1914, the Gold Coast was not long in taking action.

On the 8th of that month Mr. **H. S. Newlands** and Captain **E. B. Barker** entered Lome, while further north the Gold Coast Regiment under Colonel Bryant undertook active operations which ended

in the defeat of the enemy forces on the 21st August, capitulation following on the 24th. **The Gold Coast, therefore, was the first country in the British Empire to capture an enemy colony.** For the next few years, until late in 1920, Togoland was administered in succession by Colonel **Bryant**, Captain **Ratton**, and Major **Rew**. In July, 1919, Major **F. W. F. Jackson** took charge of the Mandate until he left Lome in 1920, when the agreement signed by Lord Milner and M. Simon took effect. Lome and the whole of the coast were given over to the French, who obtained a total of 23,000 square miles, while the British received 13,040 square miles in a narrow strip along our former Eastern Frontier. Since that date the British Sphere

of Togoland has been administered under the Mandate of the League of Nations, the southern portion being included in the political division of the Colony, and the northern part in that of the Northern Territories. Until the middle of 1926 Captain E. T. Mansfield was in charge of the southern area and he has now been succeeded by Captain C. C. Lilley. I have already borne testimony to the excellent work of these officers.

Steady progress has been made during the last seven years in restoring the native constitutions, which had deteriorated so seriously that the whole country was split up into an excessive number of small NATIVE AFFAIRS stools. Much work has still to be done in TOGOLAND. In this respect, but I believe the great confidence which Captain Lilley had won from the people will gradually lead to a restoration of normal conditions. Excellent progress has been made in road building and the development of agriculture, but the greater amount of trade still continues to be carried through the French Mandate to Lome, owing to the boundary laid down in the Treaty. Great efforts have been made to develop the resources of the country, but it still forms the only non-self-supporting administrative area of the Gold Coast.

A REVIEW OF THE POLITICAL SERVICE, 1920-1926.

250. The Political Service of the Gold Coast is divided into three distinct branches, *viz*:—The Colonial Secretary's Office, the Department of Native Affairs, and the Administrative Staff of the Colony and its Dependencies. Important reforms were effected throughout THE POLITICAL SERVICE. this Service in 1920, which I will briefly recapitulate.

The Colonial Secretary's Office was for the first time made into a separate Branch of the Service. Hitherto its European personnel was seconded, usually RE-ORGANISATION temporarily, from the Provincial Adminis- OF THE COLONIAL trations—a system which was the negation SECRETARY'S of efficiency and continuity, and which OFFICE, 1920. enjoyed singular unpopularity among the officers of the Service. In order to remedy this, officers were invited to decide between service in the

Secretariat and service in out-stations. Only such officers who have had out-station experience are considered, and such as are accepted are thenceforth eligible for promotion in the Secretariat only. Three appointments therein of the same rank as a Deputy Provincial Commissioner, *i.e.*, **Senior Assistant Colonial Secretary** (afterwards reduced to two) were created in addition to the post of Chief Assistant Colonial Secretary, and there can be no question that the efficiency of the Colonial Secretary's Office has been greatly increased by this reform.

I have been exceptionally fortunate in the two officers who have in succession held the appointment of Colonial Secretary in the last seven years,

COLONIAL
SECRETARIES,
1921-1926.

and to both of them I owe a debt of personal gratitude for their loyal support, sound advice and hard work. **Mr. A. R. Slater, C.M.G., C.B.E.** was with me all through the beginning of the intensive Development Programme which we started together at the end of 1919, and was more than my right hand in the fierce dissensions over Takoradi Harbour. It was a loss to the Gold Coast when he left here to take up his appointment as Governor and Commander-in-Chief of Sierra Leone in April, 1922. Following him came our present Colonial Secretary, **Sir J. Crawford Maxwell, K.B.E., C.M.G.** From the day of his arrival on the 27th October, 1922, Sir Crawford Maxwell has given this country of his best, and of a better best I do not know. He has never spared himself, and his great experience as doctor, lawyer, and political officer, has rendered his advice peculiarly valuable to me, especially when Takoradi Harbour once again nearly fell into the melting-pot at the end of 1924.

The Gold Coast could not have made its great advance in the past seven years if it had not had two Colonial Secretaries of such outstanding merit.

Among the Secretariat officers who have done consistently good work in the past seven years are **Mr. A. C. Finlay** (now retired), a very capable and experienced officer; **Mr. D. B. Strathairn, Mr. E. A. T. Taylor** and **Mr. L. W. Wood.**

The following Africans in the Secretariat have come through the last seven years with great credit:—**Mr. Paul Azu, Mr. A. W. Clerk, Mr. H. H. Malm, Mr. E. W. Adjaye, Mr. S. A. Laryea, Mr. R. A. Clerk, Mr. J. E. Mingle.**

251. The office of Secretary for Native Affairs was held by Mr. J. T. Furley, C.M.G., O.B.E. until December, 1922, when Mr. J. Maxwell, C.M.G., succeeded him.

NATIVE AFFAIRS Mr. Maxwell was in turn followed by
DEPARTMENT. Mr. C. W. Welman in July, 1923. During the latter's absence on leave his duties have been energetically and successfully discharged by Mr. H. S. Newlands. In spite of the abolition in 1923 of the new appointment of Deputy Secretary for Native Affairs (made in 1920), the Department has during the past seven years carried out a large amount of work of permanent value. Among the latter I would mention a monograph on the Peki Division, the creation of a library of works concerning the Gold Coast, the publication of a valuable "Preliminary Study of the Nzima Language" and the publication, half-yearly, of the "Gold Coast Review"—a magazine devoted to matters concerning the land and peoples of the Gold Coast which has received a gratifying measure of support from the officers of the Political Service and Africans. We are indebted to Mr. C. W. Welman's enterprise for the above works, and he has been ably seconded throughout by the Assistant Secretary for Native Affairs, Mr. J. C. de Graft Johnson, whom I congratulate on being one of the first recipients of the "Certificate of Honour and Badge."

In my address last year I gave the duties of the Secretary for Native Affairs, and pointed out in no indefinite manner that no officer should be considered as qualified to hold the appointment unless he has a thorough command of the vernacular. I am to-day still more strongly than ever of that opinion.*

252. The Political Service proper was entirely reorganised in 1920 and the following new appointments created—two Deputy Chief Commissioners (since abolished) and seven Deputy Provincial Commissioners (one since abolished). The staff of District Commissioners was also largely increased, these reforms coinciding with the introduction of the new Salary Scheme in that year. An important reduction in the number of Provinces, both in the Northern Territories and in Ashanti, effected considerable economies as well as simplification in the Administrations. The main principle underlying these reforms

*Hansard 1926-27, page 174.

was to secure **continuity of service** by Political Officers within their Districts and Provinces. I therefore laid it down that during his first two tours of service an Assistant District Commissioner should be a "**relieving officer**," available for duty in any Administration. Thereafter, as a vacancy occurred, he would become an officer permanently allocated for service in a sub-district and available to relieve the District Commissioner when the latter goes on leave. In due course he would receive a district of his own and remain in it until he obtained promotion.

This system has been an unqualified success. It has enabled Government to ascertain and utilize the special aptitudes of individual officers by posting them to districts best suited to their idiosyncracies, and it constitutes an important factor in maintaining close touch between the Government and the Chiefs and people. The Political Service consisted of 112 officers in 1920, to-day it is 101 strong; a decrease of 11 which is mainly ascribable to a smaller number of officers being required as the effect of the longer tour of service manifests itself*.

253. I am glad to be able to record my appreciation of the great improvement which has taken place in the knowledge of **native languages** displayed by Political Officers, a subject to which, as Honourable Members know, I attach the highest importance, and have already spoken of this morning (paragraph 115). The periodical examinations in languages are now controlled by the **Board of Examiners**—a body which I appointed to ensure that examinations should become standardized—and I desire to place upon record my keen appreciation of the untiring efforts which Mr. **C. W. Welman**, Secretary for Native Affairs, and Mr. **E. A. T. Taylor**, Senior Assistant Colonial Secretary, have made in order to render these examinations at once reasonable in scope and fair to the candidates. It is mainly due to the interest taken by these two officers that the system of examinations has at last been placed on a satisfactory footing.

A valuable aid to the efficiency of the Political Service has been the institution of **Political Conferences**. The first of such conferences took place in 1920 and they are called together at stated intervals, both in the various Administrations and at

* For my view of a political officer's work and qualifications, see Hansard 1924-25 page 114; 1925-26, page 135; 1926-27, page 174.

Headquarters, whenever a joint discussion of matters of common interest is considered to be desirable. They are essential to good team-work.

254. The Gold Coast was, I understand, the first of our tropical African countries to put anthropological research on a sound footing. This was done when in ANTHROPOLOGICAL RESEARCH. July, 1921, Captain R. S. Rattray was appointed Anthropologist, retaining his rank and seniority as Deputy Provincial Commissioner in the Political Service. Captain Rattray's work has been confined to Ashanti up to date, and the excellence of his research work is such that I anticipate closer relations between the people and the Political Officers as the latter gain from his publications greater insight into native constitutions and institutions. Captain Rattray is indeed acquiring something like European reputation, and his two books, entitled "Ashanti" and "Religion and Art in Ashanti," have earned the admiration and praise of those who have real knowledge of this subject.

AFRICAN APPOINTMENTS.

255. One part of Government's Policy of Progress is the appointment of Africans to posts formerly and usually held by Europeans on the condition that the former are equal to the latter in educational and professional qualifications and in character. I outlined this policy in my Address on the Estimates for 1920. In my Memorandum of the 3rd June, 1921, I advocated the re-organisation of the Gold Coast Government Service into three services, namely, a Senior Service, a Junior Service, and a Subordinate Service.* No definite pronouncement was made on this scheme by the Secretary of State pending more information, which I regret I have been unable to find time to collect. Undoubtedly the scheme contains the germs for a more satisfactory organisation than at present exists, as the whole object of my proposals was to afford a definite path of promotion. In 1925 a general "Programme of African Appointments" covering the next twenty years was issued to Heads of Departments. By this programme it was laid down, *inter alia*, that the number of Africans holding "European Appointments" should steadily grow from 27 in 1925-26 to 151 in 1935-36. This rate was considered possible owing to the increasing opportunities being given by Government for education and technical training.

*Vide Hansard 1922-1923, Page 41.

Heads of Departments have accepted the programme loyally, as is proved by the fact that **the number of European Appointments held by Africans has grown from 3 in 1919 to 38 in this financial year.** In addition, there are 14 appointments available for filling by Africans next year.

The appointments vary in nature from those of Police Magistrates and Crown Counsel down to Foremen Platelayers. It is not my opinion that real progress will be made in filling those appointments for which higher educational and professional qualifications are required until Achimota and the new Education Ordinance begin to take effect.

A SUMMARY OF THE WORK OF THE GOVERNMENT, 1920-1927.

256. A change of Governors may be regarded in the light of a change of Government. As a new Government will come in this year, the moment is opportune for **GOVERNMENT'S TRUSTEESHIP** rendering an account of the trusteeship of the Government shortly going out. So I will summarise briefly the chief events which have occurred since October, 1919, a period of seven and a half years.

An extensive system of communications has been constructed, the work comprising a deep sea harbour, 233 miles of new railway, 3,388 miles of new roads, 1,710 miles of new telegraph line, and 1,570 miles of new trunk telephone.

Our average annual trade for the last seven years has thereby been increased until it is more than double that of any previous *septennium*. Further, our system of communications has consolidated our position in the world's markets by securing our trade against the competition of other countries.

Government Finance has been established on a firm basis by the adoption of a definite **Financial Policy** which envisages the future, and by the formation of **Reserve Funds**. Our average revenue in the last seven years is double that of any previous *septennium*. Actually it increased from £2,600,000 in 1919 to £4,200,000 to-day, and during that period our accumulated surplus balances have increased by one million pounds in spite of our having spent nearly two and

a half millions out of them on "Special Works." The end of the *septennium* finds us with an aggregate surplus balance of £2,018,000 in addition to a Reserve Fund of £702,000 and a Railway Renewals Fund of £234,000. None of these funds existed in 1919. Our Reserve Funds are safely and profitably invested; and we have increased the Public Debt by eight and a half million pounds, in itself a sound investment in a country only requiring development to increase its revenue.

In Agriculture, steps have been begun to safeguard our staple industry, cocoa; and the foundations for several new export industries have been laid.

In Forestry, those wooded areas which are essential to the safety of our staple agricultural industry have been preserved from destruction by passing legislation with the co-operation of the people after nearly thirty years of bitter opposition.

In Public Health measures, the finest hospital in Africa, eighteen other new hospitals, and twenty new dispensaries have been built; two new pipe-borne water supplies and three electric light supplies have been constructed or are in course of completion; solid progress in town and village sanitation has been made. **Infant Welfare** has been started on an organised basis, and a scheme for a school of medicine has been initiated. The **Medical Research Institute** has been increased and equipped with modern laboratories and equipment; and medical service has been extended to all parts of the Gold Coast.

In Education, Achimota is being built—the finest educational centre in Africa—and has opened the way to the African to obtain locally the highest form of education; incidentally, in Achimota, the foundation was laid for the future university of the Gold Coast. **The general system of education** throughout the country has been thoroughly re-organised and placed on sound foundations; and expenditure on it has been quadrupled.

In Public Buildings, exclusive of hospitals and schools, 199 Offices, Court Houses, Police Barracks, Workshops and Post Offices have been built; and nearly 270 new bungalows for Government officers.

In Surveys, the Gold Coast has been provided with an efficient Department, map publication plant, and a modern topographical map.

With regard to land, Government has not on one single occasion failed to recognise fully that the lands of this country belong to the people. Neither in the **Forestry Ordinance**, nor in any other action that Government has taken, has this principle been violated. Government has done more than that. It has laid the foundations for a land system that will safeguard for all time the people of this country in the ownership of their lands, and will decrease the cost of land litigation.

A new Constitution has been brought into being, giving the people of the country a larger share in its government by the grant of elective and greater representation in the Legislative Council.

In Native Affairs, the formation of **Provincial Councils** has united the majority of the Chiefs and their Councils in the service of the country, and in the safeguarding of their native constitutions and customs. As a crowning touch, next month will see the making of legislation, devised not by Government but by the Natural Rulers of the people and their Councils, to strengthen and preserve native administration. By these two measures Government has proved the honesty of its desire to preserve the native constitutions and customs, and the nationality of the races, of the Gold Coast.

