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HIGHER EDUCATION IN THE SUDAN FROM ITS ORIGINS TO 1966.

WITH SPECIAL REFERENCE TO UNIVERSITY EDUCATION.

Thesis submitted to the Faculty of Arts  
in the University of Durham  
for the Degree of Doctor of Philosophy.

By

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July, 1968.

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## PREFACE.

The aim of this study is to give a comprehensive survey of the history of higher education in the Sudan, its aims and policy, its administrative and academic structure and to analyse the main problems facing its development at the present time. A brief account of the traditional education that existed in the Sudan before the establishment of the Condominium administration in 1899 is given, as well as a background survey of the development of modern education between 1899 and 1966. Higher education had to be built on a sound system of general or secondary education. This background survey of general education is, therefore, a key to understanding the present pattern of higher education and the main economic, political and social factors underlying its development.

As the Gordon Memorial College was the centre around which the educational system was built up, and as it remained for a long time the only institution of higher education in the country, it was necessary to dwell at some length on its history and general development. In this way it is hoped that a more coherent and systematic approach to this study will have been achieved.

The approach also follows a chronological sequence of events. But a rigid adherence to a chronological order has, where necessary, been subordinated to a systematic analysis of the factors influencing the development of higher education. The study ends in 1966 and, therefore, attempts to assess the efforts made by the Sudan Government to the cause of higher education during the first decade of independence.

It is worthy of note that very little study has been carried out in the field of general education in the Sudan and still much less in the field of higher education. A good deal of research, therefore, remains to be done by historians, educationalists and research workers if some of the answers to the problems of higher education in the Sudan are to be found. What little has been written about higher education consists largely of articles published in magazines, daily papers, bulletins, journals and the Sudan Notes and Records.

Accordingly, this study is mainly based on primary sources of unpublished material found in the Central Records Office of the Ministry of Interior, Khartoum, the University of Khartoum Archives, the Sudan Archives of the University of Durham and Mr.L.C.Wilcher's private

archives in Oxford. In Mr. Wilcher's private archives, original material was found, such as the Gordon Memorial College Act of 1899, the address of Lord Kitchener to the Public Press in 1898 and the Deed Polls made on the 11th day of July, 1899 and on the 4th day of December, 1905. The whole text of Lord Kitchener's address and of the 1899 Act are reproduced in Appendices A and C respectively. A good deal of this study is also based on reports of external and internal Commissions and Committees and on official publications of the Sudan Government and various educational institutions. These include the Education Department Annual Reports, the Gordon Memorial College Annual Reports and Accounts, Vice-Chancellors' Reports and the Kitchener School of Medicine Reports. This source of material is scattered and the material had, therefore, to be traced in various places such as the British Museum, the Sudan Embassy Library in London and the Library of the University of Khartoum.

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ACKNOWLEDGMENTS.

I am deeply indebted to my supervisors, Mr. Richard Hill during 1965-66 and Mr. John A. Haywood during 1966-68. They have guided this study with patience, understanding and keen interest and have been a continuous source of inspiration and encouragement to me throughout the period of my study. I am also grateful to the archivists of the Central Records Office, Khartoum and to the librarians of the School of Oriental Studies, University of Durham and the Sudan Embassy Library in London. I wish also to express my thanks to Mr. L. C. Wilcher of Queen Elizabeth House, Oxford for allowing me access into his private archives, to the librarian of the University of Khartoum Library and to all those people whose help and encouragement made this study possible.

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TRANSLITERATION OF ARABIC.

There are several accepted systems of transliteration used by European orientalists. The following is the one adopted in this thesis,-

hamza = ' ,	ض = d
ب = b	ط = ṭ
ت = t	ظ = ẓ
ث = <u>th</u>	ع = e
ج = j	غ = <u>gh</u>
ح = h	ف = f
خ = <u>kh</u>	ق = q
د = d	ك = k
ذ = <u>dh</u>	ل = L
ر = r	م = m
ز = z	ن = n
س = s	ه = h
ش = <u>sh</u>	و = { w
ص = ṣ	ي = { y

Vowels:

short damma =	u
fatha =	-a
kasra =	-i
long ; =	ū
ā =	ā

This system is not, however, used in quotations from sources; here, the transliteration from the original has been reproduced unchanged.

