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Ministry of Finance



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UNIT 3

GOVERNMENT OFFICIAL POLICY ON EDUCATION

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GOVERNMENT OFFICIAL POLICY ON EDUCATION

Introduction:

- For a long time the Colonial government did not engage in educational provision.
- Any meaningful government participation in the provision of education was during the Governorship of Sir Gordon Guggisberg.

REASONS FOR DELAY IN COLONIAL GOVERNMENT'S PARTICIPATION

1. The Government was not committed; it was a merchant company which had trade relations with the natives.
2. (i). The home government was not itself participating in education. education in the hands of the churches and the private people.
(ii). Britain passed her first Education Act in parliament as late as 1870
3. The castle schools and the mission schools provided the personnel the merchants needed.
4. The merchant government was not certain of her stay in the country. The Danes and the Dutch left in 1850 and 1872 respectively.
5. The Ashanti wars were also a bother to them e.g. the death of Sir Charles MaCarthy in 1824.

EDUCATION ORDINANCES

- Initial government participation in education was coming up with policy guidelines in the form of education ordinances
- Ordinance is an order or rule made by a government or somebody in a position of authority. What is the difference between the following: Ordinance, Act, Decree, etc.?

THE 1852 EDUCATION ORDINANCE

1. Sir Stephen Hill, a governor, was appointed for the Gold Coast alone in 1850
2. The purpose of this ordinance was to provide better education for the inhabitants of Her majesty's forts and settlements in the Gold Coast
3. The year 1852 may be regarded as the high-water mark of projected government activity in the field of education.
4. In that year (1852) a meeting of the governor and the principal chiefs of those territories lying between Ashanti and the coast resolved itself into a legislative assembly and authorized the collection of a Poll tax
5. The Poll tax was one shilling per capita to be devoted to the public good
 - (a) in the education of the people.
 - (b) in the general improvement and extension of the judicial system
 - (c) in affording greater facilities of internal communication
 - (d) increased medical aid, and
 - (e) in such other measures of improvement and utility as the state of social progress may render necessary.

NB: The funds were to be utilized as outlined above after the payment of stipends to the chiefs.

PROVISIONS OF THE 1852 ORDINANCE

1. Teachers were to be trained by an European, Mr. and Mrs. Vinall to go out to open district schools.
2. The curriculum was to include technical education.
3. There was to be provision for girls' education.
4. There was to be established a board of school visitors (Inspectors).
Rev. C.S. Hassels was appointed inspector of schools in 1856.
5. The whole scheme was to be financed by an annual amount of one thousand pounds (£1000) (from the poll tax).
6. Grant-in-aid was to be given to the only government schools in Cape Coast and Accra but not the missions.

CAUSES OF THE FAILURE OF THE 1852 ORDINANCE

1. The provisions in the ordinance were too premature and over ambitious.
2. Lack of funds: the collection of the poll tax, which was intended to finance education, was unpaid. The little paid was embezzled.
Why did the people refuse to pay?
3. Mrs. Vinall, who was to take charge of the girls education died and the ill health of Mr. Vinall made him leave the country.
4. The Asante wars of 1873 – 74 disturbed the British government.

SIGNIFICANCE OF THE 1852 ORDINANCE

1. A small number of teachers were trained and sent out to open schools in Eastern and Western Wassa and Akyem districts.
2. It was the first and the last systematic attempt by government to enter the educational field directly through provision of schools

THE 1882 EDUCATION ORDINANCE

1. **The 1882 Education Ordinance was passed for both the Gold Coast and Lagos colonies during the governorship of Sir Rowe.**
2. **Because of increase in the mission schools, after 1874, the government began to give money for developing its schools to the missions as grants.
E.g. in early 1880's the Wesleyan, Basel and Bremen shared a grant of £425 among them.**
3. **The methods and management of the various missions differed greatly; so the British introduced a uniform system on which grants could be fairly based throughout the West African settlements.**
4. **The Ordinance was therefore passed for the promotion and assistance of education in the Gold Coast Colony including Lagos.**

PROVISIONS OF THE 1882 EDUCATION ORDINANCE

1. A general or central Board of Education to be established.
2. The establishment of a series of local boards to assist in the administration of grants-in-aid when deemed advisable.
3. An inspector of schools to be appointed to be responsible to the Board of Education – Rev. Melcafe Sunter, principal of the Fourah Bay College in Sierra Leone, appointed inspector of schools.
4. Grants to be paid to schools admitting pupils irrespective of religious affiliations.
5. The training of teachers was to be improved
6. There was to be established industrial schools at each of the important towns in the colony.