This is a full, true, and accurate account of its stewardship of the Government of 1919-1927.

257. I referred just now to a "change of Government." Lest this cause alarm I hasten to add that, in my opinion, a **change of Government does not involve a change of policy**. The times for that are long passed; last year the policy of Government in every direction was laid down in black and white in my Annual Address, and in the Secretary of State for the Colonies the people of this country have a safeguard against those frequent changes of which they have complained in the past. Some changes there must be, in such details as the methods of finance and development, but I believe that Honourable Members may rest assured that no changes will be made unless necessitated by changing conditions,

258. As this year will see the end for me of nearly twenty-five years in West Africa, perhaps I may legitimately ask Honourable Members to pardon a few words of a personal nature. What wonderful changes in the Gold Coast there have been in that time! Then, a country of foot-paths, winding tortuously through the hills, swamps, and streams of a dense tropical forest; no motor roads and about forty to fifty miles of railway open to traffic; no breakwaters at the ports; a trade of less than two million pounds; a revenue of less than half a million; no water supplies; no electric lighting; a few public buildings; public health and education in their merest infancy; a people recovering—but still restless—from many years of war; and now, what a contrast all that makes to the Gold Coast of to-day.

When I came to you later as your Governor, over seven and a half years ago, I did not therefore come as a stranger. I had surveyed your roads and played cricket with you, and I shall always remember the warm welcome which you gave me. I talked a good deal about what Government was going to do; indeed, I believe many of you thought I talked too much. But I had an object—it was to take you into the confidence of Government. So I went on talking about what Government was going to do, and to-day I have talked for the last time—but on this occasion on what Government has done.

And about that I do not want Honourable Members to make any mistake—the men who have done the work have been the departmental officers and the Chiefs and their people. I make one claim, and that is, that the Government of 1919-1927 has been a “Government of Co-operation,” as far as any Government can justifiably be of that nature. In this co-operation the merchants of the Gold Coast have taken their share, and I cannot express in sufficiently high terms my admiration of the gallant fight which they made against the effects of the trade depression of 1920-23.

Honourable Members, I thank you most heartily, and through you past members of this Council, for your unfailing support, and for the courteous relations which have been preserved between the Official and Unofficial Members, thus maintaining that dignity which the nature of this assembly demands. And I shall ever pray that God's blessing may rest on the work you do for the loyal subjects of His Majesty in this great little country.

F. G. GUGGISBERG.

ACCRA, 3rd March, 1927.

DETAILS

OF THE

**TEN-YEAR DEVELOPMENT
PROGRAMME**

FOR THE PERIOD 1st JANUARY, 1920 TO 31st MARCH, 1930.

Note 1—The amount to be spent annually will be estimated as follows :—

PART I.—LOAN EXPENDITURE. On financial ability to raise a loan for revenue-producing works.

PART II.—EXTRAORDINARY EXPENDITURE. On the Annual Surplus Balance after Revenue has paid for Recurrent Expenditure.

PART III.—SPECIAL EXPENDITURE. On the amount of Surplus Balances available.

Note 2—All Figures in Columns IV. and V. are subject to the final Financial Returns for the Year 1926-27 and alterations made in the 1927-28 Estimates in Select Committee.

Part I.—Loan Works.

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I. Item.	II. Nature of Work.	III. Total Proposed Expenditure 1.1.20 to 31.3.30.	IV. Total Estimated Expenditure to 31.3.27.	V. Proposed Expenditure 1927-28.	VI. Where provision is made in Estimates 1927-28.	VII. Estimated balance for expenditure between 31.3.28 and 31.3.30.
	HEAD I.—HARBOURS.	£	£	£		£
1.	Takoradi Harbour Survey	38,107	38,107	—	All items are in Loan Schedule.	Completed.
2.	Takoradi Harbour Construction No. 1	1,066,007	1,066,007	—		—
3.	Do. No. 2	2,183,230	1,040,741	750,000		392,489
4.	Accra Harbour Improvement ..	100,531	100,531	—		Completed.
5.	Takoradi Offices, Warehouses, etc.	142,300	—	105,300		37,000
	Total Harbours	3,530,175	2,245,386	855,300	—	429,489
	HEAD II.—RAILWAYS.					
1.	Tafo-Kumasi Railway	2,141,896	2,141,896	—	All items are in Loan Schedule.	Completed.
2.	Sekondi-Dunkwa Railway Deviations	1,238,576	1,238,576	—		—
3.	Dunkwa-Obuasi Railway Deviations	178,771	178,771	—		—
4.	Obuasi-Kumasi Railway Deviations	128,300	128,300	—		—
5.	Central Province Railway Survey ..	31,470	31,470	—		Completed.
6.	Central Province Railway Construc- tion	1,216,890	1,160,701	56,189	—	—
7.	Railway New Rolling Stock ..	110,945	110,945	—	—	—

8.	Railway Running Shed	£ 56,700	£ 56,700	£ —	All items are in Loan Schedule.	£ —
9.	Railway European Quarters, Sekondi	19,894	19,894	—		—
10.	Railway Extension Survey	54,000	23,004	15,000		15,996
	Total Railways	5,177,442	5,090,257	71,189	—	15,996
	HEAD IX.—MAPS AND SPECIAL SURVEYS.					
	Standard Map and Topographical Railway	120,744	120,744	120,744	—	—
	Total Survey	120,744	120,744	—	—	—
	TOTAL PART I.—LOAN					
	WORKS	8,828,361	7,456,387	926,489		445,485

Part II.—Extraordinary Expenditure.

(Note.—The Expenditure in Part II. of the Development Programme depends on the estimated surplus of Revenue over Recurrent Expenditure year by year).

I. Item.	II. Nature of Work.	III. Total proposed Expenditure 1.1.26 to 31.3.30.	IV. Total Estimated Expenditure to 31.3.27	V. Proposed Expenditure, 1927-28.	VI. Where provision is made in Estimates, 1927-28.	VII. Estimated balance for expenditure between 31.3.28 and 31.3.30.
	HEAD I.—HARBOURS.	£	£	£		£
1.	Accra and Sekondi Ports—Various Capital Improvements	6,000	3,900	—	Head XXXVII.	2,100
2.	Winneba Port—Import Sheds ..	6,936	6,936	—	—	Completed.
3.	Cape Three Points Lighthouse ..	7,603	7,603	—	—	Completed.
	Total Harbours	20,539	18,439			2,100
	HEAD II.—RAILWAYS.					
1.	Capital Expenditure by the Gold Coast Railways	770,560	530,643	95,910	Head XXXIX.	144,007

III.—MOTOR ROADS.		£	£	£	£
1.	New Roads—				
	(a) Eastern Province and Accra	185,000	164,959	10,960	9,081
	(b) Central Province	175,000	149,381	10,869	14,750
	(c) Western Province	215,000	145,911	40,300	28,789
	(d) Ashanti	185,000	121,888	20,750	42,362
	(e) Northern Territories ..	80,000	50,749	9,000	20,251
					All items are under Head XXXVIII.
2.	Miscellaneous Road Expenses—				
	(a) Road Plant	40,000	29,691	3,125	7,184
	(b) Investigation of Road Traces and approach Roads to Government Buildings ..	12,000	5,561	2,000	4,439
3.	Tarmet Conversion	50,000	—	—	50,000
	Total Motor Roads	942,000	668,140	97,004	176,856
IV.—WATER SUPPLIES.					
1.	Accra Pipe Supply—				
	(a) Minor Extension and Improve- ments	17,600	14,557	1,025	2,018
	(b) Extension to Labadi Village	2,665	2,665	—	Completed.
	(c) New Weir and Embankment, Weshiang	5,165	5,165	—	Completed.
	(d) New Power House, Weshiang	29,871	29,871	—	Completed.
	(e) Emergency Pumps	1,791	1,791	—	Completed.
	(f) Re-afforestation, Weshiang	2,000	1,167	—	833
2.	Sekondi Pipe Supply—				
	(a) Minor Extensions and Improve- ments	4,000	2,718	—	1,282

PART II.—(continued.)

I. Item.	II. Nature of Work.	III. Total proposed Expenditure 1.1.20 to 31.3.30	IV. Total Estimated Expenditure to 30.3.27.	V. Proposed Expenditure 1927-28.	VI. Where provision is made in Estimates 1927-28.	VIII. Estimated balance for expenditure between 31.3.28. and 31.3.30.
		£	£	£		£
3.	Winneba Pipe Supply—					
	(a) Construction	9,957	9,957	—		Completed.
	(b) Minor Extensions and Improvements	5,000	4,174	350	All items are under Head XXXVIII.	476
4.	General Water Supply Investigation	5,000	2,873	800		1,327
5.	Small Local Supplies, Wells and Tanks	35,000	22,577	5,145	—	7,278
	Total Water Supplies ..	118,049	97,515	7,320		13,214
	V.—TOWN IMPROVEMENTS.					
I.	Accra—					
	(a) Drainage Surface	130,500	93,366	12,000	—	25,134
	(b) Congested Areas	15,000	7,773	—	—	7,227
	(c) Central Market	31,000	30,865	—	—	135
	(d) Sanitary Structures	15,000	10,343	1,300	—	3,357
	(e) Housing Scheme for Dispossessed Persons	2,322	2,322	—	All items are under Head XXXVIII.	Transferred to Loans.
	(f) Achimota Village Market and Layout	5,000	1,805	—			3,195
	(g) Korle Bu Layout	14,000	12,699	—	—	1,301
	(h) Christiansborg Layout	3,000	1,000	—	—	2,000
	(i) Housing Kroo Labour	3,100	3,100	—	—	Completed.

2.	Cape Coast Town—					
	(a) Surface Water Drainage ..	10,000	6,900	500	All items are under Head XXXVIII.	2,600
	(b) Congested Areas Government Work on	25,000	20,409	—		4,591
	(c) Improvements to Causeway ..	2,650	2,350	300		Completed.
3.	Winneba Town—					
	General Improvements	7,000	5,454	400	—	1,146
4.	Sekondi Town—					
	General Improvements and Surface Water Drainage	20,000	10,199	1,700	—	8,101
5.	Miscellaneous Towns and Villages—					
	(a) Sanitary Structures	55,000	30,218	8,750	—	16,032
	(b) Layout of New Railway Town- ships	18,000	12,329	3,000	—	2,671
	(c) Layout and Drainage of other Townships	125,000	74,861	18,250	—	31,889
	(d) Improvement of Large Markets	15,000	7,176	850	—	6,974
	(e) Town Planning	20,000	—	4,250	—	15,750
	Total Town Improvements..	516,572	333,169	51,300	—	132,103
	VI.—HYDRAULIC AND ELECTRIC WORKS.					
1.	Hydraulic Investigation	3,500	2,525	—	—	975
2.	Accra Light and Power—Various Extensions.. .. .	2,500	1,987	—	—	513

PART II.—(continued.)

I. Item.	II. Nature of Work.	III. Total proposed Expenditure 1.1. 20 to 31.3.30.	IV. Total Estimated Expenditure to 31.3.27.	V. Proposed Expenditure 1927-28.	VI. Where provision is made in Estimates 1927-28.	VII. Estimated balance for expenditure between 31.3.28 and 31.3.30.
3.	Various Small Power and Light Plants	£ 25,000	£ 21,691	£ 1,000	All items are under Head XXXVIII.	£ 2,309
4.	Installation of Electric Light in Government Buildings	7,000	4,495	850		—	1,655
	Total Hydraulic and Electric Works	38,000	30,698	1,850	—	5,452
	VII.—PUBLIC BUILDINGS.					
1.	Hospitals and Dispensaries—					
	(a) Gold Coast Hospital—Minor Extensions	5,000	203	—	—	4,797
	(b) Provincial Hospitals and Dis- pensaries	107,300	90,198	2,056	—	15,046
	Total Hospitals and Dispensaries	112,300	90,401	2,056	—	19,843
2.	Schools—					
	(a) Additions to Accra Training College	8,811	8,811	—	—	—
	(b) Small Primary Schools, new or additions	25,000	18,226	3,480	—	3,294
	(c) Junior Trade Schools at Kibi, Assuantsi, Mampong and Yendi	6,000	5,016	—	—	984

	(d) Junior Trade Schools at Keta and in the Western Province	£ 5,000	£ —	£ —	All items are under Head XXXVIII.	£ 5,000
	(e) Agricultural School, Kumasi	10,000	507	—		9,493
	(f) Extension of Technical School	3,000	713	—		2,287
	(g) Building Grants to Assisted Schools	30,000	20,000*	—		10,000
	Total Schools	87,811	53,273	3,480		31,058
3.	Offices, Courts, Police and Prison Buildings—					
	(a) Temporary High Court ..	26,820	26,820	—	—	Completed.
	(b) Commissioners' Courts, Police Cells, Magazines, Stores, Offices, etc.	120,000	80,999	29,471	—	9,530
	(c) Conversion of Prisons to modern conditions	28,000	20,082	2,503	—	5,415
	(d) Governor's Office	9,450	9,450	—	—	Completed.
	(e) Re-organisation Scheme, Accra Customs	10,220	10,220	—	—	Completed.
	(f) High Court, Kumasi	15,000	—	3,000	—	12,000
	(g) War Memorial, Kumasi ..	500	—	500	—	Completed.
	(h) Agricultural Research Headquarters	15,000	—	—	—	15,000
	Total Offices, Courts, Police and Prison Buildings	224,990	147,571	35,474	—	41,945

*Grant to Scottish Mission Training College.

PART II.—(continued.)

