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COLONIAL REPORTS

Gold Coast

1951

LONDON: HER MAJESTY'S STATIONERY OFFICE
1952

FIVE SHILLINGS NET



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PART I

Outstanding Events of the Year

POLITICAL DEVELOPMENTS

THE year 1951 was an important landmark in the political and constitutional development of the Gold Coast. The new constitution came into force and by the end of the year was seen to be working remarkably smoothly and effectively in spite of the contention of some politicians that it does not go far enough towards self-government. The new Executive Council which contains eight African Representative Ministers appointed from the Legislative Assembly is in effective control of the formulation of policy. The Ministers, shortly after taking over their portfolios, were presenting and defending their estimates in the Assembly and soon after that they proceeded to revise the draft development plan. A considerable measure of collective responsibility has been achieved within the Executive Council.

The new members of the Assembly had by the end of the year become familiar with the Assembly's procedure which largely follows British Parliamentary practice. One political party has built up an organisation and consequently attained an important position both in the country and in the Legislative Assembly; from it most of the Representative Members of the Executive Council have been drawn. In the Assembly when divisions have been taken this party has been able to secure a sufficient measure of party discipline to ensure that major Government measures are carried. The Opposition has not yet organised itself on a regular footing but has shown itself capable on occasions of pressing the Government hard.

The first step in introducing the new constitution was the publication in January of the Electoral Regulations. Then followed the various stages of the elections—which are described in some detail in Appendix I. These were completed in February. A number of representatives of the Press in the United Kingdom and elsewhere came to the Gold Coast to cover the elections and the introduction of the new constitution received wide publicity throughout the world.

Only one political party—the Convention People's Party—had built up an effective party organisation, with the result that it won 34 of the 38 seats which were contested on a party basis. Another party won three seats and the other seats went to persons without party affiliations. The first problem which had to be faced was that of the Chairman of the Convention People's Party and a number of his followers who were at that time serving prison sentences. The Party's Chairman—Dr. Kwame Nkrumah—who was returned in the elections as first municipal member for Accra, had been convicted of inciting an illegal strike and sedition and was then in Ussher Fort Prison in Accra. The

Governor as an act of clemency remitted the remainder of his sentence of imprisonment and he was able to take his seat when the Assembly opened. A number of his supporters who had been convicted of similar offences were released at the same time.

All the members of the new Legislative Assembly were present when its first meeting opened on 20th February. This was a purely formal sitting for the election of a Speaker and a Deputy Speaker. The Speaker elected was from outside the Assembly—the Hon. E. C. Quist, O.B.E., who had been Speaker of the former Legislative Council.

During the days that followed, the Governor held discussions with the leaders of the various groups in the Assembly and, in particular, with Dr. Nkrumah whose advice was sought on the choice of Ministers. When the Assembly met again on 26th February each name in the Governor's list of persons proposed as Representative Members of the Executive Council was approved in the Assembly by secret ballot. Of the eight Representative Ministers, six are members of the Convention People's Party. On the following day Dr. Nkrumah was elected by the Executive Council to be Leader of Government Business and the Assembly was adjourned for six weeks to enable the new Ministers to take up the reins of office and for the new members of the Assembly to study the draft budget.

Although there were minor re-arrangements of portfolios during the year the Representative Members of the Executive Council remained unchanged. The Ministers, and the portfolios they held at the end of the year, are as follows :

- the Hon. R. H. Saloway, C.M.G., C.I.E., O.B.E., (*exofficio* Minister)—Defence and External Affairs ;
- the Hon. Dr. Kwame Nkrumah—Leader of Government Business ;
- the Hon. P. F. Branigan, K.C. (*exofficio* Minister)—Justice ;
- the Hon. R. P. Armitage, C.M.G., M.B.E., (*ex-officio* Minister)—Finance ;
- the Hon. K. A. Gbedemah—Health and Labour ;
- the Hon. A. Casely Hayford—Agriculture and Natural Resources ;
- the Hon. Kojo Botsio—Education and Social Welfare ;
- the Hon. E. O. Asafu-Adjaye—Local Government ;
- the Hon. J. A. Braimah—Communications and Works ;
- the Hon. T. Hutton-Mills—Commerce, Industry and Mines ;
- the Hon. Dr. Ansah Koi, M.R.C.S., L.R.C.P.—Housing and Town and Country Planning.

Thereafter the Legislative Assembly held four meetings during the year, each dealing with a programme of considerable importance. The first dealt with the budget, the second with the Development Plan, and the last debated the new Local Government Bill.

The Local Government Bill, now passed into law, is designed to revise completely the system of local government throughout the Gold Coast with the exception of the five principal towns, for which there is and will continue to be separate legislation. The Ordinance is both

comprehensive and detailed and it has proved possible to assimilate almost entirely in the Ordinance the local government bodies for the Colony, Ashanti and the Northern Territories. Its main feature is the provision of two levels of local government body—District Councils and Local, in some cases Urban, Councils whose membership will in each case be in the proportion of two-thirds elected by universal suffrage and one-third appointed by traditional bodies. Careful enquiries were being held at the end of the year in the area of each new local government body to ascertain whether the proposals are acceptable to the people of the area.

It has been decided not to set up regional administrations with representative institutions as recommended by Sir Sydney Phillipson in his report, which contained a valuable and detailed survey of federalism and regional institutions and their suitability for the Gold Coast. The regional organs of government will consist only of officials. The Northern Territories Council will, however, continue in being, retaining its advisory character, and the new region to consist of the Southern Section of Togoland and the Trans-Volta area of the Colony will have an elected Council with similar functions. The Joint Provincial Council and Asanteman Council will continue as electoral colleges and as advisory bodies in the Colony (less the Trans-Volta area) and Ashanti. The rest of the Colony is likely to be further divided into two regions at a later date.

Activity in the political field has not however been confined to the study of future regional and local government machinery. Commissions have also investigated and reported on the structure, organisation and remuneration of the Civil Service ; the Police Services ; and the system of Native Courts. The reports of these Commissions will receive detailed consideration in 1952.

ECONOMIC AND SOCIAL DEVELOPMENTS

The Legislative Assembly at its August meeting gave approval to the Development Plan. Summarising the broad financial aspects of this plan it has been provisionally estimated that a total capital expenditure will be required as follows :

	£
For economic and productive services	12,444,000
For communications	26,110,000
For social services	24,542,000
For common services and general administration	10,896,000
	<hr/>
	£73,992,000

These figures include no provision for any part of the Volta River Project. This vast project which contemplates a barrage across the Volta, a hydro-electric plant, a factory for the reduction of bauxite to aluminium, a new harbour and extensions to the country's railway

system continued to receive detailed attention during the year. It can now be considered that the project is feasible but no conclusion had been reached by the end of the year as to how it could be financed or on the likely return on capital invested. It has been decided that traffic will in any event justify the construction of a harbour in the eastern part of the Gold Coast. A site at Tema, 15 miles East of Accra, has been selected and the harbour will be designed to provide, initially, berths for four ships.

Trade continued to expand and Government revenue remained buoyant in 1951. The price of cocoa to the farmer rose at the beginning of the 1951-52 season from nearly £131 to nearly £150 a ton. World prices for cocoa remained high and the Cocoa Marketing Board's surplus resulting from the operations of the 1950-51 season amounted to over £20 million. Cocoa has now been subjected to a heavy export duty which is graduated so as to rise with an increase in the selling price. Most of the proceeds of the increase in duty are to be placed in special funds earmarked for development. The membership of the Cocoa Marketing Board was revised during the year and more control over the activities of the Board was given to the Minister of Commerce, Industry and Mines.

The compulsory cutting out of cocoa-trees infected with swollen shoot disease has been stopped and at the end of the year the "New Deal" for cocoa was being introduced. This consists of higher compensation for diseased trees voluntarily removed, accompanied by intensive propaganda pointing out the dangers to farmers and the industry as a whole of not cutting out. The 1950-51 crop showed an increase of some 10,000 tons over the previous year's crop, but the 1951-52 crop is likely to be considerably lower than either. There was a marked improvement in the proportion of Grade I cocoa marketed which rose from 27.3 per cent of all cocoa marketed in 1949-50 to 56.8 per cent in 1950-51. This improvement was achieved solely by propaganda and education and without introducing different prices for the two grades.

The cost of living remained high; the two main factors were the cost of imported goods and the higher price now being paid to the farmer for his cocoa. The increased food production drive enjoyed only limited success but improved communications in the Northern Territories and the high prices paid in the southern markets have resulted in larger supplies of food moving south to the urban and cocoa-growing areas of the Colony and Ashanti. It now seems likely that the total production of food, if the rust disease of maize can be brought under control, is not likely to be insufficient in the immediate future and that, if local shortages and unnecessarily high prices are to be avoided, the present inefficient system of distribution will need to be overhauled.

Good progress was made with the Gonja Development Company's mechanised farming scheme and in the land planning areas in the extreme north of the Northern Territories. The protection of the forest wealth of the Colony and Ashanti will be furthered by the

progress of the work, at present seriously in arrears, of constituting forest reserves, now that three full-time Reserve Settlement Commissioners have been appointed.

The Legislative Assembly has also approved an Accelerated Development Plan for Education, the main features of which are the provision as soon as possible of a six-year basic course of primary education for all children entirely at public expense ; the renaming of senior primary schools as "middle schools" with an eventual change of their functions ; the provision of 15 new secondary day schools, and a very early increase of teacher-training facilities. The University College of the Gold Coast continued to expand and 340 undergraduates were in residence at the beginning of the 1951 academic year. Work was started and is proceeding rapidly on the University College's permanent buildings. Work is also going ahead on the premises of the new Kumasi College of Technology. The Government Teacher-Training College which used to be at Achimota has now been transferred to the site and has become a department of the new College of Technology. Other courses will be started in 1952.

The mass education teams had an active year and plans were completed for introducing mass education into the Northern Territories and for the production of literature in Northern Territories vernaculars. Community development activities continued to receive enthusiastic support and a vast number of minor but useful projects were carried out during the year.

In the field of medicine two new District Hospitals—at Hohoe and Bolgatanga—were constructed during the year and will be opened early in 1952 and there has been a very satisfactory increase in the number of Medical Officers in the country. The specialist grades however remain greatly under strength. A Commission has been appointed but had not started work by the end of the year to make a detailed review of the health needs of the Gold Coast.

There was a general improvement in water supplies, both urban and rural, except in Tamale where drought prevailed and emergency measures had to be introduced, involving the transport of water by lorry from considerable distances, when the level of the town reservoirs fell below the danger point and the supply eventually failed.

The shortage of professional and technical staff in some departments—especially in the Public Works and Electricity Departments—became more serious and constituted a very real limiting factor in the progress of development plans.

OTHER EVENTS AND VISITORS

The Gold Coast provided an impressive exhibit at the Imperial Institute in London for the Festival of Britain : this exhibit was favourably commented on in the United Kingdom press. The Gold Coast also lent a number of exhibits to the Exhibition of Traditional Art from the Colonies. Four members of the Legislative Assembly visited the United Kingdom for the Festival of Britain as guests of

H.M. Government. They subsequently carried out an extensive programme of visits arranged for them by the British Council.

The newly appointed Gold Coast Ministers travelled abroad during the year. Dr. Kwame Nkrumah, the Leader of Government Business, visited the United Kingdom and United States, accompanied by Mr. Kojo Botsio, the Minister of Education and Social Welfare. Among the objects of this visit was a study of the possibility of recruiting more specialists and technicians for work in the Gold Coast. While in the United States the Leader of Government Business received the honorary degree of Doctor of Laws at Lincoln University. Mr. K. A. Gbedemah, Minister of Health and Labour, visited the United Kingdom, Western Germany and Switzerland. The primary object of his journey was to ascertain the possibilities of securing from those countries the supplies of all types required to implement development projects but he also took the opportunity of visiting the International Labour Organisation in Geneva. Mr. A. Casely Hayford, Minister of Agriculture and Natural Resources, attended an important cocoa conference in London.

In June Lt. General Sir Lashmer Whistler, C.B., D.S.O., assumed command as General Officer Commanding-in-Chief, West Africa, in succession to Lt. General Sir Cameron Nicholson.

In November Nana Sir Tsibu Darku IX O.B.E., abdicated from the stool of Assin Atandasu and gave up his seat in the Legislative Assembly. He was for many years a member of the former Legislative and Executive Councils and gave twenty devoted years service to his State and to the Gold Coast.

A new Anglican Bishop of Accra, the Right Rev. J. C. Daly, was enthroned in the Cathedral Church of the Holy Trinity, Accra, in May. The new Archbishop of West Africa, the Right Rev. L. G. Vining, attended the ceremony. Later in the year, the Venerable E. D. Martinson was consecrated an Assistant Bishop of Accra and thus became the first African Bishop in the Gold Coast.

In February there was held in Kumasi the first National Eucharistic Congress of the Gold Coast. This Congress was organised to enable the people of the Gold Coast to celebrate in a corporate way the Holy Year, 1951. The Congress lasted a week and it is estimated that 60,000 Catholics from all over West Africa, including the French Territories, attended it. The Most Rev. Archbishop Mathew attended as Papal Legate, and among many other distinguished visitors was Bishop Kiwanuka, an African Bishop from Uganda.

Nineteen hundred and fifty-one was a great year in the field of sport. Roy Ankrah, the Gold Coast boxer, won the British and British Empire featherweight titles and is now regarded as a challenger for the world title. A football team from the Gold Coast visited the United Kingdom and played ten matches against leading amateur clubs, winning two of them. The team played bare-footed. Arthur Wint and E. MacDonald Bailey visited the Gold Coast. The races they ran here and the demonstration they gave provided a big fillip to Gold Coast athletics. Plans were in hand at the end of the year to send a team to the 1952 Olympiad.

There was an impressive list of distinguished visitors. A Parliamentary Delegation composed of Mr. G. P. Stevens, M.P., Mr. E. Kinghorn, M.P., Mr. P. H. B. O. Smithers, M.P., Mr. J. P. Dougall, M.P., and Mr. W. T. Proctor, M.P., visited the Gold Coast and attended the opening of the first budget session of the new Legislative Assembly. A message from the House of Commons was read.

Official visitors included Sir Cecil Trevor, C.I.E., who came for the purpose of examining banking conditions in the Gold Coast and the need for establishing a National Bank ; Colonel A. E. Young of the City of London Police who came in October to conduct an enquiry into the Gold Coast Police organisation ; Sir John Worledge, the Director General of Colonial Audit, who arrived in October on a tour of inspection ; and Mr. M. R. Bonavia, Principal Works and Development Officer with the British Transport Commission, and Mr. G. R. Hayes of the United Kingdom Road Haulage Executive, both of whom came in November to examine transport conditions in the Gold Coast.

The Countess Mountbatten included visits to a number of places in the Gold Coast in a strenuous tour of West Africa on behalf of the St. John Ambulance Brigade. The following members of the Panel of Medical Visitors came to the Gold Coast under the Nuffield Foundation Scheme : Sir Harold Himsworth, M.D., F.R.C.P., Chairman of the Colonial Medical Research Committee, Professor F. R. G. Heaf, M.D., F.R.C.P., Professor of Tuberculosis in the Welsh National School of Medicine, Professor Andrew Topping, M.D., F.R.C.P., Dean of the London School of Hygiene and Tropical Medicine, and Dr. P. L. McKinlay. Dr. Elmer Berry, Director of the Liberian Institute of Tropical Medicine, visited the Gold Coast to survey schistosomiasis areas. Another visitor was General Danbeuton, Chief of the African Office of the World Health Organisation.

The castles and other buildings of historical importance were visited during the year by Mr. B. H. St. J. O'Neil, Chief Inspector of Ancient Monuments in the Ministry of Works in the United Kingdom, who came to the Gold Coast at the invitation of the Government to advise on the preservation of these buildings.

Unofficial visitors included Lord Winster, former Governor of Cyprus, and Sir Frank Whittle, the pioneer of jet aircraft. General Sir Ronald Adam, the Chairman of the British Council, and Mr. C. H. Wilmot, Director of its Colonies Department, came to see the Council's activities in the Gold Coast. Another visitor was Mr. Oliver Whitley, Organiser of the General Overseas Service of the B.B.C.

PART II

Chapter 1 : Population

The total population of the Gold Coast at the census of 1948 was 4,118,450 which was 30 per cent higher than that recorded at the previous census in 1931. This total is made up of 2,254,413 in the Colony, 1,045,093 in the Northern Territories and 818,944 in Ashanti, as these divisions are now constituted. The two sections of Togoland under United Kingdom Trusteeship, which are administered as parts of the Colony and the Northern Territories, had a population of 383,614 which is included in the figures given above.*

On the assumption that general trends of population movement in the Gold Coast have continued since the census, it is estimated that the African population of the Gold Coast at mid 1951 was 4,333,000, divided as follows : 2,372,000 in the Colony, 875,000 in Ashanti and 1,085,000 in the Northern Territories. For Togoland under United Kingdom Trusteeship, included in the above figures, the estimate is 404,000.

The non-African population in 1948 numbered 6,770 of whom 4,211 were British and 1,213 Lebanese ; the remainder was divided among 26 other nationalities of which Swiss, Dutch, Indian, French and Syrian formed far the greater part. This non-African population is concentrated chiefly in the large towns and mining areas.

Of the African population, 2,078,715 were males and 2,032,965 females, a male excess of some 2¼ per cent. The three largest tribes were the Asante—580,369 ; Ewe—514,935 ; and Fanti—463,885. No other tribe reached 200,000 but seven exceeded 100,000.

Four towns had a population of over 20,000 and seven others exceeded 10,000. A list of these follows :

<i>Town</i>	<i>1931 Census</i>	<i>1948 Census</i>
Accra	70,000	135,926
Kumasi (excluding suburban area)	35,829	59,420†
Sekondi/Takoradi	22,431	44,557
Cape Coast	17,685	23,346
Koforidua	10,529	17,806
Tamale	12,941	16,164
Obuasi	7,598	15,876
Winneba	10,926	15,171
Keta	6,405	11,380
Swedru (Agona)	3,867	10,957
Aboso	6,581	10,009

* The individual totals for the Colony, Ashanti, the Northern Territories and Togoland differ slightly from those in the census Report of 1948. The variations are explained in the Gold Coast Report for 1950, p. 7.

† The population of Kumasi including its suburban area was 78,483 in 1948.

Chapter 2 : Occupations, Wages and Labour Organisation

As far as can be ascertained from published returns, the number of persons in wage-earning employment at the end of the year had risen by nearly 30,000 to some 185,000 people. Since this increase results largely from improved coverage it is not possible to state to what extent the Gold Coast's labour force did in fact increase. It is certain, however, that a number of small employers failed to render the returns required and that therefore the true figure for those engaged in wage-earning employment is greater than that shown.

The Government Labour Department maintains an employment service which has continued to expand during the year. Although almost 20,500 vacancies were notified to the Exchanges, only about 7,000 were filled. It is thought that the reason for the failure to fill the vacancies was a lack of understanding of the functions of an employment exchange service. Thus some applicants over-stated their own qualifications, while some employers only turned to the labour exchanges when they had failed to obtain their own labour.

Registration of both employed and unemployed persons for purposes of identification and employment was continued and by 31st December, 1951, 120,019 persons had registered and had been issued with registration certificates to enable them to keep a record of their employment.

During August and September a special registration scheme of unemployed persons was undertaken with the object of ascertaining, if possible, the number of persons unemployed throughout the country. In this period about 24,500 persons registered themselves as unemployed of whom about 4,500 were women. These figures cannot be said to relate to total unemployment since many persons, particularly women, who registered as unemployed were in fact already self-employed as petty traders, market sellers or housewives or engaged in a family business for which no specific remuneration was paid in the form of wages, while many others in rural areas were engaged in family businesses of farming and fishing but were not actually engaged in wage-earning employment. Again many of those who registered as unemployed were in fact unwilling to perform wage-earning manual labour which they considered to be beneath their dignity, or else they did not wish to move to areas outside the main towns. Others who registered were in fact too old and feeble to take up paid employment, while in some cases it was found that employed persons registered themselves as unemployed in the hope of obtaining better jobs. It must be borne in mind that most of the people who declared themselves as unemployed were in fact supported by their families in accordance with native custom.

In general wages did not alter substantially, although there was a tendency for wages for unskilled labour in rural areas to be increased in order to attract workers there.

The major factor, however, in the relative stability of wages and salaries was that all classes of the community were waiting for the implementation, adaptation or rejection of the report of the Commission of Enquiry into the Structure and Remuneration of the Civil Service under the chairmanship of Sir David Lidbury. The Lidbury Commission finished its deliberations in April, 1951, and rendered its report in September. The implementation of the Commission's recommendation affecting the salaries and wages of civil servants and Government employees would have far-reaching effects both on the levels of salaries and wages and on the structure of wages throughout the country. Final consideration of the report was, however, deferred by the Legislative Assembly, and the full effect of any changes in Government wages will not be known until the report has been approved.

The trade union movement has made considerable progress. Many unions which were still in a state of disorganisation at the end of 1950 have greatly improved their organisations and are now regaining their membership. The reorganised Trade Union Congress became more effective and is now represented on a number of official boards and committees. At the end of the year 83 trade unions in all had been registered under the provisions of the Trade Unions Ordinance. After eleven cancellations and the amalgamation of six unions into two there remained 68 registered trade unions functioning on 31st December, 1951, as compared with 62 at the end of the previous year. There were approximately 25,000 paid-up members of the various unions. There was not much industrial unrest during the year. Altogether there were 25 stoppages of work involving about 12,700 men. Eleven of these stoppages lasted for only one day or less ; the longest lasted for eight days.

During the year two Committees were formed in connection with labour matters. The first was the Labour Advisory Committee of which the Minister of Health and Labour is Chairman. This Committee consists of representatives of employers and workers as well as independent persons appointed by the Minister, and its functions are to advise the Minister on all matters of policy which may be referred to it and to consider and advise him on existing or proposed Labour legislation. The second committee was the Central Employment Committee which was formed in connection with the special registration of the unemployed which took place in August and September. The Minister of Health and Labour is chairman of the Committee and its members comprise representatives of employers and workers and of the principal Ministries of the Government. Its main functions are to survey existing vacancies and to make recommendations for the placing of unemployed persons.

Chapter 3 : Public Finance and Taxation

CENTRAL GOVERNMENT FINANCE

The revenue earned by the Government in the financial year which ended on 31st March, 1951, was nearly £21 million. In the same period the expenditure incurred was approximately £14 million. This compares with figures of approximately £18 million and £12 million respectively for the previous year.

The actual net surplus in the financial year 1950-51, including the appreciated value of investments, was £3,034,560. The expenditure on the Development Plan, which is financed largely out of the surplus of revenue over expenditure, was £3,759,228. The general revenue balance, which stood at £8,833,937 on 1st April, 1950, thus increased to £11,868,497 on 31st March, 1951. The principal cause of this surplus was the large increase in the amount of revenue received by way of import duties and the export duty on cocoa. Imports increased both in volume and value ; the price of cocoa soared beyond all expectation, and the Government was able to reap the benefit of this by means of a new system of collecting the export duty on cocoa.

The revised estimates for 1951-52 provided for a surplus of revenue over expenditure of some £4 $\frac{3}{4}$ million. Up to 31st December, 1951, some £7 $\frac{1}{2}$ million had been voted from surplus assets as a contribution to the newly created Development Fund.

Part of this surplus arose as a result of the enactment, at the end of the year under review, of the Cocoa Duty and Development Funds Ordinance. This had retrospective effect as from the first day of October, 1951, and the existing Cocoa (Additional Export Duty) Ordinance of 1950 was repealed by it. By the Cocoa Duty and Development Funds Ordinance, duty is at a rate of 10 per cent on the f.o.b. price when this does not exceed £100 a ton. When the f.o.b. price is between £100 and £120 a ton, the duty is constant at £10 a ton. When the f.o.b. price exceeds £120 a ton the duty is half the amount by which the f.o.b. price exceeds £100.

The proceeds of the duty are divided in such a way that on a crop of 260,000 tons all of the first £5,200,000 would accrue to ordinary revenue. The next £3,900,000 would be paid into a Special Development Fund, the uses of which are listed in a schedule to the Ordinance ; they include development schemes for agriculture, education, medical services and housing. Any additional proceeds would be divided between ordinary revenue and a Reserve Development Fund, the use of which is subject to the approval of the Legislative Assembly.

Public debt charges for 1950-51 amount to about £430,000, and the net liability for the Gold Coast's funded debt, at 31st March, 1951, was just under £6,300,000.

Further details of Public Finance will be found in Appendices II and III.

TAXATION

Central Government revenue is derived primarily from customs duties and income tax. In the 1950-51 financial year the duties on imports totalled £7,222,434 and those on exports £4,949,389, of which £4,484,689 was derived from duties levied on cocoa and £353,412 from duties and minerals. Direct taxation yielded £4,564,411. Customs and excise duty and direct taxation alone accounted for some 81 per cent of total revenue.

Income tax was first imposed in the Gold Coast by the Income Tax Ordinance of 1943, and came into effect on 1st April, 1944. Income accruing in or derived from the Gold Coast irrespective of the residence of the recipient, and income arising outside the Gold Coast and received in the Gold Coast by a Gold Coast resident, is liable to income tax. Special provision exists for the computation of the assessable income of new trades and occupations and also in the event of the cessation of a trade or occupation. Tax is payable on chargeable income, arrived at after all deductions and allowances have been taken off the gross income. Provision is made for relief from double taxation where the same income is liable to tax in both the Gold Coast and any other part of the British Commonwealth.

No specific estate duty is levied in the Gold Coast but there is an *ad valorem* court fee payable on grant of probate and letters of administration on the declared value of personal property at rates varying from 10s. on values not exceeding £50, to £3 10s. per £50 on values exceeding £15,000. In the great majority of estates of deceased Africans, it is unnecessary for probate or letters of administration to be taken out, and therefore the amount collected in this way is comparatively small and totalled some £4,000 for the year.

LOCAL AUTHORITY FINANCE

Except in so far as the Central Government gives grants in aid to local government bodies, these have independent sources of revenue and their finances are separate from those of the Central Government. Both Native Authorities and Town Councils prepare their own estimates of revenue and expenditure which are, however, subject to Government approval. Despite the wide range of size, area and resources existing among the Native Authorities, a substantial measure of uniformity has been achieved in the form of their finances.

Native Authority direct taxation takes the form of a rate of a fixed sum imposed upon each individual; women pay less than men, and chiefs and elders pay more. Income is not at present taken into account. Women are not liable to such taxation in the Northern Territories or in certain areas in the Colony. Elsewhere they normally pay half the rate prescribed for men. Annual rates of taxation for men not holding posts of traditional honour vary from 2s. to 27s., the average being 6s. Rates for chiefs of the highest grade may rise as high as £20. The normal exemptions cover children and those too infirm to work.

The rates of Native Authority direct taxation are determined by the Native Authorities themselves but require the approval of the Chief Commissioner.

Special rates of up to £4 for men and £2 for women have from time to time been imposed by a few Native Authorities. The proceeds of such rates are applied to particular projects of public interest.

Other sources of Native Authority revenue include Native Court fees and fines, fees and tolls (e.g. at markets and lorry parks), licence fees (e.g. for palm wine sellers, palm tree cutters and hawkers), interest on investments, and grants in aid from the Central Government. A tax is levied by certain Native Authorities in the Northern Territories on immunised cattle.

In the four municipalities and in the area of the Obuasi Sanitary Board the basic source of revenue is a rate on immovable property. The rates on the annual rateable value are :

Accra	2s. 6d. in the £	} on net value after deduction of 33½ per cent of gross value for maintenance.
Cape Coast	2s. " " "	
Sekondi/Takoradi	2s. 6d. " " "	
Kumasi	2s. " " "	
Obuasi	3s. 6d. " " "	

All local government bodies are eligible for grants-in-aid from the Central Government. In the financial year 1950-51 £684,502 was disbursed for this purpose and £797,310 was provided in the estimates for 1951-52. Grants to Native Authorities are made available in three block allocations to the Chief Commissioner of the three regions, and their amount is decided primarily by the amount of direct tax raised by the local authorities of the region, i.e. by their capacity for self-help. There is a further grant designed to assist areas of naturally limited resources. Grants-in-aid to municipal and similar authorities are more closely related to services provided.

Figures of Native Authority and Municipal Finance will be found in Appendix V.

Under the new Local Government Ordinance which is dealt with in more detail in Part III Chapter III, all local authorities must levy a basic uniform rate and in addition may, with the approval of the Minister of Local Government, impose graduated rates on possessions ; these rates will be payable by Europeans and others not previously liable to pay Native Authority rates. It will be open to the Minister to extend to any local authority area the system of rates on immovable property (a practice at present limited to the municipalities). District Councils will derive their basic revenues by precept on the Local and Urban Councils. All Councils are to be eligible to receive from the Central Government grants-in-aid for services provided. Subject to the approval of the Minister, they may raise funds by borrowing. Outside the Northern Territories the powers of all Councils, municipal as well as local and urban, will extend to the management of the lands owned, and at present administered, by traditional authorities, and the resources from these lands will be shared between the local authorities and the traditional authorities ; adequate provision must be made for the maintenance of chiefs and their retinues.

Chapter 4 : Currency and Banking

The amount of currency in circulation at 31st December, 1951, as compared with 31st December, 1950, was as follows :

	31st December, 1950	31st December, 1951
£1 notes	£21,780,685	£25,312,153
10s. "	2,689,726	1,347,246
2s. alloy coins	8,536,500	8,432,300
1s. " "	1,259,000	1,503,500
6d. " "	282,945	309,045
3d. " "	200,600	223,675
1d., ½d., 1/10d. nickle coin	204,740	220,746
	<hr/>	<hr/>
	£34,954,196	£37,348,665

This represents a rise of nearly £2½ million during the calendar year, but these official circulation figures do not take into account the balance in the hands of the banks. The cocoa season makes heavy demands on currency, demands which could total as much as £20 million in the course of the first three months of the season. The low interest rates obtaining in the United Kingdom were not sufficiently attractive to justify bankers paying the cost of transferring between-season surpluses which have to be recalled for the next season. Consequently very large sums accumulate in the bank vaults, generally well over £10 million by the end of the slack season. When the bank balances are taken into account, the apparent net circulation figures are at their lowest just before the opening of the cocoa season and at their highest about the end of December. The following table compares these low and high figures for the last three years and shows the temporary increase in circulation attributable to cocoa buying :

Net currency circulation figures

	<i>Pre-season low</i>	<i>Year end high</i>	<i>Increase</i>
1949	£16½ million	£26½ million	£10 million
1950	£16¼ "	£32½ "	£16¼ "
1951	£21 "	£34 "	£13 "

The large increase in 1950 is attributed mostly to a rise of 25s. per load of 60 lb. in the local buying price of cocoa. The price rose a further 10s. in 1951 to 80s. per load. The smaller circulation increase in 1951 is accounted for by the late start in the cocoa season because of rain, and to the fact that crop and purchases at the year end were 50,000 tons less than in 1950, representing a reduction of £6½ million in payments out. On the other hand substantial sums were required for the timber industry and for the expansion in African production of diamonds.

From this it would seem that the increase in the cost of living during 1950-51 forced up the normal circulation by a figure in the region of

£5 million. The effect of the higher cocoa price for 1951-52 was more than offset by the short fall in the crop so that the seasonal expansion in the currency circulation was less than was expected.

Two commercial banks operate in the Gold Coast—the Bank of British West Africa Ltd., and Barclays Bank (Dominion, Colonial and Overseas). Both have branches in the larger towns. Banking facilities were extended to the Northern Territories for the first time in April, 1951, when a new branch of the Bank of British West Africa Ltd. was opened in Tamale. Barclays Overseas Development Corporation Ltd., which was formed in London in 1946 by Barclays Bank (Dominion, Colonial and Overseas) with the primary object of assisting in the economic development of Colonies in which that bank is established, continued to operate in the Gold Coast through the local branches of the bank.

The Gold Coast Co-operative Bank in 1951 had a turnover of £4,157,764. Its main activities continued to consist in financing the operations of the two central co-operative societies, the Gold Coast Co-operative Marketing Association Limited and the Gold Coast Co-operative Wholesale Establishment Limited. There is, however, a third aspect of its business which consists in accumulating fixed and savings deposits for issue on short term to the agricultural societies and to a lesser extent in the provision from the Bank's paid-up capital and reserve of long term credit for building purposes. Short-term loans issued during the year totalled £124,123 and long-term loans £13,200. Paid-up share capital increased during 1951 from £25,598 to £26,110, while the net surplus on operations for the year ending 31st March, 1951, totalled £9,319 ; after £6,684 of this sum had been appropriated to Reserves, the figure for these reached £30,864 (at 31st December, 1951).

