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ADVISORY COMMITTEE ON NATIVE EDUCATION  
IN TROPICAL AFRICA.

*with*  
Minutes of the 9th Meeting, held on Friday  
January 16th.

795

PRESENT

Mr. Ormsby-Gore (Chairman)  
Bishop Bidwell  
Sir James Currie  
Sir Frederick Lugard  
Sir Michael Sadler  
Major Vischer (Secretary)

Dr. Garfield Williams (representing Mr. Oldham)

Sir Donald Cameron (Chief Secretary, Nigeria,  
and Governor Designate of  
Tanganyika).

Mr. Ellis  
Mr. Harding  
Mr. Seal

1. Minutes of the 8th Meeting were approved.
2. The Chairman informed the Committee that he had considered the question of inviting Lord Arnold to remain on the Committee, after his relinquishment of his office of Under Secretary of State. He understood, however, that Lord Arnold doubted if he would be able to attend the Meetings of the Committee, but he had suggested that the Committee might consider the question of recommending to the Secretary of State that a member should be appointed who would be generally representative of the Labour Party. Before approaching the Secretary of State, Mr. Ormsby-Gore said he would like the opinions of the Committee on this suggestion. If it was to be adopted, he could suggest no better representative of the Labour Party than Major Church who had accompanied him on his recent tour in East Africa, and who, in addition to the first hand knowledge which he had thus gained, would bring to the Committee considerable scientific qualifications. The Committee expressed agreement with this suggestion, and Mr. Ormsby-Gore said that he would put it before the Secretary of State.
3. The Committee decided that Meetings should be held on Wednesday January 28th and Tuesday February 10th. (The time for meeting was not fixed).
4. The Chairman informed the Committee that the Government of Kenya had now announced the selection of Mr. Silvester, an Administrative Officer for the post of Principal of the new teachers' Training College, in connection with which the name of Mr. Dougall had been before the Committee at a previous Meeting. Although no official recommendation as to Mr. Dougall had been received by the Colonial Office, it had been understood that after seeking the advice of the Phelps Stokes Commission and of the Jean's Fund, the Government of Kenya proposed to appoint Mr. Dougall to this post;

and Mr. Dougall was, in fact, now undergoing training in America at his own expense, with a view to qualifying for the appointment. The Colonial Office had sent a telegram to the Governor asking for definite information as to his proposals, but the matter was not clear at the moment. The Committee agreed that in view of the doubt which existed, they should ask to be put in possession of the facts at their next Meeting before any decision was taken.

5. The Chairman also mentioned that a despatch from the Governor of Nyasaland was waiting consideration by the Committee, and it was very desirable that this should be dealt with at an early Meeting.

6. It was also mentioned that an advance report had been received from Mr. Fraser, under cover of a despatch from the Governor of the Gold Coast regarding the development of Achimota College. The Committee recommended that while Mr. Fraser's proposals should be carefully considered by the Colonial Office, the receipt of a further report from Mr. Fraser should be waited before it was referred to the Committee.

7. The Committee then turned to the discussion of the proposals put forward by the Governor of Nigeria in his despatch No. 224 of the 12th March, 1924, with regard to native education in Southern Nigeria. The Chairman read the following letter received from Mr. Oldham before his departure for America:-

"As I shall not be present at the meeting of the Advisory Committee on African Education when the proposals on Nigerian Education are discussed, I am sending you a brief statement of my views.

(1) In the last eighteen months I have on several occasions discussed the matter with the Governor, with the Secretary for Native Affairs and with Mr. T.S. Thomas of the Secretariat. All of them regard the problem as urgent, they have given a great deal of thought to the lines on which they wish to deal with it and my impression is that there is pretty general agreement between the Governor and his advisers in Southern Nigeria and the missions as to the present proposals. The Governor states in his despatch that he has consulted the heads of some of the principal missions in Nigeria, and Mr. Grier adds that consultations have been held with the missionary societies in this country. Nine months have already elapsed since the Governor's despatch was received in this country. In view of all these circumstances it seems to me very desirable that the Committee, while suggesting any modifications in the proposals which seem to be essential, should give all the support that it can to the Nigerian Government in getting forward with its proposals as quickly as possible.

(2) The essential thing in the view of H.E. and his advisers is clearly to obtain some control over the situation described in the despatch and accompanying papers. They are of opinion that this is only possible with the co-operation of the missions. They fear that the missions would be opposed to the exercise of the power to license schools by Government alone. Lightly

or wrongly the missions are afraid that it might be used in undesirable ways by individual officers' unsympathetic with missionary work. Any policy which would set the missions in opposition would prevent that effective co-operation between Government and missions which in existing conditions is the only hope of improving education in Nigeria. I personally hope that effect may be given to the desires of the Southern Nigerian Government in this important matter of gaining control over the starting of bush schools.

(3) The suggestion in Mr. Grier's memorandum that the board should be invested 'with wide executive powers' may cause some difficulty. I am not sure whether, except in the one matter of licensing schools, its functions will differ greatly from the Advisory Boards that are being set up elsewhere. At a previous meeting of the Committee some discussion took place whether an Advisory Board should be advisory to the Governor or to the Director of Education. I think that the Nigerian Government would definitely prefer that it should be advisory to the Governor. The experiment seems worth trying.

(4) The most important duty of the Board is stated to be to devise suitable curricula for schools. This is a function that would naturally belong to an Advisory Board if it was set up.

(5) It is essential in the view of the Government that in Nigeria the Board should have power to impose these standards and to license schools. Could it not be provided that the Government would in these matters act on the advice of the Board?

(6) The language in paragraph 16 of Mr. Grier's memorandum which deals with the training of teachers is ambiguous. Training institutions would naturally come under the control of the Board in respect of curricula, etc., but it does not seem to me desirable that the Board should itself undertake the responsibility for conducting any institutions. These should be managed by either Government or missions or, where it seems desirable, by some joint body set up for the purpose. The Board should not, in my opinion, be made responsible for the actual conduct of any educational work.

(7) I do not think that the establishment of the Board would, as H. E. suggests, render the post of Director of Education unnecessary. He would be needed to direct Government inspection and the carrying on of such Government schools as exist.

(8) It does not seem to me necessary that Government should commit itself to the position that it will open no more elementary schools. The question at this stage does not need to be decided one way or the other. What seems to me thoroughly sound in the Nigerian proposals is the intention to begin by using any additional funds that may be available to improve the schools already in existence instead of neglecting them for something new.

(9) The most original and most interesting thing in the Nigerian proposals seems to me to be the suggestion of special grants to missions to enable them to provide adequate supervision for their own work. There is ample room for experiment in African education and this seems to me an experiment that is well worth trying and that, if it is successful, may register a very important advance.

As I understand it, the proposal is simply a grant-in-aid for a special purpose, and that the most practically useful and rewarding purpose for which a grant could be given. A good educationalist at the head of each of the principal missions, giving his whole time to the work, could quickly bring about radical improvement. He could accomplish far more from within than a Government inspector could from without. He could permeate the whole educational work of the mission with sound educational ideals.

As in the case of other grants, Government should make the grant only if the desired conditions are fulfilled. It should satisfy itself that the man appointed has the necessary qualifications and that he is freed from other responsibilities to give his time to this work.

Such men need not be new to the country. Each mission may have already a suitable man, who has the necessary educational qualifications or could acquire them by six months' or a year's study. Even if some new men have to be brought in, the same necessity would arise if the work had to be done by Government by largely increasing its inspecting staff.

The language of Mr. Grier in paragraph 13 of his memorandum is ambiguous. He speaks of the supervisors as being appointed by the Board and subject to it, and later as being appointed by the missions. In my opinion they should be appointed by the missions only and be responsible to the mission authorities, the Government being content with satisfying itself as to their suitability and the efficiency with which they do their work.

(10) Government inspection of schools, as H.E. points out, would still be needed. This is not the function of the supervisors. Their appointment is advisable simply on the ground that the appointment of a really sound educationalist in each mission, devoting his whole time to the improvement of the schools, is in fact the single step which more rapidly than any other would lead to the remedying of the lamentable state of elementary education in Southern Nigeria.

(11) It seems to me desirable to treat the question of the appointment of the supervisors as quite distinct from that of the Board. The supervisor need not necessarily be the representative of a mission on the Board, though in practice in most cases he would be, since he would be the best educationalist in the mission."

Sir Donald Cameron explained that the despatch of the Governor had been written at a time when the Government had been trying to work out the solution of the education problems of the colony, but had not yet had the benefit of the views of this Committee. Since the appointment of the Committee, much progress had been made in the formulation of policy as regards native education, and he thought that the Governor's recommendations might have been modified if he had been acquainted with that progress.

A great deal had been done in Nigeria in past years in the direction of training natives for various vocations but no attempt had been made to relate native education to the character, health and needs of the people. The system in use had been based on that in existence in Lagos in 1906, and a purely literary form of education had been evolved to such an extent as to be at present practically exclusive. In fact, it was regarded as incumbent on the Government to provide education of this type for all who chose to claim it. The policy advocated by this Committee was quite different, and he felt quite sure that if this could be explained to the Governor, he would be prepared to modify his proposals.

He suggested that, if possible, the policy of the Committee should be communicated to the Governor at an early date in the form of a memorandum emanating from the Committee. He further suggested that what Nigeria wanted was to obtain the services of a first-class educationalist for a period of years. If this were done, many of the problems now up for discussion would be solved without difficulty. In reply to a question by the Chairman, he thought that this expert should be over the Director of Education and should be attached to the Native Affairs Department of the Secretariat.

Sir Donald Cameron added that he was, of course, expressing his own views, and must not be taken as explaining those of Sir Hugh Clifford, although he felt sure that the latter would be in substantial agreement with him.

Sir James Currie observed that what Sir Donald Cameron had alluded to as the "new Gospel" advocated by the Committee was not new, and that the fact of its not having been understood in Nigeria was due to the absence of an expert educationalist. He strongly endorsed the necessity for such an appointment. Mr. Hardin mentioned that there had been some discussion as to the suitability of Mr. McKee, an American Missionary from India, for such an appointment. Dr. Garfield Williams stated that Mr. McKee had done excellent work in India, on the lines similar to those suggested by Mr. Michael Sadler as desirable in Uganda, in running village schools. A better person could be found to carry out educational experiments.

The Committee were of opinion, however, that on the whole the administrative duties which would fall on the lot of the expert adviser suggested would require other qualifications in addition to those which had been mentioned in connection with Mr. McKee.

After some discussion the Chairman said that in consultation with the Secretary he would prepare a draft despatch to the Governor setting forth the views of the Committee on native education generally, and making suggestions as to the educational structure which it would be desirable to adopt in Nigeria; and inviting the Governor to make definite suggestions as to the structure and also as to the personnel required in order to carry out the policy advocated.

8. Sir Donald Cameron mentioned that in the despatch some definite recommendation should be made to the Governor, as to taking power to close schools which were considered to be of an unsuitable type. The Chairman mentioned that the closing of a school could only be done with the concurrence of the authorities of the school, and he thought that this was a sphere in which the existence of an Advisory Board, on which the various school authorities would be represented, would be extremely useful. Sir Michael Sadler said that it was very difficult to close a school, except on the grounds that it was teaching sedition, but at the same time he would be very sorry to see the Governor's authority in this respect in any way restricted.

Mr. Harding read an extract from the Law in force in Nigeria, under which the Government already possessed the power to close schools which were considered undesirable, after examination by a Court of Enquiry. It appears that the Government had not yet exercised to the full extent the powers it had already possessed. What was new in the Governor's proposals was the suggestion to prevent any school from being opened without the sanction of the Government.