I. Item.	II. Nature of Work.	III. Total proposed 1.1.20 to 31.3.30.	IV. Total Estimated Expenditure to 31.3.27.	V. Proposed Expenditure 1927-28.	VI. Where provision is made in Estimates 1927-28.	VII. Estimated balance for expenditure between 31.3.28 and 31.3.30.
4.	Workshops, etc.—	£	£	£		£
	(a) P.W.D. Central Workshops and Machinery	62,000	54,871	2,115	All items are under Head XXXVIII.	5,024
	(b) Extension of Printing Office and New Machinery	9,858	4,858	—		5,000
	(c) Various Workshops and Extensions, P.W.D. Stores	37,500	19,955	7,405		10,140
	Total Workshops, etc.	109,358	79,684	9,520		20,154
5.	Post Offices—					
	(a) New Country Post Offices	30,000*	13,697	16,000	Head XXXVIII.	303
	(b) Extensions to existing Offices	20,000	15,355	1,000		3,645
	(c) Extension of General Post Office, Accra.	12,074	5,000	7,074	—	Completed.
	Total Post Offices	62,074	34,052	24,074		3,948
6.	Quarters for Officials—					
	(a) Accra—Normal additions	130,829	79,519	23,310		28,000
	(b) Eastern Province—Normal additions	35,000	29,741	—		5,259

	(c) Central Province—Normal additions	£ 25,000	£ 19,986	£ 690	—	£ 4,324
	(d) Western Province—Normal additions	25,000	14,606	5,590	—	4,804
	(e) Ashanti—Normal additions ..	100,130	67,937	24,193	All items are under Head XXXVIII.	8,000
	(f) Northern Territories—Normal additions	15,000	4,433	6,320	—	4,247
	(g) Arrears of Furniture	16,000	12,228	3,700	—	72
	(h) Reconstruction of Roofs	12,000	9,208	430	—	2,362
	(i) Government House	3,100	3,100	—	—	—
	Total, Quarters for Officials	362,059	240,758	64,233	—	57,068
7.	Minor Works	23,000	6,800	5,760	—	10,440
	Total Public Buildings ..	981,592	652,539	144,597		184,456
	VIII.—POSTS AND TELEGRAPHS.					
1.	Reconstruction of Telegraph Lines	98,500	89,450	9,050	—	Completed 1927-
2.	General Extension of Telegraph and Telephone System	15,000	1,950	3,700	All items are under Head XL.	28. 9,350
3.	Tools, Plant and Stores	6,850	—	2,550		4,300
	Total Posts and Telegraphs	120,350	91,400	15,300		13,650
	IX.—MISCELLANEOUS.					
1.	Purchase of land and acquisition of Property	37,000	29,432	2,000	—	5,568
2.	Purchase of Buildings at Takoradi ..	7,114	7,114	—	—	Completed.
3.	Coast Erosion	17,000	7,451	5,000	—	4,549

* Includes new Central Store and Workshop for Telegraphs.

PART II.—(continued.)

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I. Item.	II. Nature of Work,	III. Total proposed Expenditure 1.1.20 to 31.3.30.	IV. Total Estimated Expenditure to 31.3.27	V. Proposed Expenditure 1927-28.	VI. Where provision is made in Estimates 1927-28.	VII. Estimated balance for expenditure between 31.3.28 and 31.3.30.
4.	Miscellaneous Equipment, Carts, Tents, etc... ..	£ 22,500	£ 17,358	£ 2,061	—	£ 3,081
5.	White Ant Campaign	1,500	485	—	—	1,015
6.	Recreation Grounds.. ..	6,000	2,287	1,440	—	2,273
7.	Re-housing Scheme, Kumasi ..	31,813	31,813	—	—	Completed.
8.	Temporary African and European Supervision	25,000	—	10,924	—	14,076
	Total, Miscellaneous	147,927	95,940	21,425	—	30,562
	TOTAL PROGRAMME PART II.	3,655,589	2,518,483	434,706	—	702,400

Part III.—Special Works.

III. ROADS.						
1.	Tarmet Conversion	405,892	405,892	—	—	Completed.
2.	Winneba-Swedru	22,691	22,691	—	—	Completed.
3.	Feeder Roads—Central Province Railway	248,866	126,424	98,962	Under Head XLI. Sch. F.	23,480
	Total Roads	677,449	555,007	98,962		23,480

IV.—WATER SUPPLY.		£	£	£		£
5.	Achimota Village Extension	9,000	9,000	—	All under Head XLI. Schedule G.	Completed.
6.	Accra Water Works	42,500	38,142	4,358		Completed.
7.	Cape Coast Water Works	155,632	53,185	102,447		Completed.
	(a) Excluding Elmina and Saltpond	£15,000 80,000				
8.	Kumasi Investigations	9,000	6,293	2,507	—	200
9.	Kumasi Water Works	300,000		20,000	—	280,000
Total, Water Supply		516,132	106,620	129,312		280,200
V.—TOWN IMPROVEMENTS.						
10.	Gold Coast Hospital Sewerage and Drainage	20,000	17,545	2,455	—	Completed.
11.	Accra Market	13,898	13,898	—	—	Completed.
11a.	Accra Market Extension	25,700	16,700	7,500	—	1,500
12.	Saltpond Lagoon Drainage	24,000	8,037	7,538	—	8,425
14.	Kumasi Town, Layout, Roads, Drainage	130,000	75,333	41,667	—	13,000
14a.	Tarkwa Railway Swamp	10,000	500	3,500	—	6,000
Total, Town Improvements		223,598	132,013	62,660		28,925
VI.—ELECTRIC WORKS.						
15.	Accra Power and Light	100,784	100,784	—	—	Completed.
16.	Accra Extensions	20,000	19,000	1,000	—	do.
17.	Kumasi Lighting	40,000	37,000	3,000	—	do.
Total Electric Works		160,784	156,784	4,000		

PART III.—(continued.)

I. Item.	II. Nature of Work.	III. Total proposed Expenditure 1.1.20 to 31.3.30.	IV. Total Estimated Expenditure to 31.3.27.	V. Proposed Expenditure 1927-28.	VI. Where provision is made in Estimates 1927-28.	VIII. Estimated balance for expenditure between 31.3.28. and 31.3.30.
VII. BUILDINGS.		£	£	£		£
18.	Gold Coast Hospital	183,897	183,897	—	—	Completed.
19.	Gold Coast Hospital Extensions	55,000	52,901	2,099	—	do.
21.	Prince of Wales's College	433,105	285,000	135,000	All items are under Head XLI. Sch. C.	13,105
22.	Prince of Wales' School	174,434	40,000	88,000		46,434
22a.	New Survey School	20,000	—	8,000		12,000
23.	Sekondi Boys' Primary School	—	—	—		Deferred.
24.	Kumasi Boys' Primary School	17,454	16,454	1,000		—	Completed.
25.	Police Building Scheme	50,000	28,222	17,683		4,095
26.	Arrears of Quarters	200,000	179,360	20,640	—	Completed.
27.	N.T. Building Programme	31,331	30,531	800	—	do.
28.	Keta Building Programme	11,190	11,190	—	—	do.
28a.	Oda Building Programme	38,000	8,000	25,136	—	4,864
28b.	Gold Coast Regiment Building Programme, Kintampo	12,475	6,000	6,475	—	—
28c.	Ashanti Hospitals Improvements Programme	32,000	14,176	17,824	—	—
28d.	Infant Welfare Centre, Kumsai (New Item 1926-27)	12,500	—	12,500	—	—

	£	£	£		£
28g. Twifu Building Programme (New Item, 1926-27)	8,000	1,500	6,500		—
Total, Buildings	1,291,386	859,231	351,657	—	80,498
VIII.					
POSTS AND TELEGRAPHS.					
29. New Trunk Telephones	93,900	85,500	8,400	All items are under Head XLI. Sch. A.	—
30. Extension to Telephone Exchange System	16,200	11,800	4,400		—
31. New Letter Boxes	3,000	1,850	200		950
32. Akuse-Ada Telegraph	11,806	11,806	—		Completed.
33. Central Province Railway Lines ..	16,160	15,600	560		—
34. Kumasi-Effiduasi	1,950	1,950	—		—
35. Kumasi-Tamale	39,200	39,200	—		—
36. Kumasi-Sunyani	14,000	14,000	—		—
37. Kibi Line	550	550	—		—
38. Swedru-Kwanyaku	500	500	—		—
38a. Akuse-Ho	8,000	2,000	6,000	—	
38b. New Telephone Exchange, Accra ..	5,000	—	5,000	—	
38c. Development of Wireless Telegraphy and Telephony	5,000	—	5,000	—	
Total Posts and Telegraphs..	215,266	184,756	29,560	—	950

PART III.—(continued.)

I. Item.	II. Nature of Work.	III. Total proposed 1.1.20 to 31.3.30.	IV. Total Estimated Expenditure to 31.3.27.	V. Proposed Expenditure 1927-28.	VI. Where provision is made in Estimates 1927-28.	VII. Estimated balance for expenditure between 31.3.28 and 31.3.30.
IX.—MAPS AND SURVEYS.		£	£	£		£
39.	Revenue Survey Framework ..	31,489	24,643	5,260	Head XLI. Sch. D.	1,586
40.	Special Topo. Party	32,860	32,860	—	—	Completed.
40a.	International Boundary Survey ..	14,975	—	14,975	Head XLI. Sch. D2.	
Total Maps and Surveys ..		79,324	57,503	20,235		1,586
X.—AGRICULTURAL AND FORESTRY.						
41.	Sisal Plantation	(a) 47,777	47,777	—		
42.	Copra Development	31,600	16,345	2,466	Head XLI. Sch. B.	12,789
43.	Firewood Reserve, Achimota ..	17,000	5,590	1,202		10,208
44.	Rice Development	(b) 5,268	5,268	—	—	Completed.
45.	Plant Sanitation	100,000	51,476	24,884	XLI. Sch. B.	23,640
46.	Forest Reserves Survey	20,000	9,082	5,210	XLI. Sch. E.	5,708
46a.	Cotton Development	30,000	15,000	11,604	XLI. Sch. B.	3,396
Total Agricultural and Forestry		251,645	150,538	45,366		55,741

XI.—MISCELLANEOUS.			£	£	£		£
48.	British Empire Exhibition .. ..	..	62,611	62,611	—	Head XLI. Sch. G.	10,000
49.	Special Anti-Plague Measures .. ..	..	15,000	1,440	3,560		
Total, Miscellaneous			77,611	64,051	3,560		10,000
HEAD XII.—TAKORADI DEVELOPMENT.							
III.—ROADS.							
3.	Sekondi-Takoradi Road .. ..	..	71,700	70,700	1,000	All items are under Head XLI Sch. G.	37,527
7a.	Miscellaneous .. ..	..	66,000	3,623	24,850		
IV.—WATER SUPPLY.							
V.—TOWN IMPROVEMENTS AND DRAINAGE.							
11.	Layout, Roads, Drainage, etc. ..	..	203,000	77,342	30,000	—	95,658
14.	Land Acquisition .. ..	..	30,203	30,203	—	—	Completed.
VII.—BUILDINGS.							
—	Clerks' and Artisans' Quarters ..	..	41,600	—	16,350	—	25,250
32.	14 Bungalows .. ..	..	19,600	2,700	16,900	—	
32a.	Offices, Warehouses, Workshops, etc.	..	83,700	4,580	38,530	—	40,590

(a) Includes Capital Expenditure of £36,596 to 31. 3. 26 and Maintenance of £11,181 from 1.8.24 to 31.3.26 (covered by Revenue of £13,740). Maintenance now provided under Head XXI.

(b) Includes Capital Cost and Maintenance to 31.3.26. Now transferred to Head XXI.

PART III.—(continued.)

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I. Item.	II. Nature of Work.	III. Total proposed Expenditure 1.1.20 to 31.3.30.	IV. Total Estimated Expenditure to 31.3.27.	V. Proposed Expenditure 1927-28.	VI. Where provision is made in Estimates 1927-28.	VIII. Estimated balance for expenditure between 31.3.28. and 31.3.30.
	ELECTRIC WORKS.	£	£	£		£
	Takoradi Electric Power and Light Posts and Telegraphs, Telephone Installation	140,000 12,400	— —	140,500 4,000	Head XLI. Schedule G.	8,400
	Total Takoradi Development ..	668,703	189,148	272,130		207,425
	TOTAL PROGRAMME PART III.	4,161,898	2,455,651	1,017,442		688,805
	TOTAL DEVELOPMENT PROGRAMME	16,645,848	12,430,521	2,378,637		1,836,690

PART II.

PART II.

ADMINISTRATIVE, JUDICIAL, AND DEPARTMENTAL ACTIVITIES AND EVENTS IN 1926-27.

259. The past year has again shown an increase in the amount of work carried out by Government Departments. Fortunately, however, although there was a shortage of staff, this was not as serious as in the previous year. I am thoroughly satisfied with the efficiency of all Departments. Each staff has done good work, and in my remarks on the various Departments I will mention those who have specially distinguished themselves.

260. The services of the following official and non-official members of the community were recognised by His Majesty during the period under review :—

On the 5th June, 1926, Mr. E. W. Cozens-Hardy was made a Companion of the Most Distinguished Order of St. Michael and St. George for his great services to the Gold Coast for a period of over twenty-five years, especially as General Manager of Railways.

HONOURS AND
AWARDS 1926.

On the 5th June, 1926, the Rev. Arthur Wilkie was made a Commander of the Most Excellent Order of the British Empire for his valuable services to the Education of the Gold Coast as head of the Scottish Mission.

On the 5th June, 1926, the Honourable J. D. McKay was made an Officer of the Most Excellent Order of the British Empire for his valuable services as a Member of the Legislative Council of the Gold Coast for thirteen years.

On the 5th June, 1926, Mr. H. J. Hobbs was made a Member of the Imperial Service Order for his services in the Gold Coast during a period of nearly twenty-six years, especially in the Political Service in Ashanti.

On the 1st January, 1927, Mr. A. E. Kitson, C.M.G., C.B.E., was made a Knight Bachelor for his valuable services in Geology, among the more important of his discoveries in the Gold Coast including those of manganese, diamonds, and bauxite.

261. The following Chiefs received the King's Medal for African Chiefs :—

Nana Kwabena Kana, Adontenhene of Kukurantumi, Akim Abuakwa. This Chief, next in rank and importance to his Omanhene, has occupied the Adonten Stool for upwards of thirty years, during which he has ruled his sub-division wisely and played a distinguished part in the deliberations of the Okyeman or Oman Council of Akim Abuakwa. He has been a firm friend to Government throughout his period of office, and has invariably done his best, latterly so far as advancing years allowed, to further the development of his sub-division and the welfare of his people.

Chief Gapa of Girapa, Lawra District, Northern Territories. This Chief has, since the very beginning of the Civil Administration of 1907, always helped the Government most loyally. In all epidemics he has always done excellent work.