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## CHAPTER I

### TRADITIONAL EDUCATION PRIOR TO THE RECONQUEST

It was after the reconquest of 1898 and the establishment of the Condominium rule that education in the modern sense came to be known in the Sudan. Before the Condominium, the traditional form of education that existed was exclusively religious in character and was largely based on the khalwa or Qu'ānic school and the "masīd" - the word is a corruption of masjīd or mosque. The khalwa, which literally means a place of seclusion, was originally a place used by the Ṣūfī for worship and meditation, but evolved as a school for teaching the Qu'rān. Side by side with the khalwa, the "masīd" existed as a place for more advanced study of Islam. Both the khalwa and the "masīd" as institutions for spreading Islamic culture, started to flourish during the early period of the Funj Kingdom. It is interesting to note that although Islam had long been adopted as the religion of the people, it was not until the beginning of the 16th century that its cultural impact had really

been felt. In this chapter it will, therefore, be attempted to explain briefly educational and cultural trends over a period of nearly four centuries, before the introduction of modern education.

The infiltration of the Arabs into the Sudan dates back to the 7th century A.D. In 639 Egypt was invaded by 'Amr ibn al-'Aṣ and before the end of 641 the whole country became a territory of the Muslim Caliphate.<sup>1</sup> The Islamic invasion of the Christian Kingdom of Nūbia was started in 641 under the command of 'Abdalla ibn Sa'ad ibn Abī Sarḥ who succeeded 'Amr as ruler of Egypt. In the year 651-2 'Abdalla led a second expedition, penetrated far south and besieged Donqola, the capital of the Kingdom.<sup>2</sup> This invasion resulted in the conclusion of a treaty of peace and security between the invading Arabs and the Nūbians which remained in force for nearly 600 years.<sup>3</sup>

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 1. MacMichael, H.A. A History of the Arabs in the Sudan, Vol. I, C.U.P., 1922, pp. 155-156.

2. Ibid, p. 157

3. Ibid, p. 158

When the ‘Abbāsīd dynasty overthrew the Omayyads in 750 A.D. many of the Omayyads, fleeing from massacre, found refuge in the Sudan.<sup>4</sup> The Beja tribes of the eastern Sudan continued to raid Egypt. ‘Abdalla ibn al-Jahm was sent against them and in 831 A.D. a treaty was concluded by which they agreed to pay tribute to the Muslim rulers of Egypt. In 854 they refused to pay the tribute and continued their raids on Egypt. In 869 Ibn Ṭūlūn sent expeditions consisting mainly of Rabīa’ and Juḥayna Arabs against Nūbians and Beja. Most of them settled among the people, married their women and assumed tribal control.<sup>5</sup> They had the effect of spreading Islam among the native people. From now on there followed periods of peace and hostility between Nūbia and Egypt until at last the pressure of the Arabs became strongly felt and the Christian Kingdom of Donqola was overthrown at the beginning of the 14th century.

The collapse of Donqola at about 1320 A.D.

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4. Ibid., p. 162

5. Trimingham, J.S., Islam in the Sudan, O.U.P., 1949, p. 67

paved the way for great waves of immigration of nomadic Arabs into the vast plains of the Northern and Central Sudan. It removed the previous barrier and influenced the rapid spread of Islam. The immigrant Arabs showed great readiness to intermarry with the native people bringing about a process of Arabization that had greatly transformed the racial and cultural features of the indigenous population. The vernacular dialects were to a large extent replaced by the Arabic language and Islam was adopted as the religion of the people. Furthermore, the downfall of the Christian Kingdom of 'Alwa in 1504 by the alliance of the Funj and the Arabs gave rise to the Funj Kingdom during which time the indigenous system of education flourished.