The Kumasi Branch of the Gold Coast Co-operative Bank which was opened late in 1950 accumulated £57,752 in fixed deposits. Study leave was granted to the Secretary to take a course of instruction sponsored by the Bank jointly with the British Council and the Co-operative Wholesale Society Bank of Manchester. The course consisted of a year's attachment to the Co-operative Wholesale Society Bank of Manchester and to the Co-operative Insurance Society.

The Post Office Savings Bank maintained its popularity and the amount of £4,774,000 due to the 357,700 depositors at the close of the year represented an increase of £500,000 over the figure for the previous year, and an increase of 4,200 in the number of depositors. All transactions are now posted to depositors' accounts by machine with a consequent speeding up in the clearance of approximately 325,000 deposits and 200,000 withdrawals per annum.

Chapter 5 : Commerce

The value of both imports and exports during the year considerably exceeded those of 1950. The volume of supplies was well maintained and trading conditions were generally satisfactory. The prices of imported goods advanced during the year by approximately 15 to 20 per cent but a much greater rise occurred in the prices of home grown foodstuffs which make up the great bulk of the food consumed in the Gold Coast. Considerable developments took place in the timber industry and preliminary investigations into the Volta River Project and the proposed new port at Tema were continued. A detailed examination of limestone deposits in the Western Province was commenced to determine their suitability for local cement manufacture.

Exports of cocoa declined in volume by 14 per cent but despite this the higher prices obtained on overseas markets were responsible for an increase of 10 per cent in the value of cocoa exports. Nevertheless, cocoa is still by far the most important export crop and represents two-thirds of total export earnings. Approximately 40 per cent of the cocoa exported was sold to hard currency countries. Exports of gold declined slightly but shipments of diamonds increased by 80 per cent in quantity and by over 200 per cent in value. Exports of manganese and bauxite expanded and a slight drop in the quantity of timber exported was accompanied by a rise of 28 per cent in value.

As a result of the steep rise in the market prices of local foodstuffs the Government Bulk Purchase Department was not required to purchase any considerable quantity of surplus foodstuffs from farmers. The Department undertook the distribution of some 2,000 tons of imported maize and 10,000 tons of imported rice to compensate for the severe shortage in the local maize crop due to attacks of rust disease.

The Gold Coast stand at the British Industries Fair was again a centre of interest to visitors and many enquiries were received particularly in regard to supplies and varieties of timber available for export.

The co-operative consumer organisation has not yet become firmly established, but is nevertheless beginning to be a noteworthy feature of the country's commercial life.

IMPORTS

The total value of the import trade amounted to £63,326,092 with an increase of £15,347,189 or 32 per cent over the revised 1950 figures.

The tonnage of cargo landed at Gold Coast ports during 1951 showed an increase of 19 per cent over 1950. The actual figures were :

1950	.	.	.	.	880,698 tons
1951	.	.	.	.	1,047,242 tons

Imports of cotton piece-goods during 1951 decreased by 1.8 per cent

to 83,400,470 square yards with a total value of £10,799,698 at an average landed cost of 2s 7d. per square yard.

The quantity of potable spirits (gin, rum, brandy, whisky etc.) increased by 32.2 per cent to 215,997 gallons in 1951. Tobacco, including cigarettes, increased by 26.1 per cent to 3,576,632 lb. Imports of commercial vehicles decreased by 32.2 per cent to 2,196. Two thousand four hundred and seventy private motor cars were imported during the year, an increase of 59 per cent over 1950. Imports of bicycles and tricycles decreased by 27.5 per cent to 37,425. Importation of machinery for mining and gold dredging increased in value from £1,058,184 in 1950 to £1,123,867 in 1951, an increase of 6.2 per cent. Other commodities which showed increases were flour, sugar and cement.

Eight hundred and sixty-nine thousand eight hundred and twenty-five standard gallons of beer were brewed locally as against 802,199 gallons in 1950, an increase of 67,626 gallons or 8.4 per cent.

IMPORTS

<i>Goods</i>	1951		1950	
	<i>Quantity</i>	<i>Value F.O.B.</i>	<i>Quantity</i>	<i>Value</i>
		£		£
Cotton Piece-Goods . . .	83,400,470 sq. yds.	10,799,698	84,972,189 sq. yds.	8,595,930
Potable Spirits . . .	215,997 galls.	334,870	163,356 galls.	226,081
Tobacco . . .	3,576,632 lb.	1,508,903	2,836,418 lb.	1,135,192
Commercial Vehicles* . . .	2,196	1,517,567	3,237	1,640,346
Private Cars . . .	2,470	1,191,233	1,555	664,973
Bicycles and Tricycles . . .	37,425	362,277	51,654	425,493
Flour . . .	56,120,114 lb.	1,541,156	47,906,742 lb.	1,172,383
Sugar . . .	32,818,096 lb.	1,138,696	29,148,061 lb.	811,666
Cement . . .	222,179 tons	2,199,962	177,891 tons	1,150,614

Note : 1951 figures are subject to slight revision.

* Includes chassis with engines and tyres.

EXPORTS

The total value of exports amounted to £91,249,192 an increase of 19.5 per cent over the 1950 figure. The tonnage of cargo loaded at Gold Coast ports increased by 6.6 per cent from 1,372,533 tons in 1950 to 1,463,414 tons in 1951.

The following table shows actual figures of the Gold Coast's more important exports.

GOLD COAST
EXPORTS

<i>Goods</i>	1951		1950	
	<i>Quantity</i>	<i>Value</i>	<i>Quantity</i>	<i>Value</i>
Cocoa . . .	229,526 tons	£ 60,309,769	267,401 tons	£ 54,604,292
Gold . . .	692,301 fine	8,562,326	705,182 fine	8,718,623
Diamonds . . .	oz. troy 1,712,033 carats	5,970,919	oz. troy 932,451 carats	1,837,452
Manganese Ore . . .	806,080 tons	7,216,617	711,367 tons	5,007,411
Bauxite . . .	129,328 tons	226,274	114,948 tons	223,467
Timber unmanufactured	9,787,372 cu. ft.	4,911,671	10,162,837 cu. ft.	3,852,984

Chapter 6 : Production

MINERALS

Gold is almost certainly the oldest export of the Gold Coast and there are some grounds for believing that the ancient Phoenicians traded in it. The increase in costs of production since the devaluation of sterling in September, 1949, has largely offset the encouragement then given to gold producing companies. Total production for 1951 amounted to 698,676 fine ounces compared with 689,429 fine ounces produced in 1950. During the year the International Monetary Fund decided that it would leave the enforcement of the Fund's gold policy to individual members. In consequence, sales of gold at premium prices are being conditionally permitted (limited to 40 per cent of production) and local producers are taking advantage of this permission, but it is much too early to assess the effect of this arrangement on the economy of local gold producers.

The output of diamonds from small scale diggings was of record proportions, rather more than half the total production of diamonds in the Gold Coast resulting from this form of mining. Exports of diamonds in 1951 amounted to 1,712,033 carats valued at £5,970,919 compared with 932,451 carats in 1950 worth £1,837,452. Although the introduction during the year of the Prospecting and Digging Licences Regulations did something to regularise and stabilise conditions among the small scale diggings, there is urgent need for increased technical assistance and advice. Exports of manganese amounted to 806,080 tons valued at £7,216,617 and bauxite exports to 129,326 tons valued at £226,274.

LOCAL INDUSTRIES

The legislation providing for the Industrial Development Corporation was completely repealed and replaced during the year. But the Corporation has continued its declared policy of assisting the development of existing industries and the setting up of new ones, by direct participation, and by the provision of capital equipment together with working capital to private undertakings.

The new and more commodious furniture factory of the Corporation gives direct employment to some 120 cabinet-makers, and arrangements are in hand to install machinery for mechanical wood-working. This will increase the turnover which is at present about £65,000 per annum. A building construction branch was set up during the year and is making marked progress. Three subsidiary companies of the Corporation under African management have been formed with activities in saw-milling, laundering and weaving. Shares to provide equipment and working capital to the total value of £38,191 have been bought. Financial assistance varying from £50 to £6,000 was given to individual privately-owned industries, the various activities including food processing, printing, ceramics, soap-making and light engineering.

FOREST PRODUCE

The principal products of the forests are timber, in the form of logs and sawn timber, round-wood poles, firewood, charcoal and sundry minor products.

Almost all the timber comes from the Closed Forest Zone and most of the output at present comes from forest areas outside the Forest Reserves. Exports of timber in log form declined slightly compared with those of 1950, some 7,342,900 cubic feet of logs being brought to Takoradi harbour during the year: in addition some smaller shipments were made from Axim.

Production of mill-sawn timber continued to rise. Commercial mills produced an estimated 4,000,000 cubic feet, of which about 2,500,000 cubic feet were exported and about 1,500,000 cubic feet were consumed within the Gold Coast. A number of new sawmills came into operation during the year and several others are under construction.

Production of plywood and veneers amounted to approximately 100,000 cubic feet, all of which was exported.

Accurate figures of pitsawn production are not available but it is considered to be rather more than half a million cubic feet. A slight increase in production during the year was noted.

Little square timber is used in the customary village and farm buildings, the frame and rafters being of round or split poles. There is a large consumption of such poles to which must be added the very considerable demand made by the mining companies for pit-props, cribbings, etc. giving an estimated total consumption of over 3,000,000 cubic feet for the year, to which must be added an unknown quantity for the Northern Territories.

Owing to the absence of local production of coal or oil, firewood and charcoal are the principal sources of heat used both domestically and by the mining companies commercially. It is estimated that more than 140,000,000 cubic feet were consumed in this manner during 1951 in the Colony, Ashanti and the Southern Section of Togoland, to which must be added an unknown quantity for the Northern Territories.

There are 25 commercial sawmills in operation in addition to those operated by mining companies, the Government and the Railway Administration ; and other mills are under construction. The majority of the commercial mills are owned by European and American companies, though some are owned by Lebanese citizens ; also one African owns three mills and another African owns one mill in partnership with a European. Only one mill is entirely African staffed ; in all the others there is European or Lebanese supervision and one or more European or Lebanese technicians. Log supplies for the mills are obtained from contractors, from the millowner's own timber concessions or from both. It is estimated that a little more than 25 per cent of the production of logs and curls for export is organised solely by African firms, but a far higher proportion of the logging business is in African hands, as several of the European export firms buy the greater part of their exports from African loggers.

The pitsawing industry is entirely in African hands and is carried on by a number of small independent gangs, many of whom work only part-time in the cocoa off-season. Demand exceeds supply : the price during the year was high but did not increase.

A serious shortage of coal for the railway from mid-August till mid-October and very heavy late rains reduced the quantities of timber delivered to Takoradi for export. The exceptional demand for mahogany during the first half of the year kept this species in the leading place with about 50 per cent in quantity of all log exports, and it accounts for some 40 per cent of the log exports for the whole year. In September, however, mahogany exports dropped steeply so that they then represented an average of only a little more than 20 per cent of the total. In October Wawa rose to almost 40 per cent of all species, but its average over the year was in the region of 25 per cent. Sapele remained in steady demand and represents slightly below 15 per cent, while of other species, Kokrodua and Baku came next in order each with 5 per cent. Mahogany prices remained high (up to £36 per ton for sawmill quantity, and £45 per ton for veneer quality logs), so long as demand lasted. Other species approached a price of £20 per ton. But towards the end of the year prices fell sharply, and mahogany fetched £15 to £25 per ton and other species £12 to £15. Shipping rates rose steeply during the year, successive increases totalling little short of 100 per cent of the rate at the end of 1950.

ANIMAL PRODUCTS

The census of animals initiated in 1949, although held up in parts for various reasons including the periodic need to withdraw staff for other work, was practically completed during the year. The total number

of cattle will, it is estimated, be in the region of 390,000. This figure shows that the cattle of the Gold Coast are steadily increasing year by year.

Meat is virtually the only product of importance. A few hides are exported but the majority remain in the country for home use. Some towns which are distant from areas infected by the tsetse fly receive small quantities of milk from nearby herdsmen but the total quantity of fresh milk consumed is still negligible.

A joint programme of animal husbandry has been drawn up by the Director of Veterinary Services and the Director of Agriculture. The extension work of the scheme is the concern of the Department of Agriculture while the Veterinary Department concerns itself chiefly with the control of disease, hides and skins and the gathering of basic data.

The two veterinary farms continued successfully during the year and trials of new grasses, fodder plants, and by-product feeding stuffs continued. The Zebu milk herd at Nungwa maintained their output and bred well.

No outbreaks of rinderpest were reported. Lapinised virus was used as a prophylactic vaccine and proved most successful, and the rabbitry, established at Nungwa to supply rabbits for the making of the virus, continued to fulfil a useful function. Tests on the quality of the immunity conferred by the vaccine have shown that it is satisfactory.

Pleuro-pneumonia has persisted in certain parts of the Northern Territories and on the Accra plains, but it was controlled by vaccination and slaughter, the vaccine being obtained from Nigeria.

FISHERIES

The sea fisheries are of considerable importance to the Colony and Ashanti, and a large part of the animal protein food consumed comes from this source. The demand for fresh and smoked fish is by no means satisfied. The principal fisheries are described below.

Drift and ring net fishery. The nets (known as "Ali") used in this fishery are about 400 yards in length and 20 fathoms in depth, and the same net is used for both ringing and drifting. The main catch, which consists of two *Sardinella* species, was slightly better than the exceptionally poor one of 1950, but was still below the average of preceding years.

Beach seine fishery. This fishery is conducted largely by the Ewe people of the Anlo coast. Two nets are in common use, one having a total length of up to one mile, and the other some 200 yards. The former is used in very vigorous fishery for a large species of *Caranx*, and catches of 20 tons or more are occasionally made at a single haul in the lee of Cape St. Paul.

Line fishery. The line catch does not compare with the "Ali" or seine net catch, but it is important in that lined fish are normally of

the first quality. Unusually large catches of tunny and shark were made during the year.

River fisheries. These are small in comparison with those of the sea, but their importance is increased by the fact that they produce animal protein food in areas where this is in short supply. The Volta and its tributaries form the most important river system in the country. In the past all effective fishing in the Volta system has been conducted by migrants from the Tongu villages of the lower Volta, but in 1949 a scheme to instruct the local people in river fishing was begun near Yendi and was extended in 1950 to Saboba and Lawra. An examination of fish resources in the Northern Territories, both existing and potential, is continuing, and a number of reservoirs have been stocked with the fry of good food fishes.

The only craft hitherto used in the sea fisheries, apart from the Fisheries Department's experimental power vessels, are dug-out canoes, which work from open beaches through heavy surf. The skill of the fishermen has been such that in these difficult conditions they have built up an industry employing some 8,000 canoes and 50,000 men, and landing some 20,000 tons in an average year. Most of the catch is preserved either by smoking or by salting and sundrying, and is consumed entirely within the Gold Coast. Catching and marketing are in the hands of individual fishermen and their families, and associations of more than a few canoes are rare.

The Fisheries Department's two motor surfboats were engaged in experimental fishing throughout the year. Until the end of April they were both at Ada, where they were getting good results from trawling. This method of fishing is new to the Gold Coast, but is likely to be in the forefront of future development. They were also able to demonstrate that craft of this type could safely cross the bar at the mouth of the Volta under normal conditions of weather and surf, a point that had previously been in doubt. In May one of the vessels, *Kanfla*, moved to Accra for the Sardinella season, while the other, *Adowa*, sailed to Sekondi to commence a survey of the grounds in the Sekondi-Takoradi area. *Kanfla* fished for the Sardinella with a fleet of drift nets of Scottish type, instead of the "ali" net that had previously been used, and the results were encouraging. Catches were not as large as they probably would have been in a season when the fish were normally abundant, but they were much larger than those being made at the same time by canoes using "ali" nets. The drift nets, moreover, were less liable than the "ali" nets to the costly damage that the latter so often sustain.

AGRICULTURAL PRODUCTION

Cocoa

Almost all agricultural production in the Gold Coast is carried out by peasant farmers, sometimes organised as communal groups. Modifications in the traditional pattern of agriculture are gradually

taking place, partly as a result of experiments and extension work by the Department of Agriculture and partly as a result of economic changes in the country.

In recent years rather more than one-third of the world's supplies of cocoa have come from the Gold Coast which is the largest single producer. Within the Gold Coast cocoa is the basis of the national economy ; since World War II, exports of cocoa beans have averaged a little under 70 per cent of the total value of domestic exports and about 92 per cent of agricultural exports. Apart from a relatively small amount which is processed in a local factory, all cocoa produced is exported as prepared beans.

Production is entirely in the hands of individual agriculturalists whose plantations are mostly very small—six acres or less in extent. Development of the cocoa industry has been most spectacular, both by reason of the extremely rapid increase in production and because this great industry has expanded on the basis of a peasant economy.

Although several separate small introductions of the crop were made during the earlier years of nineteenth century, it was not until the closing years of the century that cocoa beans were produced in commercial quantities. In 1896 some 40 tons of beans were exported ; thereafter cocoa cultivation spread quickly throughout the forest areas of the Colony and Ashanti. By 1924 exports amounted to nearly 220,000 tons and in 1936 they reached a peak of 311,151 tons. Production has subsequently lagged behind this record figure, as is shown by export figures for the past few years :

1948	.	.	.	214,302 tons
1949	.	.	.	263,602 „
1950	.	.	.	267,401 „
1951	.	.	.	229,526 „

The main cocoa harvest season usually begins in October and lasts for four or five months. A small crop is also gathered in the second quarter of the calendar year. The 1950-51 main crop amounted to over 258,000 tons, but by the end of December, 1951, it became apparent that the 1951-52 main crop would fall far short of that figure and latest estimates put the crop at around 210,000 tons, the decrease being due to a combination of adverse climatic factors in different parts of the country and to the ravages of swollen shoot disease.

In 1936, a virus disease, named "swollen shoot" because of the nature of the earliest recorded symptoms, was found to be killing large areas of cocoa. This disease has since spread to the point where it threatens the future of the entire cocoa industry of the Gold Coast. No cure for the disease is known, and no immune varieties of cocoa have been found ; efforts to control the disease have therefore been directed to preventing the spread of the disease by removing all sources of infection ; this entails the destruction of all diseased cocoa trees and of other trees which carry the virus and are likely to transmit it to cocoa. The method of work is to examine every cocoa farm, tree by tree, to cut out every diseased tree, and to re-inspect the surrounds of

every disease outbreak monthly in order that any further trees developing symptoms may be similarly destroyed as early as possible. Farmers are paid compensation grants for the loss of the crop which the diseased trees would have borne before their inevitable death from the disease, and are given substantial grants to assist them to replant cocoa in place of the trees lost.

During the first quarter of 1951 control measures were carried out under compulsory powers and substantial progress was made towards isolating the heavily diseased zone of the Eastern Province where, it is estimated, over 90 per cent of the diseased trees are situated. In April, 1951, the Government suspended compulsory disease treatment and subsequently decided that efforts to control the disease should be on a voluntary basis. Greatly increased grant rates were introduced in September as an additional inducement to farmers to co-operate in disease control measures in the greater part of the cocoa-growing areas where disease incidence is generally low. At the same time efforts to control the disease in the devastated zone of the Eastern Province were suspended as it was considered that the cost of effecting control there would be uneconomic. The Government embarked on an intensive propaganda campaign to bring home to cocoa farmers the importance of disease control. A country-wide tour of cinema vans, lecturers, and representatives of the Legislative Assembly was organised to start during early January, 1952. Although immediately on the suspension of compulsory powers the degree of control was considerably retarded, the Government hopes that the campaign will result in acceptance of the need for cutting out and that the degree of control obtained under compulsory powers will be regained on a co-operative basis. The effect of the grave and increasing damage caused by swollen shoot disease has hitherto been masked to a considerable extent in statistics of production by the coming into bearing of young farms in new areas, particularly Western Ashanti, but the amount of available and suitable land for fresh plantings is now limited and this process is unlikely to continue.

During 1951 750,000 acres of land carrying cocoa were examined for swollen shoot disease and approximately 812,000 trees were removed in the course of disease control measures in the areas of low disease incidence. A much larger number of diseased trees was removed during the first eight months of the year in the heavily diseased zone of the Eastern Province where control efforts were abandoned after the end of August, 1951.

Of the sum of £9,003,750 set aside by the Cocoa Marketing Board for use in payment of rehabilitation grants to farmers, £1,950,000 had been paid up to the end of 1951. Payment is now made through the Department of Agriculture in place of the Department of Cocoa Rehabilitation which was abolished in June, 1951.

Research work on cocoa for British West Africa is carried out at the West African Cacao Research Institute, which was established in 1944 and took over the cocoa research station and laboratories at Tafo from the Gold Coast Department of Agriculture. The Institute is financed

partly by funds provided from the profits of the former West African Cocoa Control Scheme and partly from money provided by the Gold Coast and Nigerian Cocoa Marketing Boards. The work of this institute is described more fully in Chapter 12.

Food Crops

The principal food crops of the Gold Coast are :

Northern zone : yams, millet (*pennisetum*), guinea corn (sorghum), maize, rice, cowpeas, groundnuts, bambarra groundnuts, "Fra-fra potatoes" (*coleus*) and "neri" (*cucumis melo*).

Forest zone : plantains, yams, cassava, cocoyam, maize, rice and groundnuts.

Dry coastal zone : cassava, maize, groundnuts, cowpeas and bambarra groundnuts.

The campaign to bring down the cost of living by fostering, through propaganda, increased food production did not meet with the success which had been hoped of it and prices of main staples continued to rise, though the rate of increase had slowed up by the end of the year. The reasons for the failure of the campaign can be ascribed to three main causes ; firstly, money incomes were higher (largely owing to the increased price of cocoa which stood at 80s. per load of 60 lb. as against 70s. in 1950) so there was a greater demand for local produce, which in turn led to price increases ; secondly, an estimated 40 per cent of the corn crop was lost through the rust disease of maize which is now endemic, and the scarcity of maize again increased the demand for other produce ; lastly, labour has been attracted away from the farms to the towns by large-scale Government and private development enterprises.

Importations of maize and rice made by the mercantile firms during the year did much to alleviate the scarcity of maize and undoubtedly helped to stabilise prices. Exports of millet and sorghum from the Northern Territories to Ashanti and the Colony reached record levels stimulated by the high price of grain and facilitated by improved communications.

Northern farmers showed great interest in extension trials testing the effect of superphosphate on groundnuts, and a proper extension scheme, based on the proven response by groundnuts to this fertiliser, will be inaugurated in 1952. The use of sulphate of ammonia in savanna sandstone areas to benefit the maize crop is ruled out because maize rust, not soil fertility, is the factor limiting yields.

OTHER PRODUCTS

Other relatively important agricultural products are palm oil and palm kernels, cola-nuts, coconut oil, copra and coconuts, and shea butter. Minor crops include rubber, coffee, bananas, cotton and fibres.

Palm oil and palm kernels were the most important agricultural exports of the Gold Coast until the rapid expansion of the cocoa

industry supplanted them. The principal oil palm belt fringes the cocoa areas and the fortunate fact that much of the land on which oil palms grow is not suitable for cocoa has saved the wild palmeries from complete destruction ; every year, however, a large number of palms are destroyed in the extraction of palm wine and the manufacture of illicit gin which are a source of considerable revenue to the owners, as may be judged from a recent estimate which places the value of the palm wine trade alone at £2,000,000 per annum. There is nevertheless a very considerable internal trade in pericarp and kernel oils ; the oils which are extracted by hand, are consumed over a wide area and are also used for soap-making, on a cottage-industry scale. Efforts are being made to encourage the palm oil industry by introducing seeds of improved varieties which are nursed to the seedling stage and then issued to interested farmers at a nominal charge. Consideration is also being given to installing a pioneer oil mill in the Krobo oil palm zone to ensure more efficient exploitation of the wild palmeries there. Most of the oil extracted for export is produced by a long established firm which owns a factory and plantation in the south-west of the Colony. Total exports of palm produce in 1951 were 226 tons of oil valued at £26,133 and 2,452 tons of kernels valued at £115,481.

The coconut industry is concentrated along the coastal belt in two main areas, an eastern area (approximately 10,000 acres) and a western area (approximately 13,000 acres). The rainfall in the eastern area is relatively low and the expansion of the industry has practically reached the limits set by rainfall and soil. In addition, heavy mortality has occurred amongst the palms of the Cape St. Paul peninsula : many theories have been adduced concerning the cause of these deaths but it is still not possible to state the pathogen or soil condition responsible for the disease. The circumstances of the industry in the western area are far more favourable. Not only has the area been relatively free from disease, but the rainfall is adequate and there is ample space available for expansion.

The total acreage of coconuts in the Gold Coast may be around 26,000 with a potential production of 13,000 tons of copra. Much of the crop is consumed locally in one form or another. Local hand extraction of oil is wastefully inefficient compared with machine methods. The industry is being encouraged by making available selected seedlings at low charge to farmers, to which end there are 51 Government nurseries in existence (mainly in the Colony) which in 1951 issued 49,000 seedlings. Assistance is also given to farmers in the pegging and lining of their farms.

The internal trade in citrus fruits is fairly considerable but only limes and lime products are exported on any scale. The industry, which is centred on two factories of a well-known manufacturing firm situated near Cape Coast, began in 1929. In 1940 tristeza disease ravaged the lime farms and production slumped steadily until the industry was brought to the verge of extinction. The situation was retrieved by an extensive rehabilitation scheme based on the fact that

limes budded on rough lemon root-stocks are able to tolerate the virus. The campaign to re-establish the lime industry opened in 1947 and aims at issuing 300,000 budded limes from Government nurseries to farmers at a nominal charge. To date 150,000 budded limes have been issued, and further issues at the rate of 76,000 a year are being made. When the main rehabilitation drive is over the nurseries will be used to sponsor the production of improved varieties of other citruses for which there is a keen internal demand.

The cola nut is a masticatory chewed for its stimulating effect which it derives from its contents of caffeine and theobromine. The cola tree is indigenous to Ashanti and the trade in cola between the Gold Coast and other West African territories is of considerable antiquity. Formerly a large proportion of the crop was exported to Nigeria but this has declined in recent years and nowadays the main trade is to regions north of the Gold Coast ; 5,691 tons valued at £141,542 are recorded as having been exported in 1951.

There are five European-owned and managed rubber plantations in the Gold Coast, tapping a total of about 2,500 acres ; the acreage of African-owned plantations is possibly in the region of 500 acres. Yields of rubber per acre range between 360 and 540 lb. The European owned plantations have shown much initiative by introducing improved clonal material. Efforts are being made to import planting material from still higher-yielding rubbers but the position is complicated by the need to avoid introducing *Oidium* disease. About 329 tons of rubber valued at £49,051 were exported in 1951.

The spread of mixed farming continues in the Northern Territories ; over 700 applications for implements were received by one Native Authority alone during the year. Lack of carts for the conveyance of manure is still a major obstacle in the way of the more general adoption of mixed farming. One type of moderately inexpensive cart has been imported for resale to farmers but it is not strong enough for all purposes.

MARKETING ORGANISATIONS

The Cocoa Marketing Board is a body on which the unofficial members are now in a majority. It purchases all cocoa coming up to export standard at prices fixed for the whole season, and sells to consumers at world prices, using profits to build up a price stabilisation reserve and on development schemes of benefit to the cocoa industry.

The functions of the Board are defined by law as follows, "It shall be the duty of the Board to secure the most favourable arrangements for the purchase, grading, export and selling of Gold Coast cocoa, and to assist in the development by all possible means of the cocoa industry of the Gold Coast for the benefit and prosperity of the producers".

The Cocoa Marketing Board was able to record a very successful trading period in the crop year 1950-51, the surplus resulting from the year's trading operations amounting to £20,109,279. Costs of opera-

tion were normal and commensurate with tonnage handled, except in the case of export duty which rose considerably as the result of new scales introduced at the beginning of the crop year. Thirteen million pounds was paid to the Government in export duty as against £3½ million in the preceding year. This revenue is to be devoted by the Government for the most part to development schemes in cocoa-growing areas.

In view of the increase in world price and consequent increase in the price to the producer, the Stabilisation Reserve, designed as a cushion between the farmer and fluctuations in world prices, was increased from £35 million to £51 million. In addition a balance of about £7½ million was allocated to swollen shoot grants, £1½ million to riot and civil commotion insurance and over £329,000 for local development grants for projects of benefit to cocoa farmers. Income from earmarked investments totalling £1 million is used to finance the Board's university, secondary and primary school scholarship schemes.

The Cocoa Marketing Board buys its cocoa through licensed buying agents, the percentage of African agents other than co-operatives rising from 12 in 1950 to 15 in 1951.

The Agricultural Produce Marketing Board again had a successful year, and despite the fact that the prices paid to the producers in 1951 for palm kernels and copra were substantially higher than in 1950, the net profit of the Board increased from £75,183 to £92,956. The produce declared for shipment by the Board during 1951 was as follows :

	<i>Tons</i>
Palm kernels	2,614
Copra	1,154
Shea nuts	220

In addition six tons of coffee were purchased and sold locally to the Army.

The export of shea nuts was in the nature of an experiment, and in view of the uncertainty of the demand from overseas and the likelihood of the future selling prices being uneconomical in relation to the price ruling locally, it has been decided to abandon the experiment and to permit export through normal trading channels under licence from the Board.

CO-OPERATIVES

The Co-operative Marketing Association is the apex body of the various co-operative purchasing societies which have been set up in the Gold Coast. During the season ending 31st March, 1951, it marketed 31,617 tons of cocoa valued at £4,100,000 ; this represents about one-eighth of the total crop. The Association's share of the new season's crop as at 31st December was still higher. Paid-up capital and reserves increased by a third to £262,000 in the primary societies and £56,000 in the Association. Surpluses totalled £130,000, the majority of which was distributed in proportion to the amounts of cocoa marketed.

AGRICULTURAL DEVELOPMENT

The Gonja Development Company

The Gonja Development Company was set up in 1949 as a subsidiary of the Agricultural Development Corporation to carry out a mechanised agricultural pilot project covering an area of approximately 32,000 acres at Damongo in the Northern Territories. Modern methods of agriculture require capital expenditure on mechanical equipment, improved water supplies and soil conservation measures which the small farmer is unable to provide for himself. Accordingly, one of the main purposes of the project is to secure to small farmers settled on individual holdings in village groups the benefits of mechanisation and improved essential services, while not interfering with the powers of the farmers to increase their incomes by their own efforts. The project is being carried out in an area which is practically uninhabited, and it is hoped to attract people from overpopulated areas to come and settle there with their families.

When the project is fully developed, the settler farmers will each have a clearly defined plot of land of about 30 acres which they will be required to farm in accordance with the directions of the agricultural experts employed by the Company. The main cash crops are expected to be grains and groundnuts, and it is hoped to produce a surplus of vegetables and fruit for sale. The cash crops will be sold to the Company which will market them, handing over the proceeds to the farmers after deducting the expenses of marketing and the cost of the services provided (i.e. loan of mechanical equipment, administration, technical direction, house rent and interest on capital).

Rapid progress has been achieved in providing services such as roads and housing, which are essential to the success of the project, and it is hoped to clear 3,000 acres in 1951-52 and to have 2,000 acres under cultivation.

The Government regards the project not merely as an experiment in economic development but also as an experiment in social advancement. Good houses are being provided for the settlers within easy reach of their farms, and piped water supplies and medical facilities (including a properly equipped hospital with a doctor and a matron) are also provided. It is hoped eventually to station a Welfare Officer at Damongo to run night schools and initiate and supervise social welfare activities.

Soil Conservation and land planning

The work of soil conservation and land planning in the Northern Territories has been controlled by the Central Land Utilisation Committee, of which the Chief Commissioner of Northern Territories is the Chairman, and by its sub-committees in the North East and North West land planning areas. The Committee is an advisory and co-ordinating body and has no statutory powers.

Work has been continued in various areas in terracing, afforestation, experiments in mechanised ploughing, bunding for rice, the improvement of water supplies, anti-erosion measures, and encouragement of

mixed farming. This work is carried out in the closest possible co-operation with the local authorities which are invited to send representatives to committee meetings. Since much of the work is experimental the need to proceed with caution has been recognised, as also has the importance of enlisting the active consent and co-operation of the people.

Kusasi Agricultural Development Committee

The main objects of this Committee are to encourage mixed farming in the populous Kusasi area and to assist the farmers in marketing their produce. The Committee, which was established with a capital of £10,000 provided in part by the Government and in part by the local authority, purchases and issues bullocks and ploughs to approved farmers to enable them to undertake mixed farming. The cost (£24 for two bullocks and £8 for a ridging plough) is recovered from the sale of the farmers' groundnuts. The normal practice in the Kusasi area is for the farmers to sell their groundnuts as soon as they have been harvested. Under the scheme, those farmers taking part in it sell their groundnuts to the Committee for a cash price at approximately the current market value. The Committee holds the nuts for some months and resells them in bulk in Bawku when the market price is high. The profits, less expenses, are then credited against the debit balances of each farmer to whom bullocks and ploughs have been issued.