Sir Frederick Lugard said that one of the difficulties in Nigeria was that certain of the Missionary bodies could not be represented on the Advisory Board, and great opposition could be expected from these bodies to any proposal to close any of their schools on the advice of the other Mission Bodies represented on the Advisory Board. He considered, therefore, that the power should be left entirely in the Governor's hands. In reply to a question by Mr. Harding, Sir Donald Cameron stated that in addition to Missionary schools, there were many private elementary schools in the Colony, so that even if all the Missionary Societies could be induced to accept the proposals, there would be many schools still to consider. Sir Donald Cameron said that he had proposed that the Government should not allow any school to be opened unless the teacher was licensed by the Advisory Board; but this proposal was only intended as an interim measure until the Government could provide education of a proper type.

Sir Michael Sadler observed that the licensing of teachers would probably rule out many schools of a modest type who did extremely valuable work. The tendency of licensing teachers was to encourage the teachers to aim at results which were more pretentious though less useful.

Dr. Garfield Williams said that the movement of the people in Nigeria was not merely produced by the work of the Missionary Societies, but it was the result of all sorts of contact with European ideas. It was impossible to destroy the movement; all that could be done was to guide it. He indicated briefly the history of Missionary education in Nigeria and said that the Societies as well as the Government admitted that mistakes had been made in the past, but the necessity of guiding the popular movement still remained. He had previously discussed the question with Sir Hugh Clifford, and they had come to the conclusion that some power of control over schools or licensing of teachers was essential.

After some further discussion, the Chairman said that it appeared to be the view of the Meeting that no one should be allowed to teach unless licensed, but that in granting licenses, the Government should take the widest possible view and not judge by tests such as examination results, etc.

Bishop Bidwell observed that it was evident that there had been great reluctance in the past to use the powers of closing already in existence. It was impossible to lay down in a code the attitude to be observed in such a matter, but he considered it necessary that the power of closing a school or to refuse permission to open one should be retained.

Sir Michael Sadler observed that the question of control of schools had been in existence for hundreds of years in Europe, and that the policy of sitting on the safety valve had always led to disaster. He enquired whether instead of the power to refuse permission to open, the power of refusing grants could be utilised. Sir Frederick Lugard said that under a section of the Ordnance Grants could already be refused if the Governor thought the school superfluous.

It was also pointed out that only a very small percentage of those schools were in receipt of grants.

(At this point the Chairman was obliged to leave the Meeting owing to another appointment, and at his request Sir F. Lugard took the chair).

#### RESOLUTION 1.

"The Committee heartily endorses the Governor's proposal to entrust the supervision of Elementary Education in the Southern Provinces to a Board, on which the various Mission bodies will be fully represented and will constitute a majority. The Committee thinks that this Board should be advisory only. It is suggested that a Senior Medical Officer (as on the Board constituted by the existing Ordinance) should be a member in order to advise as to health, sanitation and medical instruction."



After some discussion the resolution was <sup>802</sup> passed in the following form:

"The Committee heartily endorses the Governor's proposal to entrust the supervision of Elementary Education in the Southern Provinces to a Board, on which the various Mission bodies will be fully represented and will constitute a majority. The Committee thinks that this Board should be advisory to the Lieutenant Governor. It is suggested that senior Officers from the Medical Department and the Agricultural Department should also be members of the Board."

RESOLUTION 2.

"It does not appear that the Governor intends to make any formal pronouncement to the effect that Government will not open any more elementary schools and the Committee considers that it would be inadvisable to do so."

It was considered that this resolution was not necessary.

RESOLUTION 3.

"The Committee suggests that the proposed legislation should empower the Governor to grant permits for the opening of schools, (without which no school may be opened) and in like manner that he should be empowered to close schools in both cases "with the advice of the Board."

With regard to the question of closing schools it was decided that in the despatch to be sent to the Governor, no definite instructions should be given, but the case should be fully discussed and the Governor invited to make recommendations in the light of the despatch.

RESOLUTION 4.

"The Committee views with interest the proposal that Missions should select and appoint Supervisors and be subsidized for the purpose by Government (when satisfied as to their qualifications.) The Committee suggests that the same formula should be used - the appointment being made by the Governor with the advice or on the recommendation of the Board. It is suggested that the Ordinance should not specifically limit the selection to Missionaries, in case in any district the Board might consider it advisable to recommend the appointment of a Government official."

It was agreed that the Committee should support any proposal that the Missions should select and appoint supervisors to be subsidized for the purpose by the Government (when satisfied as to their qualifications). The Committee decided to make no recommendations as to the method of appointment beyond suggesting that the ordinance should not specifically limit the selection to missionaries in case, in any district, it might be desirable to appoint a Government official.

RESOLUTION 5.

"The Committee is of opinion that it would be advisable to retain the post of Director of Education, and recommends that so far as Revenue permits the Department should be strengthened especially in regard to the Inspectorate, and the appointment of Visiting Teachers."

After some discussion the following wording of the resolution was agreed upon:

"The Committee is of opinion that it would be advisable to retain the post of Director of Education and considers that the Department should be strengthened especially in regard to the Inspectorate. It recommends for the Governor's consideration the appointment of Visiting Teachers."

RESOLUTION 6.

"The Committee considers that the existing Regulation 48 might be strengthened by empowering the Governor to declare - on the recommendation of the Board as regards Christian sects - that a particular creed or sect is (for educational purposes only) predominant in a defined area; and that within that area as declared and defined, no rival school would be permitted, and the religious instruction given in any Government school in such area would conform to the predominant creed or sect."

It was decided that this resolution should form no part of the Committee's comments on the Governor of Nigeria's despatch; and that the view of the Committee in regard to the best method of imparting religious instruction in Government schools - especially rural elementary schools - so as to avoid introducing sectarian rivalries and friction, should be embodied in a paragraph of the Memorandum on the new educational policy, now in circulation. Members undertook to submit drafts of such a paragraph to the Secretary for incorporation in the re-draft of the Memo which will shortly be submitted for discussion.

x  
20.11.59  
tr

F. D. Lugard.

NOTE ON PROPOSALS RE EDUCATION IN <sup>the</sup> S. P. OF NIGERIA. <sup>partly</sup> by <sup>in</sup> Frederick <sup>highland</sup>

The position I. In one of the divisions of the comparatively small but densely populated province of Owerri, there are seven rival Missions. Two of these are "purely native organizations" which recognise polygamy. The others "have learnt to tolerate each other" lest their adherents should leave them, and join the African churches. In order to swell the number of its converts each Mission yields to any demand for a school, even against the wishes of the head of the native community, "knowing that if it refused some other would do so", and the contributions to the Missions funds would fall off. The Schools are conducted by "un-trained school boy teachers installed by one of the Missions". In this small area there are 181 such Schools, possessing between them only two qualified teachers, with an average attendance of 11.6 only. The result of "the victory of the Missions over the former Chiefs and priests", from the stand-point of tribal authority is that "they are now largely deprived of their power for both good and evil in village life". The teacher is "a recent and extraneous authority imposed over the Village Heads". The state of things in this district is we are assured "not at all over-drawn", and the instance is by no means an extreme one". Indeed in consequence of the railway, supervision in this district is more practicable than in many other Divisions (encl. 2, Section 7).

Attitude II. "The chaos which at present exists" - to use the of Missions. Governor's phrase - has been created by Mission rivalry, resulting in the creation of these "hedge schools" and destruction of tribal authority. Of the seven Missions

named (enclos. 1. Sections 2-9) the Wesleyan has no School, and the "Delta Pastorate" has repudiated the control of the Church Missionary Society, and there is no reason to believe that it would cooperate closely with the European Non-Confemist Missionaries". The two African Church Organizations have no Europeans "and do not desire them". The six sects which maintain Schools in this particular district would probably have little or no representation on any Educational Board.

Proposed III. To remedy this deplorable state of things the District Remedies.

Officer (Mr. Falk) makes recommendations which are embodied in a Memorandum by the Secretary for Native Affairs, and endorsed in the Governor's despatch. In effect they are as follows:-

- (a) That the Government shall divest itself of direct responsibility for the control of elementary education in this part of Nigeria, by transferring "the entire control" of all schools, - whether Government or Mission - to a Board with an Unofficial majority (Sections 14, 15 and 16).
- (b) "The necessity for a Director of Education would then disappear unless his services were found necessary for the control of Inspectors of Schools" Section 16.
- (c) "No further Government Elementary Schools" should be started" Section 16.
- (d) Increased financial assistance is to be given to enable the Missions to select and appoint a body of supervisors; and also to assist in training teachers.
- (e) The Board will have authority to close all schools which do not conform to the Standard required. Section 14. No new School may be opened without a licence from the Board (enclos. 2. Section 17).

Some IV.  
Suggestions.

I suggest that it would be very undesirable for Government to give any undertaking, or make any pronouncement to the effect that it would in the future start no more Elementary Schools, - whatever its immediate intentions may be - for it is I think generally accepted that if and when the Government can secure the right type of man for the purpose (and in this the Committee may be able to assist) it is very desirable that it should start model schools, and set a high standard.

2. I suggest that the Board (which is already constituted under the existing Ordinances) should be ADVISORY only. Later on executive powers may be given to it as may be found practicable. The direct control should be retained in the hands of Government. The Board should be advisory (as now) to Government and not to the Director of Education, and should be fully representative.

3. The Government desires power to forbid the opening of any School, and to close any School for good cause, and recognises that for this purpose the cooperation of the Mission Bodies is necessary. These powers are already given in the Ordinances of the Sudan, Northern Rhodesia, and Kenya, and are urgently needed. In order to enlist the cooperation of the Missions the Ordinance might empower the Governor "on the advice of the Board" to grant permits for opening Schools, and to close existing Schools for good cause. The power should be vested in the Governor, not in the Board - or with an appeal to the Governor as in Ceylon.

4. The proposal to abolish the Director of Education is I think to be deprecated. It is essential he should be retained and his Department strengthened, especially the Inspectorate. It should also include an Itinerant teaching Staff, including as large a number of Mission nominees as may be found qualified for the work.

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80?

5. The proposal that the Missions should appoint<sup>+</sup> their own Supervisors, and that Government should subsidise them to enable them to pay adequate salaries and obtain the best men (satisfying itself as to their qualifications) is a new one. Mr. Oldham tells me he is very anxious to see this experiment tried, and he thinks that Mission Supervisors will be more in sympathy with and better able to effect reforms in Mission Schools than Government officials would be. I would myself suggest that the question whether the Supervisors should be Missionaries or Government officials should be left open. Such Missions as the Scottish at Calabar, the Roman Catholic at Onitsha, the C.M.S. and Wesleyan at Oye and elsewhere would no doubt be able to select and appoint good men, and wherever the Mission could do so it would be desirable for the reasons given by Mr. Oldham that they should do so. But in Aba district described in the report, and the similar districts referred to, it seems clear that it would be extremely difficult to appoint a Missionary Supervisor. Where Sectarian rivalry is very acute, and many missions occupy the same field a Government Supervisor would be preferable. Here again the proposed legislation might empower the Governor "with the advice of the Board" to appoint Supervisors.

6. The state of things described, and the already long delay that has taken place since the despatch (of March 12th 1924) was written, make it extremely desirable that a reply should be sent without delay.

VII. The picture presented in Sir H. Clifford's  
despatch

+ Paragraph 13 of Enclosure 2 is contradictory. It states that the Supervisors are to be "subject to the Board and appointed by it", but 5 lines lower down we read that "these Supervisors would be selected and appointed by the Missions".

area so defined may vary according to circumstances fr  
a reasonable radius round a School to as large a distri  
as may be found possible.