The Nomad Arabs who spread Islam in the Sudan were themselves ignorant of its teachings, and the Islam they introduced was, therefore, bound to be nominal. This was the case among the Ḍanāqla until the 14th century when Ghulam Allāh ibn 'A'id came from Yemen to Donqola and established a seat of learning.<sup>6</sup> His descendants, the four sons of Jābir

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6. Ibid, p. 100

developed it, and opened khalwas in the Shāiqi country during the 16th century.<sup>7</sup> This was, however, the first recorded attempt at establishing religious centres of learning in the country. During the Funj Kingdom the first pioneer of religious reform was Maḥmūd al-‘Arakī who came from Egypt and lived on the White Nile. He established khalwas and taught the ignorant people the teachings of Islam.<sup>8</sup> It was mainly through the efforts of these religious reformers that the khalwa emerged as the characteristic religious institution.

The main function of the khalwa was the teaching of the Qu’rān to children. The primary aim of this teaching was to strengthen the faith in the young. Qu’rān verses were to be learnt by heart through memorization. It was mainly through this memorization that the young learnt the orthography of the Arabic language.<sup>9</sup> They started by learning the letters of the alphabet, then writing them on

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7. Ibid, p. 100

8. Wad Ḍaif Allāh, Ṭabaqāt, Cairo, 1933, p. 5.

9. Hayworth-Dunne, J., An Introduction to the History of Education in Modern Egypt, London, 1938, p. 2.

tablets until they became able to write and read words and later sentences. Normally rote learning began with the early "sūras" and ended with the whole Qu'rān.

The khalwa was necessarily a one-teacher school. The "feki" or teacher usually dictated from memory and his pupils copied out the verses on wooden tablets. He enjoyed the respect of the people and was the object of their reverence. In addition to his main duty, the "feki" assumed other social practices. He recited the Qu'rān during festivals and funerals, led the people in communal prayers and concluded or terminated marriage contracts. His religious advice was sought on many occasions.

Although the function of the khalwa was purely religious, it also introduced the pupil to the classical language and prepared him for the next higher stage, the "masīd" or masjid. Boys usually entered the khalwa at the age of seven or eight and pursued their studies for periods that varied considerably, each according to his ability and

aptitude. They were called fuqarā' L-Qu'rān. Those whose appetite for learning was not satisfied continued the study of 'ilm (islamic sciences) in the "masīd" and were called fuqarā' L-'ilm.<sup>10</sup> There was no fixed curriculum and no uniform method of teaching. Qur'ānic sciences like Tawḥīd (theology) and fiqh (jurisprudence) were taught but the teacher was free to select the content of the subject according to his own mastery and interest. Some teachers dictated from memory while the pupils copied out, others recited the text and followed it by explanation. During the Funj period two standard works were used for fiqh i.e. Risālat al-Qairawāni and Mukḥṭaṣar al-Khalīl and Muqaddimat As-Sanūsī was used for Tawḥīd.<sup>11</sup> There was no fixed standard and no age limit and some pupils pursued further studies abroad either in the Hijāz or at al-Azhar in Egypt. Those who finished their studies became teachers and assumed

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10. Trimmingham, J.S., op.cit., p. 118

11. Ibid, p. 119

the spiritual leadership of the community.

In addition to these two religious institutions, religious orders existed and exerted a powerful religious influence on the life of the people. Almost every Muslim had to be associated with a saint or Shaikh who influenced and guided his way of life. He, therefore, became a loyal member of a mystic order or Ṭarīqa and came in close contact and brotherhood with other members. Two mystic orders, the Qādrīyya and the Shādhiliyya, flourished during the Funj Kingdom. Ṭabaqāt Wad Ḍaif Allāh gives the biographies of those Sudanese saints and religious teachers who flourished under the Funj regime. The Funj sultans, aware of their popularity, encouraged them and gave them grants and lands.<sup>12</sup>

The indigenous forms of education outlined above became widely spread all over the Northern Sudan during the Funj Kingdom. They were voluntary organisations which owed their existence to private

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12. Hill, R., Egypt in the Sudan, 1820-1881, O.U.P., London, 1959, p. 126.

efforts and were run by individual bodies. Although they lacked educational uniformity and their curriculum was barren and void of joy, nevertheless they helped in the diffusion of Arabic culture and served the community of their time by providing some sort of discipline and through it spiritual leadership. The "masīds" being places of higher learning were few and scattered but attracted people from different parts of the country. Many of their pupils made the journey to the Hijāz and Egypt for further religious studies and through these journeys the Sudan was kept in touch with the Islamic world. At the same time the religious orders tied the people together in brotherhood, subjected them to the authority of the shaikhs and added to their solidarity and social stability.