There seems little doubt that the introduction of the plough in such a heavily populated area will result in the land lying fallow for increasingly short periods. It is therefore of the utmost importance that fertilisers should be used to prevent the land from degenerating. The farmers are encouraged to make the maximum use of their farmyard manure, the main problem being that of transporting the manure to outlying fields. During the past year the Department of Agriculture has been carrying out extension trials with superphosphate in the Mamprusi area. These trials will be continued for a further year and it is intended, if they are successful to obtain large quantities of superphosphate for sale to farmers.

Chapter 7 : Social Services

EDUCATION

General

From 1946 to 1951, the educational system of the Gold Coast was developed in accordance with the Ten-Year Plan, which provided for a wide extension and improvement of primary, secondary and technical education, and of teacher-training. This Plan has now given place to the Accelerated Development Plan for Education, approved by the Legislative Assembly in August, 1951, which comes into effect in January, 1952. The Accelerated Development Plan aims to provide

as soon as possible a basic six-year primary course (formerly the infant-junior course) for all children, largely at public expense, to be followed by a four-year course of middle-school education (formerly the senior-primary course) for the majority of children, for which fees are still to be charged. A rapid, wide expansion of secondary education is planned and has already begun, but necessarily, in view of the introduction of universal free primary education, perhaps the most outstanding feature of the Accelerated Plan will be the extension as rapidly as possible of the output of trained teachers, coupled with the in-service training of pupil teachers.

The various types of schools—Government, Mission and Church, and Native Authority—are subject to the general control of the Government in accordance with the provisions of two Education Ordinances—one for the Colony and Ashanti and the other for the Northern Territories. However, provision has been made for the establishment of Local Authorities to which will be delegated much of the responsibility for the organisation of primary and middle education. The Education Department is advised on matters of policy and administration affecting the Colony and Ashanti by the Central Advisory Committee on Education and on local matters by the District Education Committees. The Northern Territories Board of Education advises the Director of Education on educational policy in the Northern Territories.

Education Finance

The funds placed at the disposal of the Education Department have been spent on the general administration of the educational system and the maintenance of a number of Government primary, including senior-primary, post-primary teacher-training and technical and trade-training institutions. Substantial grants-in-aid are paid to Missions, Churches and Native Authorities for the upkeep of primary and senior primary schools, and almost the entire cost of non-Government teacher-training colleges and secondary schools is met by the Education Department. The full cost of buildings for post-primary institutions falls upon the Education Department's votes. Examples of other duties of the Department are the examination of vernacular literature and the selection of candidates for scholarships. The "recurrent" expenditure of the Department for the financial year 1950-51 (excluding expenditure on the institutions at Achimota) was £1,065,868, the extraordinary expenditure was £167,025, and £346,023 was spent from Development funds making a gross expenditure of £1,578,916.

*Primary Education**

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

* Basic Infant—Junior : 6 years ; Senior—Primary (Middle) : 4 years.

Chosen pupils proceed to a four-year senior-primary (middle) course, in which the medium of instruction is English. Under the new Plan, instruction in English will be begun progressively lower in the primary school. The curriculum of the basic and senior-primary (middle) courses corresponds broadly with that of similar schools in the United Kingdom, but the fundamental importance of relating teaching to the circumstances and needs of the community is fully recognised and is reflected in the syllabuses of instruction. Special attention is given to the teaching of the vernacular, hygiene, crafts, agriculture, and, in the case of girls, housecraft, including nutrition and child welfare.

There were until recently four types of primary (infant-junior) and senior-primary schools in the Gold Coast: Government (wholly maintained by the Central Government), assisted (receiving about 80 per cent of their salary bills from the Government), designated (receiving substantial grants from Native Authorities) and non-designated (receiving in some cases small grants from Native Authorities but often maintained by local communities). Under the Accelerated Development Plan there are to be two categories only, assisted and private.

The total number of Government and assisted infant-junior and senior-primary schools at the end of the year was 668. The enrolment in these schools was 106,221 of whom 73,052 were boys and 33,169 girls. The total increase in enrolment over 1950 was 4,083. Approved housecraft centres have been provided at 101 schools. There were 959 designated primary schools having a total enrolment of 114,235 pupils, of whom 23,928 were girls. The number of primary schools which were neither assisted nor designated was 1,456. Enrolment figures for these schools are 59,792 boys and 20,411 girls. There were thus 300,659 pupils (223,151 boys and 77,508 girls), receiving primary education (infant-junior and senior-primary) of varying degrees of efficiency, distributed in three roughly equal groups consisting of (a) well staffed Government-assisted schools, (b) less well staffed designated schools, and (c) other schools staffed almost wholly by untrained teachers.

Secondary Education

Rapid expansion of the facilities for secondary education is a marked feature of the Accelerated Development Plan. Three new assisted secondary schools have already been established and it is planned to open ten more as soon as possible, using temporary buildings wherever obtainable. Government assistance is also to be extended to a number of hitherto unassisted secondary schools which satisfy certain minimum requirements with regard to staffing, accommodation and enrolment.

The enrolment in the 12 leading secondary schools, all of which were financed to a greater or less degree by the Government, was 2,882 at the end of 1951 (an increase of 106) and the enrolment at the other secondary schools which are not assisted was 3,964 (a decrease of 578).

In December, 1951, these schools presented 501 boys and 99 girls

for the School Certificate Examination of the Cambridge Local Examinations Syndicate. Of these 349 boys and 64 girls were awarded certificates.

In addition, Achimota School for the second time presented candidates for the Cambridge Higher School Certificate Examination ; all 21 including one girl were successful. Three candidates out of five gained London Intermediate and secured immediate entry into the University College of the Gold Coast.

Good progress is being made with the erection of permanent buildings for Prempeh College, Kumasi, and Mawuli School at Ho in Togoland. The new buildings for Wesley Girls' High School, Cape Coast, were completed, also extensions at a number of other schools.

Trade and Technical Education

The Government Technical School continued its normal four-year secondary vocational courses in building and mechanical engineering, and its four-year handicraft teacher-training course. Enrolment rose to 244, the maximum possible in the school being 300. The first post-war pupils of the school left in June, 1951 ; all 30 of them readily found suitable employment.

The three Trade-Training Centres at Asuansi (Colony), Mampong (Ashanti) and Tamale (Northern Territories) were in operation, the last-named being opened in January, 1951. These provide four-year post-primary courses in carpentry and joinery, building and mechanical engineering trades.

The Education Department's plan to build four technical institutes was carried a step further with the start of building at Tarkwa and good progress was made during the year. Planning of the second technical institute, for Accra, continued but is still in an early stage ; difficulties over the site have not been fully resolved. Meanwhile this Institute continues to provide in temporary accommodation courses in secretarial duties and office procedure. During the year 36 men and 50 women enrolled for day courses and 86 men and 10 women for evening courses, a total enrolment during the year of 182 students. The services of part-time teachers were called upon.

The Training of Teachers

The principal general training courses are a four-year post-primary course or a two-year post-secondary course for the Teacher's Certificate A which qualifies teachers for employment in the senior-primary and infant-junior schools ; and a two-year post-primary course for Certificate B which qualifies teachers for employment in the infant-junior schools. Courses are open to men and women alike. Post-primary entrants to teacher-training colleges have completed the basic and senior courses (ten years' education in all).

During 1951, there were eight Certificate-A colleges with a total enrolment of 1,091 (602 men and 489 women) and 12 Certificate-B colleges having a total enrolment of 825 (730 men and 195 women).

The output of trained teachers in 1951 was 719 (555 men and 164 women). Provision is made in the Accelerated Development Plan for the establishment of a further 10 Certificate-B colleges : but, to bridge the interim period before sufficient trained teachers are available, it is planned to make far greater use of uncertificated teachers who, besides receiving training from their headmasters and from Assistant Education Officers, are to attend six-week courses in one of four Emergency Training Colleges which are to be set up as early as possible ; it is hoped that eventually a large number of uncertificated teachers will be given the opportunity of training for Certificate B.

Scholarships

Schemes for awarding scholarships for higher education and training have been in existence since 1944 and students are placed in United Kingdom institutions and in the University College of the Gold Coast. The schemes are financed by grants under the Colonial Development and Welfare Act, by the Gold Coast Government and, to a lesser extent, from Native Authority revenue. The total expenditure on these scholarships during the financial year 1950-51 was £92,022. Since 1944, 590 scholarships have been awarded for courses in the United Kingdom, at the University College of the Gold Coast and elsewhere. The United Kingdom courses are very varied and have included accountancy, agriculture, architecture, art and crafts, welfare of the blind, broadcasting, co-operation, arts, economics, dentistry, domestic science, engineering, forestry, geology, journalism, law, linguistics, medicine, physical training, pharmacy and other professional courses. Courses in arts, science and economics have been provided at the University College of the Gold Coast.

Scholarships have also been granted to Gold Coast students by the British Council, the Nuffield Foundation, the Cocoa Marketing Board, and Messrs. Cadbury and Fry as well as various international funds.

Higher Education

At the beginning of the new academic year in October, the University College of the Gold Coast had 340 students, distributed as follows : reading for degree examinations in arts, economics or science 143 ; reading for intermediate examinations 162 ; pursuing post-graduate studies 2 ; attending the Institute of Education 33. The University College of the Gold Coast comprises departments of classics, English, phonetics, geography, history, mathematics, philosophy, economics, theology, sociology, botany, chemistry, geology, physics, zoology, French, archaeology, an Institute of Education and a Department of Extra-Mural Studies.

A Regional College has been established at Kumasi to provide technical and technological education at the post-secondary level, and professional courses. It is now known as the Kumasi College of Technology and is to receive its first pupils in January, 1952. The Principal and the head of the Engineering Department, which is to be

given priority, have been appointed ; the Achimota Teacher-Training College has removed to Kumasi and become a department of the new institution ; other departments will be opened in due course. The essential purpose is to train a diversity of personnel required for the economic, educational and social development of the country ; and by training personnel in a single institution, to develop an appreciation of a common purpose and to build up a common spirit of service to the country.

Extra-Mural Studies

The considerable demand for adult education is catered for by the Department of Extra-Mural Studies of the University College of the Gold Coast which is maintained by an annually recurrent grant from the Central Government. It now has a staff consisting of a Director, an Editor, four resident tutors and a number of part-time tutors. It conducts People's Educational Association classes at a total of 41 centres in a wide variety of subjects and produces several publications.

HEALTH

General

Early in 1951, the Medical Department was assigned to the portfolio of the Minister of Health and Labour who assumed responsibility for medical and health services. An important event bearing on the future development of these services was the announcement towards the end of 1951 of the Government's decision to appoint a Commission of Enquiry into the Health Needs of the Gold Coast. Under its terms of reference, this Commission is to review the measures taken or projected in the Gold Coast, either by the Government or by private enterprise, for the development of preventive and social medicine, including health education ; for the development of curative medicine, including the provision of hospitals, health centres and dressing stations and the training of personnel ; and for medical research ; to examine the adequacy of the administrative structure and the organisation of the Medical Department in relation to such development, and to make recommendations. The Commission is expected to be appointed early in 1952 and it is hoped that its report will be available before the end of that year.

Health Services

In the years before the war the main efforts of the Government in the health field were directed to the establishment of a hospital system. Since the war, although the development and improvement of hospitals has continued, attention has been particularly directed towards rural health. In 1951, the Trypanosomiasis/Yaws Campaign services were redesignated Medical Field Units after the teams had been reorganised to form a service with wider scope. Apart from making surveys and initiating mass treatments of trypanosomiasis and yaws, as formerly, they now undertake enquiries into the incidence of other endemic diseases such as guinea worm, bilharzia, onchocerciasis, leprosy and

malaria. Field treatment campaigns continued to be carried out against cerebro-spinal meningitis and their scope was extended during the year to include other epidemic diseases such as yellow fever and small-pox. Dressing stations and dispensaries are provided in many areas by Native Authorities who also employ sanitary staff. Other health measures of importance in rural areas have been the work of the Rural Water Development Department in improving rural water supplies, tsetse clearance by the Tsetse Control Department and the health and nutritional improvement campaigns which form part of the work of Social Development. To supplement midwifery services provided by the Government and Missions, the Government encourages registered midwives to take up private practice in rural areas by paying a subsidy to them and the Red Cross Society has furnished valuable assistance by providing mobile maternity and child welfare clinics which tour rural areas and have achieved large attendances.

There are four large general hospitals of between 100 and 400 beds each. A start was made on the construction of a new central hospital and Nurses Training College in Kumasi at an estimated cost of £2 million. The hospital will contain 500 beds and will incorporate a number of up-to-date specialist departments. Smaller hospitals of between 20 and 80 beds under the supervision of one doctor are situated at the main centres of population. The construction of new hospitals at Bolgatanga and Hohoe were completed during the year except for the installation of ancillary services, and extensions were carried out to a number of central and district hospitals. It is planned to extend ambulance services; 14 stations or institutions were provided with ambulances and orders were placed for 22 additional vehicles. The first of three Health Centres which it is proposed to build in the period of the present Development Plan was completed in 1951; it is situated at Kpandu in the Southern Section of Togoland and is to be put into use initially as a dispensary and maternity clinic early in 1952. The second centre at Effiduase in Ashanti was nearing completion at the end of 1951. The preliminary stages of the project for the construction of the third centre at Bimbilla, in the Northern Section of Togoland, were completed and contractors were invited to submit tenders.

Recruitment of medical officers in 1951 showed an improvement over the previous year and, as a result, it became possible to re-open two hospitals which had been closed down for several years and to extend schemes in the field of preventive medicine. This improvement in recruitment was brought about in part by the enactment of an amendment to the Medical Practitioners and Dentists Ordinance which enables temporary licences to practice to be issued to doctors possessing qualifications which do not entitle them to be registered in the United Kingdom.

A Psychiatrist Specialist and an experienced Matron Superintendent were appointed to the Mental Hospital at Accra. It is hoped that these appointments will enable the administration of the hospital and the care of its patients to be organised on lines approximating closely

to those prevailing in the United Kingdom. Modern methods of treatment already introduced include electro-convulsive therapy, insulin therapy, and continuous narcosis conjoined with occupational therapy. Preliminary arrangements were put in hand for the construction of a new 450-bed mental hospital five miles from Kumasi.

The project for the construction of a leprosarium at Ankaful to accommodate 1,200 patients in advanced stages of leprosy will extend over the period ending 1955-56. The capital cost of construction is financed by funds provided under a Colonial Development and Welfare scheme. The institution when completed will include the headquarters of the Specialist Leprologist who is responsible for guiding the work of the leprosy service throughout the Gold Coast. Work on the construction of accommodation for patients and members of the staff and on the clearing of land for agricultural purposes continued throughout the year.

Missions known to be interested in leprosy work were asked whether they would be prepared to undertake the construction of leper settlements in Ashanti or the Northern Territories, with financial assistance from the Government in the form of a grant towards the capital cost of construction.

Leprosy clinics have been established at various stations throughout the country thus enabling patients over wide areas to receive treatment with D.D.S. under proper supervision.

The three principal diseases among those which are notifiable are shown by the number of cases reported in the last three years to be pneumonia, dysentery and cerebro-spinal meningitis. The number of cases of cerebro-spinal meningitis reported has dropped from 2,254 cases in 1950 to 520 cases in 1951: the deaths from this disease were 285 in 1950 and 90 in 1951.

Outbreaks of infectious diseases which occurred in the Gold Coast were as follows:

Small-pox occurred at Axim, Tarkwa and Kibi.

Yellow fever occurred at Adeiso and several deaths were reported.

A mass vaccination campaign against yellow fever and small-pox was initiated and inoculations with the newly developed Dakar combined vaccine are proceeding at the rate of 80,000 per month. A number of suspected yellow fever cases were also reported in the Kpandu area, and some 4,611 persons were vaccinated with Dakar combined vaccine. After further laboratory examinations, the provisional diagnosis of yellow fever was not confirmed.

Cerebro-spinal meningitis. No major outbreak of cerebro-spinal meningitis occurred during 1951. The 520 cases reported were sporadic and were almost entirely confined to the Northern Territories.

General measures taken in the Northern Territories against infectious diseases included the construction of vaccination and disinfestation

centres at Bolgatanga and Wa. Additional centres are to be built at Mogonori, near Bawku, at Yendi and at Yeji on the River Volta.

During the year steps were taken to bring ante-natal care and domiciliary midwifery to more people in the Accra area by opening satellite clinics in the city's suburbs. Normal ante-natal cases are encouraged to attend the extra-mural clinics in their own districts rather than travel long distances to hospital. The large attendances show these clinics to be very popular.

During 1951, the Maternity Hospital, the gynaecological ward of the Gold Coast Hospital and the obstetric and gynaecological section of the Ridge Hospital, all in Accra, were brought under the unified direction of the Specialist (Gynaecology and Obstetrics). This arrangement was introduced to achieve uniformity of treatment.

The venereal diseases clinic at Sekondi has been transferred to Takoradi.

Liaison was maintained with neighbouring French Authorities in health and epidemiological matters affecting both territories. The Director of Medical Services attended an international conference on Anglo-French collaboration in health matters which was held in Dakar during May and Médecin-Colonel Piéri, Chef du Service de Santé in Togoland under French Trusteeship, visited the Gold Coast and held discussions with the Medical Department.

The following medical facilities existed in the Gold Coast at the end of 1951 :

	<i>Hospitals with medical officers</i>	<i>Hospitals without medical officers</i>	<i>Beds</i>	<i>Cots</i>
Government	27	6	1,663	320
Mines, missions, and privately owned	26	—	705	15
TOTAL	53	6	2,368	335

The number of medical and dental practitioners and senior staff was as follows :

	<i>No.</i>
Government medical officers and medical officers of health	68
Government doctors holding higher administrative or specialist appointments	18
Non-Government doctors	64
Government dental surgeons	4
Non-Government dental surgeons	2
Government nurses	768

Non-Government nurses	219
Pupil and student nurses training in Government institutions	477
Pupil nurses training in non-Government institutions	141
Government midwives	57
Non-Government midwives	186

Staff shortages were felt most acutely in the Nurses' Training College. Here, the strength of the teaching staff fell so low at one time that a curtailment of the annual intake of pupils to the pre-nursing course appeared inevitable. Fortunately it was possible to avoid this.

The shortage in the nursing sister grade is still great ; at the end of the year there were 14 vacancies to be filled even though the local employment in a temporary capacity of married women with nursing qualifications has continued.

Training of Staff

It continues to be the policy of the Government to promote in every way the training of Africans for all grades of medical work. Seven students were awarded medical scholarships during the year and they started the preliminary B.Sc. course at the University College of the Gold Coast. There is now a large number of students and scholars studying medicine who, it is hoped, will wish to enter Government employment after obtaining their qualifications. There are also seven dental scholars under training in the United Kingdom and six scholars who are taking courses in pharmacy leading to the M.P.S. qualification or the B.Pharm. degree.

One private student already taking a course in radiography in the United Kingdom has been granted financial assistance to enable him to complete the course. Two X-ray assistants and one pupil X-ray assistant have been granted scholarships in radiography. Another student was granted a scholarship to enable him to study in the United Kingdom for Membership of the Chartered Society of Physiotherapists. Two scholarships have been awarded for the course leading up to the Diploma of the Institute of Hospital Administrators and two female nurses holding the qualification of State Registered Nurse have been granted scholarships to take a Ward Sisters' Course in the United Kingdom. One student has been awarded a scholarship for training with a view to appointment as ophthalmic and dispensing optician.

The Nurses' Training College at Korle Bu, with its modern buildings and up-to-date apparatus and equipment, continued, in spite of difficulties over maintaining the strength of the staff, to provide facilities for the training of nurses up to the S.R.N. qualification in the United Kingdom. The General Nursing Council of England and Wales has granted reciprocity to the College. The number of students attending the College at the end of the year was 161, a figure which includes 12 qualified male nurses specially selected to take a shortened course leading up to the S.R.N. qualification and granted scholarships for the purpose.

The new central hospital at Kumasi, incorporating a second Nurses'

Training College and Hostel, will supplement the existing facilities at Korle Bu for the training of student nurses up to a standard of the State Registered Nurses qualification. Facilities are provided in various hospitals throughout the country for the training of pupil nurses under the apprenticeship system up to the standard of the Qualified Registered Nurses qualification. Nurses in training in Government institutions at the end of the year numbered 477 including 63 at the Mental Hospital, Accra.

The Midwifery School in Kumasi, which was opened in 1950, presented its first batch of pupils for the Midwives' Examination in November. Two candidates were successful. Forty-four pupil-midwives from the Midwifery School in Accra passed the Midwives' Examination during the year—the highest figure of successes recorded since the school was started 21 years ago.

During the year 19 students (11 Government and eight private) passed pharmacy examinations. Thirteen microscopists and three veterinary assistants completed periods of training at the Medical Research Institute.

There were in all 38 Native Authority dressers in training during 1951.

The School of Hygiene at Accra continued to give basic training and refresher courses leading up to the Royal Sanitary Institute (W.A.) examinations. The number of students at the end of the year was 39 including eight students being trained for the Municipalities and, on behalf of the Government of Liberia, two who had been awarded World Health Organisation Fellowships. Twenty-four candidates were successful at the 1951 examination for the West Africa certificate of the Royal Sanitary Institute.

Plans for the establishment of a School of Hygiene at Kintampo in Ashanti were completed in 1951. The buildings used formerly for the Native Authority Dressers' School are to be utilised for the training of junior central and local Government sanitary personnel. The initial number to be taken on for training is 32 and the school is due to open early in 1952.

Following upon the posting of a Training Officer to Tamale to open the Northern Territories School of Hygiene there, all serving Native Authority Sanitary Overseers in the area were examined and those found suitable were selected for the full three-year course of training as Sanitary Inspectors. Training at this School is to have a strong rural bias and emphasis is to be placed on the Sanitary Inspector's duties as a health educator. The school is due to open in January, 1952.

Voluntary Agencies

The policy laid down in 1950 whereby Medical Missions are to receive increased financial aid to cover building projects and the maintenance of staff was continued. With a view to ensuring help from Mission sources in the training programme for midwives, community nurses and dressers, approaches were made to certain

Missions. The building of a 12-bed Maternity and Child Welfare Hospital at the English Church Mission in Ashanti Mampong which will be used for the training of local midwives is under consideration and a site has been selected. Negotiations are in hand for the construction by the White Fathers Mission of a hospital at Jirapa, with a subsidiary hospital at Nandom, and another hospital at Navrongo. Plans for these have been drawn up and are under examination. Facilities would be provided for the training of local nurses and midwives and the hospitals would be administered by Joint Boards representative of the Government, the Mission and the local authority.

The Gold Coast Branch of the British Red Cross Society continued its auxiliary medical work during 1951. A large ante-natal clinic costing approximately £4,000 was in course of construction during 1951 in a most densely populated area in Accra. The clinic when completed will cater for ante-natal work and for midwifery teaching, as accommodation has been provided for a resident nurse-midwife and two pupil midwives.

The African Sister-in-Charge of the Branch's Maternity and Child Welfare Clinic in Sekondi was granted five months' study-leave in the United Kingdom. Another African, a Link Supervisor of the local Junior Red Cross, spent eight months in the United Kingdom studying various aspects of the Parent Society's work ; his visit was sponsored by the Society.

The Society presented a mobile clinic complete with drugs and equipment to the Catholic Medical Mission operating at Jirapa in the Northern Territories.

A big expansion in first aid training was undertaken and the number of registered Junior Red Cross links was increased by 12, to bring the total up to 128.

In all, over 60,000 patients were treated at Red Cross Clinics, mobile and static, during the year.

SOCIAL WELFARE

The activities of the Social Welfare Department on the social welfare side have been maintained and expanded over a limited field.

Fourteen welfare students completed the nine months' course for Assistant Welfare Officers in September, 1951. Eleven were appointed to the Welfare Branch of the Department and one as an Almoners' Assistant in the Medical Department. The two remaining students, who were admitted at the request of the companies by whom they are employed, returned to continue their work as mines welfare officers. Three officers of the branch were sent to the United Kingdom for special training. One returned in December and the others will follow early in 1952.

The Accra Community Centre, opened in January, has made most successful progress. At the end of the year it had a membership of 805, but is used in addition by the members of 35 organisations affiliated to the Community Association which manages the Centre. A fully trained Warden has been appointed. A number of other Centres

are assisted by the Department, but require more help than the recent staffing position has permitted.

A senior Government officer has been attached to the office of the Gold Coast Commissioner in London. His main responsibility is the welfare of Gold Coast artisans who are undergoing special training in various parts of the United Kingdom.

Day nurseries are established in Accra, Sekondi/Takoradi and Koforidua, and at Kumasi and Berekum in Ashanti. In the main these are managed by local committees aided by advice from officers of the Department.

Five youth clubs have been started in urban areas. The need for this activity is very real and more clubs will be opened as voluntary leaders become available.

Personal welfare services for the needy and afflicted are available in the Accra, Kumasi and Sekondi/Takoradi areas. The volume of work is limited, but this activity is increasing as trained case-workers become available. The Gold Coast Legion, the leprosy authorities, the Blind School at Akropong and similar agencies both in West Africa and Europe have made use of the service during the year. Investigations are undertaken on behalf of other departments of Government where the service of a trained worker is required.

Emphasis is laid on voluntary services to the community wherever possible. The older established agencies such as the Child Care Society and the Society of Friends of Lepers have expanded their activities. It is the policy of the Department to maintain the closest possible liaison between its activities and those of voluntary agencies, some of which receive grants to assist with administrative expenses.

At the request of the Junior Civil Servants Association, Staff Welfare Officers have been appointed in Accra, Sekondi and Kumasi. The services of these officers are available to all civil servants requiring help with accommodation and other problems in their respective areas.

Probation and Juvenile delinquency services

The services of probation and supervision under the Social Welfare Department have been extended to cover the adult courts of Accra, Kumasi, Sekondi and Koforidua. This is in addition to the Juvenile Courts in these towns, the majority of which have had these services since 1948. Each probation area is served by a Probation Committee of six members, specially chosen from the Juvenile Court Panel under the chairmanship of the District Magistrate. The numbers coming before Juvenile Courts are increasing and, although there are signs of an increase in offences committed by the young, the numbers are swollen by an increase in cases in need of care and protection. During the year a large remand home for 40 juveniles was built near Sekondi by boys undergoing detention at the Boys' Industrial School at Swedru. This will serve the Sekondi Magisterial District and means that it will be possible to concentrate on the problems of youth in the seaport town of Takoradi. Remand and probation homes also exist at Accra and Kumasi.

The Industrial School at Swedru continues to do valuable work and the reconviction rate remains at about 10 per cent. Useful trades are taught at the School, which has 196 inmates, and farming receives considerable attention. Leisure activities include basket work and many forms of arts and crafts. There are flourishing carpenters' and tailors' shops, the second of which undertakes the manufacture of all wearing apparel for the boys at the school and the remand and probation homes.

After-care continues to receive careful attention and there is little difficulty in securing employment or useful occupations for the boys discharged. An African officer is now in charge of the school after a course in the United Kingdom. Two Probation Officers have returned during the year having undergone the Home Office Probation Course. Seven new Assistant Probation Officers were appointed and it is hoped that 1953 will see an extension of the services to other Magisterial Districts. During the year the Probation Service dealt with 454 cases as well as 192 cases of care and protection.

Social Development

During the early part of 1951 the experimental work in mass education which had been carried out in the Trans-Volta, Fanti and Ashanti areas since 1948 was evaluated and a comprehensive plan known as the Plan for Mass Literacy and Mass Education was prepared to cover every region in the Gold Coast.

This plan was presented at the August meeting of the Legislative Assembly. It received the unanimous approval of the Assembly and was immediately incorporated as part of the Development Plan for the country.

The Plan for Mass Literacy and Mass Education divides the country into seven regions each with a Regional Social Development Officer responsible for mass education.

Included in the Plan is a literacy drive for the whole Gold Coast which will take place for three months each year, for five years. It has been proved that it is possible to obtain enthusiastic voluntary workers for mass education and it is intended that during the three months' literacy drive the Departmental staff will act in the main as organisers and the teaching will be carried out by voluntary leaders.

In order to provide the additional staff required three temporary Rural Training Centres have been organised at Ve-Koloenu in Togoland, Winneba in the Colony and Kwaso in Ashanti. Staff training courses will commence in these training centres on 1st January, 1952, and by April, 1952, staff trained in these courses will be operating in Togoland, the Fanti area of the Colony and Ashanti.

A Rural Training Centre was half completed in the Northern Territories in the earlier part of the year and a training course for mass education personnel, Northern Territories, was completed in December, 1951.

The value of training illiterate community leaders, proved by the field experience of a Mass Education Team which operated in the

Fanti area during 1951, is recognised in the Plan and a Rural Training Centre in each region will organise courses for village leaders in farming, housing construction, child care and nutrition, sanitation, animal health, etc.

In order to ensure a supply of good literature in the vernaculars and support the literacy campaign, the Government has now provided funds for the organisation of a Vernacular Literature Board. The Chairman of the Board is the Director of Social Welfare and Community Development. The Board is now producing primers, graded readers and follow-up literature in the major vernaculars of the Gold Coast.

A branch office has been established in Tamale which will supply vernacular literature for the Northern Territories.

Vernacular newspapers were on sale in October, 1951, and the first edition was sold out in a matter of days. By the end of January, 1952, the Bureau of Vernacular Literature will have produced three-quarters of a million primers and graded readers, in addition to the newspapers in five vernaculars, published twice monthly, and specifically designed for the rural areas.

As the Bureau of Vernacular Literature produces its own newspapers it was thought advisable to organise the Vernacular Literature Board as a corporation independent of the Government, although the Government is responsible for financing the Board, and the Board's primary consideration is providing material for mass education.

The co-operative societies now have over 30,000 members, and at all levels courses and discussions of problems of credit, savings, buying and selling provide a very important means of adult education. For some years Government staff have been attending Co-operative Courses at Stanford Hall, Leicester, but a further advance was made recently when two key employees of the societies started correspondence courses.

Libraries

Since 1949 the maintenance of Public Libraries in the Gold Coast has been vested by Ordinance in a body called the Gold Coast Library Board, which took over the work formerly done by the Aglionby Library (which was jointly financed by Government and the Accra Town Council) and by the British Council. The Board is financed by a subscription from Government, but is a statutory body and has complete control of the disposal of those funds allocated to it.

During 1951 branches were opened in Cape Coast and in Kumasi. With the Library already existing at Accra, this makes a total of three libraries. In addition there are three special Children's Libraries in Accra which have proved a great success.

During 1951-52 the Board added 14,660 books to its stock (an increase of about 30 per cent) making a total of 62,402 volumes in stock in March, 1952.

The work of the travelling library was continued. Over 10,000

books were issued during the year by this service. The book box service which is worked in conjunction with the travelling library was also continued.

A new service which has been started during the year is the provision of book lists on various subjects. A special service supplying books to teachers has also been initiated.

Cultural Activities

The main developments in the work of the British Council during the year have been expansion in Ashanti and the establishment recently of a branch at Sekondi-Takoradi.

At Kumasi the Council is running a branch of the Gold Coast Library, with about 7,000 volumes until the library obtains its own building. There are already nearly 1,000 members. Art, drama, and music groups are functioning as well as sports clubs.

In Accra, a full programme of lectures, discussions, and exhibitions has taken place.

The Council organised a special course of twelve lectures for pressmen on subjects connected with journalism, and this was followed by a weekly discussion-group dealing with journalism, organised by the Peoples' Education Association.

Bursaries for study in the United Kingdom were awarded to one of the members of the Legislative Assembly (to study aspects of provincial administration) and to a welfare worker (to study day nurseries).

Music has had a large place in the year's activities. Miss Peers Coetmore, the 'cellist (wife of the late E. J. Moeran, the composer) gave a recital at the British Council House in August. Several concerts, choral recitals and dramatic performances have been given in Kumasi and in Accra including "Trial by Jury", "Israel in Egypt", "The Shop at Sly Corner" and "Escape". One of the most successful occasions in Accra was an evening of African music, dancing and drumming in which Gas, Hausas, Ewes and Yorubas took part as well as the Damas Choir.

Other dramatic and operatic performances were given during the year by various amateur societies that flourish in Accra and Kumasi.