262. The following Police Officers received the King's Police Medal :—

Mr. George Brewer, Director of Criminal Investigation.

Mr. W. A. Callender, Assistant Commissioner of Police. This Officer has completed twenty-seven years of exceptionally meritorious and able service. Since 1917 he has been stationed at Kumasi, where his work has been distinguished by his loyalty and devotion to duty at all times, especially during the outbreak of plague in 1924.

AFRICAN POLICE MEDAL.

No. 32 Sergeant Ginado Wangara. This Sergeant joined the Gold Coast Police in 1902 and has completed 25 years' continuous service, eighteen years as a Sergeant. His record has been exemplary and he has a long list of recommendations to his credit for good work under various District Commissioners, including work on the French Frontier and whilst on duty with survey parties.

Senior Superintendent Alheri Grumah. This officer enlisted in the Hausa Force in 1883 and served continuously with the Constabulary and Gold Coast Regiment for 26½ years. He was then discharged as a Company-Sergeant-Major with an excellent record and he joined the Gold Coast Police as a Sergeant in 1909. He was promoted to Superintendent and has now completed 16½ years in the Police or 43 years' service in

all. For many years he has been employed training police recruits, a duty he has carried out with ability and enthusiasm. He is in possession of the West African General Service Medal with clasps 1892 and 1897-98, the Ashanti Medal and clasp "Kumasi" and the West African Frontier Force Long Service and Good Conduct Medal.

263. In the name of His Majesty King George V. I awarded during the year the Gold Coast Certificate of Honour and Badge to the undermentioned :—

Mr. Joseph William Blankson-Mills, Town Clerk, Accra, 1st Class Clerk in Nigeria for five years. Appointed Town Clerk, Accra, in 1911, in which capacity he has rendered meritorious service. Has entered largely into the social life of Accra. Is a keen sportsman and has encouraged Cricket and Football in Accra.

Mr. Thomas Abraham, Assistant Transport Officer, Kumasi. Has rendered long and meritorious Government service, since 1897, chiefly in the Northern Territories and Ashanti.

Mr. Simeon Lawrence Lomotey, 1st Class Orderly Room Clerk, Northern Territories Constabulary. Has rendered long and meritorious service, chiefly in the Northern Territories, since 1897.

Mr. Francis William Cochrane Wulff, Chief Dispenser, Medical Department. Has rendered valuable service to Government since 1892.

Polba Mendi, Mortuary Attendant and Headman of Laboratory Attendants, Medical Research Department. Employed as a Dresser in the Medical Department at Bole from 1905 to 1913 and from 1913 to 1917 worked under Dr. Simpson, who was investigating Yellow Fever at Sekondi. Since 1917 has held his present position, in which he has rendered loyal and willing service. Distinguished himself during the Gee rebellion in Sierra Leone, when he was wounded. Is a good linguist.

Mr. John Coleman de Graft Johnson, Assistant Secretary for Native Affairs. Before joining Government service in 1907 was Senior Master of the Mfantshipim School, Cape Coast. Promoted to be Assistant Secretary for Native Affairs in 1920, in which capacity he has

rendered valuable service to Government. Is a good citizen and takes a great interest in the social life of the people. Has given valuable assistance in the Infant Welfare Movement. Keen student of Gold Coast history.

Mr. Albert William Abraham, Telegraph Inspector, Posts and Telegraphs Department. Since 1902 he has served Government loyally and efficiently. Has assisted in the construction of most of the telegraph lines in the Colony. Performed particularly good work during the construction of the Tamale-Gambaga line.

Mr. Solomon Daniel Codjoe, 2nd Division Clerk, Political Service. Has rendered loyal and meritorious service since 1909. On several occasions has received the thanks of Government for valuable services rendered.

Mr. Jacob Walter Yorke, Assistant Accountant (European Grade), Gold Coast Railways. First appointed to Government service in 1895, since when he has rendered loyal and efficient service. Takes a keen interest in the social life of Sekondi and is a prominent Freemason. Served in the Ashanti Expedition in 1895-1896, for which he received the Ashanti Star.

Mr. John George Hoffman, 1st Class Trade Instructor, Prisons Department. Has rendered efficient service to Government. Was attached to the Togoland Field Force from 21st August to 4th December, 1914.

Mr. Kofi Kameron Sackey, Chief Clerk, Prisons Department. Has rendered loyal and efficient service to Government since 1899. Served with Gold Coast Volunteers since 1900. Awarded Long Service Medal for Colonial Auxiliary Forces in 1923. Served with the Cameroons Expeditionary Force. Specially mentioned for efficient service in the advance on Jaunde, December, 1915, by the Commanding Officer of the Gold Coast Regiment.

Mr. Joseph Edward Abbey, District Postmaster, Posts and Telegraphs Department. Has served Government since 1896. Promoted District Postmaster in 1915, in which capacity his work has been of a very high standard.

Mr. John Haizel, Chief Clerk, Management Office, Gold Coast Railways. Has rendered long and meritorious service to Government since 1901. Is a prominent Churchman and takes a keen interest in the sporting and social life of Sekondi.

Mr. Charles Ernest Amoah, Chief Clerk, Locomotive Branch, Gold Coast Railways, who has rendered over 25 years of loyal and efficient service to Government.

Mr. Kweku Asante, African Surveyor, Gold Coast Surveys. Has rendered loyal and efficient Government service since 1910. Commended for good work by His Excellency the Governor on two occasions.

Mr. Ebenezer Wentworth Fleischer, 2nd Division Clerk, Gold Coast Surveys. Has rendered efficient service to Government. Commended for good work by His Excellency the Governor in 1925.

Mr. Paul Azu, Superintendent, Miscellaneous Branch, Colonial Secretary's Office. Appointed to Government Service in 1893, since when he has rendered most loyal and efficient service. Served for 21 years in the Gold Coast Volunteers, retiring with the rank of colour-sergeant. Was awarded the Long Service Medal. A hard-working, willing and obliging servant to Government.

Mr. Henry Emmanuel Richter, 1st Division Clerk, Governor's Office. Appointed to Government service in 1909. Has rendered seven years of loyal and devoted service as confidential clerk to His Excellency the Governor.

264. The Government was administered in my absence by **Sir J. C. Maxwell**, K.B.E., C.M.G., from 10th April to 29th September.

Owing to heavy pressure of work I have been unable to carry out the extensive tours that I had originally intended. I visited in October Kumasi, Wioso, and Dunkwa in the Western Province; and inspected the Central Province Railway, the new lay-out at Oda, and Winneba.

At the end of November I spent a week at Kumasi; in January a fortnight in the Western Province visiting Sekondi, Dixcove, Axim, Beyin, and Atuabo; and afterwards paid a flying visit to Ho and Keta.

On my personal staff Lieutenant H. T. Day, R.N., my Aide-de-Camp, resigned his appointment in October. Mr. J. E. Miller, District Commissioner, Akropong, acted in this capacity from 9th October to 5th November, and Lieutenant-Colonel A. D. Cameron, D.S.O., M.C., from 6th November to the present time.

For the third year in succession I am able to give high praise to Commander C. R. Hemans, R.N., for the efficient way he has discharged his duties as my Private Secretary. This officer, in addition to his ordinary duties, served on the Takoradi Harbour Committee, where his hard work and knowledge of marine questions were very highly reported on by the Chairman.

Mr. H. E. Richter, my confidential clerk, has continued to do good and devoted work. He was awarded the Certificate of Honour for his continuous good work during the last seven years. Mr. M. A. N. Therson, who has acted as chief clerk in my office for the last three years, has carried out his duties with ability and energy.

265. When Sir Philip Crampton Smyly went on leave on the 12th February he had completed over 25½ years as a Chief Justice in West Africa, a magnificent record and one which will probably never be exceeded. Actually Sir Crampton has served in West Africa for 32 years. In conversation with His Honour just before he went on leave he recalled the fact that there had never been any misunderstanding between us since we became associated in October, 1919, a fact which has been conducive to successful work.

The Land Registry has been maintained ready to move with little notice since March, 1923. It is believed that the new building to house it is completed and this Registry can pass to the Surveyor-General's Department at any time. Up to the 31st December, 1926, 562 documents had been registered, as against 444 in the corresponding period of last year.

In the Divisional Courts the number of Criminal, Civil, and Concession cases tried during the first nine months of the year were:—

Eastern Province.	Central Province.	Western Province.
300	160	92

Only two appeals were heard in the full Court out of the total of 552 cases.

In the Police Magistrates' Courts a total of 10,329 cases were tried in the first nine months of the year. The Accra list, even without the 2,007 rating appeals, was by far the largest, having a total of 5,241 cases, a fact which speaks very highly of the good work done by Mr. M. T. Hincks and Mr. B. H. A. F. Berlyn. The work in connection with the appeals from the new assessments of valuable property in Accra was so great that Mr. Tighe was borrowed for two or three months from the Ashanti and Northern Territories Judiciary.

Mr. C. E. Woolhouse-Bannerman, O.B.E., continued to do admirable work as Police Magistrate at Cape Coast, but there was no opportunity during the year for his acting as a Puisne Judge, as had occurred in the previous year. Both Mr. R. A. Bannerman, First Division Clerk, and Mr. W. M. A. Brown, Second Division Clerk, distinguished themselves by their good work.

266. During Mr. R. W. H. Wilkinson's absence on leave Mr. A. C. V. Prior acted with entire success as Attorney-General.

During the first nine months of the period under review 47 Ordinances were passed by the Legislative Council; and over 190 Proclamations, Commissions, Rules and Regulations, Orders-in-Council, Orders by the Governor, etc., etc., were prepared in the Law Offices. Some of these Ordinances, notably those in connection with the diamond mining industry and dangerous drugs, were of great importance, and the great amount of work done reflects the greatest credit upon the Law Officers. Mr. Wilkinson's greatest work during the year, however, was the drafting of the Forestry and Native Administration Ordinances, his task being greatly increased and complicated by the necessity of meeting the views of the Chiefs and their Councils with regard to native institutions and customs. Mr. Wilkinson's careful and courteous consideration of all the objections urged, and the great trouble he took in drafting numerous amendments, showed personal character and ability of a very high order. In addition to

LAW OFFICERS
IN 1926-27.

MR. R. H. W.
WILKINSON.

these duties it must be remembered that as Attorney-General he was constantly occupied with many serious questions in the Executive Council. It is with great regret that I shall so soon sever my connection with this distinguished officer, whose sound advice and loyal support have been consistently placed at my service during the past seven years.

I have great pleasure in again congratulating Mr. L. E. V. McCarthy, Crown Counsel, for the commendations he has earned from the Attorney-General, both for his ordinary work and when carrying out the duties of Solicitor-General for a period of five months. Mr. R. B. Morgan, LL.B., was appointed direct from the English Bar to be Crown Counsel as from the 27th October, 1926.

267. In the year 1926 113 Criminal and 70 Civil Cases were heard in the Court of the Circuit Judge of Ashanti and the Northern Territories. Eleven Circuits were made during the year to Ashanti and N.T. JUDICIARY Tamale, in the Northern Territories, and to various towns in Ashanti.
1926.

In the Police Magistrate's Court 2,021 Criminal and 1,204 Civil Cases were tried.

The Ashanti and Northern Territories Judiciary consists of the Circuit Judge and two Police Magistrates. It was with great regret that I learned that Mr. C. Carnegie Brown had been retired early in the year owing to serious illness after many years of brilliant service both as Crown Counsel and Solicitor-General in West Africa. Mr. Carnegie Brown took with him the personal regard of a very large number of friends. He was succeeded on the 9th November by Mr. St. John Yates. Of the two Police Magistrates one is available for use in emergency in the Colony. It is hoped that these cases of emergency will not be numerous, for the hearing of 3,170 cases in a year, in addition to the other work of the Police Magistrate, is more than one man can justifiably be called on to do. Out of the above large number of cases there were seven appeals, of which six were reversed and one upheld. The number of these appeals must be attributed to the large number of cases heard, as there was practically throughout the year only one Police Magistrate available. It is my opinion that the number of Police Magistrates should be increased to a total of three for in view of leave conditions it is not likely that there will ever be more than two in residence.

The Circuit Judge has drawn my attention to the particularly good work done by the Acting Registrar, **Mr. Moses Dsane**, who gave him invaluable assistance on his first arrival and whose tact and discretion have been most useful. The Circuit Judge also states that he is quite satisfied with all his staff.

268. I have already (*paragraph 250*) dealt with the changes in the organisation of the Secretariat in the past seven years.

Mr. G. C. du Boulay, Chief Assistant Colonial Secretary, acted as Colonial Secretary from 11th April to 27th September, and from 9th to 27th October; and **Mr. C. W. Leese**, Treasurer, from the 28th October to date (14th March, 1927). The staff of the Secretariat was reduced by one Senior Assistant Colonial Secretary from the 1st April last, when **Mr. J. P. Ross** was seconded for duty as Commissioner for Municipal Affairs. Mr. Ross's seniority and future prospects in the Secretariat are not affected by his temporary transfer. **Captain G. C. B. Parish**, District Commissioner, joined the Secretariat on the 1st April. I have already paid a tribute to the work of various Secretariat officers in the earlier part of my address, but the good work which **Mr. E. A. T. Taylor** has carried out in improving the appearance of the grounds surrounding the building is another credit to him.

During 1926, 18,264 Minute Papers, as against 20,862 in 1919, were registered; and, in addition, about 6,360 Memoranda were received. 111,187 bound and loose copies of Gazettes were despatched and 34,094 copies of other publications (Annual Reports, Blue Books, Civil Lists, Sessional Papers, etc.)—making a total of 145,281. 15,709 letters were despatched as against 9,378 in 1919, a sign of the increased activity of the country. The inauguration of the "Personnel Branch" of the office, to which I referred in my last address, has greatly accelerated the work of the Secretariat and great credit is due to **Mr. E. A. T. Taylor**, Senior Assistant Colonial Secretary, who was charged with the institution of the new system.

269. The work of the Printing Office increases every year. For the nine months ending in December, 1926, the number of departmental books supplied was 147,261 and printed forms numbered 2,247,672, as compared with the returns for the full year 1925-26, which were 135,059 and 4,664,935 respectively. The number of pages of the *General Gazette* printed during the calendar year 1926 was 1,968, against 1,828 in 1925, and a considerable speeding up in regard to publication has been effected. Publication of the *Blue Book* was also speeded up, the last issue being available seven months earlier than the previous one.