808

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N.B. It may be noted that Regulation 48 in force in  
Nigeria for the past 6 years reads as follows: "Religious  
instruction in Government Schools may at the discretion of  
the Director be imparted by any qualified Christian or  
Mohamedan religious teacher, during the time set apart for  
such instruction. x x x

If the instruction is voluntarily undertaken by a  
missionary - whether Protestant, Roman Catholic, or of any  
particular sect - preference shall as a rule be given to  
the denomination which has a predominant influence in the  
province or district".

(Sgd) F.D.Lugard.

26.12.24.

despatch and its enclosures, illustrates in a vivid way the urgent nature of a problem which the Committee must sooner or later take into serious consideration. viz 809

- (a) The nature and extent of the control which a Government should exercise, over the Educational activities of Missions, with a view to checking the evils (including the destruction of tribal authority) due to Sectarian rivalry.
- (b) The method by which religious instruction is to be given, and religious influence <sup>exercised</sup> in non-residential Government Schools, especially in rural Elementary Schools.

With the first of these two Heads I have dealt to some extent, as to the second the proposal to start no more Government Elementary Schools was due no doubt primarily to recognition of the difficulty of teaching religion and bringing religious influences to bear outside the classroom in such schools. The "right of entry" tends to accentuate Sectarian difficulties, and is said not to have been successful in practice. To meet this difficulty it is suggested that Government after an examination of the facts should decide which is the predominant creed (Christianity Islam etc.) and if necessary what particular sect of that creed is predominant in a district or area which will be defined in the Government Notice; that the creed and sect specified will be the only one recognised for educational purposes viz. only missions professing that creed may establish schools in that area. Any Government School which may not have a Member of its staff willing and qualified to give the religious instruction and to exercise the religious influence, which it is agreed is essential to the attainment of the proper aims of Education, will invite a missionary or other exponent of the recognised creed or sect of the district in which it is situated to provide the required religious instruction and influence. The  
area



*J. B. W.*

A. From every African Dependency there is the same demand for power to prohibit the opening of undesirable "Bush Schools", and to close existing ones. The testimony as to the evil they do is unanimous.

B. Such powers are conferred on the Executive by the Ordinances of Northern Rhodesia, Kenya and the Sudan. In Southern Nigeria the Governor may close a school if at the instance of the Director of Education or a Resident, a Commission of enquiry has reported it to be harmful to the community or pupils.

C. When the subject was discussed by this Committee opinions were expressed viz.,

(1) That Mission bodies would be strongly opposed to the exercise of such powers by the Governor, and this would militate against co-operation.

(2) That if exercised through the agency of an Advisory Board with a Mission majority friction would result. (Missions represented on the Board would be unlikely to concur in the closing of schools under their aegis. Those not so represented would resent its conclusions.)

(3) It was suggested that it would be easier to register and/or license teachers than schools.

This suggestion has also been made by Mr. Fraser.

D. It is now suggested for discussion, that Legislation might be on some of the following lines:-

(1) All existing schools be registered, and submit annually a return showing the name of the person responsible for the school: numbers and qualifications (if any) of the Staff. Subjects taught and number of pupils.

(2) All persons engaged in the profession of School teachers to be registered with their qualifications (if any). Proof of <sup>disrepute from their super</sup> speculation or immorality to disqualify.

(3) A minimum standard of qualification for a <sup>teacher</sup> School Teacher, and of the proportion of qualified teachers ~~(of different grades)~~ to pupils to be laid down. "Qualifications" would be interpreted in the widest sense, not necessarily scholastic, and include experience and good character and influence.

"Grading" would depend on standards passed, and on Certificates and would be laid down in the Code.

No new school to be placed on Register unless it conforms, and existing schools to do so in a reasonable time.

(4) <sup>3</sup> All persons who desire hereafter to engage in the profession of School teachers to be licensed and graded according to their qualifications.

(5) Any existing school may be closed if certified by a Commission (consisting equally of officials and unofficals) to be harmful to the community or pupils.

(6) No teacher to be allowed to receive fees for tuition or any gratuity unless he has the minimum qualification.

Ramsgate. Jan 15 1920

813

Dear Major Vischer,

I have been kept here by  
Lady Sadler's illness but hope to attend the  
meeting tomorrow.

My train gets to Victoria  
at 10.40, so I shall not have much time  
left.

Yours sincerely  
ME Sadler —

Ramogah. Jan 15 1920

813

Dear Major Vischer,

I have been kept here by  
Lady Sadler's illness, but hope to attend the  
meeting tomorrow.

My train gets to Victoria  
at 10.40, so I shall write long as best  
I can.

Yours  
M E Sadler —

Rangoon. Jan 15 1920

813

Dear Major Vischer,

I have been kept here by  
Lady Sadler's illness but hope to attend the  
meeting tomorrow.

My train gets to Victoria  
at 10.40, so I shall write long or short  
later

Yours sincerely  
ME Sadler —

could you make announcement  
about Mr. Stradley

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*Draft*

ADVISORY COMMITTEE ON NATIVE EDUCATION.

811

IN TROPICAL AFRICA.

Minutes of the 9th Meeting, held on Friday

January 16th.

PRESENT

Mr. Ormsby-Gore (Chairman)

Bishop Bidwell

Sir James Currie

Sir Frederick Lugard (*during the discussion recorded in paras 1 & 2 only*)

Sir Michael Sadler

Major Vischer (Secretary)

Dr. Garfield Williams (~~Church Missionary~~ *representing M. U. M. M.* Society)

Sir Donald Cameron (Chief Secretary, Nigeria, and Governor Designate of Tanganyika).

Mr. Ellis

Mr. Harding

Mr. Seel

1. Minutes of the 8th Meeting were approved.

2. The Chairman informed the Committee that he had considered the question of inviting Lord Arnold to remain on the Committee, <sup>after</sup> ~~in spite of~~ his relinquishment of his office of Under Secretary of State. He understood, however, <sup>that</sup> ~~from~~ Lord Arnold <sup>doubted if he could find</sup> ~~that he would not be able to spare~~ <sup>able</sup> the time to attend the meetings of the Committee, but Lord <sup>he</sup> Arnold had suggested that the Committee might consider the question of recommending to the Secretary of State that a member should be appointed who would <sup>be</sup> generally representative of the Labour Party. Before approaching the Secretary of State, Mr. Ormsby-Gore said he would like the opinions of the Committee on this suggestion. If it was to be adopted,

he



he could suggest no better representative of the Labour Party than Major Church who had accompanied him on his recent tour in East Africa, and who, in addition to the first hand knowledge which he had thus gained, would bring to the Committee considerable scientific qualifications. The Committee expressed agreement with this suggestion, and Mr. Ormsby-Gore said that he would put it before the Secretary of State.

3. The Committee decided that meetings should be held on Wednesday January 28th and Tuesday February 10th. (The time for meeting was not fixed).

4. The Chairman informed the Committee that the Government of Kenya had now announced the selection of Mr. Silvester, an Administrative Officer for the post of Principal of the new teachers' Training College, in connection with which the name of Mr. Dougall had been before the Committee at a previous meeting. Although no official recommendation as to Mr. Dougall had been received by the Colonial Office, it had been understood that after seeking the advice of the Phelps Stokes Commission and of the ~~Jean's~~ <sup>Fund</sup> Teachers, the Government of Kenya proposed to appoint Mr. Dougall to this post; and Mr. Dougall was, in fact, ~~on the strength of this unofficial understanding~~ now undergoing training in America at his own expense, with a view to qualifying for the appointment. The Colonial Office had sent a telegram to the Governor asking for definite information as to his proposals, but the matter was not clear at the moment. The Committee agreed that in view of the doubt which existed, they should ask to be put in possession of the facts at their next meeting before any decision was taken.

5. The Chairman also mentioned that <sup>a</sup> ~~the~~ despatch from

# INTERNATIONAL MISSIONARY COUNCIL

816

*Composed of Representatives appointed by*

UNITED MISSIONARY COUNCIL OF AUSTRALIA  
SOCIETE BELGE DE MISSIONS PROTESTANTES AU CONGO  
NATIONAL CHRISTIAN COUNCIL OF CHINA  
NORSKE MISSIONSRAAD  
DEUTSCHER EVANGELISCHER MISSIONSBUND  
SOCIETE DES MISSIONS EVANGELIQUES DE PARIS  
FEDERATION OF MISSIONARY SOCIETIES IN GREAT BRITAIN  
AND IRELAND  
NATIONAL CHRISTIAN COUNCIL OF INDIA, BURMA AND CEYLON  
NATIONAL CHRISTIAN COUNCIL OF JAPAN

COMMISSIE VAN ADVIES IHE NEDERLANDSE  
MISSIONARY SOCIETIES OF NEW ZEALAND  
NORSKE MISSIONSRAAD  
FOREIGN MISSIONS CONFERENCE OF NORTH AMERICA  
(UNITED STATES AND CANADA)  
MISSIONARY SOCIETIES OF SOUTH AFRICA  
SVEDESKA SAMFUNDET FÖR MISSIONS  
SVENSKA MISSIONSRADET  
ASSOCIATION OF MISSIONARY SOCIETIES OF SWITZERLAND

SECRETARY  
JAMES H. McKEE

SECRETARY  
J. H. OGDEN  
A. I. WARRINGTON

EDINBURGH HOUSE  
2 EATON GATE, LONDON, S.W.1

Private.



31st December, 1924.

Major the Hon. W. Ormsby-Gore, M.P.,  
5, Mansfield Street,  
W. 1.

Dear Ormsby-Gore,

I hope that any difficulty and delay which may arise in connection with the Nigerian educational proposals may not be allowed to interfere with the appointment of McKee, if the Nigerian Government submit a proposal in regard to him. The important point in regard to McKee is that if we want him at all, we shall have to act with the utmost dispatch or he will be snapped up in America. Much the most effective way of dealing with the situation in Nigeria is to get a first-rate mind like McKee's on to the job on the spot.

I do not think that McKee's name should be mentioned in connection with the discussion of the Nigerian proposals at the next meeting of the Education Committee, unless before then the Nigerian Government has submitted some proposal in regard to his appointment. At present everything is quite unofficial. They cabled to him and to me, but I understand this was merely a preliminary step to ascertain whether he would contemplate service in Nigeria. I am rather anxious also that I should appear as little as possible in the matter. Our friend Bidwell, for example, might think that I was trying to shove Protestant missionaries into jobs, whereas I would very much rather keep them as missionaries if it could be done. My connection with McKee is simply that I happened to have seen his work in the Punjab and to know the kind of impression it has made on educational people throughout India.