HOUSING AND TOWN AND COUNTRY PLANNING

The Gold Coast has a serious housing problem. It was impossible, during the war years, to meet the normal housing need, and, since the war, lack of material and staff have hampered progress.

Town planning continued in the four main towns, of Accra, Kumasi, Sekondi-Takoradi and Cape Coast. Altogether a total of nearly £50,000 was spent during the financial year 1951-52. Preliminary work on the planning of a new town for the port of Tema according to the most modern ideas was begun in December, 1951.

There are a number of Government housing estates in Accra. On most of these three main types of accommodation have been

developed ; three-roomed and two-roomed cottages and single quarters. There are, of course, a large number of variations of these main types. All estates are laid out in accordance with modern town planning principles with a view to preventing overcrowding and the creation of further slums.

In Accra there are housing estates situated in East Christiansborg, South Labadi Road, Abose Okai, Kaneshie, North-West Korle Gonno, Chorkor, and Sabon Zongo. At the end of 1951, these contained a total of 2,074 houses including 660 temporary earthquake houses already converted to permanent dwellings.

The overcrowding in Sekondi and Cape Coast, revealed by a survey made in 1942, has been tackled in subsequent years. Near Sekondi the Adiembra housing estate was completed in 1945. The estate is complete with its own school, village hall and playing fields. The Cape Coast housing scheme, started in 1946, so far comprises 220 houses of all kinds. A further estate of 500 room units is to be built.

In Kumasi the Asawasi Housing Estate is complete and comprises 122 two-roomed cottages, 118 three-roomed cottages, 1,036 single rooms, 32 combined dwellings and stores, a community centre and playing fields. Nearby at Suntresu another estate is nearing completion.

In Obuasi the first half of the new estate is nearing completion and 302 quarters of all kinds have already been constructed and a further 368 are planned.

At Tarkwa a start has been made on an estate to consist initially of 1,000 single quarters and it is hoped that work will soon begin on the Bibiani, Abose and Bogosu Housing Estates.

At Kumasi and Takoradi houses have been constructed of stabilised laterite. The desire to improve housing standards as quickly as possible has led the Government to consider erecting factories to manufacture concrete elements by mass production methods. The question of prefabricated timber houses on the Swedish principle is also being investigated.

It is intended to encourage private persons to build houses for themselves and a sum of £2,000,000 has been allocated for that purpose for a Housing Loans Scheme.

Chapter 8 : Legislation

During the year 40 Ordinances were enacted. The most far-reaching in its effect on the political life of the Gold Coast is the Local Government Ordinance, which was passed late in the year and is designed to introduce into the Gold Coast a reformed system of Local Administration replacing the present system—which rests mainly on traditional institutions—with one which provides for the election of two-thirds of the members of each Local Authority by universal suffrage. The Statutory Powers and Duties (Transfer to Ministers) Ordinance

empowers the Governor to transfer to Ministers any of the powers and duties which by earlier legislation were imposed upon the Governor, Chief Secretary or other specified authority.

Three important Ordinances relate to economic matters : the Cocoa Duty and Development Ordinance, the Industrial Development Ordinance and the Gold Coast Cocoa Marketing Board (Amendment) Ordinance. The first of these repealed earlier legislation and provided for the payment of a single consolidated export duty on cocoa and for the proceeds to be divided between general revenue, the Special Development Fund and a new fund called the Reserve Development Fund. The second repealed the Gold Coast Industrial Development Ordinance of 1947 and established a new corporation with a constitution considered to be more in keeping with present-day conceptions, for the purpose of assisting the development of industry in the Gold Coast. The new corporation set up under the Ordinance is intended to operate on loan capital, with the proviso that the borrowing powers are to be exercised only with the approval of the responsible Minister. The third is designed to make the Cocoa Marketing Board more accountable for its activities to the Legislative Assembly through the Minister concerned, to make it more compact in membership and to give the Government greater powers in connection with the appointment of members and the operations of the Board.

Two important steps in the field of education were marked by the passing of the West African Examinations Council Ordinance and of the Gold Coast College of Arts, Science and Technology, Kumasi, Ordinance. The first provides that the educational development in West Africa should be facilitated by the establishment of a corporate body to hold examinations (a proportion of the membership of the body is to be representative of education authorities in the United Kingdom). The second provides for the setting up of an autonomous institution to be situated at Kumasi to provide courses and facilities for training similar, in its own sphere of education, to those which are provided by the University College of the Gold Coast. It also provides that the College at Kumasi shall train specialist teachers and shall absorb the functions of the Achimota Teacher Training College, which ceases to exist as an independent body.

Two Ordinances make a contribution to the health needs of the country. The first, the Medical Practitioners and Dentists Registration (Amendment) Ordinance, enlarges the categories of persons eligible to practice as dentists. This Ordinance is designed to alleviate the shortage of dentists in the Gold Coast. The second, the West African Institute for Trypanosomiasis Research (Gold Coast Status) Ordinance, enables the Gold Coast to contribute towards and share in the benefit of the Research Institute which has been set up in Nigeria.

An Ordinance of interest in the field of social welfare is the Criminal Code (Amendment) Ordinance which abolishes corporal punishment as an award of the Court to adults for all offences except that of housebreaking with violence. The bill was drafted so as to bring about the complete abolition of flogging as an award of the Courts,

but the Legislative Assembly amended the bill before enactment since it was not considered that, at the present stage of development in the Gold Coast, public opinion would stand for the removal of the power of the Courts to award corporal punishment for housebreaking with violence.

It is fifteen years since the laws of the Gold Coast were last revised, and the Revised Edition of the Laws of the Gold Coast Ordinance passed late in the year, provides for the appointment of a Commissioner to prepare a revised edition of the laws of the Gold Coast, and for its authorisation and publication. Sir Percy McElwaine has been appointed as Commissioner and is already at work.

Chapter 9 : Justice, Police and Prisons

JUSTICE

The Supreme Court of the Gold Coast was established by the Courts Ordinance of 1935 which repealed, replaced, or extended to Ashanti and the Northern Territories many of the provisions of the Supreme Court Ordinance of 1876. The Supreme Court, as constituted by this Ordinance, consists of the Chief Justice and so many Puisne Judges as the Governor may appoint in accordance with the instructions of Her Majesty the Queen. The Chief Justice and Puisne Judges of the Supreme Courts of Nigeria, Sierra Leone, and the Gambia are also judges of the Supreme Court of the Gold Coast. Supreme Court judges sit at various places within the Gold Coast, discharging their duties within areas known as Judicial Divisions. The Chief Justice is president of the Court but his judicial powers are the same as those of the Puisne Judges.

The Supreme Court has in the Gold Coast the jurisdiction which Her Majesty's High Court of Justice exercises in England ; it has also all the powers of the Lord Chancellor, with full liberty to appoint and control guardians of infants and keepers of the persons and estates of lunatics. The law it administers is, subject to any other Ordinance granting or restricting powers, the common law, the doctrines of equity, and the statutes of general application which were in force in England on 24th July, 1874.

African customary law is, however, the basis of most legal relationships existing between persons, as it is of most domestic and contractual relations. Property, including land, is largely held in accordance with it. The Supreme Court is empowered to enforce its observance in cases where the parties are Africans and it is not contrary to justice, equity and good conscience, or to any Ordinance. Indeed, even where one party is not an African, the strict enforcement of the English law is not required where substantial injustice would be done. On the other hand where it appears that parties, even though African, intended their obligations to be governed exclusively by English law, the customary law is inapplicable.

This interpretation of the law, which has produced some interesting results, has occupied much of the time of the courts. Customary gifts of land, customary "death-bed dispositions" of property, and customary mortgages have received recognition. Squatting has, in certain circumstances, been held to result in a possessory title, although wrongful occupation of land for any period, however long, would not in customary law result in any title.

The Supreme Court on the criminal side administers the Criminal Code, a codification of the English criminal law, which requires that no one shall be liable to punishment save in accordance with its provisions or the provisions of some other Ordinance. The code, though enacted sixty years ago and amended occasionally, has stood the test of time remarkably well. Procedure is governed by the Criminal Procedure Code of 1935: it follows in the main the principles of English law. Assizes are held quarterly.

Trial by jury is practised in criminal cases in the Colony and the Southern Section of Togoland. The Criminal Procedure Code (Cap. 10) provides that trials of all cases punishable by death shall be with a jury but the Governor in Council may provide by Order for trial by jury of any offence and he has in fact done so in the case of all offences punishable by imprisonment for life. All other indictable offences in the Colony and the Southern Section of Togoland are tried by the Court with assessors. Elsewhere all indictable offences are tried by the Supreme Court with assessors. In land cases a Judge of the Land Court may sit with assessors where he thinks desirable either generally or where a question of native customary law is involved.

Summary jurisdiction is exercised throughout the country by magistrates; in some places by stipendiary District Magistrates and in others by District Commissioners sitting as magistrates. Magistrates' Courts, like the Supreme Court, are constituted under the Courts Ordinance. They are mainly occupied with offences punishable under the Criminal Code, but also hear cases of contravention of the Ordinances governing arms and ammunition, motor traffic, liquor traffic and other subjects. Stipendiary District Magistrates are empowered to impose sentences of imprisonment, not exceeding one year, and fines not exceeding £100. District Commissioners may award six months and £50. Both may also hear civil suits for sums less than £150 and £100 respectively.

Juvenile Courts have been set up in Accra, Sekondi and Kumasi, where child delinquency constitutes a serious problem, and are composed either of three citizens selected from a panel of specially appointed Juvenile Court Magistrates or by a Stipendiary Magistrate sitting with two members of the panel. Juvenile Courts are not allowed to sit at the same place and time as other courts; the public is excluded from their proceedings, and, where they exist, their jurisdiction is exclusive. Most members of the panels are Africans and some are women. These courts are empowered to place convicted youths in the care of a relative or other suitable person, or of a Probation Officer, or to send them to an industrial school or industrial

institution. They may order the parents of the offender to pay a fine, or to enter into a bond to secure the good behaviour of their child ; they may also order whipping.

The proceedings in all courts are conducted in or interpreted into English. Judges and counsels are robed as in England, and the opening of an assize is marked by traditional ceremony.

Certain offences are tried by Native Courts ; these courts are traditional institutions which have been restricted, controlled, and developed to meet the needs of the present day. The areas over which these courts as now constituted exercise jurisdiction correspond to traditional divisions of the country. They are established wherever there is a Native Authority which can make adequate financial provision for their upkeep. On the civil side, they enjoy exclusive jurisdiction in suits between Africans concerning land, the installation or deposition of chiefs, constitutional relationships subsisting according to native custom, and minor cases of debt or demand. Criminal offences against bye-laws made by Native Authorities and against the provisions of the Mosquitoes Ordinance and Native Customs Ordinance are also cognizable by them. In urban areas, most of the civil cases coming before the Native Courts concern debt recovery.

Appeals from their orders lie to District Commissioners sitting as magistrates, except in land cases, where the appellate authority is the Lands Division of the Supreme Court. The Divisional Courts of the Supreme Court are empowered to hear appeals from the orders of magistrates.

The table in Appendix VII showing the volume of work preformed in the financial year 1950-51 by Native Courts indicates the large part these courts play in the life of the people.

The Commission set up under the chairmanship of Mr. Justice Korsah, C.B.E., to examine the Native Courts system completed its deliberations during 1951 and submitted its report to the Governor at the end of the year.

In 1945, steps were taken to form a special division of the Supreme Court to deal with the problem of litigation over land. The original idea of specialist Land Court judges has proved unworkable in practice, and all the judges have now been assigned to this division in order that they may have the necessary jurisdiction to deal with the rising volume of litigation on this subject. This expedient has solved difficulties affecting the personal jurisdiction of the judges, but the fact that jurisdiction in land cases is vested in a special division and not in the Supreme Court as a whole still complicates the general problem of jurisdiction.

Almost all titles to land are governed by native customary law. This, in the main, is still well suited to rural conditions, but a severe strain is put upon it when it is applied in urban districts to strictly defined plots with permanent buildings.

The only urban area in which the position can be considered satisfactory is Kumasi, where a form of land registry has been established and the basic titles converted into leaseholds in English form.

In the Northern Territories, the Court of the Chief Commissioner is especially empowered to hear land disputes between chiefs, and between chiefs and subjects, and to exercise certain appellate and other jurisdiction within his area. Until December, 1949, the Chief Commissioner of Ashanti had similar powers in his area, but these have now been transferred to the Supreme Court, save that he still retains jurisdiction to hear appeals from convictions by the Confederacy Council for certain political offences. Appeals from the orders of both Courts lie directly to the West African Court of Appeal.

Appeals from the Supreme Court also lie to the West African Court of Appeal. This Court, as reconstituted in 1948, has two whole-time members (the President and a Justice of Appeal) who are not Supreme Court judges of any of the West African Territories, and who devote themselves wholly to the hearing of appeals. The judges of the several West African Territories are, however, still members of the Court, which is normally constituted by the President, the Chief Justice or a Judge of the Colony where the Court is sitting and the Justice of Appeal. The headquarters of the Court is in Accra, but it also sits in the other West African Territories as occasion requires. Sir Henry Blackall, the first President of the reconstituted Court, retired during 1951 and was succeeded by Sir Stafford Foster Sutton, and Sir Henley Coussey (of the Gold Coast) is now the Justice of Appeal.

Little individual indebtedness can be ascribed to litigation before Native Courts, but land disputes between neighbouring states, villages or Stools, which are usually protracted and appealed to several Courts, entail the attendance of numerous witnesses and heavy expenditure in counsels' fees. The money for these forms of litigation, borrowed as usual at a high rate of interest, forms a debt for which all members of the community who have a proprietary interest over the disputed area are responsible.

The Legal Practitioners Ordinance provides for admission, remuneration and discipline of legal practitioners, who are styled "Barristers and Solicitors", the profession being a joint one. Applicants for admission must either be English or Irish barristers or Scottish advocates (who must prove certain practising experience), or be English or Irish solicitors, or Scottish law agents. A solicitor must obtain a licence to practice, which is renewable annually. During 1951, 65 practitioners took out licences, five of whom had been admitted during the year. Of these, 58 were Africans and seven Europeans.

Barristers and solicitors have right of audience in the Supreme Court and in Magistrates' Courts but not in Native Courts. Their remuneration is settled by negotiation with their clients. A fee to cover the whole matter (exclusive of disbursements) is usually charged. Costs as between party and party are taxable by the Court, but the taxation only covers disbursements. The practitioner's fee may be fixed by the Court at the hearing.

POLICE

The Gold Coast Police comprises a regular force of nearly 4,000 under 76 Superior Police Officers. These figures do not include about

1,500 members of the Native Authority Police. The Force is distributed between some 130 stations, posts and headquarters throughout the country.

Over half the Force consists of escort police largely recruited from the Northern Territories, many of whom are ex-soldiers. Although the majority of the escort police are illiterate, successful efforts are being made to impart a standard of education to fit them for other police duties.

The General Branch constitutes the balance of the Force and is recruited mainly in the Colony and Ashanti from men who have a Standard VII Certificate and have passed the Force entrance examination.

Recruits are trained in Depots at Accra and Elmina in the law, court procedure, criminal investigation, station and beat duties, motor traffic and drill. Although part of their training is devoted to the handling of arms, emphasis is laid on their responsibility towards the public of preventing crime and there have been many instances of illiterate members of the Force showing initiative and ability to justify their appointment as detectives. The General Police, in addition to normal duties, are employed in the compilation of records, licensing, immigration and passport control.

During the year 11 Officers and Inspectors were sent to the United Kingdom for courses at the Police College and Metropolitan Police Training School.

Mobility and communications have improved during the year. Transport of all types is available and has recently been modernised by the addition of personnel carrying vehicles and wireless equipped jeeps. The network of H.F. and V.H.F. wireless has been extended in accordance with a plan which should reach its final stages early in 1953.

The work of the Passport Control and Immigration Branches has increased noticeably during the year as the following figures indicate (figures for 1950 in brackets) : passports issued 910 (697), British travel certificates 7,629 (3,003), total arrivals, excluding West Africans, 10,213 (6,279), total departures, excluding West Africans, 9,326 (5,286), aliens registered 1,860 (869).

During the year 23,266 cases of crime and 11,304 statutory offences, other than under the Motor Traffic Ordinance were reported, as compared with 21,377 and 12,696 respectively in the previous year. Although there was a decrease in the number of murders, 98 as compared with 103 in 1950, there were increases in reports of assault, housebreaking and larceny. The demand for industrial diamonds continued and, despite special measures adopted by the Force, illicit mining remains a major problem.

The number of road accidents reported showed a slight increase over the previous year despite activity by the Motor Traffic Branch ; prosecutions resulted in an increase of approximately 30 per cent in fines over the figure for 1950.

A Railway and Harbour Police Unit was formed during the year

which has resulted in a marked improvement in the security of goods which are in the custody of the Railway Administration. The Mounted Troop, maintained in the Northern Territories and in Accra for patrolling as well as for ceremonial duties, has been improved by the acquisition of new horses from Nigeria. The Gold Coast Police Band continues to maintain a high standard of smartness and proficiency ; there is a great demand for its services.

The health of the Force remained satisfactory. Organised sport in athletics, football, tennis and hockey is doing well, and in the Inter-Colonial Athletic Championships held in Lagos four members of the Force distinguished themselves. The Gold Coast Police again won the East and West Africa Shooting Cup.

The building programme, aimed at providing good quarters for the rank and file as well as modern stations, is under way and the sum of £474,000 was spent on these projects during the year.

The cost of maintaining the Force was £785,541 during the year, an increase of £139,251 over the figure for 1950.

With the consent of the Court of Common Council for the City of London, Colonel A. Young, Commissioner of Police for the City of London, visited the Gold Coast during the months of September, October and November "to advise the Government of the Gold Coast in the light of impending reforms in Local Government on the future organisation, training and methods of the police force with a view to ensuring that the Gold Coast has a police force in keeping with the needs of a modern state, properly equipped and trained for the prevention and detection of crime and maintenance of law and order".

PRISONS

There were 30 penal establishments under the control of the Prisons Department during the year, including five central prisons, two prison camps, four women's prisons and a Borstal Institution. In addition to these establishments there were 39 prisons in the Colony and Ashanti, maintained and administered by the Native Authorities.

All the central prisons, prison camps, the Borstal Institution, and the Warders' Training Depot are under the supervision of Prison Superintendents. The local prisons are supervised by District Commissioners—as officers in charge—assisted by staff warders who perform the duties of keepers of prisons.

The central prisons are at Accra—Ussher Fort and James Fort—and at Kumasi, Sekondi and Tamale. In addition there is a separate women's remand prison attached to James Fort, Accra ; and a Central Women's Prison at Sekondi. Local prisons do not retain a prisoner who is sentenced to two years or over. He is transferred to a central prison where there are greater facilities for learning a trade, prior to his discharge. All prisoners under sentence of death are transferred to Accra.

The prison camps at Ankaful and at Maamobi accommodate selected first offenders with sentences ranging from 18 months to "life imprisonment".

The Women's Prison at Sekondi accommodates all women prisoners who are sentenced to over one month. Women sentenced to one month or less are detained in the women's section at Accra, Kumasi, or Keta.

All young persons between the ages of 16 and 21 who are ordered to be detained under the Industrial Schools and Institution Ordinance are accommodated at the Borstal Institution at Maamobi in order to remove them from a prison atmosphere.

All prisoners suffering from tuberculosis or leprosy are transferred to the contagious diseases prison camp, adjacent to Ankaful. They receive the attention of specialists in their diseases, and they are accommodated in wards instead of cells.

At all prisons unconvicted prisoners are segregated from convicted prisoners and every facility is granted in the preparation of their defence.

The total number of prisoners convicted during the year was 7,621; 2,786 or 34.87 per cent had previous convictions recorded against them; 1,407 prisoners were classified as habitual criminals. There were 80 juveniles and young persons ordered to be detained in the Borstal Institution, an increase of 35 over the 1950 figure. The number of prisoners admitted to prison on remand or awaiting trial, but who were subsequently released, was 5,622.

Under the new remission system, which came into effect at the end of 1951, all convicted prisoners sentenced to a term or terms of imprisonment which exceeded one month were able, by good conduct and industry, to earn a remission of up to one-third of their sentence.

The proper classification and segregation of the prisoners continued to occupy the attention of the Prisons Department throughout the year. The difficulty caused by limited accommodation was largely overcome by the transfer of prisoners of a single class to a prison that, although too small to accommodate all classes, was big enough to accommodate a fair number of prisoners of the same class.

Ministers of religion visited the prisons regularly, and religious services were held in all prisons.

As far as possible the prisoners' training is designed to meet the needs of each prisoner. A literate prisoner spends most of his working day in one of the workshops; but the illiterate prisoner spends some of his working day in the schoolroom. In addition to practical work in the trade-shops, instruction in theory is given. During 1951, the school teacher attached to the prisons attended lectures on the Laubach teaching technique. Primers and posters were supplied by the Social Welfare Department, and every effort is now being made to reduce illiteracy in prisons to a minimum. Moreover, a special effort has been made to encourage the fullest use of the prison libraries. During 1951, 88 per cent of the prisoners admitted were illiterate. Little can be done for the prisoner serving short sentences. However, close attention was given to the long-sentence prisoners, and many of them are taught to read and write before discharge. In the evenings there are hobbies classes and other activities at larger prisons, e.g. games, lectures and occasional films.

Industrial training continued to form a large part of the corrective training for prisoners, almost all the industries practised in the Gold Coast being taught in the prisons. Fishing camps are maintained at Cape Coast, Keta and Accra and the fish caught was consumed in these and other prisons, much of it being preserved by canning or smoking.

Building remains one of the main industries. New warders' quarters at Winneba and at the Borstal have been completed and, in addition, the Prisons Department has carried out all the maintenance of its existing buildings.

Produce to the value of £3,089 was harvested from the prison farms and supplied as rations to prisoners. Two new tractors and ploughs were received and land was cleared on the prison farms at Ankaful and Maamobi in preparation for mechanical cultivation.

At the women's prison, Sekondi, the prisoners were employed at soap-making, mat-weaving, twine-making and cloth-weaving. Evening classes were held at which embroidery, knitting and sewing were taught. Lectures were given on health, hygiene and child welfare.

Visiting Committees carried out their monthly visits of inspection. Efforts were again made to introduce the system of unofficial visitors. Some progress has been made, but it will be some time before a really good standard can be maintained.

Generally, the discipline in the prisons has been very good. No doubt the increased efforts to teach them a trade and to read and write have had a beneficial effect on the general discipline; a greater number of prisoners willingly co-operated and were well-behaved.

Long-sentence prisoners of good behaviour and proved industry, whose relatives live far away and cannot readily visit them, are granted temporary transfers to the prison nearest their homes. This privilege has been greatly appreciated both by the prisoners and their families. In cases where relatives are able to travel but the distance is great, they may be assisted with subsistence and travelling expenses.

The system of interviewing all prisoners on reception and again on discharge had most satisfactory results. At the Reception Board all particulars of the prisoner's previous life are obtained and the Board, consisting of the Superintendent, Discharged Prisoners' Aid Society Agent, the Chief Warder and Trade Instructors, studies how best the prisoner may be helped to rehabilitate himself. It is true to say that the prisoner's discharge plan starts to be formed at the Reception Board, and is finally carried into effect at the Discharge Board. This Board reviews his progress and his qualifications, and decides the most effective way of helping the prisoner to earn his living on discharge.

The prison camps at Ankaful and James Camp, Accra, are developing into first class training establishments. The inmates of these camps are engaged on building and ancillary industries, farming and animal husbandry.

The percentage of successes from the Borstal Institution still remains high and on no occasion has any inmate abused the privilege of "home

leave" throughout the year. In fact, the granting of "home leave" is now considered to be an integral part of an inmate's corrective training.

It is at the Borstal Institution where real corrective training can be carried out. First-class training is provided in many trades and crafts. Schooling of course is compulsory and, unless medically excused, all boys are given physical training. As an adjunct to physical training volunteers are given training in gymnastics. The Institution still maintains its drum and fife band, which is very popular, and the boys continue to show a great interest in it. The Borstal Discharge Board met monthly to discuss the future of the boys who were considered to be ready for release, and to check the details of employment and after-care.

The Discharged Prisoners' Aid Society continued its work. The system of Agents visiting, advising and assisting discharged prisoners during the first few months after their release once again proved most effective: those few months are the most vital in the re-orientation of the discharged prisoner. One of the outstanding contributions to the welfare of prisoners and their relatives is shown by the amount of money that was paid into revenue in fines collected—no less than £3,176 which represented fines imposed upon 343 men and 30 women. Without the aid of the Agents all these men and women would have been committed to prison.

All prisoners on release are provided with free transport to their home or to their place of conviction, whichever is nearer. Subsistence and monetary aid are also given. Moreover, the prisoner who has learned a trade is also allowed to make tools for his own use on discharge. Tools that he is unable to make such as spirit level, square, etc. are provided by the Department. There are hostels at all central prisons for discharged prisoners who are in transit or waiting to commence employment.

The Prisons Department, which has an establishment of 21 senior officers and 991 other ranks together with certain other staff, maintains a Warders' Training Depot which during the year trained 95 new recruits and provided courses of various sorts to 120 serving officers. The course is an arduous one and the standard of training is high and the ultimate value of such a course in the corrective training of prisoners is undoubtedly great since a well trained and disciplined warder staff is essential for this work.

Chapter 10 : Public Utilities and Public Works

ELECTRICITY SUPPLY

The generation and distribution of electricity for public purposes including the lighting and power requirements of private consumers, Government offices, workshops, waterworks, hospitals, railway installations and harbours is carried out by the Government through

the medium of the Electricity Department. An electricity supply is now available at Aburi, Accra, Cape Coast, Dunkwa, Koforidua, New Tafo, Nsawam, Oda and Akim Swedru, Swedru, Winneba, Sekondi, Takoradi in the Colony, Kumasi in Ashanti and Bolgatanga, Tamale and Pong Tamale in the Northern Territories.

Compression-ignition oil engines running on imported gas oil are used exclusively in all power stations operated by the Electricity Department as the only natural fuel available in the Gold Coast is wood which in many places is scarce and expensive.

A five-year Development Plan has been drawn up embracing appreciable extensions to the plant at the above stations to meet the expected increase in demand and in addition providing for a supply to be established at Keta and Tarkwa. Provision is included in the plan for the installation of electricity supplies in a limited number of areas where a shortage of electrical engineers has up till now precluded investigation.

Notable features in the year's activities were the completion of the change-over of the supply system from direct to alternating current at Kumasi, the installation of three new 650 kw. generating sets in Sekondi power station and the completion of the installation at Bolgatanga. Additional plant was also put into commission at Oda and Dunkwa. Considerable extensions to the high-voltage and low-voltage distribution systems and to sub-stations have also been carried out at all stations. During the year the gross number of units generated by the Electricity Department was 30,578,863—an increase of 13.5 per cent over the previous year's figure. This earned a gross revenue of £397,376, an increase of 7.3 per cent over the previous year. At the same time running and maintenance costs increased by 18.1 per cent.

The largest producers and consumers of electricity in the Gold Coast, however, are the mining companies. Their total output during the financial year 1950-51 was 162 million k.w.h. or about five times as much as that of the Electricity Department.

It is the policy of the Government that the Electricity Department should operate on commercial lines and consideration is being given to establishing a public corporation to take over the functions of this Department.

WATER SUPPLIES

The extension of the Accra and Sekondi-Takoradi water supplies and the construction of the new supplies at Manya and Yilo-Krobo and Nsawam continues. The construction of extensions to the Kumasi water supply has begun.

The rate of progress is still largely dependent upon the delivery of materials. Pumping equipment ordered at the end of 1948 for the Krobo supply was still awaited at the end of 1951, and 9 inch pipes ordered for the Takoradi water supply in 1949 had not arrived by the end of 1951. Large quantities of asbestos pipes have been and are being obtained from Italy: the time required for despatch is about half that required for pipes from the United Kingdom, but the Italian

pipes are more fragile than those made in the United Kingdom and considerable losses are experienced owing to breakages en route and bursts under pressure.

The consumption of water in Accra is increasing at a fairly even rate and has reached $2\frac{1}{2}$ million gallons a day as compared with an output of 4 million gallons daily which will be available when the new treatment plant at Weija Waterworks and the new trunk main from Weija are in service. The new extensions when completed in their final form will eventually make possible a supply of 6 million gallons a day. Difficulties are being experienced with the distribution of water in Accra, since this town has expanded greatly since 1945 and continues to spread. A distribution system to cover the expected growth of Accra has been planned but materials are coming forward too slowly to make possible much progress with pipe-laying.

In Sekondi-Takoradi consumption has increased by almost 50 per cent since the new treatment plant at Inchaban Waterworks was brought into service.

In rural areas the improvement of water supplies is the concern of the Department of Rural Water Development. Improved supplies are required all over the country and the Department's work during 1951 has been of great value.

During the nine months ending 31st December, 246 wells were completed and a further 153 were under construction. Piped water supplies constructed during the last few years are in operation at Bolgatanga, Yendi and Damongo in the Northern Territories and at Djodje, Fenyi-Yokoe, and Ehi in the Keta district of the Colony and piped supplies are expected to be in operation at Hohoe and Wiawso early in 1952.

In addition surveys and investigations of potential supplies have been carried out in various parts of the country despite a shortage of trained staff, especially engineers.

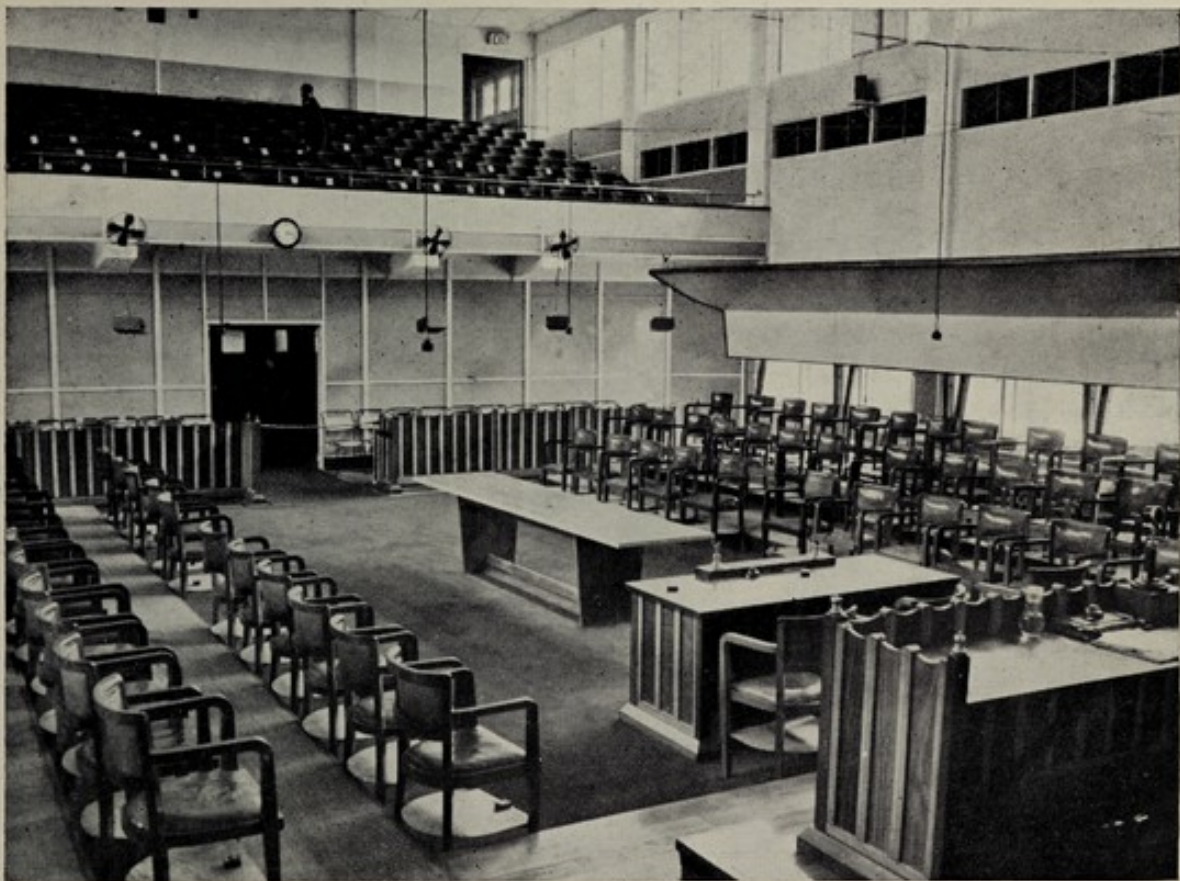
The Department's future plans include the letting of a drilling contract which will provide 300 boreholes over a period of four years. The Department itself aims at providing a total of 200 boreholes and the combined total will serve an estimated population of about one million people.