The Government Printer deserves great credit for the way his Department produced the *History of the Prince of Wales's Tour*, a remarkably well-printed and illustrated work. Other important publications were: Lectures on Anatomy Financial Orders, Education Rules, Native Jurisdiction Ordinance, Army Pensions Pamphlet, Notes of Lectures (Achimota), Chiefs' List, Telegram Rules, Library Catalogue (Achimota), Full Court Judgments, Divisional Court Judgments, *Training College Magazine*, *Gold Coast Review*, Parcel Post Rules, Survey Pamphlet, Forestry Pamphlet, Agricultural Bulletins.

I am very much impressed by the great improvement of the Printing Department in all directions. Mr. C. Fairweather has naturally been chiefly responsible for the steady improvement of the past seven years. He has had very serious difficulties to overcome, the chief of which has been the great growth of work required as compared with the trained staff, available. That staff has, however, showed itself willing and ready to learn, and their efficiency has very greatly improved. I have been very much struck by the way in which urgent demands for rapid printing have been carried out, notably in connection with the annual Budget session of the Legislative Council. The way in which Mr. Fairweather and his staff have produced my annual addresses, nearly always delivered to them at the last moment, has been particularly admirable and he has been ably supported throughout by Mr. W. H. Crocker and Capt. A. Johnson.

270. I have already (*paragraph 251*) dealt with much of the work of this office and the services of the officers in it.

NATIVE AFFAIRS AND POLITICAL SERVICE. Every year that has passed has witnessed the growing value of this office to Government. I have also dealt (*paragraphs 226 to 254*) with the work of the Political Service, which every year becomes more

efficient as the very large number of officers admitted since the war have grown more experienced. The Political Service of the Gold Coast has a very high reputation to maintain.

271. The Estimates for the year under review contain for the first time a separate item, entitled "**Municipal Administration.**" Mr. J. P. Ross became the

MUNICIPAL ADMINISTRATION
1926.

first Commissioner for Municipal Affairs on the 1st April, 1926, an appointment rendered necessary by the growing importance of Municipal Government, a subject to which I have already referred (*paragraphs 9 to 12*). As the application of the Municipal Corporations Ordinance, 1924, has been indefinitely postponed, Mr. Ross's chief work has been that of inspecting and improving the various Town Councils in the Colony and the Kumasi Public Health Board, in Ashanti, in addition to his own work as President of the Accra Town Council.

Of the three Town Councils in the Colony, that of Accra is in every way the most efficient. There can be no doubt that

ACCRA TOWN COUNCIL IN
1926.

this is due to the services in the past as President of the Council of Mr. John Maxwell, C.M.G., who was the first to inspire the Council with a proper sense of its responsibilities and opportunities; and his work has been admirably carried on first by Major S. Banks-Keast and now by Mr. J. P. Ross. Mr. Ross has undoubtedly effected important improvement and he has been ably supported by the officers and the Town Councillors. The manner in which all members of the Accra Town Council work together shows the strong personal interest they take in the success of the Council. Councillors R. K. Gibbons, Glover-Addo, Quist, and Papafio, have all taken active interest in their work, and this co-operation with the African citizens of the town has naturally caused the Accra Town Council to forge ahead of all the others. Among the officers Mr. Goldfinch, the Municipal Engineer, is conspicuous for his enthusiasm, efficiency, and cheerful performance of his duties. Others who have done

excellent work are Mr. Fairbrother, European Building Inspector, Mr. Plester, Motor Mechanic, Mr. Macfarlane, Foreman of Works, and Mr. Horn, European Sanitary Inspector, and Mr. Thompson, the Senior African Sanitary Inspector. Last, but not least, comes the popular Town Clerk, Mr. J. Blankson-Mills, whose cheerful and honest work for fifteen years earned him the honour of being the first to receive the Gold Coast Certificate and Badge of Honour.

Thanks to the enterprise of the Accra Town Council the first Municipal 'Bus Service in the Gold Coast was successfully inaugurated on the 17th January, 1927, when six Morris motor 'buses were put on the road. Three routes have been adopted from the Central Post Office, namely, to Korle Bu Hospital, to Labadi, and to Adabraka. The chassis all arrived in single parts and were put together, and the bodies painted and varnished, by the Engineering Staff of the Town Council. The drivers were African boys trained in the Town Council garage, who came in and learned their work at no cost to the Council. The conductors are all Africans who have passed through the schools in Accra. On the first day of the 'bus service the vehicles carried 1,125 passengers and the takings came to £10 4s. od—a very satisfactory result for a first day's working, but one which has since been beaten. The Accra Town Council has now a fleet of twenty motor vehicles, namely, 14 Conservancy lorries and six 'buses. They are all Morris one-ton vehicles and all British.

272. With regard to other systems of Municipal Government in force in the Gold Coast, the experience gained in the first year of the working of the Kumasi Public Health Board led to a certain amount of re-organisation being required. This was effectively carried out by the Chief Commissioner of Ashanti and the Board is now working satisfactorily. At Sekondi and Cape Coast there were slight indications of increased interest being taken by the African members of the Council in its affairs, but not sufficient to indicate that either Council is capable of bearing increased responsibility.

273. The question of assessment and rates is one that affects all Town Councils. Far too great a burden is being laid on the people of the country generally for the improvements made in Accra and other coast towns, and it has been a subject of constant remark by those Chiefs and their Councillors who have had occasion to visit Accra in the past two years that too much

money is being spent on it and too little on their own towns. A fair share of the cost of maintaining a seaport—due to its importance as a bottleneck of trade—is a justifiable charge against the people of the country, but there is a limit to the curtailment of progress in other parts of the Gold Coast owing to the necessity of keeping the seaport towns clear of epidemics. **In return for the advantages which they get, the inhabitants of the seaports must take a greater share in their maintenance than is the case at present or has been in the past.** This has been fully recognised in Accra, the re-assessment of which has been completed, and when the appeals have been dealt with will be applied. In Cape Coast the Town Council raised the rates from 3% to 5%, but both there and in Sekondi re-assessment will have to be made during the coming years.

274. During the year 1926-27 the Treasury continued to improve in efficiency. Particular mention may be made of the introduction of a satisfactory system of control over counterfoil receipt and licence books which was badly needed and has already yielded good results.

THE TREASURY
IN 1926.

During the year the department lost the services of **Mr. P. H. Schandorf**, who died shortly after his retirement, to the great regret of all who were associated with him. He had nearly 33 years' faithful and efficient service to his credit. The department will also shortly be losing the services of Messrs. **A. Konuah**, Assistant Treasurer, and **J. F. Thompson**, who are retiring after 40 and 47 years' faithful service respectively.

The system of training enables African Officers, who have the ability, to qualify themselves for promotion to the higher ranks. Since 1920 there have been two African Assistant Treasurers, and recommendations have been made for the promotion of Messrs. **Cato** and **Baidoo** to fill the vacancies due to the death of Mr. Schandorf and the retirement of Mr. Konuah. Other similar recommendations could be made on the occurrence of vacancies.

On 1st September last the stock of alloy in Currency Board vaults was approximately £2,470,000. Up to 20th January, 1927, importations aggregated £2,225,000 and stocks on that date were £290,000. Issues during the present cocoa season up to 31st December have been £4,405,000 as against issues during the 1925-26 season of £2,468,000.

I desire to place on record my great appreciation of the reforms in Treasury work which have been initiated by Mr. C. W. Leese, Treasurer, who has throughout received the able and loyal support of Mr. R. E. Burns, the Deputy Treasurer, and the whole of the staff. Mr. Burns has on many occasions acted for prolonged periods as Treasurer, and with complete success.

275. During the first four or five months of the year under review, the staff of the Audit Department was considerably below strength, partly owing to the exigencies of leave, and partly to the occurrence of an unforeseen vacancy in the staff of Assistant Auditors. The special efforts made to meet the emergency were entirely successful, the work of the Department being kept well to date. Mr. W. L. Mackinnon, Assistant Auditor, who during this trying period officiated very ably as Deputy Auditor, and Mr. E. A. Smith, Assistant Auditor, deserve special mention for the consistently useful service rendered by them.

The training of the junior members of the staff with a view to fitting them for more responsible duties continues. The results hitherto achieved, however, do not justify any suggestion of reduction in the European staff. On the contrary, experience points in the opposite direction and tends to show that any such reduction would not merely lessen efficiency but would be, in every sense, uneconomical. In a developing Colony, with numerous works (and not merely routine activities) in progress and about to be undertaken, close scrutiny of expenditure is essential; and such scrutiny, unless conducted with keenness and common-sense combined, is of little practical value. Very few members of the clerical staff display these qualities in combination for any considerable period at a stretch; and the saving effected by the substitution of an African for a European officer would be far more than counterbalanced by the loss which the consequent relaxation of financial control would inevitably entail. The Chief Audit Clerkship (to which Mr. V. C. Randolph, the present holder, was appointed in 1920) was raised to the Senior Service in 1924, and remains the only Senior Service appointment held by an African in this Department. The attempts to allocate the full duties of an Assistant Auditorship

to this post, and to assign greater responsibilities to senior clerks, have hardly met with such success as to encourage the hope of further extension in this direction for the present.

The estimated cost of the Department for the year 1926-27 is £13,100, which may be roughly computed at **one-seventh per cent. on the financial turnover audited.** If audit be regarded as a species of insurance, it will be seen that this is no heavy premium to pay for a complete audit of all the accounts of the Colony and the Dependencies, both of revenue and expenditure (including loan works and store accounts). Moreover, advice on financial affairs is given from day to day, whilst constant endeavours are made, by frequent revision and investigation, to insure that the best methods of accounting obtain in the various branches of the Colonial Service.

I desire to express Government's high appreciation of the valuable work done in the past seven years by Mr. **Walter Bowerley**, the Auditor, and by Mr. **L. G. Corney**, the Deputy Auditor. Mr. Bowerley's advice on financial matters not strictly within the scope of his Department has always been placed ungrudgingly at Government's service; Mr. L. G. Corney has served on several Committees on various subjects, where his sound common-sense and strong business capacity have proved most valuable.

276. The valuable services of the Comptroller of Customs, Captain **J. M. Reid**, to whom I referred in my address last year, were finally lost to the Department by his retirement on pension in September last. Captain Reid has been succeeded by Mr. **R. Sharpe**, the Deputy Comptroller, and the post of Deputy Comptroller has been filled by the well-deserved promotion of Mr. **R. Killingly Gibbons**, Assistant Comptroller.

During the year the Customs Department has been very unfortunate in losing through death Mr. **H. H. C. Harrison**, a Collector who had served the Department loyally for upwards of seven years; Mr. **A. D. Turner**, an energetic and experienced Preventive Collector with seventeen years' service; and Mr. **J. A. Afful**, a competent African Supervisor who had been in the Department nearly twenty-six years.

First Division Officers **William Quansah** and **T. L. Odamtten** were promoted to the rank of Supervisor; and in July, 1926, Supervisor **A. S. Dadzie** was promoted to the rank of Collector. He is the second African to hold the responsible post of Collector, the first being the late Mr. **J. F. Ribeiro**.

The following officers have specially distinguished themselves by their good work during 1926-27:—Captain **A. D. Mackenzie**, Provincial Collector; **H. E. Davis**, Senior Collector; Supervisors **William Tackey**, **William Quansah**, and **T. L. Odamtten**; First Division Officers **W. Akko Sowah**, **J. Penney**, **M. B. Adjaye**, **Daku Mante**, and **G. E. Oddoye**; and Second Division Officers **P. T. Edmondson** and **B. Kote-Amon**.

The new Custom House at Accra was opened for the transaction of public business on 12th July, 1926. This modern building was badly needed on account of the great increase in the volume of trade passing through the port. The value of the port's trade in 1925 exceeded £8,000,000, yielding nearly £1,000,000 in Customs receipts.

At Winneba, a progressing port ranking third in the Colony, a Port Office has been provided, the Transit Shed improved, the Custom House re-roofed, and the beach space levelled, rolled and tarred. £203,000 was collected at Winneba in Customs duties during 1925.

Among the activities of the Department has been the compilation of a handbook entitled "**The Gold Coast Customs Tariff and Custom House Guide.**" The object of the compilers was to provide, in a convenient form, information concerning Gold Coast trade and Customs legislation and local trade and Customs matters generally of use to members of the mercantile community and others transacting business in or with the Colony. That this object was achieved appears evident from the fact that the book was practically sold out before the end of the year.

I wish to record Government's high appreciation of the work done by Mr. **R. Sharpe** during the past year. His advice on trade has been peculiarly valuable and he has done a very large amount of excellent work on various Committees, notably those in connection with Takoradi Harbour.

277. In consequence of the increased activities of smugglers by land and sea in the Keta-Ada district, arrangements were made with the Inspector-General of Police for the services of Mr. **Piegrome, M.C.**, Assistant Commissioner of Police, and a force of sixteen men to be placed at the disposal of the Customs Department.

SMUGGLING ON
THE EASTERN
FRONTIER.

Mr. Piegrome commenced operations against the smugglers in June, 1926, and left the district on the 22nd December, 1926. As a result of his activities forty-six persons were convicted of revenue offences and fines amounting to £5,402 9s. 6d. were imposed, those persons who did not pay their fines being imprisoned for various periods. In a number of cases it was proved that the goods seized from the smugglers or their agents formed part of large consignments, the remainder of which had already been disposed of. There is every reason to suspect that this smuggling is organised by people of intelligence and means, and in several instances the smugglers were armed. Owing to the measures taken and the intense activity of the officers and men employed this illicit traffic has been checked for the time being, but should it recommence it will be necessary for special measures to be again instituted.

I desire to place on record Government's high appreciation of the work being done both on our Eastern and Western Frontiers, but especially on the former, by the **Preventive Service**.