Although the Turco-Egyptian conquest of the Sudan in 1820 opened the way for the spread of the more orthodox legalistic Islam of the Ottoman state, nevertheless the traditional Muslim culture had continued to survive. A new class of official 'ulamā'

came to be known while the old "fekīs" and teachers continued to exist as in the past.<sup>13</sup> From the beginning, Muḥammad 'Alī's army, led by his son Ismā'īl, was accompanied by three religious notables representing the more legalistic aspect of Islam. The new rulers established a judicial hierarchy of qāḍīs and muftis open to the new class of official 'ulamā' and by Ja'afar Muḥzar's time (1866-1871) a Sudanese, Shaikh al-Amin Muḥammad al-Ḍarīr, was appointed President of the 'Ulamā'. The old mystics were excluded but they still continued to attract the hearts of the people.<sup>14</sup> As in the past Sudanese students still continued to go to al-Azhar in Egypt and during Muḥammad 'Alī's reign better facilities were made for them. In 1846 Riwāq al-Sinnāriya (Sennar Hall of Residence) was established to house Azharite students from the former Kingdom of Sennar. Later during Ismā'īl's reign students were exempted from taxation and encouraged to study at al-Azhar with the object of replacing the ignorant ṣūfīs on

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13. Holt, P.M., A Modern History of the Sudan, London, 1961, p. 92-

14. Hill, R., op. cit., p. 126.

their return.<sup>15</sup>

Again the Turco-Egyptian regime witnessed new educational influences which were feebly reflected on the traditional education of the Northern Sudan. This showed itself most in secular schooling and missionary activities. During the reign of ‘Abbās I (1848-1854) a Primary School was opened in Khartoum to give education to the young. ‘Abbās I, grandson of Muḥammad ‘Alī, was reactionary and suspicious and used the Sudan as a place of exile for those who opposed his policy. In 1850 he gave his orders for establishing a Primary School in Khartoum and Rifā‘a Bey Rāfi‘ al-Taḥṭāwi, a distinguished Egyptian scholar, was chosen to become headmaster of the school. Reliable sources point out to the fact that ‘Abbās was not motivated by the spread of education in the Sudan but by the desire of banishing Rifā‘a and Bayyūmī Effendi, the officer of the school, out of Egypt.<sup>16</sup> The school was, however, opened three years later in 1853.

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15. Ibid, p. 126.

16. Shibeika, M., The Independent Sudan, New York, 1959, p. 18.

After only nine months of existence it was closed during Muḥammad Sa'īd's reign (1854-1863) and Rifā'a was recalled to Egypt.

Later during Ismā'il's reign (1863-1879) the school was reopened. Ismā'il was known to be more genuine than his predecessors and his educational policy in the Sudan was more realistic and practical. During his time the rulers in Khartoum were faced by the shortage of administrative staff and the great expenses incurred by recruiting them from Egypt. To solve this problem Ismā'il, therefore, approved the opening of a number of schools in the provinces where Sudanese boys would be educated and recruited to fill the clerical and other subordinate administrative posts. During his first year of office the Primary School in Khartoum was reopened to receive 500 pupils. In 1867 another primary school also was opened, and in 1868 two similar schools were established, one at Berber and the other at Dongola. On completing their education some of the pupils were recruited as apprenticed operators in the Sudan telegraph service while twenty

others were enrolled as apprenticed mechanics in the Government dockyard in Khartoum.<sup>17</sup> During Ismā'īl's reign, too, a number of Sudanese boys were sent to Cairo for vocational training. In 1869 a 100 boys were so despatched to the Cairo Primary School. But as their reports were unfavourable, some of them were enrolled in the army and the rest joined the school of arts and crafts. There was also some mention of other schools being established in the provinces, one at Khandaq catering for 50 pupils and the other in the White Nile.<sup>18</sup>