TOWN TRANSPORT SERVICES

Bus services continued to be provided during the year by the Town Councils in Accra, Sekondi-Takoradi and Kumasi and, on a small scale, by the Obuasi Sanitary Board. All these services have been a generally popular amenity and a valuable source of revenue to the operating authority. Accra has the largest service; in the financial year 1950-51 it operated 47 buses which covered 2,039,039 miles and carried $24\frac{1}{2}$ million passengers; its gross earnings increased by 16.4 per cent over the previous year to £154,575 while total expenditure rose by only 5 per cent to £94,246. Sekondi-Takoradi with 22 buses, Kumasi with 14 buses and Obuasi with two also showed a promising increase in activity.



HIS EXCELLENCY THE GOVERNOR WITH MEMBERS OF THE
CABINET



LEGISLATIVE ASSEMBLY CHAMBER 1951



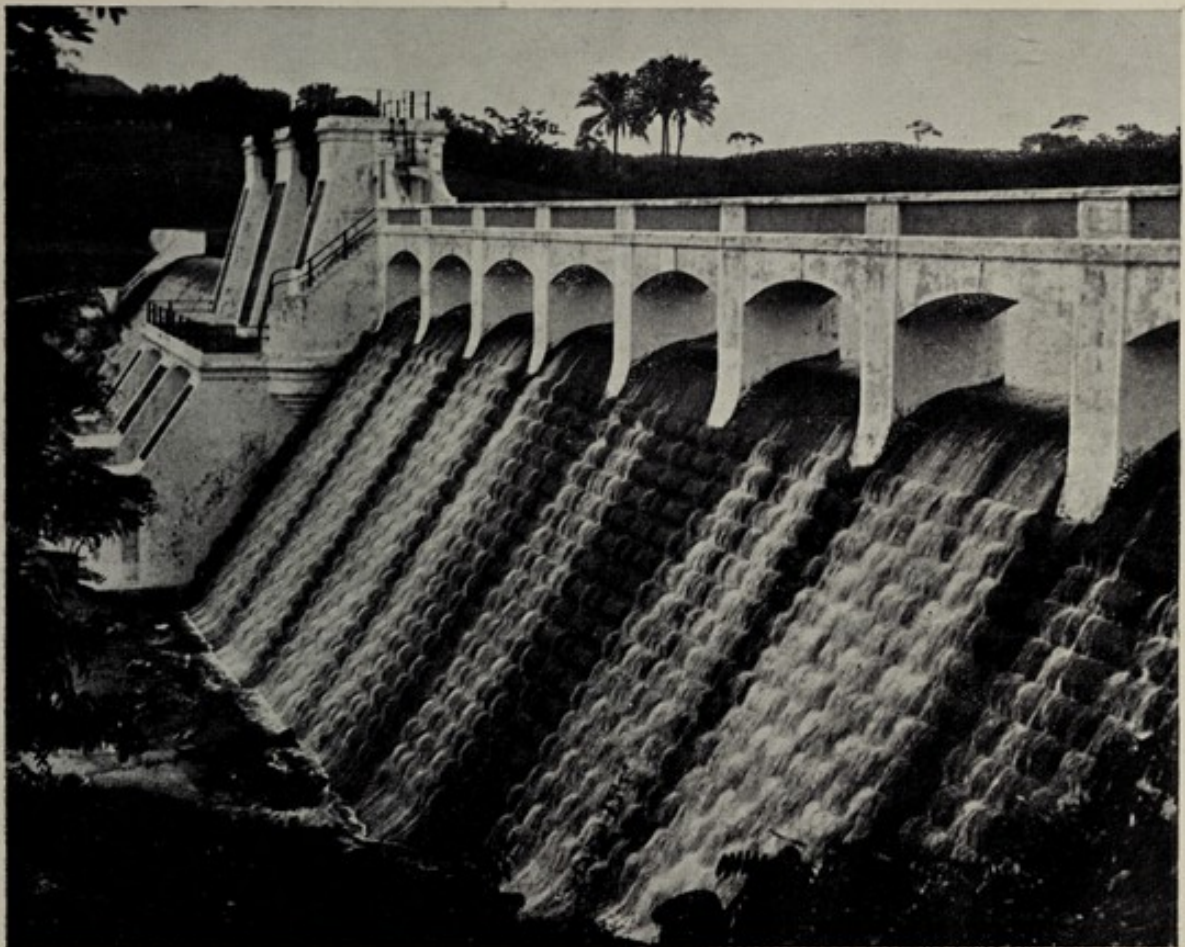
THE HONOURABLE DR. KWAME NKURUMAH,
FIRST PRIME MINISTER OF THE GOLD
COAST



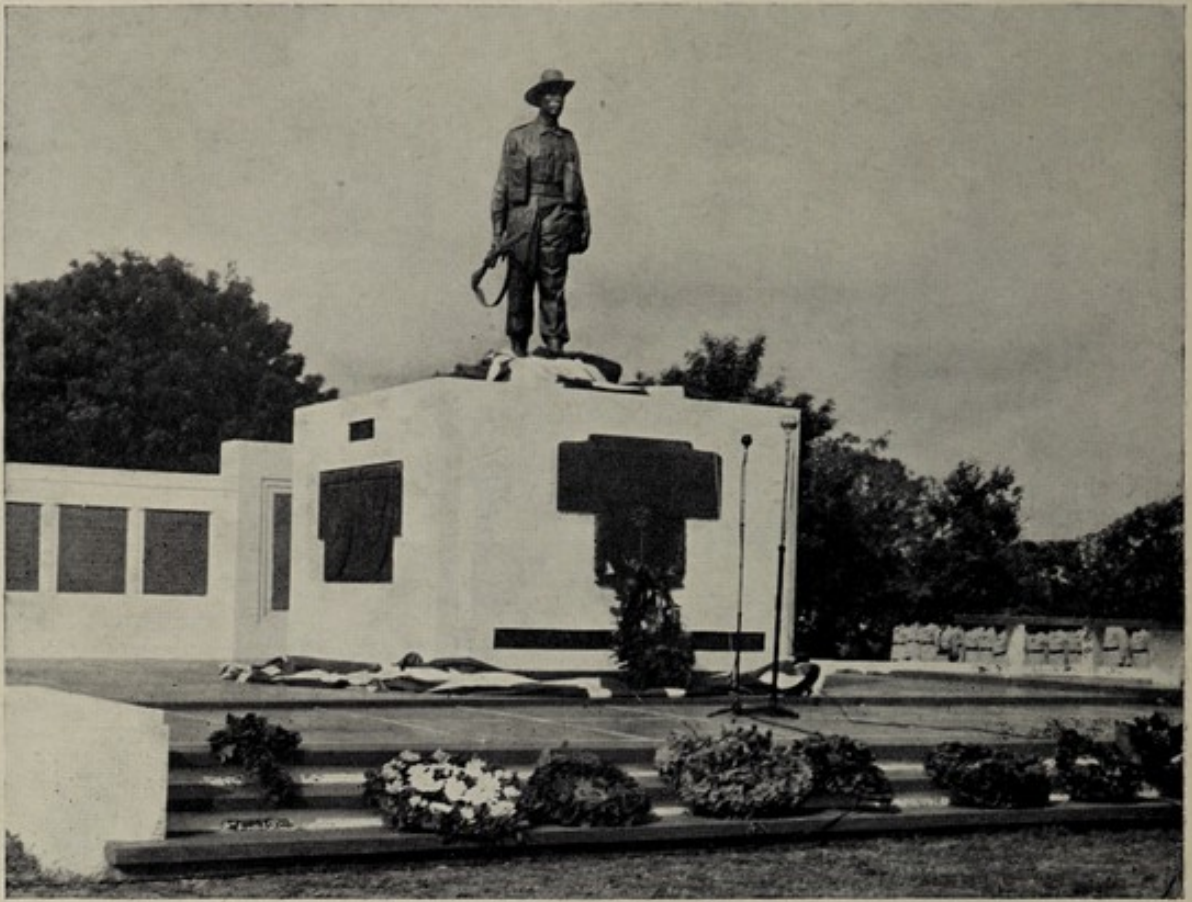
THE HONOURABLE E. C. QUIST, O.B.E.,
SPEAKER OF THE LEGISLATIVE
ASSEMBLY



CONSTRUCTING THE NEW TIMBER WHARF AT TAKORADI
HARBOUR



KUMASI WATER WORKS



UNVEILING THE ACCRA WAR MEMORIAL, REMEMBRANCE
DAY 1951



CLEARING THE BUSH AT DAMONGO

BROADCASTING

All programmes broadcast from the Gold Coast transmitting station at Accra are arranged by the Public Relations Department. Broadcasts are given in English and six African languages—Twi, Ga, Ewe, Fanti, Hausa and Dagbani. These programmes are relayed by 23 wired broadcasting stations throughout the country.

During the year extra time was allocated to vernacular news and entertainment broadcasts, and it was possible to increase the number of outside broadcasts and "live" programmes. The most popular items continue to be vernacular news and plays, talks by the Radio Doctor, and the daily account of proceedings when the Legislative Assembly is in session.

Full co-operation with the B.B.C. was maintained and in addition to taking part in the "Round the World" broadcast on Christmas Day, the Gold Coast contributed by direct broadcast or recording to a number of B.B.C. features.

New wired broadcasting stations were opened at Ho (the first to be opened in Togoland under United Kingdom Trusteeship), Mpraeso and Konongo. There are 11,500 subscribers to the wired broadcasting service, who pay a fee of 5s. a month. New stations and extensions are being proceeded with as materials become available.

Station ZOY, Accra, uses two transmitters, one of 5 k.w. and the other 1.3 kw. to maintain a daily service (Sundays excepted) on frequencies of 60.15 kc. between 10.30 a.m. and 12 noon and 49.15 kc. between 3.00 p.m. and 6.00 p.m. For 6½ hours on weekdays and 13 hours on Sundays, the B.B.C.'s General Overseas Service and West African Regional Programmes are relayed from wired broadcasting stations, in addition to the local programmes.

BUILDING

In spite of shortage of staff and the difficulty in obtaining certain materials, an extensive programme has been attempted both by direct labour and by contract. Staff housing and Police stations and barracks were constructed on a large scale in several districts. A new development was the commencement of 16 blocks of flats in Accra, four of which were nearly finished at the end of the year. Each block consists of six flats.

A contract worth approximately £1,600,000 was let for the construction of the new Kumasi Central Hospital and work was begun at the end of the year. Tenders have been invited for the construction of a Mental Hospital at Kumasi.

New hospitals at Bolgatanga and Hohoe will be handed over to the Medical Department in 1952.

A site has been chosen for a Central Government Area in Accra which is to contain a new building for the Legislative Assembly as well as permanent offices for Ministries and Departments. The new buildings are being designed as a whole by an architect who was engaged on contract for the purpose. In December, 1951, a Select

Committee of the Legislative Assembly was set up to consider and advise on plans for the new Legislative Assembly building.

The maintenance of Government buildings in all districts continues as a matter of routine in addition to the heavy programme of development to which the Department is committed. The value of building construction undertaken in 1951 by the Public Works Department, either by direct labour or by contract is estimated at approximately £1,500,000.

A great deal of building has been carried out during the year both by individuals and by commercial concerns.

Chapter 11 : Communications

HARBOURS

There are no natural harbours along the Gold Coast and harbour facilities exist only at Accra and Takoradi. At Accra there is a small breakwater providing shelter for surf boats and lighters and, at Takoradi, a deep-water harbour within artificially constructed breakwaters. There are also two surf ports at Winneba and Cape Coast.

The harbour capacity in the Gold Coast will however be greatly increased when the construction of a projected artificial harbour at Tema capable of berthing initially four ships, approximately 15 miles east of Accra, is completed. The decision to site this harbour at Tema has only recently been taken.

Takoradi Harbour, which was opened in 1928, is equipped to deal with the largest vessels operating on the West African coast. The port is owned by the Government, and is managed by the General Manager of the Gold Coast Railways. Works for the provision of additional facilities for the handling of traffic at Takoradi are in course of construction. When these works are completed (it is hoped to complete them in 1953) they will comprise five new shallow-water wharves for the handling of logs and sawn timber, one of which is now in operation ; sidings and storage and handling areas on reclaimed land at the root of the lee breakwater ; and the extension of the main wharf to provide three additional deepwater berths and new tanker and bauxite-loading berths.

The tonnage of goods landed at Takoradi during the year was 674,662 while 1,377,721 tons were exported during the same period. The corresponding figures for Accra were 319,520 tons landed and 60,932 tons exported.

The surplus revenue of Takoradi Harbour earned during the year 1950-51, after deduction of renewals contributions and interest charges, was £112,805 as compared with £121,557 in the previous year, while other ports earned £42,840.

RAILWAYS

The Gold Coast Railway which is owned and operated by the Government consists of 535 miles of open line.

During the year, there was an increase of 17·8 per cent in passenger

revenue, despite a falling off of passenger journeys between Accra and Koforidua, which is attributed to road competition. A first-class sleeping-car service was introduced between Takoradi and Kumasi, and the value of the service was demonstrated by the heavy bookings. Detailed improvements in passenger service continued to be made where possible, but a general improvement cannot be effected until new stock on order is delivered.

Goods traffic (paying and non-paying) continued to increase and the total tonnage handled during the financial year 1950-51 amounted to 2,105,587 tons. This tonnage is the highest on record.

During 1951, the following rolling stock was received and put into service: 30 mainline mixed traffic locomotives, 12 enginemen's caboose vans, and 12 goods brake vans.

Despite these deliveries and the deliveries of goods wagons in the previous year, the rolling stock available remained short of the requirements of the expanding trade of the Gold Coast, and it was still necessary to impose a system of rationing of the space used on the railways by the timber industry which is the largest single user of open vehicles.

Difficulties were again experienced with the supply of coal. The cessation of Nigerian supplies and the restriction of supplies from South Africa, owing to the extreme difficulty of obtaining suitable carrying steamers, were largely responsible for this and made it necessary to reduce both goods and passenger traffic. A skeleton service was maintained by expedients such as using wood fuel in shunting engines.

The construction of earthworks, bridges and culverts for the doubling and re-alignment of the line between Takoradi Junction and Tarkwa continued and considerable progress had been made by the end of the year. A survey party also started work on the survey for the connection between the Central Province and Accra-Kumasi lines. This connection when completed will be a valuable addition to the railway system of the country since it will greatly reduce the journey from Accra to Takoradi. The work on this line is partly financed by a grant of £500,000 made under the Economic Co-operation Administration Scheme of the U.S. Government. The new bridge over the Ankobra River was completed by the end of the year and a number of smaller bridges on the Tarkwa-Prestea line were renewed.

The extension of the main workshops at Sekondi was continued.

The programme of housing for staff continued, the housing estate at Tarkwa was completed and that at Kumasi was begun.

The surplus revenue for the Railway, for the financial year 1950-51 after deduction of renewals fund contributions and interest charges was £309,859. A sum of £260,000 was transferred from the total of the accumulated unappropriated surplus revenue to the Railway Betterment Fund.

ROADS

By the end of the 1950-51 financial year the Public Works Department were responsible for the maintenance of 3,685 miles of road of

which 894 miles are bituminous surfaced. This figure comprised town roads and trade roads (the main highways) only. In addition to this a large mileage of roadways of varying quality is maintained by the Administrative Service and local Government bodies. Industrial interests have also constructed new roads in several areas.

During 1951 the Public Works Department gave bituminous surface dressing to 140 miles of gravel roads, constructed 66 miles of new road and 18 new minor bridges. It gave a full gravel replenishment of base course to 153 miles of road and widened 26 miles of trade roads. Substantial though this achievement is, the programme of new road construction and realignment of existing roads is of such magnitude that much of it will be beyond the limited capacity of the Department. Accordingly the services of a firm of road consultants have been engaged by the Government for a period of four years. Under the terms of the agreement with this firm, the consultants undertake to carry out road and bridge surveys and to design and supervise road and bridge construction works to be undertaken by contractors in accordance with the requirement of the Government. They will also advise on designs or specifications for work to be undertaken departmentally in connection with roads and bridges, or other works in which the Director of Public Works may require assistance.

During 1951 the consultants set up a local organisation under the direction of a Resident Engineer and four survey parties have been working in the field ; approximately 120 miles of road survey have been undertaken as well as the survey of several bridges sites. In addition the Public Works Department has undertaken approximately 50 miles of road survey during the year.

Abnormal rains, particularly in the central and western area, caused widespread damage to roads and consequently staff and supplies had to be diverted from construction to re-construction work.

In December a Central Roads Advisory Committee and three Territorial Committees for the Colony, Ashanti and the Northern Territories respectively were set up to advise and make recommendations to the Minister of Communications and Works on the maintenance and development of the road system in the Gold Coast, with particular reference to the classification of roads, to priorities for the maintenance, improvement, realignment and construction of roads and bridges, and to priorities for surveys necessary for the suggested programme of development.

ROAD TRANSPORT

Most of the carrying trade of the Gold Coast is in the hands of private concerns which operate anything from one lorry owned by several partners to ten or more lorries owned by an individual or company. At least one firm operates a service to Nigeria and organises an annual pilgrimage to Mecca.

The amount of traffic on the roads in the Gold Coast has increased markedly in recent years. In 1948 there were approximately 12,500 licensed vehicles on the roads, while in December, 1950, there were

19,356. By December, 1951, this had fallen to 18,318. This drop is largely due to the fact that, in the interests of public safety, it has been decided that all vehicles should be examined and certified as road-worthy before the issuing of licences, and in certain cases this has resulted in vehicles being condemned as unroadworthy. Unfortunately, this measure to ensure greater road safety was not completed owing to the difficulty of obtaining suitably qualified applicants for the posts of Certifying and Examining Officers. Nevertheless, a very big programme of work was carried out, and a total of 10,853 drivers were tested, 3,916 of whom were passed, and 9,473 vehicles were examined. It is hoped that by 1952 it will be possible to have a Certifying and Examining Officer posted to cover the duties required at each Licensing Office throughout the country.

An important part of the traffic on the road is that of the Government's Transport Department, which maintains and operates a fleet of vehicles for the collection, transport and delivery of all Government stores and materials imported, and provides transport for Government personnel and their baggage, and for important visitors to the Gold Coast. It acts as shipping agent for the Government at the main ports of Takoradi and Accra, and takes charge of the entry, clearance, and distribution of all Government stores and materials, and also for the movement through these ports of Government personnel and their baggage. It acts as Railway agent at the main termini Sekondi/Takoradi, Kumasi and Accra. During the year it also took on the task of clearing Government stores, etc. through Accra Airport.

In addition to these main functions, the Department also provides the following services : it operates mail lorry services between Kumasi and Tamale, both by the western route via Bamboi, Bole and the eastern route via Yeji. Link mail services are maintained from Tamale to Navrongo, Bawku and Gambaga on the eastern side and from Bole to Wa and Lawra, on the Western side ; a twice weekly service is also operated between Accra, Ho, Kpandu and Hohoe. It operates and allocates Senior and Junior Service Transit Quarters at Accra and Kumasi, and the Senior Service Catering Transit Quarters at Takoradi. The Department's staff test and certify all applicants for driving licences, examine vehicles for roadworthiness, examine vehicles involved in accidents and undertake the valuation of vehicles coming within the Defence (Sale of Motor Vehicles) Order, 1947.

The total mileage covered by the fleet of vehicles which the Department operates was 2,152,848 miles, a slight decrease on the mileage covered in 1950, but this was to a great extent offset by the greater tonnage carried due to the use of vehicles of larger capacity. The total tonnage of stores handled by the Department amounted to approximately 42,000 tons.

CIVIL AVIATION

The year 1951 saw a steady increase both in aircraft movements and in revenue at Accra Airport and the subsidiary aerodromes at Takoradi, Kumasi and Tamale. The total number of aircraft movements was

8,244, and the revenue accruing from landing, housing and accommodation fees was £23,132. The international airport at Accra maintained a 24-hour service and handled 5,216 aircraft movements, consisting of main line, charter, inter-colonial and internal services.

The main line services were operated by British Overseas Airways Corporation, Pan American World Airways and Transportes Aereos Portugueses. British Overseas Airways Corporation, using Hermes aircraft and operating on the route London-Tripoli-Kano-Lagos-Accra, averaged 24 services a month ; Pan American World Airways, using Constellation aircraft on the route New York-Johannesburg averaged 17 services a month ; and Transportes Aereos Portugueses, using Dakota aircraft on the route Lisbon-Luanda, averaged nine services a month. Aviacion y Comercio also operated a fairly regular service, using Bristol 170 aircraft, between Spain and Spanish Guinea, calling at Accra.

Inter-Colonial Air Services were operated by Air France with Dakota aircraft, between Dakar, Abidjan, Accra and Lome and by the West African Airways Corporation, which is financed by the four British West African Governments, using Accra as a base, with Bristol 170 aircraft once weekly to Freetown, Bathurst and Dakar. A fortnightly service, using the same aircraft, was also in operation between Accra and Khartoum, providing a link with Cairo and the Middle East.

The internal services between Accra, Takoradi, Kumasi and Tamale were also operated by West African Airways Corporation, Dove aircraft being used, augmented with Bristol 170 aircraft.

A twice-weekly second-class service between Accra and Lagos, using Bristol 170 aircraft, was introduced during the year, and, like the twice-weekly service between Accra and Kumasi, using the same aircraft, proved exceedingly popular.

The Department of Civil Aviation administered the aerodromes at Accra, Takoradi, Kumasi and Tamale and the Flight Information and Rescue Co-ordination Centre at Accra Airport. Long range en-route radio telephony was installed in the control tower at Accra Airport and was the first of its kind in British West Africa.

All four aerodromes remained serviceable throughout the year and there was only one slight accident to an aircraft during this period.

METEOROLOGICAL SERVICES

During the year the Gold Coast Meteorological Service has continued to give valuable service to Government and non-Government bodies alike.

In consequence of the demands of aviation the number of full-reporting stations was increased to fourteen by setting up stations at Wa, Wenchi and Yendi. Thus with reports from these stations, and from Takoradi, Kumasi, Tamale, Kete-Krachi, Akuse, Ho, Ada, Saltpond, Axim and Navrongo, subject to limited communication facilities in some places, the Forecasting Office in Accra is apprised of the weather over the Gold Coast by day and night.

These stations also maintain complete records of the elements of

weather and, in conjunction with 29 climatological stations and 76 rainfall recording stations, serve to extend the records already on hand.

The reports received from the full-reporting stations together with reports from Accra are broadcast every three hours during the day and night and, similarly, reports from other territories are received every three hours. On the basis of these reports the Forecasting Office in Accra is enabled to plot weather charts of varying scope, and provide the captains of aircraft operating through Accra or passing near the Gold Coast with the information they require concerning the weather along their routes. In addition, daily forecasts are supplied to the Police, the Press and the Broadcasting Service. Special forecasts on the imminence of severe weather are also supplied to interested authorities in Accra and Takoradi.

POSTS AND TELEGRAPHS

The business of the Department continued to expand and the estimated revenue amounted to £538,000 representing an increase of £128,000 over that for the previous year. Requests for the establishment of new postal agencies in rural areas resulted in the opening of 21 new agencies. The demand for increased facilities at existing agencies continued and savings bank business was extended to 12 postal agencies, telephone and telegraph facilities to 15, and the transaction of parcel post business to one.

The inland airmail services between Accra and Tamale were increased from three to four times weekly.

The second-class airmail service was extended to most Commonwealth countries during the year.

There has been further substantial progress in the execution of the development programme. Some 1,200 miles of overhead copper wire were erected, providing a number of additional telephone trunk routes. Extensive additions were made to the underground cable system at Accra, Takoradi and Kumasi.

The number of new telephone subscribers connected amounted to 646 but, despite further improvement in the supply position of certain materials, local exchange and cable capacity remained inadequate, and the waiting list of intending subscribers at the end of the year was still considerable.

Resulting from the installation of three channel telephone carrier equipment at Accra, Takoradi, Kumasi and Tamale two additional speech channels were provided over the existing physical circuits between Accra and Kumasi, Takoradi and Kumasi, and Kumasi and Tamale.

Further solid progress was made in the Telecommunications Engineering School and satisfactory results were again obtained in the various City and Guilds examinations.

The Takoradi Coast Wireless Station was refitted with modern transmitters and is now able to offer radio-telephone connection between ships so equipped and telephone subscribers ashore.

Chapter 12 : Research and Land Tenure

RESEARCH

Organisation

While this report confines itself to research carried out within the Gold Coast it must be appreciated that the Gold Coast benefits from a great deal of research carried on elsewhere, in particular that carried out under the auspices of the Research Councils established by the Secretary of State, the colonial and imperial bureaux and institutes to which the Gold Coast makes grants, and the West African regional research organisations which are financed by the four British West African Governments. In the last category, three—the Virus Research Institute, the Institute for Trypanosomiasis Research and the Institute for Oil Palm Research—are situated in Nigeria ; one—the Cacao Research Institute—is situated in the Gold Coast ; and one—the Fisheries Research Institute—is situated in Sierra Leone.

Agricultural Research

The very serious maize rust disease, which has been epidemic since 1950 throughout West Africa, is caused by a fungus now identified as *Puccinia polysora* Underw., which is of South American origin and which has not previously been recorded in Africa. The losses from the disease are so severe that it has been decided to start a joint West African Maize Rust Research project based in Nigeria. Funds are available from a grant under the Colonial Development and Welfare Acts and from joint contributions from the four British West African Territories. Meantime the Department of Agriculture is studying the epidemiology of the disease, isolating possible resistant maize varieties (South African 'Tsolo' maize shows some resistance), and investigating the cultivation of alternative grain crops more especially the dwarf sorghums for areas where maize growing has become particularly hazardous through rust attack. The only practical control measure which can be recommended to farmers at the present time is to plant their corn as early as possible and to use a quick-maturing variety. Experiments have abundantly proved the value of this advice.

The possibilities of developing an export trade in bananas are being investigated ; suckers of the Lacatan banana have been imported from Jamaica via Kew and are being propagated to supply future needs of planting material of this variety whose special merit lies in its resistance to Panama disease. Work is also proceeding on jute and jute substitutes ; a Sudan jute, ECR.576, yielded very well in a trial and is being investigated further. Tobacco, pineapples, sugar-cane and other crops are being examined as well to see how production can be increased both for internal needs and for export.

Selection and breeding work with native varieties of rice and sorghum has been continued and a number of introductions of rice, sorghum

and other crops have shown promise. The "Afa Mwanza" and "kahogo" rices from Tanganyika have done particularly well in varietal trials.

There were no major outbreaks of insect pests during the year though leaf miners were more common than usual on oil-palms in the south-west. Corn stalk borer attack, as usual, took toll of the corn crop but control measures are being worked out. An interesting discovery was that the sorghum midge (*Contarinia sorghicola* Coq) is partly responsible for that sterility of ripening sorghum heads formerly attributed entirely to unfavourable weather. This is the first record of the midge in West Africa.

Perhaps the most important research from the point of view of the economy of the Gold Coast is that being carried out by the West African Cacao Research Institute at Tafo, especially that into the control of swollen shoot disease. The cutting out of infected trees and subsequent replanting has been continued successfully at Tafo, although the Institute now lies in the area of mass infection where the disease is wiping out the farmers' cocoa.

The protection of young cocoa from the attack of capsid bugs (Akate) by the use of a solution containing DDT and called Kumakate has been strikingly demonstrated. Without the use of this simple and cheap prophylactic measure the young cocoa will either be destroyed or delayed from coming into bearing for a number of years. The Government had decided to issue Kumakate free to farmers who wish to re-establish their cocoa farms.

By agreement with the owners, the Institute in 1945 undertook to re-establish four farms devastated by swollen shoot in the Eastern Province. These farms are situated at Adonkwanta, Nankese, Kukua and Koransang, and they total 98.2 acres. The cutting out of infected trees, the replanting of cocoa with the protection of Kumakate and the management of temporary and permanent shade have been successfully demonstrated. Re-infection by swollen shoot has occurred round the perimeters of the farms where they adjoin untreated infected cocoa. After six years the percentage of the land successfully re-established with cocoa varies from 83 per cent in the district most suited to cocoa cultivation to 61 per cent in that at present considered marginal for permanent cocoa cultivation. The adverse effect of food cropping on the subsequent growth of young cocoa has been marked.

In co-operation with a specialist team from Messrs. Pest Control Limited, of Cambridge, England, experiments are being carried out to test a systemic insecticide, developed by this firm, which by killing the mealybugs on cocoa trees might reduce the number of treatments by cutting out necessary to bring a swollen shoot outbreak under control. As a result of preliminary experiments carried out at Tafo, the Institute recommended that the Government should make a contract with the firm for carrying out experiments on farms with varying rates of swollen shoot infection in Ashanti and the Eastern Province.

In 1944 the Institute introduced a number of cocoa species and types from Trinidad. Some types, derived from centres in the Upper

Amazon region of South America, have proved extremely promising as regards vigorous growth and high early yields. Planting material has been supplied to the Agricultural Department to test out these types in various localities in the Gold Coast. Attempts are being made to produce small lots of adequately fermented beans on which the cocoa manufacturers can base an opinion as to the acceptability of these new types to the trade.

Forestry Research

Large-scale silvicultural experiments were maintained and expanded at the silvicultural centres located in various areas of different forest types. The object of these experiments is to evolve the best technique for the regeneration of the forests by both natural and artificial methods. Plots for the determination of rates of growth have also been maintained.

Veterinary Research

The veterinary laboratory and research station at Pong-Tamale and the station and laboratory at Nungwa near Accra have suffered from the lack of a specialised veterinary officer for research work ; but the services of a laboratory technician were secured during the year. Original research work on the control of rinderpest by means of lapinised virus was carried out during the year, and cattle in the Northern Territories were immunised by this method. Research into improved methods of animal nutrition with particular reference to the cultivation of indigenous food products has been carried out with a great measure of success. Investigation has gone on into the potentialities of the indigenous West African dwarf cattle, and imported Zebu cattle from Nigeria. Research and experiments have also been carried out with varying breeds of pigs and poultry.

Medical Research

The Medical Department undertook the following research during the year :

- (i) Preliminary investigations undertaken on the rhesus factor showed the incidence of rhesus negative blood in the Accra district to be in the region of four to five per cent.
- (ii) A newly appointed Medical Entomologist was posted to the Northern Territories in July and began an investigation into the bionomics of *Simulium* in the Protectorate.
- (iii) The Government Ophthalmologist commenced a tour of the Protectorate in order to collect evidence as to the cause of blindness and, more particularly, the relative importance of onchocerciasis, trachoma, and malnutrition as causative factors.
- (iv) Dr. Elmer Berry made visits to various parts of the Gold Coast in the course of his study of the incidence of various types of snails capable of serving as vectors of schistosomiasis infection.

The following contributions to medical literature were made by Medical Officers during the year :

- (i) "The sickle cell crisis in pregnancy", *Transactions of the Royal Society of Tropical Medicine and Hygiene* 44, 559 (1951) by Dr. G. M. Edington.
- (ii) "Pathological Demonstration", *Transactions of the Royal Society of Tropical Medicine and Hygiene* 45, 8 (1951) by Dr. G. M. Edington.
- (iii) "Two cases of sickle anaemia associated with micro-aneurysms of the retinal vessel", *Transactions of the Royal Society of Tropical Medicine and Hygiene* (in press) by Dr. G. M. Edington and Dr. J. W. R. Sarkies.
- (iv) "Onchocerciasis in the Southern Gold Coast", *Transactions of the Royal Society of Tropical Medicine and Hygiene* 45, 243 (1951) by Dr. M. H. Hughes and P. F. Daly.
- (v) "The length of exposure to infestation and the risk of contracting onchocerciasis", *Annals of Tropical Medicine and Parasitology* 45, 73 (1951) by Dr. M. H. Hughes and Dr. J. W. R. Sarkies.

Research at the University College

Chemical research is being carried out at the University College into the extraction and separation of alkaloids from the root bark of *Funtumia Africana* and from the seeds and bark of *Albizia Warneckii* ; towards the synthesis of carpaine, the alkaloid of *Carica Papaya* ; and into the synthesis of fluorine and anthracene analogs of D.D.T.

Botanical research has centred around the wild species and varieties of the genus dioscorea (yams) with special reference to their taxonomy, cytology and distribution. Zoological research has been conducted into sandflies as vectors in the transmission of diseases in man ; and into the incidence and bionomics of guinea worm and its vectors.

Geographical problems being investigated are the development of settlement in the Eastern Province, the distribution of population in the Gold Coast, the growth and functions of Accra and aspects of land use in the Gold Coast in connection with the International Survey of Land Use.