FAILURE OF THE 1882 ORDINANCE

1. Lack of funds
2. The organization and administration of education in the Gold Coast, Lagos, Sierra Leone and the Gambia were too much for the Board and Rev. M. Sunter.
 - (i) The inspection reports of the inspector of schools did not favour the ordinance. In his report the Rev. Sunter described the ordinance as “unworkable and ridiculously complicated”
 - (ii) The report was bitterly critical of the way in which mission teachers were forced to subordinate their teaching to their work as catechists.
 - (iii) The report also criticized the Basel Mission for teaching in vernacular, a thing the inspector – Rev. Sunter described as never likely to become of any practical use in civilization.
3. The government could not establish the training college because of lack of funds.

Importance of the Ordinance

It gave legal recognition to the partnership between the government and the mission

THE EDUCATION ORDINANCE OF 1887

1. *The ordinance was passed for the Gold Coast alone because Lagos had its own administration after 1886.*
1. *The ordinance was passed during the governorship of Sir Branford Griffith.*

PROVISIONS OF THE 1887 ORDINANCE

1. There was to be established a newly constituted Board of Education to replace that of the 1882.
2. A Director of Education was to be appointed.
3. Two types of primary schools were to be recognized i.e. Government and Assisted Schools. The assisted schools were those run by non-governmental bodies – mostly mission schools.
4. The Curriculum was to include Technical, Vocational and Agricultural Education.
5. Educational rules were set up to guide education. Eg. The payment by results.

CONDITIONS FOR RECEIVING ASSISTANCE

- a. Admitting pupils irrespective of religion, race or creed.
- b. The average enrolment should not be less than 20.
- c. Teachers in the schools should obtain the Board of Education's Certificate.
- d. Subjects taught should include Reading and Writing of the English Language, Arithmetic and Needlework for girls.
- e. The schools should open their doors for inspection.

CAUSES OF THE FAILURE -1887 ORDINANCE

1. The main cause of the failure of this ordinance was the payment by result which had the following disadvantages:
 - i. It encouraged rote learning
 - ii. It tempted managers of schools to introduce too many subjects into the timetable.
 - iii. It made the teachers and the inspectors enemies instead of the workers in the same field.
 - iv. It was unfair to the teachers as failures of pupils implied that it was the fault of the teachers.
2. Financial restraints also set limitations to the realization of the provision of the ordinance.

THE CONSEQUENCES OR RESULTS OF THE EDUCATION ORDINANCES OF 1882 AND 1887

1. Since the ordinances placed no restriction upon the opening of schools by any group or individuals, and such schools were not required to comply with the conditions of the ordinances, many schools existed which operated outside the grant-in-aid sector. The reason for this growth of schools was that the Missions regarded the schools as a means of propagating the gospel. So they were not interested as such in the grants which would compel them to adhere to the government policy of raising the level of teaching.
2. The ordinances actually did not make the government to control the educational system as expected. For the grant-in-aid system had not been effectively supervised since there was no effective inspection system and administrative structure. The missions' schools therefore though received grants, developed totally different school organizations and curriculum within the frame work of the ordinances.

GOVERNOR GORDON GUGGISBERG AND EDUCATIONAL DEVELOPMENT

Background of Guggisberg

- Many of the economic and social improvements in the Gold Coast in the early part of the 20th century have been attributed to Frederick Gordon Guggisberg a Canadian-born and governor from 1919 to 1927.
- Guggisberg joined the British army in 1889.
- He worked as a surveyor in the British colonies of the Gold Coast and Nigeria and gained a lot of insight into the challenges of the Gold Coast (particularly the North).

WHAT INFLUENCED GUGGISBERG'S PRINCIPLES

3 major developments that influenced Guggisberg in formulating his principles

1. The first was the Report of the Educationists Committee of 1920. The committee produced 52 recommendations and 53 suggestions.