In addition to the attempts made by Ismā'īl towards vocational education, the Roman Catholic Church in Khartoum had further made some contribution. Muḥammad 'Alī's army was accompanied by a number of European employees and technicians who formed the nucleus of a European community in Khartoum. During Khūrshīd Pasha's governorship (1835-1838) their number increased when several doctors and other employees joined the service. By Aḥmad Pasha Abū Uḍān's governorship (1838-1843) they became bigger in number when

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17. Hill, R., op. cit., p. 127

18. Ibid, p. 127

they were joined by some Greek and Italian merchants. It was during Ahmad Pasha's time and at the beginning of the eighteen forties that missionaries started their activities in the Sudan. The Belgian consul-general in Egypt visited the Sudan and was able to secure permission from Ahmad Pasha for an Italian priest to establish a church and open a school in Khartoum.<sup>19</sup> The school was opened but owing to the lack of funds these first trials did not prove a success. Later in February, 1846 a group of Jesuits arrived in Khartoum, opened a school and secured as their first batch of pupils a number of negro slaves. Later, several families sent their children to the school where vocational courses were provided. Some of the distinguished pupils were locally trained for Roman priesthoods and then sent abroad for further theological courses.<sup>20</sup> These first missionaries directed their activities to the White Nile where they established a number of stations famous among which was Gondokoro in the Upper Nile. In 1872 when the Italian priest, Daniele Comboni, was appointed

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19. Ibid, p. 78

20. Ibid, p. 127

apostolic vicar for Central Africa, he directed his missionary activities towards Kordofān. He was known to be a strong advocate of missionary education and as such his priests founded missionary stations at El Obeid and at Dilling in the Nūba mountains.

Although there were very limited attempts in the sphere of secular education especially during Ismā'īl's time, yet throughout the Turco-Egyptian period the traditional culture had managed to survive. Ismā'īl encouraged the pupils of the old institutions by exempting them from taxation and by opening avenues for them to study at al-Azhar. On the other hand provision for the former was meagre, the schools were few and shortlived and consequently, their cultural influence was bound to be abortive and futile. It is true that some of their beneficiaries were destined to form the core of the technical staff during the Mahdist regime, but most of the schools started to degenerate long before, and the few that remained, were wiped out by Mahdism.

It was after the siege and fall of Khartoum in

January, 1885 that Muḥammad Aḥmad al-Mahdi's power in the Sudan was firmly established. Through the influence of his strong personality and religious teachings, the people forgot their tribal and sectarian differences, became united and won their final victory over the Turco-Egyptian regime. His teachings took direct inspiration from the holy Qu'rān and the authentic traditions of the Prophet, aimed at denouncing the pleasures of this world by leading a simple puritan life and expecting reward and happiness in the after life.<sup>21</sup> His followers, the Anṣar, like him led a simple puritan way of life that was largely reflected in their dress and rules of behaviour. His ideas, therefore, ran contrary to the ideas of the former rulers. Although the latter had to some extent succeeded in giving the people a unified administration, they failed to give them religious unity owing to the numerous religious orders that existed. The Mahdi had to all intents and purposes launched his attacks against the Turks and as well against the new class of 'Ulamā'

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21. Theobald, A. B., The Mahdīya, A History of the Anglo-Egyptian Sudan, 1881-1899, London, 1951, p. 30.

(religious scholars) whom they embraced. In trying to bring about religious unity, he combined the four theological traditional ideologies (madhāhib) and compiled his own religious views in a book of prayers called Rātib al-Mahdi.<sup>22</sup> All his followers recited the Rātib after saying their ritual prayers. He further abolished all the religious orders and burnt many of the books of the 'ulamā' directing his followers to take their inspiration from the holy Qu'rān and the traditional sayings of the Prophet. It was natural that such a state of affairs should not be accepted by some of the 'ulamā'. Having declared himself to be the Expected Mahdi, all the 'ulamā' of Khartoum declared him to be an impostor. Ra'ūf Pasha, the Governor-General, sent him a deputation of 'ulamā' in order to falsify his judgements but he boldly defied them and rejected their arguments<sup>23</sup> 'Abd al-Qādir Ḥilmi Pasha who succeeded Ra'ūf as Governor-General instigated the Grand Qāḍi (Chief Justice of Islam), the Mufti (official expounder of Islamic law) and one of the learned men of the time called Aḥmad

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22. Ibid., p. 44.