In the field of marine zoology, research in 1951 was devoted to dredge and trawl hauls in sub-littoral waters in the neighbourhood of Accra, following on the investigations in previous years into shore fauna. A motor launch has been provided for this work.

A full programme of economic research into the fishing industry has been started and was continued during the year and a study of local government and an economic survey of the Northern Territories was begun.

One Lecturer in Geology is engaged on research covering much of the Northern Territories and the region between Koforidua and the Volta. The Professor of Geology is researching into the older rocks of the Gold Coast and neighbouring regions.

Historical research includes a study of British policy in West Africa

and a study of European activities in Africa, mainly south of the Sudan, since 1915.

The Department of Sociology has been engaged on studies of the relationship between Ancient Egypt and Near Eastern ritual belief and Akan culture ; the social institutions of the Konkomba ; and the machinery of justice in Ashanti.

Important research has taken place in the pronunciation of English in the Gold Coast, into speech training in Gold Coast schools and into the teaching of oral English in teacher-training colleges.

The University College's Institute of Education has been at work on standardisation of English, arithmetic and verbal intelligence tests for seniors in the Gold Coast ; the grading and presentation of arithmetical for primary schools ; the social function of language and the teaching of the mother tongue ; and the application of tests with the co-operation of the training colleges in all parts of the country to provide information on the nature of number concepts held by children when they first come into school.

Other research

Systematic research into customary land tenure is carried out by the Lands Department. A report by Mr. R. J. H. Pogucki, of the Lands Department, on *Land Tenure in Native Customary Law of the Protectorate of the Northern Territories of the Gold Coast* was published at the beginning of the year. This Officer has now commenced research in those areas of the Eastern Province which are inhabited by tribal groups of non-Akan origin, that is by the Adangme, Ga, Ewe and Guang. A preliminary paper on Adangme customary land law has been prepared. An investigation *in situ* into rights in the salt-bearing Songaw Lagoon has also been completed.

The Town and Country Planning Board laboratory continued research into the suitability of Gold Coast soils for stabilisation with cement for building purposes. Tests on materials for the harbour extensions at Takoradi, for building and harbour work at Tema, for main road construction by the Public Works Department and for brick and tile industries were also carried out.

The Department of Soil and Land-Use Survey developed out of the Soils Division of the Department of Agriculture and was constituted as an autonomous Department in May, 1951. This was done in recognition of the fact that the work of the Division intimately concerns not only the Department of Agriculture but numerous other interests such as animal health, forestry, future land planning and development of all kinds, including town planning, and that the need for soil surveys will continue for many years to come since, as agriculture, forestry, land planning and other activities develop and intensify, so an increasingly detailed knowledge of the soil of the country will be needed.

A soil survey of the Accra-Akuse-Ada plains in connection with the Volta project is now nearly completed and the Department will shortly commence a soil survey of an area north of Takoradi which is con-

sidered to be potentially suitable for growing bananas. The next important survey envisaged is in the Kulpaun Valley of the Northern Territories, and it is hoped that this will contribute to a beneficial solution of the problems of land conservation and resettlement in the Protectorate.

The aim of the Department is to build up a systematic and detailed knowledge of the soils, vegetation and human usage of the country as a whole.

LAND TENURE

There are two distinct systems of land administration in the Gold Coast. In the Colony and Ashanti, except for a very small area, all land is claimed by Stools, families or individuals. In the Northern Territories on the other hand, by virtue of the Land and Native Rights Ordinance, all lands were declared to be native lands and, apart from land to which valid titles existed at the date of the Ordinance (1927), all such lands were placed under the control and subject to the disposition of the Governor, to be held and administered for the use and common benefit of the peoples of the Northern Territories.

Land required for the public service in the Colony, Ashanti or the Southern Section of Togoland is acquired by the Government either by voluntary negotiation or by the use of the compulsory powers conferred by the Public Lands Ordinance (if a freehold title is required) or by the Public Lands (Leasehold) Ordinance (for terms of years). In every case compensation is payable. The compulsory powers conferred by these Ordinances may be used for the acquisition of land for municipal or district councils. In the Northern Territories and the Northern Section of Togoland, land required for Government use is appropriated under the Administration (Northern Territories) Ordinance. Provision is made for land required by any councils which may be set up under the new Local Government Ordinance to be put at the council's disposal by the Governor, under the powers vested in him by the Land and Native Rights Ordinance. On 31st December, 1951, the Government held 96·677 square miles of land in the Colony, 81·250 square miles in Ashanti and 50·048 square miles in the Northern Territories. Of this a total of 5·361 square miles was in Togoland under United Kingdom Trusteeship.

Grants by Africans of rights in land in the Colony, Ashanti and the Southern Section of Togoland are regulated by the Concessions Ordinance. Broadly speaking, this Ordinance, read in conjunction with Order in Council No. 9 of 1926, requires that any grant by an African of rights over land or over the minerals, timber or other products thereof shall be subjected to judicial enquiry if the area of the land granted exceeds five acres in the case of a grant to a non-African, or 25 acres in the case of a grant to an African. It is the duty of the Court at the enquiry to ensure that a just bargain has been made, and that the essential rights of Africans living in the area are protected. Such grants are limited by the Ordinance to terms of 99 years. In Ashanti, District Commissioners are required to be present when the

terms of a concession are agreed and to witness the written agreement. On 31st December, 1951, 8,137·284 square miles of the Colony and 2,395·380 square miles of Ashanti were the subject of concessions. There were no concessions in Togoland.

As mentioned above, the control of all land in the Northern Territories and Northern Section of Togoland is vested in the Governor by the Land and Native Rights Ordinance. Under this Ordinance the Governor may grant rights of occupancy of land to Africans and non-Africans for terms not exceeding 99 years. A proportion of any rents received for such rights of occupancy (not being less than one half) is payable to the Native Authority of the area concerned. Prospecting for and mining minerals in the Northern Territories and Northern Section of Togoland is regulated by the Minerals Ordinance which vests all minerals in the Crown. Any fees, rents or royalties received for mining rights granted under this Ordinance would be dealt with in much the same manner as rents received for rights of occupancy granted under the Land and Native Rights Ordinance, but on 31st December, 1951, no mining lease was extant.

An additional control over alienation of land exists in Togoland under United Kingdom Trusteeship. By virtue of the Administration (Togoland under United Kingdom Trusteeship) Ordinance, it is unlawful for any native of either Section without the consent of the Governor, to alienate any interest in land in Togoland to a non-native of that Section.

It is impossible in a short space to give a picture of the complexities which have arisen in the Colony as a result of the impact of Western ideas and economic conceptions upon the various forms of customary tenure. Insecurity of title leading to involved and prolonged litigation has for many years been a serious obstacle to economic development. The Stool Lands Boundaries Settlement Ordinance of 1950 is a first step towards the solution of this problem, since it is designed to provide an inexpensive means of defining Stool boundaries. Registration of title is the aim, but this will have to await the completion of the investigations into customary land tenure and inheritance now being carried out by the Lands Department.

PART III

Chapter 1 : Geography and Climate

GEOGRAPHY

THE Gold Coast owes its name to the pioneers of trade and adventure of the fifteenth and sixteenth centuries who found gold to be in common use amongst the local inhabitants of that part of the coast of Guinea. The present area of the Gold Coast includes three distinct territories, the Colony, Ashanti and the Northern Territories, while a narrow strip of Togoland, held under Mandate from the League of Nations since 1919 and placed under Trusteeship in 1946, is also administered by the Gold Coast Government.

The whole area lies between $1^{\circ} 12'$ east and $3^{\circ} 15'$ west longitude and $4^{\circ} 45'$ and $11^{\circ} 11'$ north latitude and is bounded on the south by the Gulf of Guinea, on the east by Togoland under French trusteeship, on the north and west by Haute Volta and on the southern part of its western border by the Ivory Coast. The total area is approximately 91,842 square miles and is made up as follows :

Gold Coast Colony	. . . . .	23,937	sq. miles
Ashanti	. . . . .	24,379	" "
Northern Territories	. . . . .	30,486	" "
Togoland under United Kingdom Trusteeship	. . . . .	13,040	" "
		<hr/>	
		91,842	" "

The 334 miles of coast consist generally of a low sandy foreshore on which the Atlantic swell breaks almost unceasingly. Lagoons of brackish or fresh water are scattered along the littoral, separated from the sea by narrow strips of sandy soil. They are particularly large and numerous at the eastern end in the neighbourhood of Ada and Keta.

Of the rivers flowing into the sea, only the Ankobra, Pra and Volta have permanently open mouths and these are guarded by shallow bars.

The coastal area consists mostly of scrub land—much of it heavily farmed—which gives way east of Accra to open plains, until these in turn give way to the lagoons in the neighbourhood of the Volta mouth. At the western end, the forest belt comes close to the sea. Inland this forest belt extends northwards along the western border of the Colony and into Ashanti for some 170 miles. This forms the base of a rough triangle, the apex of which is at the junction of the Afram with the Volta, though a narrow band of forest stretches north and east from here along the Togoland hills. North of the forest belt is an area of orchard bush which dwindles to open park land in the north.

The forest area is broken up into heavily wooded hills which form

steep ridges and produce valuable timber. Cocoa is grown in this area, which has a heavy rainfall reaching its maximum at Axim in the south-west. Rivers and streams are plentiful, but all except the largest are seasonal. In the open park land of the north the rivers are dry for most of the year, although pools are formed in the beds of the larger rivers. In the brief rainy season they become torrents flooding the country for several miles around.

The rivers generally are unnavigable except by canoes, although launches and lighters ply on the lower reaches of the Volta, Tano and Ankobra. The largest of these rivers, the Volta, is formed 310 miles from its mouth by the junction of the Black and White Voltas both of which rise in French territory. The White Volta crosses the northern boundary of the Gold Coast near its eastern end; the Black Volta enters the country in the extreme north-west, whence it forms the western boundary for some 170 miles before turning east to join the White Volta 40 miles above Yeji. The mouth of the Volta is constantly shifting and the bar prevents any but small coasting vessels from entering it, although it is navigable for launches up to Akuse some 50 miles from the mouth. Timber logs are floated down the Ankobra for shipment at Axim, and the Ofin is similarly used as far as Dunkwa, where the timber is loaded on to the railway or dealt with at local saw mills.

The one real lake is Bosomtwi, which lies in a deep, almost circular depression 21 miles south-east of Kumasi, and has a diameter of about five miles. Its steep sides form a rim between 600 and 700 feet above the surface of the water from which there is no external drainage. The water reaches in places a depth of 233 feet. There is convincing evidence that this depression is an explosion caldera of volcanic origin.

There are no great mountains in the Gold Coast, half of which is less than 500 feet above sea level, but in the south-western forest belt it is broken up into ridges and valleys, the ridges rising from 600 feet near the coast to over 2,000 feet between Abetifi and Begoro, which lie at the eastern end of the forest belt in the chief range of hills. This range runs from a point some twenty miles north of Accra in a north-westerley direction until it crosses the western boundary into the Ivory Coast. The south-eastern end is formed by the Akwapim Hills, which form a boundary to the scrub of the Accra plains. Most of the range is about 1,500 feet high, but individual peaks reach heights of approximately 2,500 feet. Another range branches north inside the western boundary forming the eastern side of the valley of the Black Volta which cuts it off from its parent range. Its highest points are mostly between 1,000 and 1,100 feet, although one or two are still higher. From the Akwapim Hills in the south-east and on the east side of the Volta, a line of hills stretches up the boundary between British and French Togoland, crossing the border north-east of Kete Krachi. The highest point in the Gold Coast—about 2,900 feet—is in this range. There is also a range which reaches over 1,300 feet

stretching about 50 miles into the Gold Coast from the eastern boundary through Gambaga.

CLIMATE

The climate of the Gold Coast resembles that of other territories lying within the tropics and near the equator. As is normal in such latitudes, the weather is mainly seasonal, the climatic variations throughout the year being related to the movement of the sun north and south of the Equator and the corresponding movement of the boundary between the moist south-westerly and dry north-easterly winds.

The moist south-westerlies penetrate farthest north in the northern summer and most of the rainfall of the Gold Coast is associated with this wind-stream. Except in the north, there are two rainy seasons in the year separated by a short comparatively dry spell in July and August and a longer dry season from December to February. At the beginning and end of the rainy seasons the well-known West African squalls normally occur.

The dry north-easterlies (the Harmattan) penetrate farthest south, sometimes beyond the coastline, during January and February. They frequently bring particles of fine dust from beyond northern Nigeria and cause a haze which may become so thick as to impede navigation on the sea and in the air.

There are four fairly distinct climatic regions in the Gold Coast, namely the Coastal Belt—warm and abnormally dry ; the south-west corner—warm and wet ; the forest belt—warm and moist ; and the north—hot and dry. This division is illustrated by the figures given in the following table :

<i>Zone</i>	<i>Station</i>	<i>Mean Rain-fall.</i>	<i>Mean Max. Temp.</i>	<i>Mean Min. Temp.</i>	<i>Mean Relative Humidity.</i>
Coastal Belt .	. Accra	29 ins.	86°F	73°F	82%
South-west Corner .	. Axim	83 "	85°F	72°F	86%
Forest Belt . . .	. Kumasi	58 "	87°F	69°F	84%
North . . . . .	. Tamale	43 "	92°F	72°F	61%

The weather during 1951 was marked at the commencement by the relatively limited southward movement of the dry north-easterly wind and absence of Harmattan haze in the coastal area. The short dry spell extended into September but in October rainfall over practically the whole country was well in excess of normal, in some places reaching three or four times the normal. At the same time some areas of limited extent showed less than the normal rainfall.

In November the north-easterlies moved quickly towards the coast bringing Harmattan conditions. Non-seasonal thunder-storm and squall activity occurred about Christmas.

Chapter 2 : History

The history of the peoples of the Gold Coast before the fifteenth century is derived from obscure traditions and much of their later history is based only on memories preserved in tribal tales and folklore.

Early tribal history is largely based on traditions of movement and of associations with earlier homes. Not even after their coming to the Gold Coast did the tribes abide in any one place, and boundary disputes resulting from the pressure of movement were the occasion of frequent internecine strife.

Among the peoples of the Gold Coast the Akans form the principal group, and there is reason to believe that they arrived in three waves, the origins of their present divisions. According to this conjecture, the first wave consisting of the Guans and kindred peoples came down the Volta valley, and possessed themselves, probably as early as 1200 A.D., of a crescent of land stretching from Bole through Salaga, Krachi, Anum and Accra, as far west as Winneba. The second wave, from which the Fantis are descended, seems to have made its way down the Ofin and the Pra, reaching the coast about 1300 A.D., and spreading eastward through Cape Coast until it came in contact with the Guans. The third wave, the source of the Twi peoples, came straight down between the earlier settlers, filling up Ashanti and Akim.

The tribes of the south-east, the Ewes, the Gas, the Adangmes and the Krobos, appear to have arrived after the Akans. Tradition places their original homes in widely scattered parts of what is now Nigeria.

The early history of the Northern Territories is obscure. Part of the area and some of the tribes now living there were probably subject in mediaeval times to one or other of the two great mediaeval Kingdoms of Melle and Songhai in the Western Sudan.

The present inhabitants of the Gold Coast appear therefore to have arrived for the most part during the last seven centuries. There are, however, traces of earlier inhabitants, particularly along the coast, where fragments of older tribes speaking languages different from the Akan dialects are still to be found. The older inhabitants were probably either overrun by the Akans or driven southward to the coast. Traces are fairly widespread of a stone age culture, unconnected by any tradition with the present tribes, which may have belonged to older races. The present tribes had a metal culture as far back as European records go. The original trade with the Europeans was for gold, and gold dust was used as currency until the introduction of European coins at the end of the eighteenth century.

The first authenticated landing of Europeans on the Gold Coast was made by the Portuguese in 1471. Such a profitable trade in gold-dust was begun by them that they determined to establish a permanent base on the Gold Coast. Elmina Castle was built in 1482 on land rented from the neighbouring people, and a number of other subsidiary forts were also established. The Portuguese hoped thus to

secure a monopoly of the gold trade. Their power in West Africa gradually declined during the sixteenth century, but, despite voyages to the Gold Coast by adventurers of other nations, principally French and English (the first recorded English voyage was made in 1553 by Thomas Windham), the Portuguese domination was not seriously threatened until the appearance of Dutch traders at the end of the century.

The Portuguese had begun to carry slaves from West Africa to Portugal as early as 1441, but this trade languished. By 1510, from the West Indian islands occupied by the Spanish as a result of Columbus's voyages there came a renewed, enlarged and more permanent demand for slaves from West Africa. At first these slaves were supplied by the Portuguese from their possessions in West Africa, but on the Gold Coast preference was given to the trade in gold and other commodities.

The planting of English and French colonies in the West Indies in the early years of the seventeenth century and their increasing concentration on the production of slavegrown sugar led to an increased demand for slaves from West Africa. This demand was met initially by the operations of the Dutch West India Company. The Company captured Elmina in 1637 and by 1642 had driven the Portuguese from the Gold Coast.

Other European nations hastened to engage in this trade, which the Dutch had pioneered, from the Gold Coast to the sugar plantations of the West Indies. They normally followed the Dutch model, granting monopolies of the trade to companies expressly designed to supply their own and other West Indian islands. Among these nations were the Swedes (c. 1640-57), the Brandenburgers (1682-1708), the Danes (from 1642) and the English, who established their headquarters at Cape Coast Castle in 1662.

The British abolished their slave trade in 1808. The Danes had already abolished their slave trade in 1804; the Dutch trade was abolished in 1814; and by the middle of the nineteenth century most other European nations had been induced, principally by Britain and her naval anti-slave trade patrols, to follow this example.

English trade with the Gold Coast from 1618 to 1820 was conducted by a series of companies chartered by the King or set up by Acts of Parliament, but opposition in England to royal monopolies led to the passing of an Act in 1698 which opened the coast trade to all His Majesty's subjects for thirteen years, and granted the then existing Company the right of levying a 10 per cent duty to defray the cost of maintaining the forts and garrisons for the general protection of commerce. This duty was, however, evaded and the cost of upkeep fell on the Company which, no longer able to compete with private traders, began to decline. In 1712 the Act was renewed, but the Company's position became impossible, and in 1730 Parliament voted an annual allowance of £10,000 towards the upkeep of the forts. The Company was replaced in 1750 by the African Company of Merchants and an Act of Parliament transferred the forts and possessions to the

new Company and provided for an allowance of £10,000 to £15,000 a year, for the maintenance of the forts. Membership of this Company was open to all British merchants.

The Company's principal local officer was the Governor at Cape Coast who had under him Commandants in the other forts. In these forts were the Secretaries and Writers, Factors and military garrisons. The Company carried on satisfactorily until the abolition of the slave trade in 1808, but the agitation for the abolition of the trade directed a good deal of attention in England toward the cost and the Company came under criticism. The growing power of the Ashantis and their periodical incursions also began to hamper the internal trade on which the forts depended and in 1819 it was decided that the government of the settlements should be vested in the Crown. An Act of Parliament was accordingly passed in 1821 which dissolved the Company, transferred its possessions and forts to the Crown and placed them under the Governor of Sierra Leone.

This assumption by the Crown of control over English interests in the Gold Coast raised difficult issues as to the exact nature of the relationship between the English Crown and the people of the Gold Coast. The history of the latter had been marked from the beginning by recurrent tribal warfare. Many of the coastal tribes, though interested in trade, were so small and poorly organised that neighbouring tribes, led by warlike and ambitious leaders, did not hesitate to attack them in the quest for that most highly prized of commodities, the slave. Of these warlike tribes the Ashantis were the most prominent and their power overshadowed the land for over two centuries. The confederacy of Ashanti tribes on which this power was based had already become influential by 1640 : Osei Tutu, who became King in 1698, founded Kumasi and raised it to pre-eminence. Legend has it that during his reign Akomfo-Anotchi, the fetish priest, plucked the Ashanti Golden Stool from the sky and told the people that it contained their national soul ; this belief has inspired the Ashantis down to the present time.

By the end of the eighteenth century, the Ashantis' power, confined in Osei Tutu's reign to a small area round Kumasi, was supreme over a wide territory. The Ashantis did not, however, attempt any permanent occupation of the lands under their sway, nor did they establish in them any effective administration. The exaction of tribute was their first concern, and they were always prepared to march against any who refused to pay or rebelled against their sovereignty.

By the beginning of the nineteenth century, the Ashantis were beginning to look south and the Fanti tribes, who now became the object of their attacks, turned for protection to the British. In 1806 began the series of seven Ashanti wars, which ended only with the campaign of 1900. The first three, though waged for the most part only between the Ashantis and the southern tribes whose lands they had invaded, led to some conflict with the British and seriously interfered with trade.

By the treaty which was made with them in 1817, the Ashantis

undertook not to attack the tribes allied to the British without first lodging a complaint with the Company's Governor. Failure to take action when a complaint was subsequently laid caused the Ashantis to repudiate the treaty.

Relations between the British and the Ashantis were still strained in 1821 when the Home Government, after dissolving the Company by Act of Parliament, assumed direct control of the settlements and placed them under the Governor of Sierra Leone. When the Governor of Sierra Leone, Sir Charles McCarthy, arrived in the Gold Coast in 1822 he ignored the Ashantis and strengthened his ties with the Fantis. This policy was regarded as hostile by the Ashantis and they went to war, defeating the small English force and the Fanti levies at Insamankow in 1824. The Governor was killed. Although the British and their allies retaliated by defeating the Ashantis at Dodwa in 1826, the Home Government decided to order the withdrawal of British forces from the coast, though it agreed to authorise a Committee of Merchants in London to administer the forts through its own Governor in Cape Coast.

Captain George Maclean, the new Governor, made peace with the Ashantis (1831) and considerably increased British influence with the coastal peoples through informal arrangements with the Fanti tribes by which the latter agreed to submit some of their legal disputes for the decision of British judicial officers. Maclean's policy led to an increase of trade to the advantage both of the British merchants and the peoples of the Gold Coast, but his increased jurisdiction depended in large measure on the excellent personal relationships he had established with the Fanti chiefs and was of doubtful legality. In 1843, therefore, the Crown resumed direct responsibility for the British settlements on the Gold Coast. Under the authority of the British Settlement and Foreign Jurisdiction Acts of the same year, a series of eleven treaties, or "bonds", was negotiated between the British authorities and the Fantis and other tribes which regularised the exercise of a limited British jurisdiction over them.

From 1843 to 1850, the British settlements on the Gold Coast were administered by a Lieutenant Governor under the Governor of Sierra Leone. In the latter year, however, the Gold Coast was constituted a separate colony with its own Legislative Council. A Supreme Court was established by Ordinance in 1852. At this time the Colony consisted only of the forts and settlements; the Fanti lands were thought of only as "protected territory".

After the death of Maclean (1847), British relations with the Fantis and Ashantis began to deteriorate and trade and revenue both declined. The existence of Dutch and Danish forts alongside the British made it virtually impossible to use the British customs as a source of revenue, a serious handicap in view of the new responsibilities arising from the treaties with the Fantis. Purchase of the Danish forts alone in 1850 did not have the expected effect of improving the position, and the attempt to collect the poll tax authorised by a self-constituted Fanti Legislative Assembly in 1852 produced more trouble than revenue.

Together with a fifth Ashanti War in 1863-65, these difficulties led the British Government to contemplate the abandonment of their Gold Coast settlements, and, in 1865, as a step towards this ultimate aim, the settlements were again placed under the Governor of Sierra Leone.

In 1872, however, it became possible for the British Government to take over the Dutch forts. Difficulties arising out of the transfer of Elmina and other matters led to a sixth Ashanti War (1873-74), whereupon the British Government at length decided to try to destroy the Ashanti threat to the coastal tribes. Sir Garnet Wolseley was sent out as Governor and Commander-in-Chief with a large body of troops from Britain and the West Indies. He drove the Ashantis from the areas south of the Pra, pursued them into the heart of their country and rased Kumasi to the ground. By a treaty of peace made at Fomena, the Ashantis undertook to maintain perpetual peace, to pay an indemnity, to withdraw their forces from the south and to abandon all claims upon it, and to allow freedom of trade.

As a consequence of the events of 1872-74, the British Government decided that the Gold Coast needed not only protection but also the regular and permanent administration which the departure of the Dutch had made practicable. In 1874, therefore, a new Colony of the Gold Coast and Lagos was constituted. The Colony was limited to the forts and settlements, but other territory under British influence was declared a protectorate which, in 1874, was the subject of an Order in Council under the Foreign Jurisdiction Act. A Legislative Council was constituted with power to legislate for an undefined area. In 1886 Lagos became a separate Colony. The boundaries of the Gold Coast Colony and Protectorate were, however, still undefined. In 1895 the term "protectorate" was abandoned and all territory in the Gold Coast under the Queen's Jurisdiction was described as a "Colony".

Difficulties with the Ashanti did not, however, end in 1874. In 1881 another dispute led to the despatch of Government troops to Prasu to protect the colony. Differences were temporarily settled after prolonged negotiations, but the Ashantis still constituted a threat to the peace of the land. The Governor finally charged the Ashantis with violating the treaty of Fomena, with molesting traders, with failing to keep open the roads to the coast and with continuing to sacrifice human beings. He demanded that they should receive a British Resident and pay an indemnity. The Ashantis failed to comply with this ultimatum and a British force marched to Kumasi in 1896, removed to Cape Coast King Prempeh and his principal followers and deported them to the Seychelles. The campaign was bloodless, but the Ashantis were by no means reconciled to the loss of their leaders, and when Sir Frederick Hodson the Governor, at a formal meeting with the Ashantis at Kumasi in March, 1900, demanded the surrender of the Golden Stool, the Ashantis rose in rebellion and a difficult campaign followed which pacified the country, established law and order and made trade safe. In 1924 Prempeh was allowed to return from the Seychelles and

was installed as Kumasihene in 1926. His successor was made Asantehene in 1935.

About 1896, the British, impelled not only by the advance of the French and Germans into the hinterland of the Ivory Coast, Togoland and Dahomey, but also by the depredations of the slave raider Samori, concluded treaties of trade and protection with several tribes north of Ashanti and established a protectorate over the area now known as the Northern Territories. Boundary Commissions in 1898 and 1899 delimited the borders of the Gold Coast and neighbouring French and German territories. After the war of 1914-18, part of the German Colony of Togo was placed under British administration by a mandate of the League of Nations and has been governed as part of the Gold Coast ever since.

After the last Ashanti War, Britain assumed full responsibility for the Government of the Gold Coast and its hinterland. In 1901 Orders in Council were made which declared as a Colony by settlement all territories south of Ashanti ; declared Ashanti a colony by conquest, and the Northern Territories a protectorate under the Foreign Jurisdiction Act of 1890. The year 1901 thus marks a distinct break with the past and the beginning of a new chapter in Gold Coast history. During the succeeding years attention has been increasingly devoted to the establishment of law and order and an adequate judicial system, economic and social progress, and to political and constitutional development designed to fit the Gold Coast people to take their place in the community of nations.

By a new constitution promulgated in 1925 the old Legislative Council, which until then had consisted of *ex officio* and a few nominated members, was replaced by a council which retained an *ex officio* majority but also incorporated elected members. Some of these elected members represented municipal areas and the others were elected by councils of chiefs set up for the purpose. The authority of the council was limited to the Colony.

A second constitutional change which took place in 1946 introduced a non-official majority for the first time in any African colonial legislature. Representation was broadened to include Ashanti and Southern Togoland, but the Governor continued to legislate alone for the Northern Territories.

The third, and most fundamental constitutional change came into effect on 14th January, 1951. By this new constitution there was set up an Executive Council consisting of three *ex officio* Ministers and eight Representative Ministers approved by the Legislative Assembly on the recommendation of the Governor. Of the 84 members of the Assembly, 75 are elected by various forms of popular franchise to represent the chiefs and the people. Provision is made for each Minister to be responsible for a number of Government Departments ; and, to facilitate the introduction of a ministerial system of Government, the Secretariat was reorganised into ministries during 1950.

The social and economic history of the Gold Coast in the twentieth

century has been affected in particular by the spread of education and the development of the cocoa industry.

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

From the days of the Portuguese, gold attracted to the coast adventurers of many nations. Towards the end of the nineteenth century deep mining for gold was introduced by European companies and, in spite of some failures, production steadily rose from 7,237 fine oz. valued at £32,866 in 1880 until 1939 when the value of gold exported amounted to £3,910,757 or 26 per cent of total Gold Coast exports. In recent times the prosperity of the Gold Coast has been increased by the discovery and working of diamonds, manganese and bauxite, and by the rapid expansion of the timber industry.

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

The pioneers of education in the Gold Coast were the Wesleyan and Basel (Presbyterian) Missions of the early nineteenth century. They were followed by many others, the Anglican and Roman Catholic Churches being prominent among them. Education was for many years left entirely to the missions, assisted in the latter part of the century by increasing subventions from the Government. Throughout the present century the Government, while continuing its aid to the missions, has also built many schools of its own, and Native Authorities have taken an increasingly prominent part in the extension of schooling facilities. The Government has in these and other ways pursued a policy of wide educational expansion of which the opening of Achimota College in 1924 afforded remarkable evidence, and the establishment of the University College in 1948 a proof of continued progress.

Chapter 3 : Administration and Public Relations

The Legislative Assembly

The general election for which such careful preparations had been made during 1950 was held in February, 1951. The preparations for the elections and the holding of the elections themselves were tasks of unprecedented magnitude and were carried out successfully, unmarred by any breach of the peace or untoward incident. It was the first time that popular elections had been held outside the municipalities and the secret ballot which was used at both stages of the elections was introduced in the rural areas. In view of the general interest which has been shown in the methods used to enable a largely illiterate population to vote, a further account of the elections and the steps leading up to them has been given in Appendix I.

The new Legislative Assembly provided for in the Gold Coast (Constitution) Order in Council, 1950 met for the first time on 20th February, 1951. It is composed as follows :

- A Speaker* ;
- 34 Members representing the Colony—4 Municipal Members, 19 Rural Members and 11 Territorial Members ;
- 19 members representing Ashanti—1 Municipal Member, 12 Rural Members and 6 Territorial Members ;
- 19 members representing the Northern Territories and the Northern Section of Togoland ;
- 3 members representing the Southern Section of Togoland—2 Rural Members and 1 Territorial Member ;
- 3 Ex-officio members : and
- 6 Special Members representing commercial and mining interests (only two of these members have votes in the Assembly itself).

The principal qualifications for a candidate for election to the Legislative Assembly are that he must not be the holder of a public office and must be a British subject or protected person of 25 years of age or more ; he must have sufficient ability to speak and to read the English language to enable him to take an active part in the proceedings of the Assembly.

This is the first Legislative Assembly in which all areas of the Gold Coast and Togoland under United Kingdom Trusteeship have been represented. Elections in the municipalities, are by a single stage ; in rural areas of the Colony and Ashanti the elections are carried out in two stages by means of electoral colleges ; and in the Northern Territories and Northern Section of Togoland all the representatives are elected by a single electoral college of 120 persons. Each stage and each type of election is by secret ballot.

The Legislative Assembly has adopted Standing Rules and Orders

* The constitution does not require the Legislative Assembly to elect one of its own members as Speaker and in fact the first Speaker, the Hon. E. C. Quist, O.B.E. was not a member of the Assembly when he was elected.

which lay down a procedure broadly similar to the practice in the United Kingdom Parliament. The constitution provides for a general election at least once every four years.

The constitution empowers the Governor, with the advice and consent of the Legislative Assembly, to make laws for the peace, order and good government of the Gold Coast. There are however two important limitations to this power : first, no law may make persons of any racial community liable to disabilities to which persons of other such communities are not made liable ; secondly, laws repugnant to the Trusteeship Agreement for Togoland are void in Togoland to the extent of the repugnancy.

Any Member of the Legislative Assembly may introduce any bill or motion except that the consent of the Governor is required for any bill or motion which amounts to a money measure, affects the salaries or conditions of public officers or determines constitutional questions affecting traditional authorities. Government bills are introduced by Ministers : the Legislative Assembly debates them and may approve, modify or reject them.

As will be seen in the next section, the Legislative Assembly plays a part in the appointment and removal of Ministers.

The Executive

The Executive Council consists of the Governor as President, three *ex officio* Ministers and not less than eight Representative Ministers. The *ex officio* Ministers—the Ministers of Defence and External Affairs, of Justice and of Finance—are also the three *ex officio* members of the Legislative Assembly. The Representative Ministers have to be appointed from the Legislative Assembly. They held between them at the end of the year the portfolios of Agriculture and Natural Resources, Health and Labour, Education and Social Welfare, Communications and Works, Housing and Town and Country Planning, Local Government and Commerce, Industry and Mines. The Leader of Government Business held no portfolio for most of the year.