I am,

Yours very sincerely,

*J. H. Ogdan*

TELEGRAMS - HONGKONG, SHANGHAI, LONDON  
DELIVERABLES - HONGKONG, LONDON

CHINESE  
MISSIONS  
CHINA INLAND MISSION

TELEPHONE - VICTORIA 1422

# INTERNATIONAL MISSIONARY COUNCIL

UNION OF REFORMED CHURCHES

THE INTERNATIONAL MISSIONARY COUNCIL OF AUSTRALIA  
THE INTERNATIONAL MISSIONARY SOCIETY OF AFRICA  
THE INTERNATIONAL MISSIONARY SOCIETY OF AMERICA  
THE INTERNATIONAL MISSIONARY SOCIETY OF ASIA  
THE INTERNATIONAL MISSIONARY SOCIETY OF EUROPE  
THE INTERNATIONAL MISSIONARY SOCIETY OF THE PACIFIC  
THE INTERNATIONAL MISSIONARY SOCIETY OF THE MEDITERRANEAN  
THE INTERNATIONAL MISSIONARY SOCIETY OF THE BALTIC  
THE INTERNATIONAL MISSIONARY SOCIETY OF THE CARIBBEAN  
THE INTERNATIONAL MISSIONARY SOCIETY OF THE MIDDLE EAST  
THE INTERNATIONAL MISSIONARY SOCIETY OF THE INDIAN OCEAN  
THE INTERNATIONAL MISSIONARY SOCIETY OF THE NORTH PACIFIC

THE INTERNATIONAL MISSIONARY SOCIETY OF THE NETHERLANDS  
THE INTERNATIONAL MISSIONARY SOCIETY OF NEW ZEALAND  
THE INTERNATIONAL MISSIONARY SOCIETY OF NORWAY  
THE INTERNATIONAL MISSIONARY SOCIETY OF SWEDEN  
THE INTERNATIONAL MISSIONARY SOCIETY OF SWITZERLAND  
THE INTERNATIONAL MISSIONARY SOCIETY OF DENMARK  
THE INTERNATIONAL MISSIONARY SOCIETY OF FINLAND  
THE INTERNATIONAL MISSIONARY SOCIETY OF GERMANY  
THE INTERNATIONAL MISSIONARY SOCIETY OF GREECE  
THE INTERNATIONAL MISSIONARY SOCIETY OF ICELAND  
THE INTERNATIONAL MISSIONARY SOCIETY OF ITALY  
THE INTERNATIONAL MISSIONARY SOCIETY OF JAPAN  
THE INTERNATIONAL MISSIONARY SOCIETY OF KOREA  
THE INTERNATIONAL MISSIONARY SOCIETY OF LITHUANIA  
THE INTERNATIONAL MISSIONARY SOCIETY OF POLAND  
THE INTERNATIONAL MISSIONARY SOCIETY OF PORTUGAL  
THE INTERNATIONAL MISSIONARY SOCIETY OF ROMANIA  
THE INTERNATIONAL MISSIONARY SOCIETY OF RUSSIA  
THE INTERNATIONAL MISSIONARY SOCIETY OF SPAIN  
THE INTERNATIONAL MISSIONARY SOCIETY OF SWEDEN  
THE INTERNATIONAL MISSIONARY SOCIETY OF SWITZERLAND

1920  
1921  
1922

SECRET  
CONFIDENTIAL

EDINBURGH HOUSE

2 FIFTH AVE., LONDON, S.W.1

27th January, 1922

Major the Hon. W. Comyns-Cory, M.P.,  
5 Mansfield Street,  
London, W.1.

Dear Major - Cory,

As I shall not be present at the meeting of the Advisory Committee on African Education when the proposals on Nigerian Education are discussed, I am sending you a brief statement of the following:

During the last eighteen months I have on several occasions discussed the matter with the Governor, with the Secretary for Native Affairs and with Mr T. V. Thomas of the Bechuanaland Protectorate. When regard the problem as urgent, the late Sir G. B. S. G. thought to the lines on which I wished to deal with it and my impression is that there is pretty general agreement between the Governor and his advisers in Southern Nigeria as to the proposals as to the present proposals. The Governor states in his despatch that he has consulted the heads of some of the principal missions in Nigeria, and Mr. G. B. S. G. adds that consultations have been held with the missionary societies in this country. Nine months have already elapsed since the Governor's despatch was received in this country. In view of all these circumstances it seems to me very desirable that the Committee will accept in any modifications in the proposals which seem to be essential, should give all the support that it can to the Nigerian Government in getting forward.

Major Ormsby-Gore

forward with its proposals as quickly as possible.

(2) The essential thing in the view of H.E. and his advisers is clearly to obtain some control over the situation described in the despatch and accompanying papers. They are of opinion that this is only possible with the co-operation of the missions. They fear that the missions would be opposed to the exercise of the power to license schools by Government alone. Rightly or wrongly the missions are afraid that it might be used in undesirable ways by individual officers unsympathetic with missionary work. Any policy which would set the missions in opposition would prevent that effective co-operation between Government and missions which in existing conditions is the only hope of improving education in Nigeria. I personally hope that effect may be given to the desires of the Southern Nigerian Government in this important matter of gaining control over the starting of bush schools.

(3) The suggestion in Mr Grier's memorandum that the board should be invested with wide executive powers' may cause some difficulty. I am not sure whether, except in the one matter of licensing schools, its functions will differ greatly from the Advisory Boards that are being set up elsewhere. At a previous meeting of the Committee some discussion took place whether an Advisory Board should be advisory to the Governor or to the Director of Education. I think that the Nigerian Government would definitely prefer that it should be advisory to the Governor. The experiment seems worth trying.

(4) The most important duty of the Board is stated to be to devise suitable curricula for schools. This is a function that would naturally belong to an Advisory Board if it was set up.

(5) It is essential in the view of the Government that in Nigeria the Board should have power to impose these standards and to license schools. Could it not be provided that the Government would in these matters act on the advice of the Board?

(6) The language in paragraph 16 of Mr Grier's memorandum which deals with the training of teachers is ambiguous. Training institutions would naturally come under the control of the Board in respect of curricula etc. but it does not seem to me desirable that the Board should itself undertake/

Major Ormsby-Gore

undertake the responsibility for conducting any institutions. These should be managed by either Government or missions or, where it seems desirable, by some joint body set up for the purpose. The Board should not, in my opinion, be made responsible for the actual conduct of any educational work.

(7) I do not think that the establishment of the Board would, as H.E. suggests, render the post of Director of Education unnecessary. He would be needed to direct Government inspection and the carrying on of such Government schools as exist.

(8) It does not seem to me necessary that Government should commit itself to the position that it will open no more elementary schools. The question at this stage does not need to be decided one way or the other. What seems to me thoroughly sound in the Nigerian proposals is the intention to begin by using any additional funds that may be available to improve the schools already in existence instead of neglecting them for something new.

(9) The most original and most interesting thing in the Nigerian proposals seems to me to be the suggestion of special grants to missions to enable them to provide adequate supervision for their own work. There is ample room for experiment in African education and this seems to me an experiment that is well worth trying and that, if it is successful, may register a very important advance.

As I understand it, the proposal is simply a grant-in-aid for a special purpose, and that the most practically useful and rewarding purpose for which a grant could be given. A good educationalist at the head of each of the principal missions, giving his whole time to the work, could quickly bring about radical improvement. He could accomplish far more from within than a Government inspector could from without. He could permeate the whole educational work of the mission with sound educational ideals.

As in the case of other grants, Government should make the grant only if the desired conditions are fulfilled. It should satisfy itself that the man appointed has the necessary qualifications and that he is freed from other responsibilities to give his time to this work.

Such/

Major Ormsby-Core

Such men need not be new to the country. Each mission may have already a suitable man, who has the necessary educational qualifications or could acquire them by six months' or a year's study. Even if some new men have to be brought in, the same necessity would arise if the work had to be done by Government by largely increasing its inspecting staff.

The language of Mr Grier in paragraph 13 of his memorandum is ambiguous. He speaks of the supervisors as being appointed by the Board and subject to it, and later as being appointed by the missions. In my opinion they should be appointed by the missions only and be responsible to the mission authorities, the Government being content with satisfying itself as to their suitability and the efficiency with which they do their work.

(10) Government inspection of schools, as H.E. points out, would still be needed. This is not the function of the supervisors. Their appointment is advisable simply on the ground that the appointment of a really sound educationalist in each mission, devoting his whole time to the improvement of the schools, is in fact the single step which more rapidly than any other would lead to the remedying of the lamentable state of elementary education in Southern Nigeria.

(11) It seems to me desirable to treat the question of the appointment of the supervisors as quite distinct from that of the Board. The supervisor need not necessarily be the representative of a mission on the Board, though in practice in most cases he would be, since he would be the best educationalist in the mission.

I am,

Yours very sincerely,

*E. H. Ormsby-Core*

from the Governor of Nyasaland was waiting consideration by the Committee, and it was very desirable that this should be dealt with at an early meeting.

6. It was also mentioned that an advance report had been received from Mr. Fraser, under cover of a despatch from the Governor of the Gold Coast, regarding the development of Achimota College. The Committee recommended that while Mr. Fraser's proposals should be carefully considered by the Colonial Office, the receipt of a further report from Mr. Fraser should be waited <sup>it</sup> before <sup>it was referred to the Office</sup> ~~they considered the matter.~~

7. The Committee then turned to the discussion of the proposals put forward by the Governor of Nigeria in his despatch No.224 of the 12th March, 1924 with regard to native education in Southern Nigeria.

Sir Donald Cameron explained that the despatch of the Governor had been written at a time when the Government had been trying to work out the solution of the education problems of the colony, <sup>but</sup> ~~and it~~ had not yet had the benefit of the views of this Committee. Since the appointment of <sup>the</sup> ~~a~~ Committee, much progress had been made in the formulation of ~~the~~ policy as regards native education, and he thought that the Governor's recommendations might have been modified if he had been acquainted with that progress.

A great deal had been done in Nigeria in past years in the direction of training natives for various vacations, but no attempt had been made to relate native education to the character, health and needs of the people. The system in use had been based on that in existence in Lagos in 1906, and a purely literary form of education had been evolved to such an extent as to be

at present practically exclusive. In fact, it was regarded as incumbent on the Government to provide education of this type for all who chose to claim it. The policy advocated by this Committee was quite different, and he felt quite sure that if this could be explained to the Governor, he would be prepared to modify his proposals.

He suggested that, if possible, the policy of the Committee should be communicated to the Governor at an early date in the form of a memorandum emanating from the Committee. He further suggested that what Nigeria wanted was to obtain the services of a first-class educationalist for a period of years. If this were done, many of the problems now up for discussion would be solved without difficulty. <sup>In reply to a</sup> Questioned by <sup>the Chair man</sup> Mr. Ormsby-Gore, he thought that this expert should be over the Director of Education and should be attached to the Native Affairs Department of the Secretariat.

~~Sir Donald Cameron added that, although he felt sure that this would be the view of the Governor, he could, of course, not undertake the Committee.~~

Sir James Currie observed that what Sir Donald Cameron had alluded to as the "new Gospel" advocated by the Committee was not new, and that the fact of its not having been understood in Nigeria was due to the absence of an expert educationalist. He strongly endorsed the necessity for such an appointment. Mr. Harding mentioned that there had been some discussion as to the suitability of a Mr. <sup>McKee</sup> MacGee, an American Missionary from India, for such an appointment. Dr. Garfield Williams stated that Mr. <sup>McKee</sup> MacGee had done excellent work in India, on the lines similar to those suggested by Sir Michael Sadler as desirable in Uganda, in running village schools. No better person could be found to carry out educational experiments.

Of course, in his own mind must not be explaining Sir Hugh Clifford, he felt some latter wd. be mutual sent with him.

McKee



experiments.

however,

The Committee were of opinion, that on the whole the administrative duties which would fall to the lot of the expert adviser suggested would require other qualifications in addition to those which <sup>had</sup> ~~have~~ been mentioned in connection with <sup>McKee</sup> ~~the Mr. Macleod.~~ After some discussion, <sup>the Chairman said that in consultation with the Secy he was preparing</sup> ~~it was agreed that a draft despatch to the~~ Governor ~~should be prepared by the Chairman, and the~~ <sup>setting forth the</sup> ~~knowledge~~ and views of the Committee on native education <sup>had been</sup> ~~generally should be expounded,~~ and ~~suggestions should be~~ made as to the educational structure which it would be desirable to adopt in Nigeria; <sup>and that</sup> ~~that~~ the Governor should ~~be then invited to make definite suggestions as to the~~ structure and also as to the personnel required in order to carry out the policy advocated.