278. I have already (*paragraphs 96 et seq.*) dealt fully with the work of the Gold Coast Railways during the past seven years. In the year under review we lost by retirement our General Manager, Mr. **E. W. Cozens-Hardy**, to whose great services for the Gold Coast I paid tribute in last year's address. He was succeeded by Mr. **R. H. Dawson** on the 22nd September; and on the same date Mr. **R. Higham**, Traffic Manager, was promoted Deputy General Manager, a well-merited reward for his long and good service during years which have seen annually increasing traffic, and especially increasing difficulties in working Sekondi Harbour. The Railway lost a good servant in August, 1926, owing to the deeply regretted death of Mr. **C. S. Dudley**, the Secretary to the General Manager. Early in the year the Railway lost the services of Major **M. P. Sells**, the Chief Mechanical Engineer, who was promoted to a corresponding position in the Nigerian

RAILWAYS
1926.

Railways. I have frequently in earlier addresses referred to the excellent work done by Major Sells while he was in the Gold Coast, work which has resulted in improved efficiency of working and in economy.

279. The great work of the **Posts and Telegraphs Department** in the past seven years has already been given (*paragraphs 147 to 149*). There is no doubt in my mind that this Department ranks second to none as regards efficiency and this is chiefly due to the great ability and influence of Major **S. B. Gosling**, the Postmaster-General, and the loyal and energetic way in which he is supported by Major Wallace and his staff. The work of Mr. **D. B. Evans** as Engineer-in-Chief has been beyond all praise.

The outstanding feature of the Postal Service during the past seven years is the expansion and acceleration of all Inland Mail Services owing to the extension of the railway and road systems of the Colony. The Mail Services all show a great saving of time in transit, largely due to the use of mechanical transport instead of mail runners. The cost of carriage per weight mile has been greatly reduced, enabling a large number of services to be added with small additional cost.

The staff employed increased by 37% during the period under review, whilst the average increase of business is about 70%, showing an increase in efficiency. It is satisfactory to note that while the annual revenue of the Department increased by 59%, the annual expenditure is only 48% higher than seven years ago.

The **Post Office Savings Bank**, which made no progress for the three years following the boom in 1920, is now showing a steady increase in the amount due to depositors, thus indicating an upward movement in the thrift and prosperity of the general population. It is to be observed that whilst the number of depositors has increased, the number of illiterate depositors has decreased although the proportion is still high.

The **Engineering Branch** of the Department has been entirely re-organised, and provision made for staff and equipment to keep pace with the increasing public demand for telegraphic and telephonic communications. A comprehensive scheme for the training of an African Engineering staff has been introduced with the object of the formation of an entirely African maintenance staff.

The following figures show the growth of business since 1919:—

	1919.	1925-26.
Head Post Offices	40	56
Postal Agencies—Telegraph	20	40
Do. Non-telegraph	50	90
Staff :—		
European { Postal	18	23
{ Engineering	22	32
African { Postal	315	433
{ Engineering	42	55
Letters { Posted	2,736,928	4,081,820
{ Delivered	2,981,680	6,376,460
Parcels { Number	75,827	128,305
{ Value	£305,937	£409,992
Customs Duties collected	£48,746	£72,253
Savings Bank. { Number of depositors	5,806	7,299
{ Value of deposits.. .. .	£54,437	£60,870
Revenue (Cash)	£53,868	£85,430
Expenditure (Cash)	£80,515	£119,071

TELEGRAPH AND TELEPHONE.

	1919.	1925-26.
Telegraph Lines (Miles)	2,762	4,470
Telephone Trunk	189	1,760
Telephone Exchange Lines. Overhead. Miles	150	790
do. Underground	147	716
Exchanges	4	17
Call Offices	9	24
Trunk Calls	5,919	58,228
Rentals	£2,800	£10,594
Trunk Fees	£1,200	£7,690
Telegrams { Inland. Number.	290,218	311,960
{ Foreign	32,515	30,073
{ Wireless.	640	1,725

280. The work of the Medical and Sanitary Services and the Research Institute has already been fully described (*paragraphs 131 to 134, and 174 to 192*).

MEDICAL SERVICE
1926. In addition to the officers whom I have already mentioned for good work, I desire to bring to the notice of Honourable Members the consistently excellent work last year of Senior Nursing Sister Rigney

and Nursing Sister Le Bas ; Mr. C. J. Price, the Dispensing Instructor, and Mr. Buckner, the Assistant Radiographer at the Gold Coast Hospital.

281. During 1920 three Veterinary Officers joined the Department, Mr. Orr *vice* Mr. J. F. Hedley, Inspector of Livestock; Mr. Fulton, *vice* Veterinary Superintendent Singh; and Mr. McDonald, *vice* Captain Grealy, retired for ill-health. Mr.

VETERINARY
DEPARTMENT
1926.

J. B. K. Quansah was promoted 1st Division Veterinary Assistant, and A. G. Nutsuga, W. A. G. Richter and E. M. Engman, 2nd Division Veterinary Assistants.

Although there was an increase in the establishment of Veterinary Officers, it was only on the 29th November that one was available for the Veterinary School. From the period 2nd December, 1925, to 1st December, 1926, the Principal Veterinary Officer and Acting Principal Veterinary Officer were the only Officers available for lecturing and training the Students, and this work was carried on by them in addition to their ordinary duties. A serious shortage in the native staff for field work was also felt notwithstanding the promotion of three Students to 2nd Division Veterinary Assistants, as these were wanted for the Quarantine Station work in connection with the collection of the tax on imported livestock. This shortage necessitated great mobility on the part of the Veterinary Officers in the field when dealing with the epizootics of animal disease. Horse transport was in consequence found to be too slow and Veterinary Officers had to adopt bicycles, frequently pedalling 30 miles or so, and then having to do a hard day's work. The strain caused by transport of this nature is bound to interfere with an officer's efficiency, and great credit is due to the staff for the good work done under such circumstances. Conspicuously good work was done by Captain J. L. Stewart, M.C., B.Sc., M.R.C.V.S., while acting as Principal Veterinary Officer, especially in connection with the new buildings necessitated by the removal of Veterinary Headquarters at Tamale to the new site. Although Captain Stewart had never undertaken building operations before, he carried out the work to the entire satisfaction of all the officials concerned, and by the 31st March all animals were transferred to their new quarters. In view of their educational qualifications, the training of the African Staff has proved an uphill task, but nevertheless progress has been made in training the Veterinary Assistants. The three Students in their final year passed their examination, and were promoted and available for duty.

Mr. J. B. K. Quansah re-entered the school for a post-graduate course of a year, after which he was promoted into the 1st Division and is being given the large district of Yendi to see how he acquits himself in veterinary charge of this area. This is a trial policy, carried out by my express desire. The policy which has been adopted of withdrawing African Veterinary Assistants from field work and sending them into the school for "refresher courses" is a move in the right direction, as it fits them for better work and polishes up their knowledge.

282. Outbreaks of **Cattle Plague** have occurred throughout the year in all three Veterinary Sections. The contract for the supply of 100 litres of anti-rinder-
 CATTLE DISEASES pest serum per quarter was accepted by
 1926. the French Laboratory at Bamako. For
 the three quarters they only supplied 120
 litres, and it was this shortage, together with the belated arrivals of the different consignments, that was the principal factor in maintaining the different *foci* of the disease so long. It is owing to this that Veterinary Officers were called upon to do an extra amount of travelling in seeing that the policy—*viz.*, penning up all diseased cattle so that they cannot infect healthy cattle—was being strictly carried out. Several prosecutions under the Diseases of Animals Ordinance were instituted against owners who let out infected cattle.

The Two English bulls, Hereford and Shorthorn, have now been in the country over 5 years. The Hereford bull still maintains his antagonistic disposition; he
 VARIOUS is too heavy for the country, and there are
 ACTIVITIES OF only eight young stock, as against the 15
 VETERINARY of the Shorthorn. The issuing out of
 DEPARTMENT. half-bred bulls to the Chiefs has done good;
 some of them have sired quarter-bred stock
 as a result, and the fusion of this blood with native stock will do good in grading up the native stock in the future.

Pig Breeding is now being carried on at Tamale, Yendi, Bole, Wa, Lawra and Bawku. There are over 100 descendants of the imported Middle White breed, the majority being half and three-quarter bred. This development has been a great success, as it was in Ashanti.

The policy of issuing out pure-bred Buff Orpington and Rhode Island poultry to the Chiefs has been maintained. The districts of Bole, Wa, Lawra, Kanjarga, Navoro, Bawku, Gambaga and Yendi have been supplied. The present Headman of Kugri in the Bawku District has taken a very active interest in the breeding of half-bred poultry and in issuing these to his different sectional headmen.

The policy adopted of castrating scrub weed bulls as part of our development programme in improving the breed of native cattle has again been maintained. It is hoped gradually to eliminate this class of cattle, thus allowing only the good bulls in a herd to improve the local stock. Stock breeders have liked this policy and have allowed the Veterinary Officers a free hand.

The trade in livestock from French Territory shows an all-round increase over that done last year. There has also been a slight increase of the trade done in our local cattle, sheep and goats. Tamale Market shows signs of becoming a very important and large centre for sheep and goats. An average of 30 head leave daily by motor for Kumasi Market, the freight down being 5/- per head for 254 miles.

After careful consideration it was deemed advisable to put a small tax on imported livestock. The Regulation under the Ordinance of the Protectorate imposed fees as follows :—

TAX ON LIVESTOCK.	For each horse	5/-
	For each head of cattle (except calves)	4/-
	For each sheep or goat	6d.

Importers of livestock have not grumbled at the payment of the tax, and there has been no falling off in the number of animals imported. For the six months the scheme has been operating it has worked smoothly and has brought in a revenue of about £5,000. The total revenue estimated for collection under this tax will be about £9,000, a credit against the cost of the Veterinary Department.

The general situation as regards livestock in the Northern Territories is that, notwithstanding epizootics of cattle plague, the cattle census is increasing, and also that of all domestic livestock. This is an incentive to breeders to sell superfluous stock for cash. The situation, owing to the

good work of the officers of the Veterinary Department, and the help of the Political Officers stationed in livestock districts, has never been better, and is a vast improvement on the state of affairs in 1919. Captain Beale is to be congratulated on the successful work of his department.

283. I have already dealt at considerable length with the general subject of Education (*paragraphs 193 et seq.*).

EDUCATION DEPARTMENT IN 1926. In the Education Department itself the number of Assistant Directors of Education was increased to three, Mr. H. A. Wright being promoted to one, and Mr. T. D. Cranston to the other on the retirement of Mr. R. P. W. Mayall, after nearly twenty years' hard and conscientious work. Four new Inspectors of Schools arrived in the Colony, and efforts are being continued to fill the vacancies existing. Major Hedog Jones, Organiser of Practical Education, retired on the grounds of ill-health. His place will be taken by Mr. V. W. Wright when the latter's successor arrives at the Technical School.

I have already referred to the greatly regretted death of Mr. J. McAttram, who gave the Education Department thirty-two years of faithful service. The universal respect in which Mr. McAttram was held was shown by the very large attendance at his funeral. Early in the year the Department suffered a further loss in the death of Mr. A. Aitkin, Inspector of Schools, who had done very good work in the Trans-Volta area.

The Education Department was unusually hard-worked during 1926 owing to all the preparations that were necessary for the putting into force of the new Education Ordinance this year. Both Mr. Oman and Captain Harman are to be congratulated on the progress that has been made. The very faithful and conscientious work of Mr. J. P. Robertson, Inspector of Schools, deserves special commendation.

284. The subject of Agriculture also has been fully dealt with (*paragraphs 33 et seq.*), and I have indicated that the re-organisation of the Department is now under consideration. During the year two

AGRICULTURAL DEPARTMENT IN 1926.

out of the three members of the African Superintending Staff, Mr. Brew and Mr. Alexis, retired, owing to ill-health. Mr. Brew, who started his career in the Government Service as a learner in the Posts and Telegraphs Department in 1896 and in

the following year was transferred to the Agricultural Department, did long and honourable service. He was the first African to be appointed to the European post of Assistant Superintendent in 1922. He will long be remembered for the good work he did in the Eastern Province.

A careful watch is being kept on the junior members of the African Staff with a view to the selection of those suitable for promotion to the Senior Service. This question will be fully dealt with by the Committee which will shortly consider the re-organisation of departmental work. **The whole subject of Agricultural Training requires overhauling**, the main object to be kept in view being a clear avenue of promotion for those who show themselves qualified by good work and by professional knowledge and character. **The Agricultural and Forestry Training Centre at Kumasi** certainly requires extension and re-organisation, although I cannot speak sufficiently highly of the fine work done by Mr. Hunter at the present School. In any re-organisation of the School far greater attention should be paid to its co-ordination with Achimota and with the Trinidad Agricultural College.

285. The total value of the minerals produced and exported from the Colony and Ashanti during 1926 amounted to £1,895,299 sterling (*paragraphs 22 et seq.*).

Gold production has for some years maintained a monotonously low level, while both manganese and diamonds present steep upward curves. The mine owned by the Ashanti Goldfields Corporation at Obuasi produces very nearly as much gold as all the others together, indeed in December it produced more. The other mines are just holding their own; but the Prestea property has been compelled to stop production pending complete reconditioning of the mine. One extremely promising prospect near Oda, owned by the Effuenta Company, has belied its surface richness and has been abandoned. None of the other smaller mines have, as yet, reached the stage of successful working, and it will be some time before they will be in a position to assist in increasing materially the gold production of the Colony

THE MINES
DEPARTMENT
IN 1926.

There is no doubt that in the near future there will be active competition in the manganese industry owing to the opening up of extensive deposits in other parts of the world ; but the Gold Coast mines, owing to the manganese being the best mineral grade on the market, need not fear this competition, thanks to its position on the railway and the near date of the opening of Takoradi Harbour.

Probably the most prosperous section of the local mineral industry at present is diamond mining. The increase in production every year has been remarkable. In the first year (1920), diamonds to the average daily value of £1 were exported, and last year the average daily export rose to close on £1,000 by the 31st of December.

With regard to labour, for surface work the local labour is ample ; but for the unpopular underground work there is still a shortage. This is mitigated to a certain, but at present inadequate, extent by a small but definite immigration of voluntary labour from the Northern and French Territories. A factor which will gradually relieve the labour situation is the extension of the use of jack hammers for rock drilling. The saving in man-power is already appreciable—especially in the mines worked by the **Tarquah and Abooso Consolidated**—and will increase as the use of jack hammers is extended. Except for 27 boys imported from Liberia by Prestea Block A (under the Gold Coast Explorers) early in the year, no indentured labour is employed and no attempt at recruiting outside the Colony has been made.