The manner in which the Representative Ministers are chosen is as follows. The Governor submits to the Assembly a list of those of its members whom he proposes for membership of the Executive Council, and the Assembly resolves whether the Governor's choice should be approved. If the Governor's choice is approved the persons concerned are appointed by the Governor to be members of the Executive Council. The Governor is empowered in his discretion to allocate the portfolios. The Ministers elect from their own number a Leader of Government Business in the Assembly.*

The Assembly may by a two-thirds majority request the Governor to revoke the appointment of any member of the Executive Council and the Governor must then revoke the appointment. A Representative Minister may also be removed from the Executive Council if the Executive Council considers that he has failed to carry out any

* This post was abolished early in 1952 with the creation of the office of Prime Minister.

policy or decision of the Executive Council. In this manner a very considerable degree of responsible government and collective responsibility within the Executive Council has been achieved.

The constitution provides for a Minister to have to assist him a Ministerial Secretary, whose functions are roughly the same as those of a Parliamentary Under Secretary in the United Kingdom, and a Permanent Secretary who is a senior civil servant and who, under the general direction and control of his Minister, exercises supervision over the departments for which his Minister is responsible.

The Executive Council is the principal instrument of policy for the Gold Coast and Togoland under United Kingdom Trusteeship. The Governor must consult the Executive Council in the exercise of all his powers except in the case of a strictly limited number described below. Decisions are taken in the Executive Council by simple majority and the Governor must act in accordance with the advice of the Executive Council except as set out in the Royal Instructions. These provide that the Governor may, with the prior approval of the Secretary of State, or without such approval if urgent necessity so requires, act against the advice of the Executive Council if he considers it "expedient in the interests of public faith, public order or good government".

No bill becomes law until the Governor has assented to it in Her Majesty's name or Her Majesty has given her assent, and any law to which the Governor has given his consent may be disallowed by Her Majesty. The Governor is prohibited from assenting to bills which fall within certain classes without having obtained Her Majesty's instructions. The chief of these classes are bills for the divorce of married persons ; bills affecting currency or banking ; imposing differential duties ; inconsistent with treaty obligations ; affecting the control of Her Majesty's Armed Services ; or prejudicing the trade, transport or communications of Her Majesty's dominions or protectorates. Moreover the Governor must reserve for Her Majesty's pleasure any bill inconsistent with the constitution and any bill which regulates the privileges, immunities or powers of the Legislative Assembly or its Members.

The Royal Instructions provide for the exercise of pardon in capital cases and a Committee of the Executive Council has been set up to advise the Governor in capital cases.

Provision has been made for the exercise by the Governor in certain circumstances of reserved powers. If the Governor considers that it is expedient in the interests of public order, public faith or good government that any bill introduced or motion proposed in the Assembly should have effect and if the Assembly fails to pass such bill or motion within such time and in such form as the Governor may think reasonable and expedient, the Governor may declare that the bill or motion shall have effect. The expressions "public order, good faith or good government" in this context include the responsibility of the Gold Coast as a territory within the British Commonwealth of Nations and all matters pertaining to the creation or abolition of any public office or the salary or other conditions of service of any public

officer. The Governor may not make any such declaration except in accordance with the following conditions :

- (a) in accordance with a resolution of the Executive Council ; or
- (b) if the Executive Council, having been consulted, fails to resolve that the declaration be made, then the Governor may make the declaration without submitting the question to the Secretary of State, if, in the Governor's opinion urgent necessity demands that the declaration be made without obtaining the authority of the Secretary of State, but he must immediately report this action to the Secretary of State.

There did not occur during the year any occasion for the use of the Governor's reserve powers.

The Civil Service

The Public Service Commission provided for in the new constitution was set up during the year, to advise the Governor on questions relating to the appointment, promotion, transfer, dismissal and disciplinary control of public officers and certain other matters connected with the public service. The Governor is responsible in his discretion for the appointment etc. of public officers. The Public Service Commission observes certain principles which ensure that officers shall not be recruited from overseas unless no suitable Gold Coast African candidates are available. There is generally a serious shortage of trained and qualified Africans suitable for immediate appointment and one of the duties of the Commissioner for Africanisation, who is a member of the Public Service Commission's staff, has been to ensure that each suitably qualified African, whether now in the Gold Coast or overseas is made aware of the opportunities for careers in the Civil Service. There are in existence, many training schemes designed to fit Africans for promotion within the service. A comparative table giving the numbers of Africans in the Civil Service in 1947, 1949 and 1951 will be found at Appendix VI.

The organisation, staffing and remuneration of the Gold Coast Civil Service in general has been the subject of the report of a special commission set up in 1950 to examine the matter. This report, which is lengthy and detailed, had not been fully considered by the Legislative Assembly by the end of 1951. In general its recommendations supplement the measures already taken to adapt the machinery of Government from the service of a highly centralised administration to a system by which administrative and executive responsibility is dispersed among a number of Ministries and regional authorities.

External Relations

Late in 1950 plans were completed for the setting up of the office of the Gold Coast Commissioner in the United Kingdom, and the Gold Coast Commissioner actually started work in January, 1951. His duties are the fostering of Gold Coast trade, the provision of information about the Gold Coast, assistance in the recruitment of staff and

the welfare of people of the Gold Coast visiting or residing in the United Kingdom. The main work performed by the office in 1951 was that of supplying information about Gold Coast conditions to firms interested in building up trade with the Gold Coast and endeavouring to popularise Gold Coast timber among smaller users. The Commissioner has now been joined by a Trade Commissioner and by an Assistant Secretary. In 1952 it is proposed to appoint a Deputy Commissioner who will be an African.

Towards the end of the year the Commissioner's duties were further expanded to enable him to superintend the United Kingdom end of the scheme for training artisans and trademen in the United Kingdom referred to in Part II, Chapter 7.

On three occasions during the year Ministers travelled abroad to represent the Gold Coast. The Leader of Government Business and the Minister of Education and Social Welfare paid an official visit to the United Kingdom and the United States of America and the Minister of Health and Labour visited Western Germany and Switzerland in addition to the United Kingdom. The Minister of Agriculture and Natural Resources attended an important conference in the United Kingdom on the subject of cocoa.

Regional Administration

The Gold Coast is divided into three areas—the Colony, Ashanti and the Northern Territories—each of which is administered on behalf of the Governor by a Chief Commissioner. The Southern and Northern sections of Togoland under United Kingdom Trusteeship were administered respectively as parts of Colony and the Northern Territories. During the year Sir Sydney Phillipson's Report on Regional Administration was published and considered by the Government. This report made a careful and detailed analysis of the implications of federalism and went on to propose a lesser degree of local autonomy—the establishment of regional administrations performing a number of important functions on behalf of the central Government, without at the same time vesting in the regions extensive legislative powers on the lines envisaged in Nigeria. The Government has decided to modify Sir Sydney Phillipson's proposals and not to set up the comparatively elaborate regional structure he proposes: a further level of representative bodies does not seem to the Government to be called for, and it is proposed that the regional administration shall be purely official in character. The Gold Coast and Togoland will be divided into five regions (the Colony and Southern Togoland being subdivided into three regions). The senior administrative officer in each region will represent and act for all Ministries as required. Nevertheless the Joint Provincial Council and Asanteman Council will remain as electoral colleges and will retain all their traditional functions. The Northern Territories will continue to have a Council on the pattern of the present Northern Territories Council; and the new region comprising the Trans-Volta (Ewe) area of the Colony and the Southern Section of Togoland will have a Council having the same

wide advisory functions as the Southern Togoland Council, which will be merged into the new body for the larger area.

Local Government

During 1951 the local government of the country has continued to be exercised by a large number of Native Authorities, four town councils, and a Sanitary Board (in Obuasi).

A Native Authority normally consists of a chief and council, but there is considerable scope for the variation of this pattern, where circumstances demand that the council should be more representative by the addition to the council of non-traditional members ; and a number of Native Authorities have during the past year been re-organised in this direction. One new Native Authority was established during the year for two out of the three divisions in the Southern Section of Togoland under United Kingdom Trusteeship that still lacked local government machinery. Native Authorities now cover the whole area of the Gold Coast with the exception of this one Togoland Division.

Native Authorities are required to assist in the maintenance of peace, order and good government in the communities over which they have authority. With the approval of the Governor, exercised through the Chief Commissioner of the region (the Colony, Ashanti or the Northern Territories, as the case may be) they may make orders on any of a variety of subjects, including the protection of health and the regulation of certain forms of trade and cultivation.

In the towns of Accra, Cape Coast and Sekondi/Takoradi in the Colony and Kumasi in Ashanti there are town councils each established under its own Ordinance. The Ashanti mining town of Obuasi possesses a statutory Sanitary Board and, in the Colony mining town of Tarkwa, and in a few other towns, non-statutory sanitary committees carry out some local government functions.

One of the most important legislative acts of the year was the enactment of the Local Government Ordinance, 1951, which will in the near future replace the present system by one more completely representative of the people. It is intended to bring the new system of local government into effect in each area when the preparations are complete there. The first of the elections for the new local authorities will, it is expected, be held in April, 1952. The basis of the new system is a body of representative local councils for areas approximating in general to those of the present Native Authorities, although in many places Native Authority areas have been divided in response to demands expressed by the people. These Councils, when set up, will be enabled to exercise all powers at present exercised by the Native Authorities which they succeed and the Minister of Local Government is empowered to confer on them additional powers extending over the fields of public order, agriculture, forestry, regulation of trade and industry, operation and regulation of markets, land conservation, building and town planning, education and public health. Similar bodies are being constituted for certain towns, with the title of Urban

Councils ; these will not necessarily have at the outset functions different from those of local councils, but may be expected to develop rather more rapidly. Any council may make bye-laws, subject to approval by the Minister, for carrying into effect any function conferred upon it.

All urban and local councils are to contain both members directly elected by all adult residents and members representative of the traditional authorities, normally in the proportion of two-thirds of the former and one-third of the latter. There is provision for the addition to councils in exceptional cases of special members to represent commercial or other special interests of outstanding importance in the life of the locality. The president of each council will be a chief but these presidents will sit only on ceremonial occasions and will not vote. Otherwise the council will elect a chairman from its own number, except in the Northern Territories where a council may invite the president to act also as chairman.

Local and urban councils will elect members to district councils, covering larger areas and providing those services which gain most in economy and suffer least in personal contact with the people by being administered on the larger scale. Membership of district councils will be divided between traditional and representative members in the same general proportion of one-third to two-thirds as in the local and urban councils and special members may be elected as for those councils.

Each council, local, urban or district, will be established by instrument made by the Minister of Local Government on the basis of local enquiries which have been held to elicit the views of the people concerned. Even after the election of the new local authorities a continuing review will for some time be necessary to determine the suitability of their provisional areas and compositions and what further powers may be entrusted to them.

With the approval of the Minister, a local council may appoint town, village or area committees within the locality under its administration and may delegate powers to them. In such a case the constituting council specifies the method of selection of members of the committee.

The town councils in the four municipalities will continue to derive their authority from their separate Ordinances until the latter part of 1952, when it is hoped, a new Ordinance will be passed for each of these towns, giving wider powers and a more democratic composition. The present councils already have a majority of members popularly elected on a wide franchise, together with a representative of the Native Authorities of the area, a representative of the local chamber of commerce and members nominated by the Governor, one of whom, an officer of the political administration, is the president.

State councils, which have formed the basis of most existing Native Authorities, are to be completely separated from the new local authorities and will be empowered by Ordinance to discharge a variety of

customary functions. Traditional relations of allegiance will be respected.

One essential task consequent upon the introduction of the new local government system is the training of adequate staffs for the new local authorities. These, like the present Native Authorities, will engage and control their own staffs, subject to any regulations which the Minister may make to ensure suitable minimum standards and conditions of service, and it is assumed that, again like the present Native Authorities, the new councils will provide for the training of their staffs. For the training of technical officers they will receive the help of the departments of the central Government.

The urgency of the need presented by the new Ordinance for the rapid creation of a body of efficient superior officers equal to the administration of a modern local authority has, however, been considered to require a new departure in training, and a residential Local Government Training School was opened in Accra in November. The twelve-week course is practical and relies largely on the active participation and the experience of the students, most of whom are serving officers of Native Authorities—many of them of considerable seniority. In addition to the permanent tutorial staff, visiting lecturers are drawn from a wide variety of Government departments, from the University College of the Gold Coast and elsewhere. Ten of the best students completing the course in any one year will be offered scholarships for a planned course of attachment to local authorities in the United Kingdom lasting about six months. Such training has already been found of great value in training officers for the highest local government posts.

Public Relations

Events in 1951 required an intensification of the Public Relations Department's activities. Preparations for the country's first general election in February were followed by arrangements for a campaign to publicise the New Deal for Cocoa. The usual services were maintained and in many cases greatly expanded.

Interest in the general election was world-wide, and many of the leading British newspapers sent representatives to cover them. At one time the Department was host to eight overseas journalists, as well as a special correspondent of the B.B.C.

By the end of the year there were 14 African officers of the Department taking courses of advanced training in the United Kingdom, and four African officers had returned to duty after completing overseas courses in 1951.

Nine newspapers were enabled by Government subsidy to take Reuter's Coastal Service twice a day, and they made extensive use of it. All papers availed themselves of the London Press Service, while 97 per cent of the Department's 1,630 press releases were published. Eleven press conferences were held, four of them by Gold Coast Ministers.

The *Gold Coast Bulletin*, an official newsheet published by the Public

Relations' Department, was superseded during the year by the *Gold Coast Weekly Review*, an enlargement and improvement on its predecessor, and 35,000 copies a week were issued free, several of the issues containing special supplements. Other material distributed on a large scale included copies of the magazine *Today*, posters, photographs and picture-sheets, all received from the Colonial Office and Central Office of Information in the United Kingdom; and three million leaflets and booklets produced locally.

The Photographic Section produced 69,000 prints, and display sheets of these photographs were sent to a large number of schools, community centres and social organisations.

The Department again produced a number of photogravure booklets, printed in London. The main one was *Achievement in the Gold Coast* which was prepared specially to coincide with the Festival of Briatin. It contained 96 pages and included 97 photographs—nine of them in colour—and was sold or distributed free in the United Kingdom and the United States as well as West Africa. Other photogravure booklets were *Gold Coast 1951* for the British Industries Fair, *Know your Council* which dealt with the Sekondi-Takoradi Town Council, and *Ashanti Native Authority Finances*, which fulfilled a similar function with respect to Ashanti.

The cinema vans continued to be extremely popular. They visited 1,600 towns and villages and gave shows to audiences estimated as totalling well over a million. A disastrous fire in November destroyed almost the whole of the film and film-strip library. The vans were kept on the road, however, thanks to the loan of films from the British Council and the United States Information Service.

The Gold Coast Film Unit made a short comedy for the Savings Committee, and a one-reel instructional film on rural water supplies. It also covered the General Elections and considerable use of this material was made by British newsreel companies. The Unit's main task was a full-length story feature on the problem of juvenile delinquency, the editing of which is expected to be completed by the middle of 1952.

During 1951, so far as records are available it seems that 321 articles and 241 pictures—the material for which was supplied by the Department—were published in the United Kingdom press on matters affecting the Gold Coast. Furthermore the press of some 30 different countries published between them 450 articles on the Gold Coast and 200 pictures which also originated from the Department.

There is also a great demand outside the United Kingdom for factual information about the Colonies and during 1951 many individual requests were received from 18 countries for booklets and leaflets about the Gold Coast.

Chapter 4: Weights and Measures

British standard weights and measures are used. Farmers commonly market their cocoa by the "load", which is 60 pounds.

Inspection and testing of weights and measures is carried out by the Gold Coast Police.

Chapter 5: Newspapers and Periodicals

At the end of 1951 there were 16 non-official newspapers in regular production. Some others appeared for short periods during the year. The following were the regular publications :

Daily

	<i>founded</i>	<i>Editor</i>
African Morning Post	1935	Mr. H. K. Mould
Spectator Daily	1938	Mr. R. B. Wuta Ofei
Daily Echo	1939	Mr. Henry B. Cole
Ashanti Pioneer	1939	Mr. Samuel Arthur
West African Monitor	1947	Mr. E. E. Appiah
Ghana Daily Express	1948	Mr. J. H. T. Obodai
Accra Evening News	1948	Mr. J. G. Markham
Talking Drums	1949	Mr. K. Y. Attoh
Morning Telegraph	1949	Mr. Kwame Afriyie
Daily Graphic	1950	Mr. M. Therson-Cofie
Ashanti Sentinel	1951	Mr. K. Grey-Mills

Twice Weekly

Ashanti Times	1947	Mr. I. K. Nkrumah
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Weekly

Gold Coast Independent	1918	Mr. Guy Warren
Standard	1939	Father Derick
Gold Coast Observer	1940	Mr. J. H. Grahl
Amansuon (in Fanti)	1943	Mr. E. W. Awotwi

In addition to the above newspapers, there is the *Gold Coast Weekly Review*, a successor to the *Gold Coast Bulletin*, published by the Public Relations Department. Moreover the Vernacular Literature Bureau, in conjunction with the Mass Education Authorities, publishes monthly papers (which sell for one penny each) in the Twi, Ewe, Ga and Fanti languages.

Mr. Samuel Arthur, Editor of the *Ashanti Pioneer*, attended the London Polytechnic Journalism Course during the year and was awarded the prize for the most successful colonial student.

Chapter 6 : Reading List

The following list has been recommended by the Gold Coast Library Board :

Works Devoted to the Gold Coast :

- BECKETT, W. H. *Akokoaso, a survey of a Gold Coast Village*. Published for London School of Economics by Percy Lund, Humphries, 1943.
- BOURRET, F. M. *The Gold Coast : a survey of the Gold Coast and British Togoland, 1916-1946*. Stanford University Press, 1949.
- BURNS, SIR A. C. *Colonial civil servant*. Allen & Unwin, 1949.
- BUSIA, K. A. *The position of the chief in the modern political system of Ashanti*. Oxford University Press, 1951.
- CARDINALL, A. W. *The Gold Coast, 1931*. A review of conditions in the Gold Coast in 1931 as compared with those of 1921. Accra Government Printing Department, no date.
- CLARIDGE, W. W. *A history of the Gold Coast and Ashanti*. Two volumes. John Murray, 1915. (This is the most important work yet published concerning the history of the Gold Coast.)
- CROOKS, MAJOR J. J. *Records relating to the Gold Coast settlements from 1750-1874*. Dublin, Brown and Nolan, 1923. (A valuable correlation of official documents relating to that period.)
- CRUIKSHANK, BRODIE. *Eighteen years on the Gold Coast of Africa, including an account of the native tribes, and their intercourse with Europeans*. 2 vols. Hurst and Blackett, 1853.
- DANQUAH, J. B. *The Gold Coast Akan*. Lutterworth Press, 1945.
- MANOUKIAN, MADELINE. *The Akan and Ga-Adangme peoples of the Gold Coast*. Published for the International African Institute by the Oxford University Press, 1950.
- MEYEROWITZ, EVA L. R. *The sacred state of the Akan*. Faber, 1951.
- RATTRAY, R. S. *Ashanti law and custom*. Oxford University Press, 1929.
- RATTRAY, R. S. *Ashanti*. Oxford University Press, 1924.
- REINDORF, CARL CHRISTIAN. *The history of the Gold Coast and Asante, based on traditions and historical facts comprising a period of more than three centuries from about 1500 to 1860. . . . 2nd. edn.* Basel Mission Book Depot, Switzerland, 1951.
- SMITH, E. W. *Aggrey of Africa*. S.C.M. Press, 1929.
- WARD, W. E. *History of the Gold Coast*. Allen & Unwin, 1949.
- WIGHT, MARTIN *The Gold Coast Legislative Council*. Faber, 1947.

Works on African and Colonial Matters of Application to the Gold Coast :

- ADAMS, CAPTAIN JOHN. *Remarks on the country extending from Cape Palmas to the River Congo, including observations on the manners and customs of the inhabitants. With an appendix containing an account of the European Trade with the West Coast of Africa*. London, 1823.

- BARTH, H. *Travels in Central Africa*. Five volumes, Second edition. Longmans, 1857.
- BLAKE, JOHN WILLIAM *ed.* *Europeans in West Africa, 1450-1560*. 2 volumes. Hakluyt Society, 1942.
- BOSSMAN, W. *A new and accurate description of the Coast of Guinea divided into the Gold Coast, the Slave and the Ivory Coasts*. London, 1705. (Usually recognised as the standard work concerning the Gold Coast of this period. An edition was privately printed in 1896 by Sir Alfred Jones.)
- DAVIS, JACKSON, and others. *Africa advancing. A study of rural education and agriculture in West Africa and the Belgian Congo*. London, International Committee for Christian Literature for Africa, 1945.
- EVANS, I. L. *The British in Tropical Africa*. Cambridge University Press, 1928.
- FAULKNER, O. T. and MACKIE, J. R. *West Africa Agriculture*. Cambridge University Press, 1933.
- FORTES, M. and EVANS-PRITCHARD, E. E. *African Political Systems*. Oxford University Press, 1940.
- HAILEY, LORD. *An African Survey*. Oxford University Press, 1938.
- KUCZYNSKI, R. R. *Demographic survey of the British Colonial Empire*. Vol. 1. West Africa. Oxford University Press, 1948.
- LUGARD, LORD. *The Dual Mandate in British Tropical Africa*. Blackwood, 1922.
- MEEK, C. K. *Land law and custom in the Colonies*. Oxford University Press, 1946.
- PEDLER, F. J. *West Africa*. Methuen, 1951.
- PIM, SIR A. *Colonial agricultural production*. Oxford University Press, 1948.
- PIM, SIR A. *The financial and economic history of Tropical Africa*. Clarendon Press, 1940.
- SMITH, E. W. *The Golden Stool*. Edinburgh House Press, 1927.

OFFICIAL PUBLICATIONS

Obtainable, if in print, from H.M. Stationery Office.

- Report of the Commission on the Marketing of West African Cocoa (Nowell Commission)*. Cmd. 5845, 1938.
- Report on Cocoa Control in West Africa, 1939-43, and Statement on future policy*. Cmd. 6554, 1944.
- Statement on the future Marketing of West African Cocoa*. Cmd. 6950, 1946.
- Report of the Commission of Enquiry into the Swollen Shoot Disease of Cacao in the Gold Coast*. Colonial No. 236, 1949
- British West Africa: economic and commercial conditions in the territories of Nigeria, Gold Coast, Sierra Leone and the Gambia*. By A. R. STARCK. 1949.
- An Economic Survey of the Colonial Territories, 1951*. Vol. III: *The West African Territories*. Colonial No. 281-3, 1952.

- Labour Conditions in West Africa.* Cmd. 6277, 1941.
- Report of the Commission on Higher Education in West Africa.* Cmd. 6655, 1945.
- Report of the Commission on the Civil Services of British West Africa.* Colonial No. 209, 1947.
- Native Administration in the African Territories.* Part III: *West Africa.* By LORD HAILEY. 1951.
- Report of the Commission of Enquiry into Disturbances in the Gold Coast,* 1948. Colonial No. 231, 1948.
- Statement by His Majesty's Government on the report of the Commission of Enquiry into Disturbances in the Gold Coast,* 1948. Colonial No. 232, 1948.
- Gold Coast. Report to His Excellency the Governor by the Committee on Constitutional Reform. (Coussey Committee).* Colonial No. 248, 1949.
- Gold Coast. Statement by His Majesty's Government on the Report of the Constitutional Committee.* Colonial No. 250, 1949.
- Togoland. Report by His Majesty's Government in the United Kingdom to the General Assembly of the United Nations on the Administration of Togoland for the year 1951.* Colonial No. , 1952.
- Bibliography of published sources relating to Africa land tenure.* Colonial No. 258, 1950.

Obtainable, if in print, from Crown Agents for the Colonies, 4 Millbank, London, S.W.1. or from the Government Printer, Accra, Gold Coast.

Annual Reports: Agriculture; Animal Health; Audit; Civil Aviation; Cocoa Rehabilitation; Co-operation; Development and Welfare; Education; Finances and Accounts; Fisheries; Forestry; Geological Survey; Income Tax; Labour; Local Government Finance; Medical; Mines; Post Office Savings Bank; Gold Coast Railway, Takoradi Harbour, etc.; Trade; Treatment of Offenders; Tsetse Control; Water Supply.

Estimates.

Estimates of the Gold Coast Railway, etc.

Legislative Assembly Debates.

Report of the Standing Finance Committee of the Legislative Assembly.

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Report on the economics of peasant agriculture in the Gold Coast. By C. Y. SHEPHARD. Sessional Paper No. 1 of 1936.

The Useful Plants of West Tropical Africa. By J. M. DALZIEL. Crown Agents for the Colonies, 1937.

Report of the Committee of Enquiry into the existing organisation and methods for the control of Swollen Shoot Disease by the compulsory cutting out of infected cocoa trees. 1951.

ANTHROPOLOGY

Akim-Kotoku, an Oman of the Gold Coast. By M. J. FIELD. Crown Agents for the Colonies for the Gold Coast Government, 1948.

BANKING

Report by SIR CECIL TREVOR on banking conditions in the Gold Coast and on the question of setting up a National Bank. 1951.

CENSUS

Census of Population, 1948. 1950.

CIVIL SERVICE

Report of the Select Committee of the Legislative Council on the Africanisation of the Public Services. Sessional Paper No. 1 of 1950.

Supplement to the Report of the Select Committee . . . on the Africanisation of the Public Service. Sessional Paper No. 4 of 1950.

Report of the Commission on the Civil Service of the Gold Coast, 1950-51 (Lidbury Report). 2 vols. Sessional Paper No. 4 of 1951.

Report of the Select Committee on the Lidbury Report. Sessional Paper No. 3 of 1952.

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Report (with the Legislative Council decisions thereon) of the Select Committee of the Legislative Council appointed to examine the questions of elections and constituencies. Sessional Paper No. 5 of 1950.

The new Constitution in outline. 1950.

COURTS

Report of a Commission on Native Courts. 1951.

DEVELOPMENT

Report on Development of the River Volta Basin. By SIR WILLIAM HALCROW AND PARTNERS. 1951. (Not on sale. Copies available for reference in the Colonial Office and in the Gold Coast).

The Development Plan 1951 ; as approved by the Legislative Assembly, September, 1951.

Accelerated Development Plan for Education. 1951.

Plan for Mass Literacy and Mass Education. 1951.

ECONOMICS

Handbook of Trade and Commerce. 1952.

A survey of some economic matters. Issued by the Ministry of Finance. 1952.

EDUCATION

Report of the Committee appointed to examine the grant-in-aid system for educational institutions. Sessional Paper No. 7 of 1950.

FISHERIES

The Fishes and Fisheries of the Gold Coast. By F. R. IRVINE. Crown Agents for the Colonies for the Gold Coast Government, 1947.

FORESTRY

Timber Industry : Report of a fact-finding Committee appointed by the Minister of Commerce, Industry and Mines. 1951.

Statement presented to the British Commonwealth Forestry Conference in Canada, 1952.

Gold Coast Timbers. 1950.

GEOLOGY

Cretaceous and Eocene Fossils from the Gold Coast. By L. R. COX. Geological Survey Bulletin No. 17, 1952.

The rocks of the Sekondi series of the Gold Coast. By A. T. CROW. Geological Survey Bulletin No. 18, 1952.

HOUSING

Report of the Committee of Enquiry into Rentals. 1951.

LOCAL AND REGIONAL GOVERNMENT

Report by the Select Committee on Local Government (Colony). 1951.

Report of the Select Committee appointed to make recommendations concerning Local Government in Ashanti. 1951.

Report of a Committee of the Territorial Council of the Northern Territories appointed to make recommendations concerning Local Government in the Northern Territories. 1951.

Local Government Reform in Outline ; being a summary of three reports on Local Government reform and of the related proposals concerning regional administration. 1951.

Regional Administrations. Report by the Commissioner, SIR SYDNEY PHILLIPSON. 1951.

Commission of Enquiry into Wenchi Affairs. Report of the Commissioner, MR. JUSTICE JACKSON. 1952.

POLICE

A Report upon the Gold Coast Police. 1951.

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Report of the Committee on Prisons. Sessional Paper No. 3 of 1951.

SOCIAL SURVEY

Report on a Social Survey of Sekondi-Takoradi. By K. A. BUSIA. Crown Agents for the Colonies for the Gold Coast Government, 1950.

APPENDIX I

The 1951 General Elections

THE introduction of the new constitution involved a complete revision of the electoral laws for all parts of the Gold Coast (including Togoland under United Kingdom Trusteeship). The scope and the detailed nature of the arrangements place the elections in a different category from any others previously held in this part of Africa. It seems likely therefore that they will be regarded as being of sufficient interest to warrant a fairly detailed description.

There were four important factors of general application which added to the many difficulties encountered in preparing for the elections.

- (1) Except in the four municipal areas, any form of universal suffrage combined with election by secret ballot was previously unknown.
- (2) A high rate of illiteracy, limitations of communications and staff, and shortness of time were serious handicaps to the education of the electorate in the meaning of the elections.
- (3) Virtually no precedents were available for any aspect of the preparations for the holding of the elections in the circumstances applicable to the Gold Coast.
- (4) Adherence to a strict timetable allowed no free margin of time at any stage.

The effective period for the organisation of the elections was in fact a little over six months.

Constituencies

The elections for the Rural Members demanded most preparation. The first step that was necessary was the delimitation of constituencies. This began in September, 1950. The basis for the delimitation of the constituencies was that laid down in the Ewart Report which was adopted by the Legislative Council in July, 1950. This report in turn largely followed the lines laid down in the Coussey Report on Constitutional Reform. In general the boundaries of the constituencies follow the boundaries of the States, or of groupings of States on a basis of similar language and interests and, though this was popularly acceptable, it meant an abandonment of the principle of parity between constituencies. The boundaries of constituencies were generally coterminous with boundaries of existing Administrative Districts or sub-Districts. The average constituency had a population of some 80,050 but the largest single member constituency had as much as 141,094 and the smallest as little as 48,082.

Each rural electoral district was divided into sub-districts, each

designed to contain as nearly as possible 1,000 inhabitants. It was provided that each sub-district would elect by universal adult suffrage one person as its representative to the electoral college, which in turn would elect a member of the Legislative Assembly. By the end of October delimitation was complete. In some cases a single town was divided into a number of sub-districts, in other cases a number of small, widely separated farming hamlets had to be combined into a single sub-district. In rural areas definitions were generally left vague. In some cases where the boundaries of villages were in dispute there was difficulty in persuading the States involved that this delimitation was for purposes of voting only and did not effect ownership of land or the planned local government re-organisation. In all, a total of 2,759 electoral sub-districts were set up in the Colony, Ashanti and Southern Togoland.

Registration

Before the election could be held in the rural and urban districts, it was necessary to compile lists of qualified voters, and accordingly registration began in November, 1950.

The following qualifications were laid down for the insertion of voters' names in the electoral rolls of rural constituencies :

- (a) British nationality or protected status ;
- (b) a minimum age of 21 ;
- (c) residence in the constituency for a period of six months prior to registration ; and
- (d) payment of local tax.

Women were qualified to vote on exactly the same terms as men.

People were disqualified from voting if, apart from not fulfilling the above requirements, they

- (a) had been sentenced to a term of imprisonment exceeding one year and five years had not elapsed since their release ;
- (b) had registered in any other constituency ; or
- (c) were certified lunatics.

After persons wishing to be enrolled as voters had registered, three further steps had to be taken before the election could take place :

- (1) the lodging of complaints or objections ;
- (2) the hearing of complaints and objections by special revising courts ; and
- (3) the preparation of the final list of voters.

A Registration Officer was appointed for each District, being the District Commissioner or Assistant District Commissioner of the Administrative District in which the electoral district lay. In each sub-District there was appointed an Assistant Registration Officer, usually a member of the Government Junior Service or a school teacher, most of whom worked part time. In addition, 130 members of the Government Senior Service were seconded for registration

duties. Some 45 per cent of those worked full time and were given supervision over groups of 10 to 20 sub-Districts. The whole process of registration was completed on 19th January, 1951. Not only had it been necessary to allow a period for the hearing and listing of objections etc., but the actual collection of names and the explanation of the purpose of the registration itself was a task involving much work within a strictly limited timetable. Assistant Registration Officers were carefully briefed by the Registration Officers concerned. The Registration Officers held large numbers of meetings in towns and villages, with the full co-operation of State Councils and Native Authorities, and the information was widely spread by local customary means. Furthermore 77,000 copies of a simple pamphlet in English were printed by the Government Press, and 280,000 copies of a summary of this leaflet were printed in English and in eight vernaculars. Almost all local daily newspapers printed the text of the pamphlet in serial form, the insertions being paid for by Government at commercial advertising rates. The Public Relations Department made its wired broadcasting services fully available and extensive broadcasts were made of the vernacular texts. Finally, 15 mobile information teams, selected and trained by the Public Relations Department with the assistance of the Mass Education Branch of the Department of Social Welfare, toured Ashanti, the Colony and Southern Togoland. The teams of two men each (in two cases the officers concerned were women) covered approximately two rural districts each, and went over a prepared itinerary twice. In practice it was found that the teams were not always able to reach places away from the main roads and did not always have time to win popular confidence in places where initial misunderstanding was met with, or where the teams had little detailed local knowledge.