8. Sir Donald Cameron mentioned that in the despatch some definite recommendation should be made to the Governor, as to taking power to close schools which were considered to be of an unsuitable type. The Chairman mentioned that the closing of a school <sup>could</sup> ~~can~~ only be done with the concurrence of the authorities of the school, and he thought that this was a sphere in which the existence of an Advisory Board, <sup>in</sup> of which the various school authorities would be represented, would be extremely useful. Sir Michael Sadler said that it was very difficult to close a school, except on the grounds that it was teaching seditious, but at the same time he would be very sorry to see the Governor's authority in this respect in any way restricted. Mr. Harding read an extract from the Law in force in Nigeria, under which the Government already possessed the power to close schools which were considered undesirable, after examination by a Court of Enquiry. It appears that the Government had

not

about the Chairman  
obliged to  
meeting to  
then to be  
and Sir  
to be held to  
(these in  
case)

not yet exercised to the full extent the powers it had already possessed. What was <sup>new</sup> ~~stipulated~~ in the Governor's proposals was the suggestion to prevent any school from being opened without the sanction of the Government. Sir Frederick Lugard said that the great difficulty in Nigeria was that certain of the Missionary bodies could not be represented on the Advisory Board, and great opposition could be expected from these bodies to any proposal to close any of their schools with the advice of the Advisory Board. He considered, therefore, that the power should be left entirely in the Governor's hands. In reply to a question by Mr. Harding, Sir Donald Cameron stated that in addition to Missionary schools, there were many private elementary schools in the Colony, so that even if all the Missionary Societies could be induced to accept the proposals, there would be many schools still to consider. Sir Donald Cameron said that he had proposed that the Government should not allow any school to be opened unless the teacher was licensed by the Advisory Board but this proposal was only <sup>indicated</sup> ~~indicated~~ as an interim measure until the Government could provide education of a proper type.

Sir Michael Sadler observed that the licensing of teachers would probably rule out many schools of a modest type who did extremely valuable work. The tendency of licensing teachers was to encourage the teachers to aim ~~at~~ <sup>more</sup> at results which were ~~pretentious~~ though less useful.

Dr. Garfield Williams said that the movement of the people in Nigeria was not merely produced by the work of the Missionary Societies, but it was the result of all sorts of contact with European ideas. It was impossible to destroy the movement; all that could be done was to

guide it. He indicated briefly the history of Missionary education in Nigeria and said that the Societies as well as the Government admitted that mistakes had been made in the past, but the necessity of guiding the popular movement still remained. He had previously discussed the question with Sir High Clifford, and they had come to the conclusion that some ~~of the~~ power of control over schools or licensing of teachers was essential. After some further discussion, the Chairman said that it appeared to be the view of the meeting that no one should be allowed to teach unless licensed, but that in granting licenses, the Government should take the widest possible view and not judge by tests such as examination results, etc.

Bishop Bidwell observed that it was evident that there had been great reluctance in the past to use the powers of closing already in existence. It was impossible to lay down in <sup>a</sup>code the attitude to be observed in such a matter, but he considered it necessary that the power of closing a school or to refuse permission to open one should be retained.

Sir Michael Sadler observed that the question of control of schools had been in existence for hundreds of years in Europe, and that the policy of sitting on the safety valve had always led to disaster. He enquired whether <sup>instead of</sup> the power to refuse permission to open, the power of refusing grants could be utilised. It was pointed out, however, that only a very small percentage of those schools were in receipt of grants.

<sup>at this point</sup> (The Chairman was obliged <sup>owing to an item of business</sup> to leave the meeting ~~at this stage~~, and <sup>at his request</sup>, Sir F. Lugard took the chair).

9 The Committee then considered the resolutions <sup>on the subject of Education in Nigeria</sup> which had been drafted for discussion and circulated with the agenda for the meeting.

## Resolution 1.

"The Committee heartily endorses the Governor's proposal to entrust the supervision of Elementary Education in the Southern Provinces to a Board, on which the ~~Indians~~ various Mission bodies will be fully represented and will constitute a majority. The Board Committee thinks that the Board should be advisory only. It is suggested that a Senior Medical Officer (as in the Board constituted by the existing Ordinance) should be a member in order to advise as to health, sanitation and medical instruction."

After some discussion the resolution was passed in the following form:

"The Committee heartily endorses  
 the  
 majority. The Committee thinks that the Board should be advisory to the <sup>in charge</sup> Governor. It is suggested that senior officers from the Medical Dept and the Agricultural Dept should also be members of the Board."

## Resolution 2

"It does not appear that the Governor intends to make any formal pronouncement to the effect that Government will not open any more elementary schools and the Committee considers that it would be inadvisable to do so."

It was considered that the Resolution

The Committee suggests that the proposed legislation should empower the Governor to grant permits for the opening of schools, (without which no school may be opened) and in like manner that he should be empowered to close schools in both cases with the advice of the Board\*.

With regard to the question of closing schools it was decided that in the despatch to be sent to the Governor, no definite instructions should be given, but the case should be fully discussed and the Governor invited to make recommendations in the light of the despatch.

Resolution 4

4. The Committee views with interest the proposal that Missions should select and appoint supervisors and be subsidised for the purpose by Government when satisfied as to their qualifications. The Committee suggests that the Government should be kept in the picture in the selection of supervisors by the Government in the event of the recommendation of the Board. It is suggested that the ordinance should not specifically limit the selection of supervisors in case in any district the Board might consider it advisable to recommend the appointment of a Government official.

It was agreed that the Committee should support any proposal that the Missions should select and appoint supervisors to be subsidised for the purpose of the Government (when satisfied as to their qualifications). The committee decided to make recommendations as to the method of appointment and suggested that the ordinance should not specifically limit the selection to missionaries in the case of any district where it might be desirable to appoint a Government official.

The Committee suggests that the proposed legislation should empower the Governor to grant permits for the opening of schools, (without which no school may be opened) and in like manner that he should be empowered to close schools in both cases "with the advice of the Board".

With regard to the question of closing schools it was decided that in the despatch to be sent to the Governor, no definite instructions should be given, but the case should be fully discussed and the Governor invited to make recommendations in the light of the despatch.  
Resolution 4.

4. The Committee views with interest the proposal that Missions should select and appoint Supervisors and be subsidised for the purpose by Government (when satisfied as to their qualifications). The Committee suggests that the same formula should be used - the appointment being made by the Governor with the advice or on the recommendation of the Board. It is suggested that the Ordinance should not specifically limit the selection to Missionaries, in case in any district the Board might consider it advisable to recommend the appointment of a Government official."

It was agreed that the Committee should support any proposal that the Missions should select, and appoint supervisors to be subsidized for the purpose by the Government (when satisfied as to their qualifications). The Committee decided to make no recommendations as to the method of appointment beyond suggesting that the ordinance should not specifically limit the selection to missionaries in the case of any district where it might be desirable to appoint a Government official.

## Resolution 5.

" The Committee is of opinion that it would be advisable to retain the post of Director of Education, and recommends that so far as Revenue permits the Department should be strengthened especially in regard to the Inspectorate, and the appointment of Visiting Teachers."

*After some discussion the following wording of the resolution was agreed upon.*

*The Committee is of opinion that it would be advisable to retain the post of Director of Education and considers that the Department should be strengthened especially in regard to the Inspectorate. It recommends for the Government consideration the appointment of Visiting Teachers.*

## Resolution 6.

The Committee considers that the existing Regulation 48 might be strengthened by empowering the Governor to declare - on the recommendation of the Board of Rewards - that a particular creed or sect is (for educational purposes only) predominant in a defined area, and that within that area as so defined and defined, no rival schools would be permitted, and the religious instruction given in any Government school in such area would conform to the predominant creed or sect.

*Agenda It was decided that this Resolution should form no part of the report of the Education Committee. It was also decided that the Government should be informed of the main policy of the Committee in regard to the method of imparting religious instruction in Government schools. It was also decided that the Government should be informed of the main policy of the Committee in regard to the method of imparting religious instruction in Government schools.*

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## Resolution 6-

The Committee considers that the existing Regulation 48 might be strengthened by empowering the Governor to declare - on the recommendation of the Board as regards Christian sects - that a particular creed or sect is (for educational purposes only) predominant in a defined area; and that within that area as declared and defined, no rival school would be permitted, and the religious instruction given in any Government school in such area would conform to the predominant creed or sect.

*Agenda* It was decided that this Resolution should form no part of the *Agenda* Committee's *Agenda* in the *Agenda* of *Agenda* despatches; & that the *Agenda* of the Committee in regard to the best method of imparting religious instruction in Government Schools - especially in rural Elementary Schools - do as to *Agenda* in the *Agenda* Section.



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*Agreed - It was decided that this Resolution should form no part of the report to the Government Councils' comments on the Governor of Mysore's despatch; & that the <sup>higher</sup> ~~main~~ <sup>purpose</sup> of the Committee in regard to the best method of imparting religious instruction in Government Schools - especially rural elementary schools - is to avoid introducing sectarian bias.*

Director  
head policy of the Committee in regard to the best  
method of imparting religious instruction in Government  
Schools - Especially Rural Elementary Schools - So as to  
avoid introducing sectarian bias & friction, should  
be embodied in a paragraph of the Memorandum on  
the new Educational policy, now in circulation.  
Members under took to submit drafts of such a paragraph  
to the Secretary for incorporation in the draft of the  
Memorandum which will shortly be submitted for discussion.

ADVISORY COMMITTEE ON NATIVE EDUCATION  
IMPERIAL BUREAU OF ENTOMOLOGY.  
IN TROPICAL AFRICA

I certify that I travelled from ..... to  
London to attend a meeting of the ..... Committee on  
the ..... of ..... 192 ....., and that  
my railway fare was £ ..... and that necessary cab fares

amounted to .....  
my attendance necessitated my absence from my  
usual place of residence for .....  
nights, for which

\* I also certify that

Signature .....

Address .....

I claim subsistence allowance  
at the rate of 1/- a night

CROWN AGENTS FOR THE COLONIES,

Please pay the sum of £ .....

to ..... at the  
above address, from the funds of the Bureau.

Secretary.

192

\* Delete if not applicable

16.1.25 83

SMITH PARKER & CO.,  
BRISTOL COMMON,  
ST. MARK'S,  
DURHAM.

830

Dear Vischer -

You will have a difficult task to draw up  
the minutes of today's discussion.

The draft resolutions you submitted are of  
value as <sup>they</sup> enabled us to record some  
decisions.

I enclose statement of travelling expenses. My  
train was one hour & 20 minutes late in the  
fog & I took a Taxi to the C.O. from  
Charing X. & back home.

I enclose a draft which may perhaps be of use to  
you, re the Resolution<sup>6</sup> discussed then I was  
in the class.

Sincerely yours  
Wangar

T.O.

I do not think you send me a typed copy of the Circular  
concerning the new Educ. Act? Would you let me  
have one - together with the replies from members.  
I will try & make out some notes on byase for  
next meeting on 28<sup>th</sup>.

We did not deal with Director's letter of July 22<sup>nd</sup> 1924  
asking our help to get a best Indian Teacher.  
Will you let me have a copy of the lettered note on  
"Religious Instruction in Govt Schools" - I have two

19th January, 1925.

Dear Sir Frederick,

Thank you for your letter of the 16th. I have asked the Crown Agents to refund you for Travelling Expenses as per your statement and I send you enclosed for future use a number of forms which I would ask you kindly to fill in on future occasions.

I am very glad we had the draft Resolutions to help us in our discussions at the last Meeting. I do not intend to report in full the discussion of the 5th Resolution on the Agenda; your draft really containing all that I think need go on the Minutes.

A copy of the circular memo which I had sent you was returned to me some time ago. I will send it to you together with the still outstanding replies from Sir James Currie and Bishop Sidwell. I will not circulate the

in addition to this memo, your note on religious instruction.