It emphasized the following:

- 1. English should be introduced as a subject of instruction in the primary school.*
- 2. Vernacular should be the medium of instruction*
- 3. Government should establish a secondary boarding school for boys to be sited east of Achimota*
- 4. There should be quantitative and qualitative improvement in the teaching profession and its conditions of service*
- 5. Vernacular textbooks be prepared*
- 6. Junior and senior trade schools be established.*

WHAT INFLUENCED GUGGISBERG'S PRINCIPLES

2. The second important development was the Phelps Stroke's Report of 1922.

1. *An American lady provided a multi-million dollar fund to help improve the education of Black Americans among others. Refer to Quist pp. 430-432*
2. *A commission was sent to Africa financed by the Phelps Stroke's fund. The chairman was Dr. Jesse Jones and among the members was Dr. Kwegir Aggrey.*
3. *They observed that the curriculum in the schools was too bookish and did not satisfy local needs and recommended the need to bridge the gap between the schools and the community as well as laying emphasis on school hygiene*
4. *The visit of Mr. J.D. Oman, a director of education to two notable institutions in the United States of America, the Hampton and Tuskegee gave further boost to the report.*
5. *Mr Oman struck by the way in which education was adapted to local needs, and by the success of co-education made Achimota become co-educational*

WHAT INFLUENCED GUGGISBERG'S PRINCIPLES

3. *A third development of note was the Educational Policy for British Tropical Africa introduced in 1925. Essentially the policy called for the adaptation of education to the aptitudes, capabilities and mentalities of the Africans with ultimate objective of preserving in the African what is worthwhile in his environment as well as meaningfully integrating him into his environment.*

Guggisberg's Educational Efforts

1. Upon his ascension to office in 1919 Guggisberg resolved on effecting nothing short of a revolution in education in the Gold Coast – effected reforms.
2. Opinion has been expressed that Guggisberg was the high priest of Phelps-Stokes recommendations on educational reforms
3. In a speech to the Legislative Assembly in 1924 he complained about the rot inherent in the education system
 - *Reform has not gone far enough*
 - *Reform has proved inefficient in its results*
 - *Inadequate because it failed to provide facilities for secondary and higher education*
 - *Inefficient because character training necessary to citizenship and leadership have been largely omitted*
 - *Hence need for his 16 principles of education*
4. Guggisberg's 16 principles were given legal backing by the Legislative Council by passing the 1925 education ordinance

GUGGISBERG'S 16 PRINCIPLES

1. Primary education must be thorough and from the bottom to the top.
2. The provision of secondary schools with an educational standard that will fit young men and women to enter a University – “new model” school at Achimota.
3. The provision of a University.
4. Equal opportunities to those given to boys should be provided for the education of girls.
5. Co-education is desirable during certain stages of education.
6. The staff of teachers must be of the highest possible quality – Improved salary; register of teachers, changes in duration of teacher education, etc. – overcome the twin problems of the “ill-educated school-boy and the over-crammed teacher”.

GUGGISBERG'S 16 PRINCIPLES

7. Character training must take an important place in education.
8. Religious training should form part of school life.
9. Organized games should form part of school life – 2 or 3 and 5 or 6 days organized games a week in primary and secondary schools respectively – improved the health of the students
10. The course in every school should include special references to health, welfare and industries of the locality.
11. A sufficient staff of efficient African Inspectors of schools must be trained and maintained.
12. Whilst an English education must be given it must be based solidly on the vernacular.
13. Education cannot be compulsory nor free.

GUGGISBERG'S 16 PRINCIPLES

14. There should be co-operation between the government and the missions, and the latter should be subsidized for educational purpose.
15. The Government must have the ultimate control of education throughout the Gold Coast – This meant control to ensure that school buildings are healthy (i) and that properly qualified teachers are employed (ii). and that a fixed and common standard of primary education is maintained throughout the country”.
16. The provision of trade schools with a technical and literacy education that will fit young men to become skilled craftsmen and useful citizens – The opening of four Government Trade Schools in 1922 at Yendi, Mampong, Kibi and Asuansi. The Yendi school was later moved to Tamale.