When the registration was complete it was found that only some 40 per cent of those people believed to be qualified to register had actually done so. Registration was uneven and it is felt that this was mainly due to the novelty of the idea, but many other causes contributed to it; in some places the suspicion became established that registration was a prelude to military conscription (at a time when United Nations forces were suffering reverses in Korea), or that it was a prelude to more taxation, or that it was connected with the cutting out of diseased cocoa trees (many of the Assistant Registration Officers were in fact officers of the Cocoa Rehabilitation Department). Again the qualification that to be a voter one must be a ratepayer led to many disqualifications particularly in areas where owing to local disputes or for other reasons few people had paid their rates.

Nevertheless, despite difficulties of this sort, registration, which speeded up greatly in the last few days of the time allotted, was duly completed, all claims etc., heard and electoral lists drawn up.

Preparation for the elections

While registration was proceeding preparations were being made for the elections themselves; at first these were little publicised, in

order to avoid burdening the public with too many unfamiliar instructions at once. Considerable attention was devoted to the preparation of draft Election Regulations, including consultation with District Commissioners, chiefs and local government officials and by 8th January, 1951, an approved draft of the Regulations was put into force.

The organisation for holding the elections was very similar to that used in registration. There were Returning Officers in Rural and Municipal Districts who were always senior Administrative Officers and generally the same officials who had previously acted as Registration Officers. Instructions were issued by Chief Commissioners both by notes and by the holding of conferences and a considerable degree of uniformity was achieved, at the same time leaving a fair measure of initiative to individual Returning Officers in the issue of instructions to subordinate staff.

As it was considered advisable to hold all the rural primary elections on the same day, namely 6th February (in some of the more remote areas, the primaries were held a day sooner in order to give time for the successful candidates to reach the electoral colleges by 8th February) and as the Election Regulations did not make it possible until the day itself to know whether primary elections would be contested or not, it was necessary to make arrangements for a contested election in every sub-district. About 2,300 Assistant Returning Officers had therefore to be found. A high proportion of the persons selected were junior officers of the Government Service, but Native Authority staff, Mission teachers and others were also enrolled. The services of all the Assistant Returning Officers were required for about a week for briefing, travelling, making the necessary polling arrangements and conducting the elections. For the supervision of this junior staff, there were also appointed Senior Assistant Returning Officers on the basis of approximately one for every 10 electoral sub-districts. They were mostly officers of the Government Senior Service and they were made responsible for briefing their junior staff and ensuring that proper arrangements were made for the voting. Most of these worked from their own headquarters but a number had to work in more arduous conditions in the remoter areas.

The municipal elections also required large staffs, but as they were held after the rural elections it was possible to employ a number of persons for both duties. The problem in the municipal areas was to provide enough polling stations and staff to ensure that a very large electorate (48,773 in Accra) should all have the opportunity to vote in the eleven hours allowed for voting. Provision had further to be made for the identification of voters and for recording the votes of illiterates who were estimated to be more than half the electorate. The municipal areas were divided into wards, each with polling stations. At each polling station there were polling assistants and a presiding officer, and groups of polling stations were supervised by deputy Returning Officers.

During December and January there was carried out an educational campaign, very similar to that carried out for the registration. Once again the District Commissioners and their staffs, with the help of the Native Authorities, were the principal agents. In addition, for the benefit of the literate electors, two simple pamphlets were prepared to explain election procedure ; 60,000 copies of the pamphlet dealing with rural elections, and 15,000 of the pamphlet dealing with urban elections were distributed, and their texts were also inserted in the local press at commercial advertising rates. Once again full use was made of the wired broadcasting service and once again mobile information teams were organised. A preliminary course for the teams was held from 17th to 20th December at which attention was paid to the lessons learnt from the previous month's experiences. From 3rd to 27th January, the teams travelled the rural areas, after which date they were concentrated in the urban areas.

One matter which had to be attended to before the preparations could be considered complete was the provision of equipment needed for the elections. As early as September the construction was put in hand of the 6,825 ballot boxes required for the primary elections, at a cost of about 15s. each. This number allowed a contested election in every sub-district and for three-cornered contests in 50 per cent of them—as events proved, a great over-estimate. It was decided that at the elections the boxes should be screwed down and sealed with sealing wax. Some 2,000 screwdrivers had therefore to be provided by local manufacturers. Locked boxes were made for the municipal and for the rural secondary elections. Sheets of paper in three different colours and symbols (brown with an elephant, blue with a fish, green with a cock) for the identification of candidates' ballot boxes had to be designed and printed. Three thousand ink pads were improvised from cigarette tin lids and pads cut out from blankets and 10,000 bottles of indelible ink had to be obtained and transported by air from England for marking elector's thumbs as a precaution against double voting. In addition vast numbers of ballot papers, forms, posters etc., were printed by the Government Printing Department and arrangements had to be made with the Postmaster General for the priority transmission of candidate's nominations and of election results.

The Elections

On 8th January, when the names of the Returning Officers and the dates finally fixed for the election were published, notices were also published calling for nominations for candidates to the rural and municipal constituencies as well as for the territorial elections. The closing dates for the various types of election were not all the same but the period in which nomination could be accepted was never less than 17 days, and except in the case of the elections for the Territorial Members the period in which nominations could be accepted ended a fortnight before the date of the elections. The following table shows

the number of candidates nominated by the various closing dates :

<i>Type of candidate</i>	<i>Number nominated</i>	<i>Number of seats</i>	<i>Latest nominations date</i>
Municipal	14	5	25th January
Rural	103	33	25th January
Northern Territories	34	19	25th January
Special Members	12	6	27th January
Territorial (Colony, Ashanti and Southern Togoland)	90	18	3rd February

Four days after the nominations were received the names were published in the *Gazette*, and two days were allowed for withdrawals during which time one municipal and 14 rural candidates withdrew. The last lists for the rural and municipal elections were finalised by 31st January and the printing of ballot papers was arranged accordingly.

The primary rural elections were held wherever practicable on 6th February (a Tuesday). In the remoter areas they had to be held on the 5th, to allow the candidates time to reach the electoral college on the voting day. In a few exceptional cases the primary elections were held on Saturday, the 3rd. Both the rural secondary election and the municipal elections were held on Thursday, the 8th.

Rural Primary Elections

No primary elections were held in one constituency, Winneba, as the seat was uncontested. Elsewhere elections were held in sub-Districts with the following results:

<i>Region</i>	<i>Total sub-districts with registered electors.</i>	<i>Total sub-districts where no nominations were made.</i>	<i>Total uncontested elections.</i>	<i>Total contested elections.</i>
The Colony including Southern Togoland	1,736	43	1,232	461
Ashanti	730	5	534	191
TOTAL	2,466	48	1,766	652

The high proportion of uncontested elections (74 per cent) did not necessarily imply apathy on the part of the electorate since it is known that in the majority of cases the person to represent the sub-District (often the normal spokesman such as the local headman, a leading farmer etc.) had already been chosen at a village meeting in accordance with the usual custom and without recourse to the novelties of the ballot box. On the morning of the election when the Assistant

Returning Officer called for nominations he was frequently informed that a candidate had already been chosen.

The actual machinery for the primary election was simple and even if the reason for the election might have caused some bewilderment in places, the procedure was readily understood and there was only one known case of a voter who was heard to ask whether it mattered into which box she put her ballot paper. Each candidate was allotted a ballot box distinctly marked with his name and one of the colours and symbols. The ballot papers required no marking, but were numbered and endorsed. The voter, once identified from the electoral list, had his thumb marked in ink as a precaution against attempts to vote twice and was given a ballot paper, the voters then went in, one by one, to a screened room or booth (many were made of palm leaves) and put the paper into the box of their choice. At the end of the statutory time limit, the Assistant Returning Officer then publicly unsealed the box and after a count proclaimed the winning candidate.

In the sub-Districts where there were contested elections, an electorate of 166,908 was involved, of these there was a 43·7 per cent poll in the Colony and a 40·4 per cent poll in Ashanti.

Rural Secondary Elections

Since there was no contest in Winneba, and since two districts (Akim Abuakwa and Anlo) elected two members each, a total of 30 electoral colleges met to choose 32 members of the Assembly out of a total of 89 candidates. In 15 constituencies there were straight fights between two opponents, in six others there were three candidates, in a further six there were four and in one there was five ; in the two two-member constituencies there were five and six candidates respectively. The Convention People's Party contested every seat and (including the uncontested seat) won 29 out of the 33. The remaining candidates were in most cases independents of various sorts, opponents of the C.P.P. rather than members of any political party, though the United Gold Coast Convention put forward several candidates and won three seats. The remaining seat was won by an independent. Most of the independents were moderates in outlook, had little or no popular appeal and carried out virtually no campaigning. Thirty-five candidates forfeited their deposits.

Most of the secondary elections were over by midday and passed off without incident. Less than 2 per cent of the electors were absent. At least two of the electors were women and the number of illiterates in the electoral colleges varied from 3 to 30 per cent. Only in the towns did the primary elections seem to have been conducted over political issues ; it is known that an appreciable number of the electors chosen to go to the electoral colleges were elected on a "party ticket", but no accurate assessment is possible, nor can it be gauged how many members went to the colleges with a definite mandate from their constituencies and what proportion obeyed it. The members of the electoral colleges were as a general rule subjected to vigorous canvassing by rival candidates.

Municipal Elections

In the four municipal constituencies, there was a total poll of 47 per cent of the registered electorate. The following table indicates the size of the poll.

<i>Electoral District</i>	<i>No. of Candidates</i>	<i>No. of Seats</i>	<i>Total Electorate</i>	<i>Total Poll</i>	<i>Percentage</i>
Accra	6	2	48,773	23,122	47.4
Cape Coast	2	1	10,208	3,639	35.6
Kumasi	2	1	20,097	9,123	45.4
Sekondi Takoradi	3	1	11,647	6,912	59.3
TOTALS	13	5	90,725	42,796	47.2

Voting took place from 7 a.m. to 6 p.m. and queues began to form shortly after 6 a.m. The rate of polling was high throughout the morning but slackened as the day lengthened so that there were no reports of queues waiting to vote when the polls closed. It was estimated that the women voters were at least equal in number to the men, and that not more than half the voters were able to mark their own ballot papers. The Election Regulations provided that the Presiding Officer should mark the ballot papers of illiterates and this system, shown to be the only practicable one, was strongly attacked by the Press and the political parties. It is believed that an appreciable number of literates posed as illiterates so as to be able to check the integrity of the Presiding Officers. In the event one protest only was raised that a paper had been wrongly marked and this was not fully substantiated.

In all four towns the good humour and orderliness of the entire population was remarkable, and incidents were very few. That everything went so smoothly was largely attributed to careful organisation, but the absence of any effective opposition to the one active political party took away much of the tension sometimes associated with close contests.

The counting of the votes began immediately the polling ceased and went on throughout the evening. In Accra, the result was not declared until after midnight, but elsewhere rather earlier. Outside Accra popular interest was not great, but in Accra a crowd of some 10,000 to 15,000 waited to hear the results in a very cheerful and orderly fashion, and did not disperse until after 2 a.m. No disturbances occurred. In the municipal areas, the Convention Peoples' Party polled 58,858 votes against 5,574 for their opponents.

Northern Territories Elections

In the Northern Territories voting was carried out by an electoral college of 120 persons. This figure was composed of the 16 members of the Northern Territories Council and 104 persons nominated on a

population basis by the six District Councils. Both these types of Councils are representative of the Native Authorities in the Protectorate. The nominations from the District Councils were complete by 18th January and the nominations for election (34 in all) by the 25th January. A candidate for election was required to be a member of the electoral college and to be nominated and supported by members. Voting was carried out without incident but considerable difficulty was experienced by electors, particularly by illiterate electors, in deciding how they should cast the nineteen votes to which they were entitled among 34 candidates, many of whom were unfamiliar to them. There was a tie for the last two members, so the President of the Northern Territories Council was called upon to use his casting vote, as provided for in the Regulations. The following table furnishes some information as to how the seats were distributed among the various areas of Northern Territories.

<i>District Council Area</i>	<i>Population</i>	<i>Representatives in Electoral College.</i>	<i>Candidates nominated.</i>	<i>Seats gained</i>
Dagomba-Nanumba	224,000	25	5	5
Gonja-Volta	84,000	13	4	1
Lawra Confederacy	89,000	10	5	1
Mamprusi	389,000	42	9	6
Northern	142,000	16	3	2
Wala-Tumu	116,000	14	8	4

The members elected included six Chiefs and eight Native Authority servants or pensioners. Eight out of the total are trained school-teachers.

Territorial Members (Colony, Ashanti and Southern Togoland).

The election for the territorial seats by the Joint Provincial Council, the Asanteman Council and the Southern Togoland Council were held on 10th February, at the Council Chambers at Dodowah, Kumasi and Ho respectively. Nominations were accepted by the Presidents up to 3rd February, and were published by 7th February. Ninety nominations were made as follows :

Colony	53 nominations for 11 seats
Ashanti	31 nominations for 6 seats
Southern Togoland	6 nominations for 1 seat

38 of the nominees were Chiefs or traditional office holders.

52 were commoners including 12 legal practitioners.

15 of the 90 nominees had been members of the former Legislative Council.

The Councils conducted their elections in accordance with well established procedure. As a result of the elections, 10 Chiefs and

eight commoners were elected. Seven of these eighteen had been members of the former Legislative Council including three who had also been members of the former Executive Council.

Special Members

The choosing of these six members was carried out on 10th February. The three members for the Mines were returned unopposed, but there were nine candidates nominated for the three seats for Commerce. Elections were accordingly held at the Chambers of Commerce in Accra, Cape Coast, Kumasi and Sekondi. Voting was by secret ballot and the votes were counted by the Presiding Officer—a Government Officer. The results were declared on Monday, 12th February. With the publication of this result, the 81 elected seats in the Assembly had all been filled.

General

The full results of the elections were published on 14th February, 1951. Their publication marked the successful conclusion of a task of unprecedented magnitude in the Gold Coast. That it was successful and unmarred by any breach of the peace or other untoward incident is mainly due to the Administrative Service, backed by the full co-operation of all Departments of the Government. Of vital importance too was the good sense and good-will of the people and the high degree of co-operation on most occasions of the Chiefs, the political parties, and the Press. Apart, moreover, from the smooth organisation and orderly conduct of the elections throughout the country, it can further be held that, taken as a whole, the results of the elections reflected the wishes of the majority of the people of the Gold Coast and the Trusteeship Territory at the present time.

The approximate cost of the elections was :

	£
Remuneration of Assistant Registration and Returning Officers	15,700
Temporary Clerical Staff	5,330
Travelling and Transport	13,450
Office Expenses	1,150
Registration in Municipal Districts and expenses of Municipal Elections	2,750
Publicity expenses	3,500
Northern Territories Elections	450
Construction of ballot boxes	5,120
	£47,000

Gazettes. Six *Extraordinary Gazettes*, totalling 36 pages, were published in addition to a large number of Gazette Notices in the ordinary *Gazette*. Election legislation accounted for 163 pages in the *Gazette Supplements*.

Publicity material. The three pamphlets on registration and electoral procedure totalled 152,000 copies and the leaflets numbered 200,000 in English and 330,000 in eight different vernaculars. In addition the Public Relations Department's weekly, the *Gold Coast Bulletin* had 11 special election editions with an increased circulation totalling 410,000 copies.

Ballot Papers. One million numbered ballot papers for primary rural elections were printed. For the municipal and secondary rural elections different ballot papers were required for the 34 constituencies and these totalled 121,500 including tendered ballot papers. All these were printed under security arrangements between Tuesday, 30th January and Friday, 2nd February.

Forms and Posters. For the registration of electors five different forms and three posters were printed, of which the major items were 1,500,000 forms of application to be registered and 305,000 pages for the electoral registers. For the elections themselves, in addition to the ballot papers, one poster and four forms were printed. The overall total was 1,830,200 forms and 17,630 posters printed and distributed.

APPENDIX II

Finance

GOVERNMENT REVENUE AND EXPENDITURE

The financial out-turn for 1950-51 is summarised below :

	<i>Approved Estimates</i> £	<i>Actual</i> £
Revenue	16,997,770	20,861,032
Expenditure	16,652,038	14,074,741
Surplus on the year's working	345,732	6,786,291
Development Expenditure	3,972,040	3,759,227
Estimated decrease in Surplus Funds	3,626,308	
Increase in Surplus Funds		3,027,064
Appreciation in value of investment		7,496

The General Revenue Balance, which stood at £8,833,937 on 1st April, 1950, was thus increased to £11,868,497 on 31st March, 1951. This balance does not include a General Reserve Fund of £1,500,000, a Supplementary Sinking Fund of £1,106,966 and an interest-free loan of £800,000 made to the United Kingdom Government during the war.

The estimates of revenue and expenditure for the year 1951-52, as approved by the Legislative Assembly, provided for a surplus of £523,670. The revised estimates indicate that the year will probably close with a surplus of £4,797,410, excluding development expenditure.

The revised estimate of development expenditure is £8,851,136, compared with an original estimate of £6,716,050. It will no longer be met from an excess of assets over liabilities, as in the past, but from a Development Fund established by resolution of the Legislative Assembly in August, 1951.

The revised estimate of the financial position on the 31st March, 1952, is as follows :

	£	£
Excess of assets over liabilities on 1st April, 1951		11,868,496
Revised estimate of revenue, 1951-52	29,113,240	
Revised estimates of expenditure, 1951-52		
Ordinary £21,268,970		
Extraordinary 3,046,860		
	24,315,830	
Estimated surplus on year's working		4,797,410
		16,665,906
Amount transferred from surplus assets to Development Fund and Supplementary Sinking Fund		9,000,000
Revised estimate of excess of assets over liabilities on 31st March, 1952		7,665,906

REVENUE BY HEADS

<i>Head</i>	1949-50	1950-51
	£	£
Customs and Excise	11,069,271	12,283,850
Harbour and Lighthouses	48,116	20,928
Direct Taxation	3,669,641	4,564,411
Licences and other internal revenue	404,148	511,928
Fees of Court or office, etc.	909,265	982,956
Posts and Telegraphs	407,977	450,820
Rents of Government Lands and buildings	112,049	151,618
Interest and Loan Repayments	515,399	598,726
Miscellaneous	614,719	416,956
Land Sales	—	—
Colonial Development and Welfare	355,910	172,146
Investments	—	330
Special Receipts	—	706,363
TOTAL REVENUE	£18,106,495	£20,861,032

EXPENDITURE BY HEADS

<i>Head</i>	1949-50	1950-51
	£	£
The Governor	16,748	17,674
The Governor's Office	—	1,985
Ministry of Defence and External Affairs General	—	10,202
Ministry of Finance	—	4,048
Services under Ministry of Finance :		
Statistical branch	—	28,095
Enemy Property	—	1,205
Vital Statistics	16,031	14,099
Miscellaneous	—	1,249,774
Ministry of Agriculture and Natural Resources	—	4,083
" " Commerce, Industry and Mines	—	2,790
" " Communications and Works	—	2,319
" " Education and Social Welfare	—	2,426
" " Health and Labour	—	1,821
" " Local Government	—	2,317
Accountant-General	30,181	32,721
Agriculture	800,359	696,887
Air Services	102,857	113,199
Animal Health	64,942	67,317
Audit	32,949	35,336
Broadcasting	40,092	42,408
Commerce and Industry	28,747	48,864
Co-operation	25,730	32,247
Customs and Excise	353,052	289,653
Education	1,247,052	1,232,893
Electricity Department	392,205	272,308
Forestry	128,789	149,228
Game	—	2,222
Geological Survey	27,197	33,962
Income Tax (Commissioner, West Africa)	7,345	—
Income Tax (Deputy Commissioner, Gold Coast)	17,986	27,454

APPENDIX II *continued*

<i>Head</i>	1949-50	1950-51
	£	£
Labour	39,898	42,631
Lands	44,268	74,934
Law Officers	12,797	14,340
Legislature	66,908	118,782
Local Loans	302,400	326,196
Medical	932,631	959,556
Meteorological Services (West Africa)	4,001	—
Meteorological Services (Gold Coast)	15,920	20,313
Military	500,000	500,000
Mines	9,045	9,563
Miscellaneous	705,607	44,523
Naval Volunteer Force	73	68
Pensions and Gratuities	531,278	577,552
Police	625,187	623,405
Political Administration	209,355	219,614
Posts and Telegraphs	482,193	561,441
Printing	167,930	190,463
Prisons	198,871	224,793
Public Debt Charges	430,239	429,511
Public Relations	64,266	83,388
Public Works Department	337,763	240,582
Public Works Annually Recurrent	783,036	919,749
Public Works Extraordinary	530,911	709,537
Registrar General	—	16,723
Rural Water Development	—	52,645
Secretariat	92,405	69,989
Social Welfare and Social Development	}	{
Housing	58,865	82,065
Subventions	391,700	46,215
Supreme Court	81,589	625,817
Survey Department	115,407	71,587
Transport	184,095	108,790
Water Supply	35,725	—
Fisheries	13,906	18,727
Cocoa Rehabilitation	373,680	770,701
Local Government Grants-in-Aid	546,159	684,502
Department of Tsetse Control	11,915	39,572
Town and Country Planning	—	10,608
Development	12,232,285	14,074,741
	1,911,258	3,759,228
	£14,143,543	£17,833,969

APPENDIX III

Public Finance—Public Debt

The funded debt remained at £8,410,000. Particulars of the loans, including their respective sinking funds, are as follows :

<i>Object of Loan</i>	<i>Nature of Loan</i>	<i>Amount of Loan</i>	<i>Amount of Sinking Fund</i>	<i>Net liability at 31st March, 1951</i>
Construction of Takoradi Harbour, the Central Province Railway and other Railway and Harbour Works in the Colony.	4½% Inscribed Stock 1956	£ 4,628,000	£ 1,665,557	£ 2,962,443
Completion of Takoradi Harbour and construction of Kumasi Waterworks, Supreme Court Buildings and Accra water main construction.	4½% Inscribed Stock 1960-70	1,170,000	251,889	918,111
Redemption of part of the Gold Coast Government 3% Stock 1927-52 and 3½% Stock 1934-59.	3% Conversion Stock 1954-59	602,000	119,491	482,509
Redemption of part of the Gold Coast Government 6% Stock 1945-70.	3% Inscribed Stock 1963	2,010,000	125,537	1,884,463
		£8,410,000	£2,162,474	£6,247,526

APPENDIX IV

Expenditure on Schemes financed under the Colonial Development and Welfare Act

The following table shows the amounts expended from Colonial Development and Welfare funds and from local resources.

Scheme No.	Title of Scheme	Expenditure from C.D. & W. Funds to 31st March, 1950	Expenditure from C.D. & W. Funds in 1950-51	Expenditure from Gold Coast Funds in 1950-51
		£	£	£
D.287	Water Supply	87,250	11,750	37,219
D.374	Scholarships for Higher Education	96,000	—	—
D.513	Additional Teacher Training Colleges	172,451	—	—
D.597A	Nurses' Training School and Hostel	21,530	5,850	8,249
D.685	Leprosy Survey	5,950	2,200	—
D.705	Leper Colonies	5,700	16,000	—
D.730 & 730A	Building Grants to Educational Units	558,000	105,500	204,698
D.965 & 965A	Geological Survey	11,150	16,200	—
D.1175	Development of Meteorological Services	7,500	5,300	—
D.1181	Research into teaching of English	2,000	—	—
D.1191B	Geological Survey	—	1,000	—
D.1210	Survey of the Volta River	—	12,000	—
R.26	Studentship in Linguistics	1,582	5	—
R.210 & 210A	Structure of the Akan Language	194	—	—
R.213	Linguistic Research	910	—	—
R.263	Research among the Krobos	325	—	—
R.406	Sociological Study of the Lobi People by J. R. Goody	—	750	—
R.433	W.A. Agricultural and Forestry Research Organisation	—	—	60

APPENDIX V
Local Government Finance
(i) REVENUES OF TOWN COUNCILS AND NATIVE AUTHORITIES 1946-51

	1946-47	1947-48	1948-49	1949-50	1950-51
	£	£	£	£	£
Accra Town Council	166,052	230,883	244,486	277,114	332,723
Cape Coast Town Council	13,618	22,286	22,552	27,594	33,958
Sekondi-Takoradi Town Council	32,629	64,720	80,565	88,205	137,647
Kumasi Town Council	107,835	173,999	197,018	154,585	283,335
Obuasi Sanitary Board	12,720	16,267	15,778	16,833	16,418
Tarkwa Sanitary Committee	3,934	2,445	5,200	6,312	6,925
Total of Town Councils and Townships	336,788	510,600	565,599	570,643	811,006
Colony Native Authorities	398,772	460,902	625,324	708,521	856,450
Ashanti Native Authorities	264,500	343,489	483,548	596,005	709,373
Northern Territories Native Authorities	133,737	206,535	302,929	317,645	411,172
Total of Native Authorities	797,009	1,010,926	1,411,801	1,622,171	1,976,995
Gross Local Government Revenue	£1,133,797	£1,521,526	£1,977,400	£2,192,814	£2,788,001

(ii) MAIN SOURCES OF REVENUE AND EXPENDITURE OF NATIVE AUTHORITIES

	Colony		Ashanti		Northern Territories	
	1949-50	1950-51	1949-50	1950-51	1949-50	1950-51
	£	£	£	£	£	£
Revenue :						
Direct Taxation	111,363	144,111	210,081	248,330	72,899	94,022
Central Government grants in aid	195,733	144,405	—	195,307	—	162,490
Gross	708,521	856,450	596,005	709,373	317,645	411,172
Expenditure :						
Education	126,050	129,577	48,605	69,089	41,094	48,037
Extraordinary Works	103,626	113,089	247,746	222,758	76,751	90,618
Medical and Health	67,109	77,435	29,711	34,461	28,741	33,311
Gross	699,433	801,920	553,319	641,000	329,638	373,511

APPENDIX VI

Africans in the Senior Service

DEPARTMENTS	1947	1949	1951
<i>Ministries</i>	—	—	21
<i>Political Administration</i>	3	12	38
<i>Accountant General</i>	1	7	15
<i>Agriculture</i>	2	50	83
<i>Air Services</i>	—	4	—
<i>Animal Health</i>	1	1	2
<i>Audit</i>	2	3	4
<i>Broadcasting</i>	—	2	—
<i>Cocoa Rehabilitation</i>	—	—	—
<i>Commerce and Industry</i>	—	3	5
<i>Co-operation</i>	3	4	7
<i>Customs and Excise</i>	7	13	16
<i>Education</i>	6	14	23
<i>Electricity</i>	1	4	8
<i>Housing</i>	—	—	1
<i>Income Tax</i>	—	1	4
<i>Labour</i>	3	4	11
<i>Lands</i>	—	1	1
<i>Medical</i>	18	32	46
<i>Meteorological</i>	—	2	2
<i>Police</i>	4	7	16
<i>Posts and Telegraphs</i>	20	26	39
<i>Printing</i>	1	1	1
<i>Prisons</i>	1	1	2
<i>Public Relations</i>	1	2	9
<i>Public Works</i>	1	13	28
<i>Railway</i>	5	14	37
<i>Secretariat</i>	2	5	—
<i>Social Welfare</i>	—	4	17
<i>Soil and Land Use Survey</i>	—	—	1
<i>Supreme Court</i>	8	15	16
<i>Surveys</i>	1	4	6
<i>Town and Country Planning</i>	1	2	2
<i>Transport</i>	—	1	7
<i>Tsetse Control</i>	—	—	1
<i>West African Court of Appeal</i>	—	—	1
TOTAL	92	252	470

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APPENDIX VII

The volume of work performed by Native Courts 1950-51

<i>Administration</i>	<i>No. of Native Courts</i>	<i>No. of Cases Heard</i>		
		<i>Civil</i>	<i>Criminal</i>	<i>Total</i>
Gold Coast Colony (including Southern Section of Togoland)	167	19,522	37,262	56,784
Ashanti	81	7,917	15,335	23,252
Northern Territories (including Northern Section of Togoland)	65	3,015	1,872	4,887
TOTALS	313	30,454	54,469	84,923

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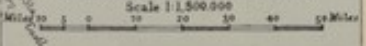
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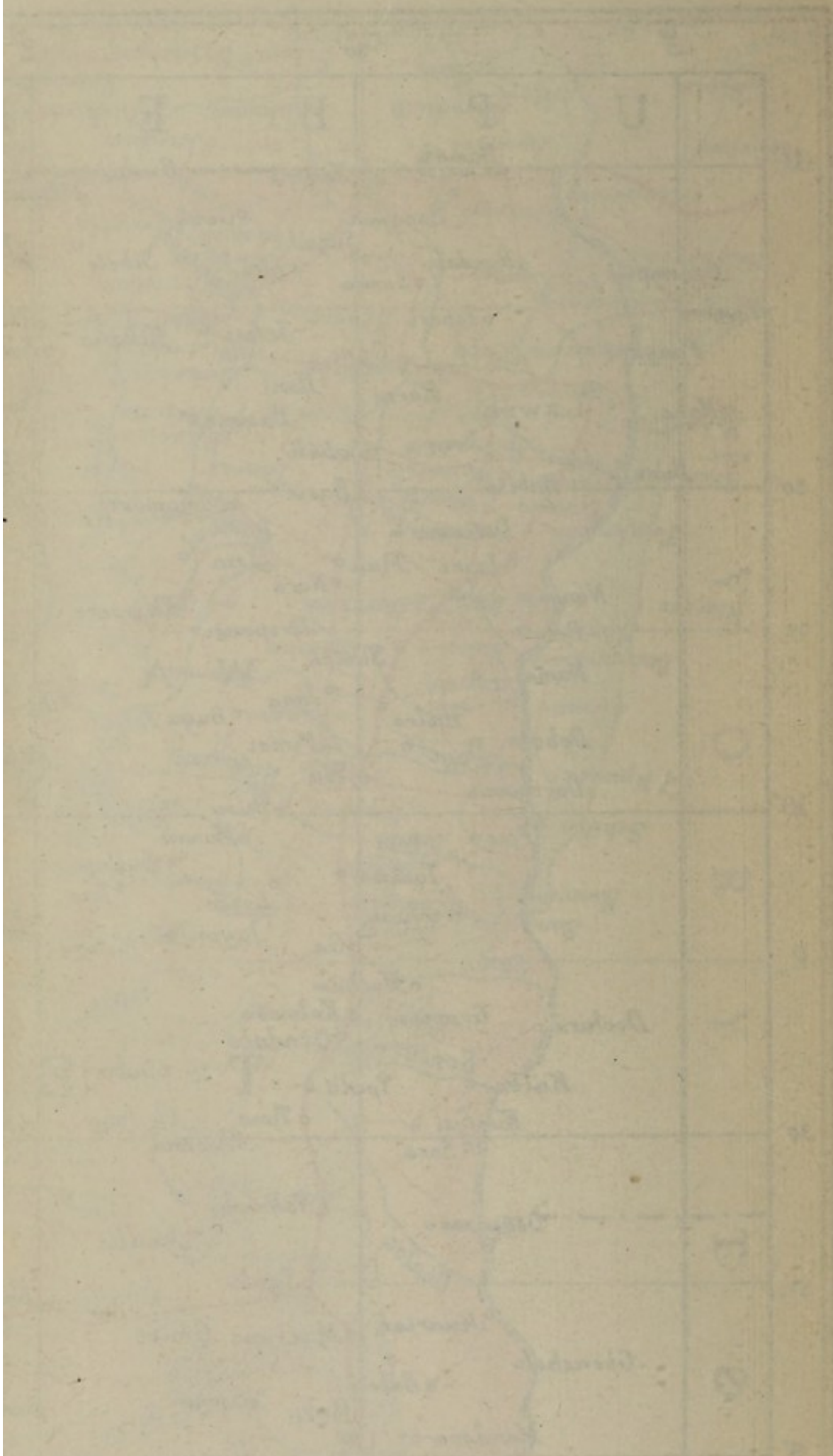
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