Despite the fact that the Mining Health Areas have not yet been gazetted, the Medical Officer of Health reports in satisfactory and almost enthusiastic terms of the willing assistance he has had without exception from the mine authorities in carrying out the provisions of the Ordinance ; while the mine managers have expressed their appreciation of the tact and courtesy invariably exercised by Dr. **Howells**, Medical Officer of Health, in the discharge of his inspection duties. The net result has been that the work has been done with the minimum of friction. I doubt if any similar areas in any Colony have received such thorough attention as the Mining Villages, or if any class of boys are more carefully looked after than the mines' employees.

There were 14 fatal accidents in 1926 involving 15 deaths. This is an improvement on 1925, when there were 19 accidents involving 25 deaths. 109 inspections were made by Officers of the Department ; it is due to their constant care and vigilance in administering the Mining Regulations, in conjunction with the Mine Authorities, that the death-rate from accidents is kept commendably low, despite the fact that the Department is working one Officer short of establishment.

I congratulate Mr. W. F. Holmes, the Secretary for Mines Captain R. P. Wild, Inspector of Mines, and Mr. P. V. R. Bray, Inspector of Machinery, on the excellent work done last year. The Department is really under-staffed, but on the other hand, the present state of the mining industry would not justify an additional Inspector. Should many other mines open up, the staff would have to be strengthened, as at present each officer in turn has to carry out his own duties and those of the man on leave. Mr. Holmes has been so loyally supported by his small staff that the efficiency of his Department has not suffered by its deficiency in numbers.

286. Again, as in the past, the Geological Survey has done valuable work. It is really astonishing how Sir A. E.

GEOLOGICAL
SURVEY
1926.

Kitson and his officers succeed in carrying out their highly scientific work in view of the very great amount of travelling required. I do not believe that what they have done in the Gold Coast in the past seven years could have been done unless their tours had been limited to eight months ; and they had been given an opportunity of office work in England during the remainder of each year. His Majesty's recognition of the value of the work done by Sir A. E. Kitson, in creating him a Knight Bachelor, is proof of the great importance of Geology to this country.

During the year under review there was no serious shortage of establishment, but the general work of the Geological Survey has increased so much that it was found impossible to do all the research work and examinations of the specimens that were desirable. Major N. R. Junner, M.C., who will assume the Directorship of the Geological Survey of Sierra Leone in May, conducted an examination of certain portions of that country during the year. This was a good example of the successful co-operation between the Gold Coast and Sierra Leone which has been practised for some time past, and resulted in several very important discoveries of large deposits of high grade iron ore and promising occurrences of some valuable minerals.

In the beginning of the year field work was wholly in the Northern Territories in connection with the proposed extension of the railway. Three parties were operating there. The Director's party, after making a traverse from Kintampo northwards through the middle of the Territories west of the White Volta, reached Sandema, south-west of Navoro. Thence it went eastward and southward through the Zuaragu, Gambaga and Tamale districts to Daboiya and Tamale. Mr. Cooper, after crossing near the confluence of the Black and White Voltas, continued his work to Savelugu and the White Volta, west of Tamale. Mr. Whitelaw, after examining the country west and north-west of Kintampo, crossed the Black Volta and examined an area between it and the White Volta.

During the recess in England the staff were occupied with the treatment of specimens collected by them, including microscopical examinations of the rocks, the London office work being, as usual, ably conducted by Mr. W. T. James, Superintendent of Records.

On the return of the party to the Gold Coast much good work was done in the Northern Territories, on the geological map of the country in the Kumasi and Wenchi Districts of Ashanti, the survey of the Obuasi auriferous belt, the examinations of the Adjah Bippo, Taquah and Abbontiakoon Mines at the request of the Managers, and the compiling of the geological map of the Colony.

The field work of 1926-27 has resulted in the discovery of several minerals of varying importance. Three deposits of manganese ore were found in the Northern Territories, but up to the present these are not considered of economic importance, except that they confirm Sir Albert Kitson's views that other manganese deposits will shortly be found. Prospects of gold were obtained between Brumasi and Insu in the Colony, and east of Zuaragu in the Northern Territories. Platinum was found in small quantities at Mamkwadi near Winneba, and on the line of the Central Province Railway. The occurrence of this valuable mineral at Mamkwadi is reported to be well worthy of further investigation. Large deposits of barite were found in the White Volta River about three miles above Daboiya. This mineral, which is used for various industrial purposes, may yet prove to be of economic value.

GEOLOGICAL
DISCOVERIES
IN 1926.

Patches of fair to good limestone were observed at several places along the Black Volta and in the country north-west of Kintampo. The extensive deposits of good LIMESTONE. limestone found in 1916 between Bwipe and Morno, were examined and proved to extend over a large area. These deposits are in and near the Black Volta River, and lime burnt from them should be cheaply obtainable by river transport with canoes or barges, and thus be available for use on the railway northward. In this connection I concur with Sir A. Kitson's view that it is desirable that at least one Foreman in the Public Works Department should be experienced in building kilns and burning lime properly. There are several important deposits of limestone awaiting bulk tests to be made of the material.

Many measurements of the Black and White Volta Rivers and other streams were made for the purpose of ascertaining their flow in the dry season, and much WATER-POWER. useful information was obtained. The Director reports that there is no doubt of the potential value of the Black Volta for hydro-electric power, if dammed at the Boie Gorge as already indicated in Bulletin No. 1 of the Geological Survey; and of some of the others for power or irrigation purposes after being dammed.

The bulk tests of 30 tons of bauxite from Mount Ejuanema and Sefwi were completed by the British Aluminium Company, and proved the massive bauxite to be BAUXITE. highly satisfactory. The nature of the result is evidenced by the fact that a representative of the Company came to the Colony in December and is now engaged upon an exhaustive examination. As two representatives of the Canadian Aluminium Company have also come to the Colony for the purpose of examining the deposits, it seems likely that something will soon be done towards the development of these valuable deposits.

287. During this period two important International Meetings were held; the Fourteenth International Geological GEOLOGICAL CONFERENCES AND MEETINGS. Congress at Madrid in May-June, 1926; and the Second World-Power Conference, Sectional Meeting at Bale, Switzerland, August-September, 1926. As delegate and representative respectively from the Gold Coast, Sir A. Kitson took a leading part in both meetings. The Gold Coast representation at these meetings has been the means

of bringing the Colony under the notice of many leading geologists and engineers of the world, and has led to numerous enquiries about its resources, and requests for exchange of publications.

Another illustrated lecture on the Mineral and Water-Power Resources of the Gold Coast was given by the Director in London in September, 1926, before a large audience representing mining and finance.

288. During the spring of 1926 a training and manoeuvre camp was held at Bwe. This was the largest camp of its kind that has been held during the last sixteen years. Previously at Bwe and elsewhere small company camps had been formed, but on this occasion one large central camp was made, with European lines, Native Barracks parade ground and two rifle ranges. Eight hundred people were moved to this camp, and were maintained there for over three months. The troops moved to and from Bwe in three separate columns, two of which had to march about 160 miles to reach the camp. I congratulate the Commanding Officer on the fact that neither at the camp, nor on the march to and from it, was there one single complaint by civilians against the behaviour of the troops.

In 1925 the Inspector-General, West African Frontier Force, reported that "the standard of training in the Gold Coast Regiment compares favourably with any other unit in the West African Frontier Force"; and in 1926 reported that "the standard of training had been well maintained."

During the year Major **N. P. Shand**, M.C., was appointed Second-in-Command; and the following officers did exceptionally good work:—Captain and Adjutant **D. S. Marchant**, M.C., Captain and Quartermaster **C. R. Smith**, Brevet-Major **B.R. French**, D.S.O., Captain **F. C. Prickett**, O.B.E., M.C., Captain **C. E. Hamilton**, and Captain **G. H. Wateridge**. I should like to compliment Bandmaster **T. A. Medhurst** on the proficiency of the Band of the Regiment.

I congratulate Lieutenant-Colonel **I. H. Macdonell**, D.S.O., on the efficiency of his command. The Gold Coast Regiment continues to maintain the high reputation which it won in Togoland, the Cameroons, and East Africa during the war of 1914-18.

289. I have already (*paragraph 61*) alluded to the formation of the "Local Defence Force" and the re-organisation of the Gold Coast Volunteers. In the last-named force great credit is due for the manner in which Captain A. Johnson, the Acting Adjutant, has increased efficiency and introduced up-to-date methods. There are signs of the beginning of a strong *esprit-de-corps* in the Volunteers. In Accra the strength is three officers and 175 other ranks, and in Cape Coast two officers and about 250 other ranks. At Accra drills and route marches and musketry were carried out throughout the year and were well attended. There was a noticeable improvement in the men's drill and general bearing, and they formed a very smart guard of honour at the opening of Achimota College in January. The efficiency of the Cape Coast Company is not very good, and I hope will in due course be improved under the new re-organisation. This will take place during the year (1927) when it is intended to deal first of all with the Accra Company, then with the Cape Coast Company, and then with the Volunteers at Sekondi and at other places on the railway. As each unit is tackled in turn it will be converted into a Territorial Force, and none but those who have proved themselves efficient in the Volunteers during the past year will be accepted for the new force. The conditions of the new Territorial Force have been made more attractive; but the main object will be to secure efficiency and not numbers. This object will be strictly carried out.

290. The Gold Coast Police has been maintained in a high state of efficiency and up to authorised establishment during the year. Vacancies amongst the junior ranks can now be easily filled and the force presents a more popular career for the young African than was the case in past years. Very much improved quarters for the men have been provided at many stations, and a definite building programme for permanent Police Barracks and Offices is being carried out in Accra and the provinces.

There has been a considerable increase in the duties of the Force owing to the opening up of new roads and the general progress and development of the Colony. The Immigration Restriction Ordinance, Diamond Mining Protection Ordinance, and other new laws and ordinances, have all meant additional work. An important duty of the Police is the regulation of traffic, and it is satisfactory to record that during the year under

review lorry and car owners, and the public in general, have done more to help to carry out the provisions of the Motor Traffic Ordinance than in the early days of these regulations. The amount collected by the Police in motor licence fees for the year exceeds £25,000, and fines inflicted by Courts for motor offences amount to approximately £6,000. The increase in motor traffic indicated by these figures means improved police supervision.

Crime generally is well in hand and no appreciable increase is reported, but more Police will be required as certain districts are opened up in the future. This will mean a small annual increase in the strength of the Force for several years to come.

In August, 1925, the French authorities at Lome applied for the extradition of an escaped prisoner, Adoglo Amuzu *alias* Gabo Amuzu. This man was wanted on a charge of murder and was described by the French as a very dangerous criminal. The convict at this time was serving a sentence of imprisonment in Keta prison on a charge of stealing committed in this Colony. In order to avoid any possibility of his escaping, he was transferred to Accra and placed under special supervision in Ussher Fort Prison. In due course the prisoner was brought before the Police Magistrate, Accra, and extradition was granted. While awaiting the expiration of the statutory period of fifteen days, which had to elapse prior to his return to French territory, the convict escaped from Ussher Fort Prison in January, 1926. Every effort was made to effect his re-arrest, but notwithstanding the great publicity given to the escape, and the offering of a reward of £20, the Police were unsuccessful in tracing him.

In August information was received to the effect that Adoglo was living in the Keta district, and on the 28th September the Police located the criminal, and a large gang which he had collected round him at the village of Dsodje ; but owing to the nature of the country, and the great influence and terror which this criminal inspired, he evaded capture until the 16th October, when, in the fight attending his arrest, he was wounded and subsequently died.

During the attempts at the arrest of this criminal and his gang, one of his brothers committed suicide by shooting himself, two women, one of whom was Adoglo's mother, and one man were killed, and one Police Constable and three other persons were wounded. The Police have in custody nineteen persons charged with harbouring criminals and Adoglo's brother, Atchicho, charged with resisting arrest.

The breaking up of this gang of dangerous criminals was effected by the courage and devotion to duty of Captain **H. P. Dixon**, District Commissioner, Keta ; Dr. **McCrae**, Medical Officer, Keta ; Mr. **Piegrome**, Commissioner of Police ; and the detachment of Police under his command. Working in conjunction with these were **Fia Djoku** of Dsodje, **Chief Dse** of Penyi, **Chiefs Dey and Agbedor** of Dsodje and their subjects, all of whom gave the greatest assistance possible. In recognition of their splendid services to the community, I have approved of awards amounting to £156 being paid to the Chiefs and those of their subjects who took an active part in disorganising this band of desperate criminals.

There have been no other exceptional riots or disturbances throughout the Colony and Ashanti during the year. Faction fights have occurred, usually resulting in a number of fines which were invariably paid.

A well-earned honour has come to the Force in the award of the African Police Medal to Senior Superintendent **Alheri Grumah**. This officer joined the old Hausa Force in 1883 and has served continuously in the Constabulary, Gold Coast Regiment and Police for over 43 years. He has an enviable record.

Meritorious work was done by the large majority of Police Commissioners throughout the year, and the names of Mr. **V.E. R. de Carteret**, Mr. **A. P. Taylor**, M.C., Major **F. L. Hamilton** M.C., Mr. **E. F. L. Penno** (Ashanti) and Mr. **W. H. Simmons**, are specially mentioned for loyal and zealous service.

I wish to congratulate Lieutenant-Colonel **H. W. M. Bamford**, O.B.E., M.C., the Inspector-General of Police, for the high state of efficiency to which he has brought the Police Force since he first took it over in 1924.

291. The Prisons Department is one which, since its re-organisation by Captain **C. E. Cookson** in 1920, has steadily increased in efficiency. Until the arrival of Captain **R. L. Hancock** on the 1st September, 1926, Lieutenant-Colonel **A. D. Cameron**, D.S.O., M.C., of the Northern Territories Political Service, acted as Director of Prisons during the year. Lieutenant-Colonel Cameron did exceptionally good

work, and even during his short administration of the Department the efficiency of the Warders and the economical working of the prisons were greatly improved.