I shall be very much obliged to you for some notes on Nyasaland for the next meeting on the 28th inst. The work done by the Scotch Mission and also by the Unification Mission to Central Africa and by the Dutch Reform Church is very remarkable and I feel certain that all these missions would co-operate gladly with a Director of Education appointed by the Government. In 1922, Dr. Hedgesick and others have been seeking for a Director of Education who would lay down in consultation with them a definite education policy for the Protectorate. At the same time Sir Charles Bowring had a number of administrative officers whom I met and am most anxious to have some Government institution for the training of Native Chiefs. As you see a very good man will be required to fill the post.

-3-

I could not bring up before the Committee the matter mentioned in Huxton's letter as it had not been referred to me by the department. As far as I can find out nothing has so far been received on the subject from Nigeria.

In case you could spare half an hour when you come up on Thursday, I should be very glad if you could come here to talk about the different matters or if it would suit you better if I could meet you anywhere in London.

Yours sincerely,

Sir F. D. Lugard

The Secretary to the Advisory  
Committee on Native Education in Tropical  
Africa presents his compliments to

*G. H. Munro* *for J. Lamun*  
and begs to inform him that the meeting  
*for 10.30*  
on January 16th will take place at 11 a.m.  
(instead of 10.30) in the Conference Room  
of the Colonial Office.

DOWNING STREET,

14 January, 1925.



The Secretary to the Advisory  
Committee on Native Education in Tropical  
Africa presents his compliments to

and begs to inform him that the meeting  
on January 16th will take place at 11 a.m.  
(instead of 10.30) in the Conference Room  
of the Colonial Office.

LOANING STREET,

January, 1945

The Secretary to the Advisory Committee on Native Education in Tropical Africa presents his compliments to

*January 18<sup>th</sup>*

and begs to inform him that the meeting on ~~December 11<sup>th</sup>~~  
~~will take place at 10.30 a.m. in the Conference Room~~  
*11 a.m. (instead of 10.30)*  
of the Colonial Office. ~~and that the members will be asked to decide on the advisability of holding a further meeting before the end of this month, to consider various proposals from Nyasaland, Northern Rhodesia and Nigeria referred to the Advisory Committee by the Secretary of State.~~

DOWNING STREET,

~~December, 1924.~~

*January, 1925.*

~~1500~~

Advisory Committee on Native Education  
in Tropical Africa.

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Agenda for the 9<sup>th</sup> Meeting to be  
held in the Conference Room at the Colonial Office  
at 10.30 a.m. Friday Jan 16: 1926

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1. Minutes of 8<sup>th</sup> Meeting.
2. Vote of thanks Meeting.
3. ~~Discussion of~~  
Proposals from Governor of Nigeria re  
Native Education in Southern Provinces, Nigeria

I have just received Bellham's comments  
on my memo on Educational Policy

4.1.25

838

LITTLE PARISHES

RIGHTLY COVERED

BY BARRING

MURRAY

Have you received any?

Dear Vischer -

I enclose you (a) a memo on the Governor's  
proposal of Education in S.P. of Virginia. Perhaps you  
will have it typed & circulated. I sent it to Bellham  
& I enclose his comments. I have re-written it to  
make his points clearer; but it does not differ very  
essentially from the original except perhaps in para III (5),  
where I differ a little from him. (I have torn off the  
last part of his letter as it referred to a matter he  
wished me to treat as strictly confidential.)  
(3) I found a "Personal note" which also might be  
circulated with the memo.  
(4) I found also a note on the "resolutions proposed  
legislation". You might submit this if you care to do  
so as Secretary - not in my name.

I hope you will be able to have copies of the Nigerian  
Education Ordinance, & the Regulations (as drafted  
the new volume of laws) on the table for the Council  
& Cabinet. I should also be glad if you could have  
one or more copies of my "Political Memoranda 1915"  
for reference on the table. [The earlier memo on Education  
was "Revised to 12.11.15"].

You say in your note of Dec 16. that the Agenda of our  
meeting will include Hyasa and Nigeria. I have  
not yet looked at Hyasa. - Could you not leave it  
out? We shall have more than we can get done  
with Nigeria. If Hyasa is to be discussed please  
let me know & I will try & go into it, but I have  
to do the Russells this week & other urgent work.  
You asked me to draft actual "Resolutions" to be  
on the Agenda. - I will add these (of course  
they will not appear in my name).

What is the state of the  
meeting?  
I sincerely hope  
nothing only

I hope you will be able to have copies of the Nigerian  
Education Ordinance, & the Regulations (as drafted  
the new volume of laws) on the table for the Conference  
& contact. I should also be glad if you could have  
one or more copies of my "Political Memoranda 1915"  
for reference on the table. [The earlier memo on Educa-  
tion was "Reference to 12.11.15"]

You say in your note of Dec 16 that the Agenda of the  
meeting will include Nigeria & Africa. I had  
not yet looked at Nigeria. - Could you not leave it  
out? We shall have more than we can get there  
with Nigeria. If Nigeria is to be discussed please  
let me know & I will try & go into it. but I have  
to do Russell's this week & other urgent work.  
I'm asked me to draft actual "Resolutions" to be  
on the Agenda. - I tried to do there (of course  
they will not appear in my name).

What is the state of the  
meeting?  
I'm very sorry  
Anything else?

Downing Street,

7  
December, 1924.

Sir.

I am directed to inform you that at the last meeting of the Advisory Committee on Native Education in Tropical Africa Mr. Oldham proposed that you should be asked to attend the next meeting of the Committee in his stead during his absence in America. It is intended to hold this meeting early in January and the exact date will be communicated to you as soon as it has been fixed. On hearing from you I shall have much pleasure in sending you the Agenda of the meeting and copies of the papers bearing on the meeting.

I am,

Sir,

Your obedient servant,

CAMPBELL WILLIAMS.

January 1954

Dear Mr. [Name]

118

I am pleased to inform you that the  
 meeting of the Advisory Council on  
 the [Topic] will be held on [Date]  
 at [Location]. The [Topic] will be  
 discussed in detail. It is intended  
 that you should be present and  
 will be considered as a [Role].  
 If you have any questions, please  
 contact [Name] at [Phone Number].

Sincerely,  
[Signature]

[Name]

118

Your obedient servant,  
[Signature]



810  
5.12.24

LITTLE FARNBURY,

ASHEVER GORING,

ST BOKING,

SURREY.

Brother:

Your letter this morning is most worrying. I  
tried to extremely try to miss the meeting of the  
Police Committee but the notice is short that you  
are probably find that most of the members are  
engaged. I am obliged to be in business on  
Friday & have accepted an invitation to dine  
that night there which I cannot now waive.  
I had already posted for the papers to Guyana  
worked at their best 40/40 but except -  
if you have found me any replies you have received  
to the General Police Council. I will make  
suggestion how they should be dealt with -

So far I have my head of Expansion & of my  
objections - of that is to the quarter is being  
I <sup>would</sup> ~~be~~ in the receipt of your letter this  
morning, asking if it is possible to postpone  
the meeting at least to Thursday <sup>then</sup>  
I have been to calculate my hours and  
do hope you can postpone it. I should be  
extremely sorry to miss it especially this  
meeting on African policy on which  
I have much to say

Sincerely yours

J. Mangoch

So far I have only heard of expansion & of the  
objections by that & to the matter & copy  
I heard <sup>read</sup> in the course of your letter this  
morning, rather, if it is possible to post  
the article or letter on Thursday then  
I shall have to cancel my business etc.  
No hope you can post home & I should be  
extremely sorry to miss it especially this  
meeting on business policy on which  
I have much to say

Sincerely yours

J. Mangard

In one of the decisions of the temporary body I have not stated, separated  
provision of, I suppose, there are seven more missions. Two of these are

Notes prepared by Sir P.D. Cargill

No. 10

Memorandum  
9.1.55

in respect of the history of the business of the ...  
"private" from the ...  
... largely dependent of their power for both ...  
The teacher is a ...  
... state of things ...  
... of the ...  
... in ...  
... in ...

II. "The chaos which it would create" to ...  
... of ...  
... schools' & destruction of tribal authority ...  
... (see 1 § 2) the ...  
... has ...  
... to believe that it would ...  
... "and do not ...  
... will be a ...

III. To remedy this ...  
Secretary for ...  
In effect they are as follows:

a) That the ...

In one of the districts of the temporary Survey not covered by political  
provision of Mysore, there are seven small missions. Two of these are

Notes prepared by Sir J.D. Longman.

9.1.25

... of the history of the mission... the...  
... from the...  
... largely deprived of their power for both formal & in village life  
The teacher is a recent & withdrawn and not...  
... state of things...  
... the...  
... in...  
... than in... other... 572

II The class... to use the... has been  
... of... resulting in the...  
... schools & destruction of...  
... (Sec 2-7) the...  
... has...  
... to believe that...  
... missionaries...  
... and do not...  
... schools in...  
... with a no representation on any...

III To remedy this...  
...  
... Secretary for...  
...  
... That the...



In one of the divisions of the Compara-tive Survey but definitely separated Province of Owerri, there are seven rival Missions. Two of these are purely native organizations which recognise day schooling. The others are meant to tolerate each other" lest their adherents should not them, & join the African Churches. In order to stave the number of its converts each Mission fields to any demand for a school, even against the wishes of the head of the native community, "knowing that if it refused some other would do so", & the contributions to the Missions funds would fall off. The schools are conducted by "un-trained school boy teachers installed by one of the Missions". In this small area there are 51 such schools, possessing between them only two qualified teachers with an average attendance of 11.6 only. In respect of "the victory of the Missions over the former chiefs & priests", from the stand point of the real authority is that "they are now largely deprived of their power for both good & evil in village life. The teacher is a recent & extraneous authority imposed over the village heads". The state of things in this district is not as assumed "not at all over-drawn", & the influence is by no means an extreme one. In view of consequence of the rather high opinion in this district is more practicable than in many other divisions (and 2 § 7)

II "The chaos which at present exists - to use the Governor's phrase - has been created by human folly, resulting in the creation of these "hedge-schools" & destruction of tribal authority. Of the seven Missions named (and 1 §§ 2-9) the Wesleyan has no school, & the "Wetter Pastorate" has repudiated the entire of the C. & S. & there is no reason to believe that it would cooperate closely with the European non-conformist missionaries". The two African Church organizations have no Europeans and do not desire them". The six sects which maintain schools in this particular district would probably have little or no representation on any Educational Board.

III To remedy this deplorable state of things the District Officer (Mr. Falk) makes recommendations which are embodied in a Memo by the Secretary for Native Affairs, & embodied in the Governor's despatch. In effect they are as follows:-

a) That the Govern<sup>mt</sup> should divest itself of direct responsibility for the

Control of Elementary Education in this part of Nigeria, by transferring  
"the entire control" of all schools - whether Government or Mission - to  
a Board with an unofficial majority. (§§ 14, 15 & 18) 342

- 6. "The necessity for a Director of Education would then disappear unless his services were found necessary for the control of Inspectors of Schools" §18
- 7. "No further provision Elementary Schools should be 'State Aid' §15.
- 8. Increase financial assistance is to be given to enable the Missionaries to select & appoint a body of Inspectors; & also to assist in training teachers
- 9. The Board will have authority to close all schools which do not conform to the standard required §14. No new school may be opened without a licence from the Board (Clause 2, §17).

II I suggest that it would be very undesirable for Government to give any undertaking, or make any pronouncement to the effect that it would in the future start no more elementary schools. - Whatever its immediate intentions may be - for it is I think generally accepted that if & when the Government can secure the right type of man for the purpose (if in this the Government may have to assist) it is very desirable that it should start model schools, & set a high standard.