HOW GUGGISBERG PUT HIS IDEAS INTO REALITY

A. Teacher and Primary Education

1. There was an increase in teachers' salaries. For example, a minimum salary scale was fixed at £100-£180 a year for mission trained teachers.
2. Teachers' register was opened to register qualified teachers (trained and old pupil teachers).
3. Most teachers driven out and 150 'bush' schools closed.
4. The two-year post primary course for teachers was replaced by a three-year and in 1927 by a four-year one. However, training women remained a 2-year until 1956.
5. Wesley College and Akropong Training College had new buildings in 1924 and 1928 respectively.
6. The Government Training College at Accra was absorbed into the new Achimota.
7. Teacher's Journal came into being in 1928. This proved to be valuable source of information to teachers.

HOW GUGGISBERG PUT HIS IDEAS INTO REALITY

B. The Language Issue

- Vernacular was to be the medium of instruction, at least in the lower classes of the primary schools.
- English was to be introduced as a subject of instruction.
- Professor Westerman was invited to produce a script which might be used in common for the different vernaculars.

C. Secondary Education

- Mfantshipim and Adisadel continued to enjoy government grants
- Achimota Secondary School, a co-education institution, was established in 1927 as the first government secondary school. Its first Principal was the Rev. A.G. Fraser.

HOW GUGGISBERG PUT HIS IDEAS INTO REALITY

D. Technical Education

1. An Engineering School was opened at Achimota run by C.S. Deakin for 17 years and produced the country's first engineers.
2. Four government Trade Schools were opened in 1922 at Yendi (later on transferred to Tamale) Asuansi, Ashanti Mampong and Kibi.
3. Colonial government increased funds for provision of education in the Gold Coast
Foster (1967) has noted that by 1930 government expenditure on trade and technical schools amounted to just over 55% of expenditure for all government educational institutions.

CRITICISMS AGAINST GUGGISBERG

T.D. Williams (1964) assesses Guggisberg along certain parameters. These are:

- 1. The number of students in Government and assisted schools***
- 2. Government expenditure on education***
- 3. Female students as a percentage of all students***
- 4. The performance of the Junior Trade Schools***
- 5. The uniqueness of Achimota***

CRITICISMS AGAINST GUGGISBERG

- 1. The number of students in Government and assisted schools.** T.D. Williams contended that in the ten years that followed Guggisberg's accession to power, "enrollment" in Government and assisted schools increased by 9,835, and "attendance" increased by 13,781. In both cases, the increases represented a percentage similar to that experienced in previous and subsequent decades. He further notes that the rate of growth was in fact lower than the trend in rate during the governor's tenure of office.
- 2. Government expenditure on education.** According to him total recurrent expenditures on education increased more rapidly than in most previous decades but the rate of increase was not very much greater than previously though the absolute changes were more substantial. Furthermore, despite the increase in grants-in-aid during the period there was no significant change in the percentage of total school income obtained from this source.

CRITICISMS AGAINST GUGGISBERG

- **Female students as a percentage of all students.** That, there was no appreciable increase in female ratio in schools. This is because whereas in 1891 the ratio of female to male students was 1:3.9, one finds that in 1920 the ratio in Government and supported schools was 1:4.8, in 1925, (1:4); in 1928, (1:3.5); and in the early 1930s, (1:3) as compared to the missionaries. However, the Basel mission had a ratio of 1:2.7 in 1918. For T.D. Williams therefore the ratio was approximately the same as in 1920s and the 30s but better off in the 10s

CRITICISMS AGAINST GUGGISBERG

- **The performance of the Junior Trade Schools.** He observed that establishment of the trade schools were very expensive in terms of the cost per student and contends that it was largely because of this that the schools were abandoned a few years after Guggisberg's era. Their graduates were not looked upon with favour by expatriate employees. They were also not looked with particular favour by people outside the Government either.

CRITICISMS AGAINST GUGGISBERG

- Although T.D. Williams accepts that Achimota was and remains a very good school he expressed doubts whether its graduates will achieve the unique and prominent position that Guggisberg intended for them. Guggisberg intended its products to be well integrated into their society. Unfortunately for Guggisberg, many of the products tended to be elitists. Williams asserted that Guggisberg failed because he only implemented the British public school philosophy into a society that was basically different. Consequently it proved to be a superfluous exercise. This fact notwithstanding Achimota has supplemented government's aim of increasing accessibility to secondary education.