Training courses for Warders have been held during the year with marked success; but no suitably qualified African candidates have yet been found for appointment to European posts. Owing to the large amount of industrial training carried out in the prisons it is desirable that the Prison Superintendents should, besides possessing a good education, also understand technical training, and I do not foresee that men of the right type will be forthcoming until Achimota has had time to take effect. Especially good work was done by Principal Warder **C. A. Saforo**, Chief Warder **G. W. Davies**, First Class Warder **Sarku Moshie** Chief Clerk Mr. **K. Kameron Sackey**, and 1st Class Trade Instructor **J. G. Hoffman** have had the honour of being awarded the Gold Coast Certificate of Honour and Badge.

The chief object of the Gold Coast prisons of to-day is reform rather than punishment; and, although there have naturally been great difficulties to overcome, progress on the whole has been excellent during the past seven years.

PRISON TRAINING
IN 1926. The chief way in which it is hoped to secure the reform of prisoners is through trade training, and in this respect all our Technical Instructors have done excellent work, notably Mr. **J. T. Mills**. A proof of the efficiency of the training given is that during 1926 42 prisoners who entered unskilled were discharged as qualified to earn an honest living in a trade. The workshops both at Accra and Sekondi are very good indeed, and in due course it is hoped to make the Kumasi Prison equally good. In my opinion the removal of the last-named prison from its present site is desirable, and its reconstruction during their trade training by the prisoners in a situation that will adapt itself to agriculture is now under consideration. During the year the prisons of the Northern Territories came under the administration of the Prisons Department, and it is hoped that industrial training will be fully developed at Tamale in due course. With the steady improvement in communications which has been effected in the past few years, it is now desirable that many of the prisons, hitherto under the direct control of Political Officers, should come more directly under the Director of Prisons; and steps to secure this object have been taken.

292. I have already described (*paragraphs 150 to 153*) the general work of the Survey Department and the parties temporarily belonging to it in the past seven years. The chief event of 1926 was naturally the departure of Lieutenant-Colonel R. H. Rowe, D.S.O., M.C., on appointment as Commissioner of Lands, Nigeria. Lieutenant-Colonel Rowe was Surveyor-General from October, 1920, to October, 1926, retiring from the Army in the last-named year to take up the permanent appointment. The organisation and high state of efficiency of the Department are well known and have received the praise of the Secretary of State. Without belittling in any way the loyal support given by the staff to Lieutenant-Colonel Rowe, this country entirely owes its possession of a Survey Department second to none, to our late Surveyor-General; and I have great pleasure in once again bringing his invaluable services to the notice of this Council.

The main work of the Department during the period under review can be classified under the following heads:—

Topographical; Cadastral; Headquarters and Printing; Lands Branch; Special Rigid Framework; Survey of Boundaries of Forest Reserves; International Boundaries; Survey School.

In the **Topographical Branch** work was somewhat curtailed owing to the secondment of part of the personnel to the International Boundary Surveys. The main portion of the Colony in which commercial development is taking or is likely to take place has, however, already been surveyed so that it is considered that the immediate purpose of the topographical survey has to a large extent been achieved. Work during the period under review has been concentrated on the following standard sheets:—

Prampram, Akuse, Dsoje, and Ada—all completed in June, 1926.

Ho, Kintampo, Banda, Navoro, and Tumu—work now in hand.

In the Cadastral Branch the **town surveys** of Nsawam and Dunkwa were completed and a good start made on that of Cape Coast. Sekondi will, it is expected, be completed

about May, 1927. The towns surveyed since 1920, on a large scale, up to date are as follows: Accra, Kumasi, Koforidua, Keta, Nsawam, Dunkwa, Oda; and Sekondi and Cape Coast in hand.

There are numbers of other towns (*e.g.* Saltpond, Winneba, Elmina, Akuse, Axim, etc.) requiring survey, but with the present limited staff these cannot be undertaken at present. A considerable amount of work has been done during the year on the lay-outs for towns on the Central Province Railway, particularly at Twifu, Foso, Oda and Wenchi. In Ashanti the most important work was the surveys of Government land, necessitated by the passing in 1925 of an Ordinance which compelled the Department to undertake a very big programme in Ashanti. Good progress has been made in this but much remains to be done. The most important surveys completed so far are the Government station sites at Juaso, Mampong, Sunyani, Kintampo, Wenchi and Goaso.

Numerous surveys have been carried out in connection with land questions in the Colony; and the plans of thirteen concessions, surveyed by Licensed Surveyors, have been submitted to the Department for check and these have now been passed.

Demands on the **printing branch** have steadily increased. The most important maps published during the year have been the new layered map and the new wall map. The necessity for the latter has existed for some time owing to the extension of the road and railway systems and also the revised spellings of place names. Apart from the general map work, the printing branch has turned out a large number of diagrams and charts for annual reports and other publications required by different Government Departments. In addition, nine sheets of the **Freetown Town Survey** have been printed for the Colony of Sierra Leone and six proofs of the first sheets of the **Sierra Leone Topographical Survey** have been printed and sent for correction and revision to that Colony. Revised proofs of a new **Wall Map of Sierra Leone**, similar to the Wall Map of the Gold Coast, have also been prepared and sent for correction. 90,750 copies of Gold Coast Maps and 2,800 of Sierra Leone Maps were printed.

As an example of the varied work done by the Survey Printing Branch, the following table is of interest:—

Maps. Copies printed	6,650
Town plans. Copies printed	650
Departmental forms, etc.	12,200
Map covers	4,300
Gold Coast Review. Maps for	3,500
His Excellency's Annual Address. Maps and Diagrams for	4,200
Charts, Maps and Diagrams for Departmental Reports, etc.	15,150
Work for Education Department and Achimota. Maps and forms, etc.	32,500
Posters	500
Prince of Wales's Book and Colonial Office List— Maps for	11,100
	90,750

All of the above figures are for the period April 1st, 1926, to January 31st, 1927—*i.e.*, for ten months only.

The work in the Lands Branch also shows a steady increase and it has been decided that this branch will become a separate Department next year, with an

LANDS BRANCH. increased establishment. In the period April 1st, 1926, to December 31st, 1926, the branch dealt with fifty-one acquisitions of Government land and, in addition, a large amount of other work in connection with the leasing of Government land was carried out. A Committee appointed to enquire into conditions at Adabraka took up a considerable portion of Mr. W. L. Shepley-Taylor's time during the latter part of the year. At the beginning of the year two extra Assistant Commissioners of Lands were authorised and applied for, but these have failed to materialise. The lack of them has been greatly felt and it will not be possible to take over the present Registry of Deeds in Accra, as is proposed, until one of these new officers is available.

The work of the Special Framework, Forest Reserve, and International Boundary Parties has already been dealt with (*paragraphs 150 to 153*).

293. In the Survey School a batch of six pupils passed out as Surveyors during the year. The usual examination for entrance to the school was held in SURVEY SCHOOL. November. In previous years pupils have been paid from the day on which they enter the school but this year it was decided that this payment should

no longer be continued, and, although they would get free tuition and free issue of uniform, they would have to provide money for their own subsistence. This change of policy had a very decided effect on the numbers entering. In 1925 250 candidates sat for the entrance examination but in 1926 this number was reduced to 26. Of these, ten were considered to come up to a standard sufficiently high to be worth taking on and places consequently were offered to this number. When it came to reporting, however, only four candidates presented themselves, the majority of the remainder writing to say that they could not afford to go to the school without some sort of subsistence. The standard of the successful candidates at the examination was not as good as in previous years.

The following are some statistics concerning **the number of students trained at the school from the time of its opening in 1921 to the end of December 1926** :—

Total number " Passed Out "	..	..	25
Number now in training	..	..	26
Number Transferred to other Departments	..	13	
Number dismissed	..	..	29
Invalided	..	..	1
<hr/>			
Total number entering school since 1921	..	94	
<hr/>			

As regards the filling by Africans of appointments previously held by Europeans, it has not been possible to make any promotion of this nature during the EUROPEAN SURVEY APPOINTMENTS FILLED BY AFRICANS. year as no Africans of sufficient experience and education have been available. The two Africans, Messrs. K. Asante and A. A. Young, already promoted to fill such vacancies, have continued to do good work. The desirability of filling vacancies of this kind by Africans is a point that is ever kept in view in the Department and the only reason why it has not been possible to do more is that the African Staff of the Department is, as a general rule, still very young and comes to us, in the first place, with nothing more than the elements of a primary education, there being no means at present of getting boys with anything approximating to a good secondary education at home.

294. In addition to the officers already mentioned (*paragraph 151*), exceptionally good work was done during 1926 by Mr. Shepley-Taylor of the Lands Branch; Captain S. C.

Saward, M.C., M.M., who was in charge of the Cadastral Branch during the greater part of the year; and by **Mr. P. G. Macdonald** at headquarters. Amongst the African Staff the following have specially distinguished themselves:—**W. J. D. Owoo** and **F. H. Simpson**, Second Division Surveyors, and **R. E. D. Quartey**, African Lithographer.

295. In 1926 the Northern Territories Constabulary continued to maintain a high state of efficiency. The manner in which the personnel of the force carried out their multifarious duties is proof of this; and I congratulate Captain **J. Massie**, the Commandant, and his officers on the excellent work they have done. The following members of the Constabulary did especially good work during 1926:—Orderly Room Clerk **S. L. Lomotey**, Regimental Sergeant-Major **Amadu Fulani**, D.C.M., and Sergeant **Issa Kanjarga**.

296. With the exception of some regrettable mismanagement at Kumasi during 1926, during the absence of the Chief Transport Officer on leave, an occurrence which is at present the subject of enquiry, the Transport Department in 1926 continued to improve and did some excellent work. The exact figures of the tonnage handled in 1926-27 are not yet available, but will considerably exceed the figures of the preceding year. Much extra-departmental work was done by the officers of the Department, including the collection of information for a new edition of the Gold Coast Road Guide, the issue of certificates of competency to motor drivers, and the conducting of tests of lorry engine governors. I congratulate **Mr. R. Nichols**, the Chief Transport Officer, on the efficiency of his Department. He was ably supported by **Mr. A. H. Cruickshank**, **Captain E. Doole**, R.E., and **Captain W. T. C. Riley**, Engineer Transport Officers.

297. The great amount of work which the Public Works Department has carried out in the past seven years can be realised by the description I have given of the development of the Gold Coast since 1919 (*paras. 66 et seq.*). Apart from the actual cost of the Department itself expenditure on maintenance and new public works (Heads XXXVII, XXXVIII, and XLI of the Estimates) rose steadily from £138,000 in 1919 to £1,150,000 in 1926-27.

The percentage of the cost of the Staff to the value of the work done—a sign of efficiency in organisation—fell from 42 per centum in 1919 to 17 per centum in each of the last three years. The percentage in 1919 was unduly high owing to the pause between the periods of war economy and intensive development that occurred in that year.

A staff percentage of 17 *per centum* may be considered as satisfactory in a country where a staff considerably higher than that actually needed for ordinary relief purposes is necessary. It is also difficult to keep the percentage down owing to the frequent and long periods of leave on full pay, and the fact that Government also pays passages to and from the country. From a comparison of the Annual Reports of five of the principal Crown Colonies in various parts of the world, I find that the average percentage is 19 *per centum*. In the Gold Coast we are therefore slightly below the average, although in several of the other Colonies long tours are done and passages to and from leave are not always paid by the Governments concerned. Our percentage of 17 *per centum* is a proof of the efficiency which the Public Works Department has attained; and also of the large amount of work done in training the junior engineers by the senior members of the Department.

298. The Public Works Department has done valuable work in training Africans for the junior appointments.

TRAINING IN
THE P.W.D.

The Department has even gone so far as to endeavour to train an Assistant Engineer, but no real progress can yet be made in professional training of this nature for the reasons pointed out in my remarks on the Technical School at Accra (*para. 220*).

The training of Road Overseers, of whom 27 have been appointed and 45 were still under training at the commencement of the year, has been most successful. In 1920 the whole of the work of road maintenance was carried out by direct European supervision, requiring the constant attention of 10 European Foremen of Works to 539 miles of road. To-day the same number of European Foremen are not only looking after the maintenance of 1,531 miles of road but are doing a large amount of other work as well.

ROAD
OVERSEERS.

In other branches of the Department "Leading Artisans" have been trained in various trades, and although success in this direction has not been so marked as in the case of Road Overseers, the increasing demands of maintenance have thereby been met. A large number of painters have been trained and sent to outstations to take charge of painting gangs. The quality of the work has improved greatly, although not yet quite up to European standard. A great deal of credit is due to the care with which many of the European Foremen of Works have encouraged and trained their men to improve the quality of their work.

In the Drawing Offices classes for the training of Student, Architectural, and Engineering Draughtsmen and Quantity Surveyors have been started; and, although the educational qualifications of the students seriously handicap progress, definite success has been achieved, and at any rate an opportunity has been given to the young Africans. Altogether in the Public Works Department to-day ten Africans are filling appointments for which otherwise Europeans would have had to be engaged at considerable extra cost.

299. The routine work of the Department has been carried out satisfactorily during the year. Indeed, in spite of the steadily increasing amount of work entailed by the Development Programme, maintenance work has steadily improved in the past seven years. Both in public buildings and in roads, maintenance work has enormously increased, and this increase is steadily going on in the branches of the Department charged with water supplies and electric lighting.

I have already paid a tribute to the very good services which Mr. E. H. D. Nicolls, O.B.E., has rendered to the Government in the past seven years, and have also brought to the notice of this Council the names of a number of his officers who have done especially good work (*paragraph 75*). In addition to those already mentioned Mr. S. Gifford, Provincial Engineer, has done consistently good work in the Central Province, Mr. Holland at Achimota, and Mr. Kitchener in the Northern Territories. In the year now closing the following officers have done exceptionally good work:—Mr. Watts and Mr. Coveney in Kumasi; Mr. Hinton and Mr. Quinlan in the

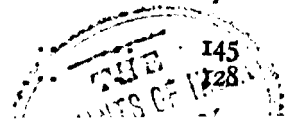
Mechanical Branch; Mr. **Cooper**, Captain **Reid**, and Mr. **Morley** in the Drawing Office; Mr. **Dean** and Mr. **Logan** in the Accounting and Stores Branch; Inspectors of Works **Harvey**, **Harding**, **Bradfield**, **Simpson**, **Bailey**, **Millbank**, **Snowdon**, **Wood** and **Bannister**; Sub-Assistant Accountant **Sackey** at Cape Coast, and Road Overseer **Hudson** in the Western Province.

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