- 1. I suggest that the Board (which is already constituted under the existing Ordinance) should be advisory only. Later on Government powers may be given to it as may be found practicable. The direct control should be retained in the hands of Government. The Board should be advisory (as now) to Government & to the Director of Education, & should be fully representative.
- 2. The Government desires power to forbid the opening of any school, & to close any school for good cause, & recognises that for this purpose the cooperation of the Mission Boards is necessary. Since powers are already given in the Ordinances of the Protector of Rhodesia, & Kenya, & are urgently needed in order to secure the cooperation of the Missions the Administration might empower the Government "on the advice of the Board" to grant hermit for opening schools, & to close existing schools for good cause. The power should be vested in the Government not in the Board. A full appeal to the Government is in England.
- 3. The proposal to abolish the Director of Education is I think to be deprecated. It is essential he should be retained & his department strengthened - especially the Inspectorate. It should also include an itinerant teaching staff, including as large a number of Mission nominees as may be found desirable for the work.



The proposal that the Missionaries should appoint their own Superintendents & that the Government should reimburse them to enable them to pay salaries & obtain the best men (subsidiary staff as to their qualifications) is a new one. Mr. Hodgkin tells me he is very anxious to see this experiment tried, & he thinks that Mission Superintendents will be more in sympathy with a better able to effect reforms in Mission Schools than Government officials would be. I would very much suggest that the question whether the Superintendents should be Missionaries or Government officials should be left open. Such Missions as the Scottish at Calabar, the P. Catholics at Benin, the C.M.S. & Wesleyan at Oyo & Abeokuta would have no doubt be able to select & appoint good men, & there too the Mission would do it would be desirable for the reasons given by Mr. Hodgkin that they should do so. But in the district described in the report & the numerous districts referred to, it seems clear that it would be extremely difficult to appoint a Missionary Superintendent. There is a very acute & many Missions occupy the same field a Government Superintendent would be preferable. Here again the proposed legislation might empower the Governor with the advice of the Board to appoint Superintendents.

The State of things described, & the already long delay that has taken place since the despatch (of March 12, 1874) was written make it extremely desirable that a reply should be sent without delay.

The scheme proposed in Sir H. Clifford's despatch & its inclosures illustrates in a vivid way the urgent nature of a problem which the Government cannot postpone a later date into previous consideration.

- 1) The nature & extent of the control which a Government should exercise over the educational activities of Missionaries, with a view to checking the abuses (including the destruction of his local authority) due to sectarian rivalry.
- 2) The method by which religious instruction is to be given & religious influence increased in non-accidentary Government Schools especially in Central Elementary Schools.

With the first of these two heads I have dealt to some extent, as to the second the proposal to treat the non-accidentary Elementary Schools as if there was no doubt primarily to recognize the difficulty of teaching religion & bringing religious influences to bear outside the class room in such schools. The right of inquiry tends to accentuate sectarian difficulties, & so would not to have been necessary in practice to meet this difficulty.

Para 13 of enclosure 2 is contradictory. It states that the Superintendents are to be subject to the Board & appointed by it - but I have been down it read that these Superintendents were to be selected & appointed by the Missionaries.

It is suggested that Government after an examination of the 844  
Acts should advise which is the predominant creed (Christianity  
Islam or), & if necessary that particular sect of that creed is  
predominant in a district or area which will be defined in the Pro-  
visions; that the creed & sect specified will be the only one  
recognised for educational purposes by any <sup>missionary</sup> school professing that  
creed may establish schools in that area. Any Govern<sup>t</sup> school which  
may not have a number of its staff holding & qualified to give the  
religious instruction & to exercise the religious influence, which  
it is agreed is essential to the attainment of the deeper aims of Education,  
may invite a missionary or other exponent of the recognised creed  
or sect of the district in which it is situated to provide the  
required religious instruction & influence. The area so defined  
may vary according to circumstances from a reasonable radius round  
a school to as large a district as may be found possible.

It may be noted that the Regulation<sup>48</sup> now in force in Mysore for the past 8 years  
is as follows; "Religious instruction in Govt schools may at the discretion  
of the Director be imparted by any qualified Christian or Muhammadan  
religious teacher, during the time set apart for such instruction. &c."  
The instruction is voluntarily undertaken by a missionary - whether  
Protestant, Roman Catholic, or of any particular sect - preference shall be  
given to those of the denomination which has a predominant  
influence in the province or district."

para 13 of clause 2. is contradictory. The body of dependants is to be appointed by the Board, but  
since from they are to be selected & appointed by the dependants. para 11 of clause 2  
should also state this point

18. 2. 20  
P. H. G. S. G.



5. The Committee is of opinion that it would be advisable to retain the post of Director of Education, & recommends that so far as Revenue permits the Dept. should be strengthened especially in regard to the Inspectors, & the appointment of Visiting Teachers.

6. The Committee concludes that the existing Regulation might be strengthened by empowering the Government to declare on the recommendation of the Board <sup>as regards "deprived areas"</sup> that a particular area or locality is (for educational purposes) predominant in a deprived area; & that within that area as declared or defined, no other School should be permitted, & the religious instruction given in any Government School in such area should conform to the predominant creed or sect.

5. The Committee is of opinion that it would be advisable to retain the post of Director of Education, & recommends that so far as Revenue permits the best should be done, especially in regard to the Inspectors, & the appointment of Visiting Teachers.

6. The Committee considers that the existing Regulations might be strengthened by empowering the Government to declare - on the recommendation of the Board - that

7. Particular creed or sect is (for educational purposes) predominant in a defined area; & that within that area as declared & defined, no other school should be permitted, & the religious instruction from any Government School in such area should conform to the predominant creed or sect.

Ref. Nigeria:

845A

Despatch from the Governor to the S. of S. dated 12-3.  
Submitting proposals re Native Education in  
Southern Provinces, Nigeria.

Personal Note by Sir F. T. Lugard.

20 copies

Raymond Vacker

Hannrich

7.1.25.

Government refers to the 'Chaos which at present exists', & renders it  
 the greatest importance to undertake the reorganisation of elementary  
 education throughout the Southern Provinces of hygiene. As I know Sir  
 Clifford's predecessor I take leave to send a brief explanatory note.  
 I returned to England in 1913 & the elaboration of the scheme for the  
 reorganisation of Northern & Southern hygiene, & the putting of it into execu-  
 tion from Jan 1<sup>st</sup> 1914 followed by the outbreak of war in Aug. 1914  
 was exceptionally heavy work. In 1915 after a careful study of the  
 educational problem in the South I drew up the Advances & Regulations  
 with practically no alterations, except the Schedules (8) <sup>added 1923</sup> dealing with  
 the educational law of hygiene today. The enactment of the law was  
 for about a year in the Colonial Office but it came into operation in 1916.  
 Meanwhile the Govt had not only rendered the most energetic  
 necessary <sup>aid</sup> for educational reform - but had practically  
 at the Centre Education Dept. the staff of which as being a home  
 Ministry of State to the maintenance of the dependency - was allowed to  
 be for service having only 3000 to carry on his steps to reorganise  
 education in the carefully thought out lines of the Advances &  
 Regulations were therefore practicable here after the war. I left hygiene  
 in the close of the war in 1918.

28. 1. 24 D. Langford

Provision also sanction to introduce legislation to give effect to his proposals  
following are some of the principal points of the Bill of the existing law in regard to

1. Set up a Board which is proposed to be in the nature of a Board of Education  
2. of the present Provision has already set up a Board consisting of 4 Officers  
(including the Chairman) & 4 un-officers. Its duties are defined by the  
Provision & some there fore some more of the points raised. The constitution of  
the new Board proposed differs in that the Secretary for Public Affairs replaces  
the Commissioner of the Colony, & a Treasury Officer takes the head of the  
order of medical & Sanitary Services & the number of unofficial members  
is to be unlimited. Its present duties are laid down in Reg. 52. p. 461

It is intended that Grants to independent schools may only be approved by the Board  
and such schools have been certified by a Gov. Inspector as having <sup>attained</sup> ~~attained~~  
required standard of efficiency (§ 6) to be established by the Board. He takes  
as to Grants are to be <sup>radically</sup> revised (§ 12)

Sec 4 of the present Bill prescribes that the Board shall be made in the same  
manner as the Director of Education with the sanction of the Governor. That  
Board may exercise its powers unless the Board approves. The Rules on  
to Grants are in force in the scheme of Regulations pp 446-452  
Reg 30. provision of leaving & building - school for a want "efficiency" for  
purpose of the approval of the Board in educational things; Reg 53

- 20 To for selection & efficiency of the Staff
- 30 To for discipline organization & moral instruction
- 40 To - Record of transactions procedure & general matters
- 50 To - Buildings - apparatus - equipment

These headings are more fully elaborated in Reg 50.  
These are provisions for leading staff Reg 51 for building and  
supplies Reg 34 for training institutions in ... buildings & ...  
in relation to improve the Board to provide the opening of any school  
of Part 2) & to close any school & ...

when the present Provision was drafted it was the general view that  
these powers should be vested in the Governor. In fact at the  
Board with an un-official majority. He has now seen that Government but  
and he finally sanctioned Section 16 which prescribes that a school



may be inspected if the Director or Resident has reason to believe  
shown in the interests of the pupils a Commission to be formed. - The  
may then appoint a Commission of Inquiry & if it is found that  
School has been violated either of the 4 heads under Sec 16 the  
may proceed. There is no power to forbid a School being opened  
Sec 14 a School sanctioned by the Government to be "superior" of  
the provisions of a pre-existing school" may be dissolved. These  
The powers under the Act appear sufficient to under the provisions  
the schools described.

4. <sup>is desired to</sup> New legislation ~~cannot~~ enable the Board to give effect to regulations  
religious instruction (S 3 of Act of 1911)  
This issue seems to be already covered by Section 18 (9) of the Act  
& Regs 47 & 48. (See also additional Regs No 15 of 1917 p. 9)

7. The existing law is contained in Chap. 65 & 66 pp. 243 & 251 of Vol. 1  
of 1923. By the "Education Ordinance" of 1916 & the "Mission Schools Ordinance"  
of 1918. The Regulations under these Ordinances are in Vol. III of same  
pp. 446-447.

~~Rough~~ Draft of resolutions (~~based on my Memorandum~~)  
for discussion at ~~next~~ Meeting.

---

1. The Committee heartily endorses the Governor's proposal to entrust the supervision of Elementary Education in the Southern Provinces to a Board, on which the various Mission Bodies will be fully represented, and will constitute a majority. The Committee ~~thinks~~ that the Board should be advisory only. It is suggested that a Senior Medical Officer (as on the Board constituted by the existing Ordinance) should be a member in order to advise as to health, sanitation, and medical instruction.

2. It does not appear that the Governor intends to make any formal pronouncement to the effect that Government will not open any more elementary Schools and the Committee considers that it would be inadvisable to do so.

Downing Street,

7 January, 1925

Dear Sir Michael,

Thank you for your letter of yesterday. I am very sorry that you are not well and I do hope that the rest will do you good, and that you will be quite well again for the beginning of the term.

I wrote you yesterday, but our Meeting has been postponed to Friday the 16th, and I very much hope that you will be able to attend on that date. We shall have to discuss at that Meeting very important proposals on Native Education in Nigeria.

Yours very sincerely,

MICHAEL SADLER, K.C.M.G., C.B., LL.D.

p48A

Downing Street,

7 January, 1925.

Dear Garfield-Williams,

Many thanks for four copies of your Report on Uganda, which I asked for to attach to my Report which I am submitting to the Under Secretary of State.

I shall send you in a day or two, the Agenda for the Meeting on the 16th, together with a number of notes on the matter under discussion.

Please let me know some date before the 26th when I could meet you to talk over the Meeting.

Yours sincerely,

RECEIVED DR. GARFIELD WILLIAMS.

THE MASTER'S LODGINGS · UNIVERSITY COLLEGE · OXFORD  
TELEPHONE : OXFORD 681.

:- Rushmore, New Road, Ramsgate Jan 6, 1925

Dear Mrs. Fisher,

I am very sorry but I cannot come  
to the party on Jan 9. The doctor has advised me  
to change and stay in Ramsgate till I am better.

I am not well yet & want to get well  
before I can come.

Yours faithfully,  
Mrs. Fisher

THE MASTER'S LODGINGS · UNIVERSITY COLLEGE · OXFORD

TELEPHONE : OXFORD 681.

Rushmore, Thame Road, Reading, Jan 6. 1925

My dear Madam

I am very sorry but I cannot see  
the possibility of doing a job of this kind  
at a charge and with a view to the time being  
13<sup>th</sup> I am a stranger to you & your work  
and have

Yours faithfully  
The Master

POST OFFICE



TELEGRAPHS.

850

Office

This Form must accompany any inquiry respecting this Telegram.

of Origin and Service Instructions

S 11.20 AM ABINGER COMMON 15 =

Charges }  
to pay } s. d.

Handed  
in at

M. Received  
here at

12.20

TC  
VFSCHIR COLONIAL OFFICE LDN =

DABLY ENCASED BRUSSELS FRIDAY SATURDAY CAN YOU POSSIBLY ALTER DATE

= LUGARD .+

Downing Street,

6 January, 1925.

Sir,

With reference to my letter of the 2 January I am directed by the Chairman of the Advisory Committee on Native Education in Tropical Africa to inform you that it has been found necessary to alter the date of the 5th meeting of the Committee.

The Meeting will be held at the Colonial Office at 10.30 on Friday morning the 16 January.

I have the honour to be, Sir,

Your obedient servant,

THE LORD BISHOP OF LIVERPOOL  
 BISHOP BIDWELL, C.B.E.  
 SIR F. D. LUGARD, G.C.M.G. C.B. D.S.O.  
 Sir James Currie, K.B.E., C.M.G.  
 Sir Michael Sadler, K.C.S.I. C.B.  
 Sir Donald Cameron, K.P.E., C.M.G.  
 The Rev. Dr. Garfield Williams D.P.E.  
 L. Strachey Esq.,  
 W. D. Ellis Esq.,  
 W.C. Bottomley Esq.,  
 A. J. Harding Esq.,  
 J. F. N. Green Esq.,  
 G. F. Seel Esq.,



MEMBERSHIP—HONGKONG, SHANGHAI, LONDON  
CALCUTTA—HONGKONG, LONDON

CODES—  
MISSIONS  
CHINA INLAND MISSION

852  
TELEPHONE—VICTORIA 1288

# INTERNATIONAL MISSIONARY COUNCIL

Composed of Representatives appointed by

UNITED MISSIONARY COUNCIL OF AUSTRALIA  
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Chairman  
JOHN R. MUIR

EDINBURGH HOUSE  
2 EATON GATE, LONDON, S.W.1

3rd January, 1925.

Major Hanns Vischer,  
Colonial Office,  
S.W. 1.

Dear Vischer,

*for your information*  
I enclose a copy of my letter to the Chairman about the Nigerian proposals. I have no wish to have it circulated to the Committee. If they get too many memoranda they won't read them, and the Despatch is a considerable document in itself.

I also enclose the notes I sent Lugard on his memorandum on educational policy. I do not wish these to be circulated to the Committee.

Wishing you the best of luck,

Yours very sincerely,

*H. O. Ollman*

3rd January 1925

Major the Hon. W. Ormsby-Gore, M.P.,  
5 Mansfield Street,  
W. 1.

Dear Ormsby-Gore,

As I shall not be present at the meeting of the Advisory Committee on African Education when the proposals on Nigerian Education are discussed, I am sending you a brief statement of my views.

(1) In the last eighteen months I have on several occasions discussed the matter with the Governor, with the Secretary for Native Affairs and with Mr F.S. Thomas of the Secretariat. All of them regard the problem as urgent, they have given a great deal of thought to the lines on which they wish to deal with it and my impression is that there is pretty general agreement between the Governor and his advisers in Southern Nigeria and the missions as to the present proposals. The Governor states in his despatch that he has consulted the heads of some of the principal missions in Nigeria, and Mr Grier adds that consultations have been held with the missionary societies in this country. Nine months have already elapsed since the Governor's despatch was received in this country. In view of all these circumstances it seems to me very desirable that the Committee, while suggesting any modifications in the proposals which seem to be essential, should give all the support that it can to the Nigerian Government in getting forward/

Major Ormsby-Gore

forward with its proposals as quickly as possible.

(2) The essential thing in the view of H.E. and his advisers is clearly to obtain some control over the situation described in the despatch and accompanying papers. They are of opinion that this is only possible with the co-operation of the missions. They fear that the missions would be apposed to the exercise of the power to license schools by Government alone. Rightly or wrongly the missions are afraid that it might be used in undesirable ways by individual officers un-sympathetic with missionary work. Any policy which would set the missions in opposition would prevent that effective co-operation between Government and missions which in existing conditions is the only hope of improving education in Nigeria. I personally hope that effect may be given to the desires of the Southern Nigerian Government in this important matter of gaining control over the starting of bush schools.

(3) The suggestion in Mr Grier's memorandum that the board should be invested with wide executive powers' may cause some difficulty. I am not sure whether, except in the one matter of licensing schools, its functions will differ greatly from the Advisory Boards that are being set up elsewhere. At a previous meeting of the Committee some discussion took place whether an Advisory Board should be advisory to the Governor or to the Director of Education. I think that the Nigerian Government would definitely prefer that it should be advisory to the Governor. The experiment seems worth trying.

(4) The most important duty of the Board is stated to be to devise suitable curricula for schools. This is a function that would naturally belong to an Advisory Board if it was set up.

(5) It is essential in the view of the Government that in Nigeria the Board should have power to impose these standards and to license schools. Could it not be provided that the Government would in these matters act on the advice of the Board?

(6) The language in paragraph 16 of Mr Grier's memorandum which deals with the training of teachers is ambiguous. Training institutions would naturally come under the control of the Board in respect of curricula etc. but it does not seem to me desirable that the Board should itself undertake/

Mr. Orsby-Gere

undertake the responsibility for conducting any institutions. These should be managed by either Government or missions or, where it seems desirable by some joint body set up for the purpose. The Board should not, in my opinion, be made responsible for the actual conduct of any educational work.

(7) I do not think that the establishment of the Board would, as H.E. suggests, render the post of Director of Education unnecessary. He would be needed to direct Government inspection and the carrying on of such Government schools as exist.

(8) It does not seem to me necessary that Government should commit itself to the position that it will open no more elementary schools. The question at this stage does not need to be decided one way or the other. What seems to me thoroughly sound in the Nigerian proposals is the intention to begin by using any additional funds that may be available to improve the schools already in existence instead of neglecting them for something new.

(9) The most original and most interesting thing in the Nigerian proposals seems to me to be the suggestion of special grants to missions to enable them to provide adequate supervision for their own work. There is ample room for experiment in African education and this seems to me an experiment that is well worth trying and that, if it is successful, may register a very important advance.

As I understand it, the proposal is simply a grant-in-aid for a special purpose, and that the most practically useful and rewarding purpose for which a grant could be given is a good educationalist at the head of each of the principal missions, giving his whole time to the work, could quickly bring about radical improvement. He could accomplish far more from within than a Government inspector could from without. He could permeate the whole educational work of the mission with sound educational ideals.

As in the case of other grants, Government should make the grant only if the desired conditions are fulfilled. It should satisfy itself that the man appointed has the necessary qualifications and that he is freed from other responsibilities to give his time to this work.

Major Ormsby-Gore

Such men need not be new to the country. Each mission may have already a suitable man, who has the necessary educational qualifications or could acquire them by six months' or a year's study. Even if some new men have to be brought in, the same necessity would arise if the work had to be done by Government by largely increasing its inspecting staff.

The language of Mr Grier in paragraph 13 of his memorandum is ambiguous. He speaks of the supervisors as being appointed by the Board and subject to it, and later as being appointed by the missions. In my opinion they should be appointed by the missions only and be responsible to the mission authorities, the Government being content with satisfying itself as to their suitability and the efficiency with which they do their work.

(10) Government inspection of schools, as H.E. points out, would still be needed. This is not the function of the supervisors. Their appointment is advisable simply on the ground that the appointment of a really sound educationalist in each mission, devoting his whole time to the improvement of the schools, is in fact the single step which more rapidly than any other would lead to the remedying of the lamentable state of elementary education in Southern Nigeria.

(11) It seems to me desirable to treat the question of the appointment of the supervisors as quite distinct from that of the Board. The supervisor need not necessarily be the representative of a mission on the Board, though in practice in most cases he would be, since he would be the best educationalist in the mission.

I am,

Yours very sincerely,

(Sgd.) J. N. O. O. O.



Colonial Office.

2 January, 1926.

Dear Sir Frederick,

I am very anxious to circulate together with the Agenda for the next Meeting a statement about the Nigerian proposals which will help us to discuss the important points and to arrive at a resolution embodying the recommendations of the Committee to the Secretary of State. I should be very much obliged to you for your suggestion

I propose to bring up, at the next Meeting the memorandum of Native Education now in circulation. So far only two members have returned it. Perhaps you will be coming up to London in the course of next week before the meeting of the Committee on Friday and could spare

Downing Street.

7/ January, 1925.

Sir,

I am directed by the Chairman to inform you that the 9th Meeting of the Advisory Committee on Native Education in Tropical Africa will be held at the Colonial Office at 10.30 on Friday morning 9th January.

I have the honour to be,

Sir,

Your obedient servant,

THE LORD BISHOP OF LIVERPOOL  
 BISHOP BIDWELL, C.B.E.  
 MR. F. D. LUGARD, G.C.M.G., C.B., D.S.O.;  
 MR. JAMES CURRIE, K.B.E., C.M.G.;  
 MR. MICHAEL BAYLEN, K.C.S.I., C.B.;  
 MR. DONALD CAMERON, K.B.E., C.M.G.;  
 MR. REVEREND DR. GARFIELD WILLIAMS, O.B.E.  
 MR. RACHET, ESQ.,  
 MR. D. ELLIS, ESQ.,  
 MR. C. BOTTOMLEY, ESQ.,

A. J. HARDING, ESQ.,  
 J. F. N. GREEN, ESQ.,  
 G. F. HESS, ESQ.,  
 (MAJOR H. VISCHER.)



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DRAFT.

Sir

I am directed by the Chairman to inform you that the 9<sup>th</sup> meeting of the Advisory Committee on Native Education in Tropical Africa will be held at the Colonial Office at 10.30 on Friday morning the 9<sup>th</sup> January

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9<sup>th</sup>

I have the honour to be  
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Name:

- The Lord Bishop of Liverpool
- Bishop Adenrele
- Sir F. G. Lugard GCMG, CB, DSO
- Sir James Cunniff KBE
- Sir Michael Sadler
- Sir Donald Cameron
- Rev. G. Garfield Williams
- Mr. Strachey
- .. Ellis
- .. Bottomley
- .. G. J. Harney
- .. Green
- .. Seal

- Sir C. Davis.
- Sir G. Grindle.
- Sir H. Road.
- Sir J. Masterton Smith.
- Lord Arnold.
- Mr. Thomas.