23. Ibid., p. 33.

al-Azharī, to defy the Mahdī and rebut his claims. They declared him to be an impostor but nevertheless he continued to enjoy the respect and reverence of his fellowmen.<sup>24</sup>

The Mahdi did not live long after the fall of Khartoum to see his seeds bear fruit. His religious philosophy professing the simplicity of Islam ran counter to the views of the saints and 'ulamā'. Despite this fact he appointed Aḥmad Jubāra, who studied at al-Azhar, to the office of Qāḍi of Islam.<sup>25</sup>

During the Khalifa 'Abdullāhi's rule some of the beneficiaries of the former schools were drafted into the new administration to provide the required expertise. Some of the 'ulamā' who received training at al-Azhar were appointed in posts of a judiciary nature top of which was the Qāḍi of Islam. The office of commissioner of treasury was for some time held by al-'Awaḍ al-Marḍī, an official of the former Turco-Egyptian regime. Many of the personnel of the central administrative and technical departments were of Egyptian origin.<sup>26</sup> Egyptians were further

24. Shībeika, M., op. cit., pp. 62-63.

25. Holt, P.M., The Mahdist State in the Sudan, 1881-1898, O.U.P., 1958, p. 116.

26. Ibid, p. 233.

employed in the workshops for the production of ammunition and the repair of weapons. The telegraph service, too, was recruited from the product of the former regime. Thus while the Mahdiya had to some extent made use of the experience and skill of the staff of its predecessor, it had almost put an end to the religious orders and extinguished the traditional schools. And when the Condominium rule started in 1899 there were no schools but a few Qu'ranic khalwas scattered in the various villages of the Northern Sudan.

CHAPTER IITHE HISTORY OF GENERAL EDUCATION IN THE SUDAN,  
1898-1966

The history of higher education in the Sudan is largely the history of the development of the Gordon Memorial College until fairly recent times. From its early humble beginnings this institution was destined to form the basis of the educational system out of which the University of Khartoum emerged as the main centre of higher education in the country. This chapter will, therefore, give a general history of the educational system on which the present pattern of higher education was built up.

Shortly after the reconquest of the Sudan in 1898, the new government addressed itself to the task of building up a modern educational system. Lord Kitchener thought of setting up a centre of learning in Khartoum by founding a Gordon Memorial College in memory of the late General Charles George Gordon. On the 30th November 1898, he laid before the British public his educational scheme

and launched his appeal for funds.<sup>1</sup> The sum required for the establishment of the College was one hundred thousand pounds. In his address to the British public, Lord Kitchener emphasised Britain's civilising role in the Sudan. "A responsible task is henceforth laid upon us, and those who have conquered are called upon to civilise." He warned his people of the dangers to be faced if Khartoum was not to be made an educational centre supported by British funds. But if it was to become that centre, "there would be secured to this country indisputably the first place in Africa as a civilising power and an effect would be created which would be felt for good throughout the central regions of that Continent." In addition to serving as a worthy memorial to General Gordon, the College would cater for the education of the inhabitants of the Sudan who are wholly uneducated. The educational system would be gradually built up starting by giving elementary education comprising reading, writing, geography and the English language to the sons of chiefs and notables "who belong to a

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1. Copy of letter addressed by Lord Kitchener of Khartoum and Aspell to the Public Press on the 30th November 1898 (obtained from Mr L.C. Wilcher's private archives, Oxford.

race very capable of learning and ready to learn". Later and after those preliminary stages were successfully passed, more advanced courses would be started including training in technical subjects specially adapted to the requirements of the country.

For the whole text of Lord Kitchener's Address to the British public, see Appendix A.

Thus Lord Kitchener's outlook was from the beginning realistic and practical and the policy adopted later by the Sudan Government was much in line with Lord Kitchener's viewpoint. The College would be chiefly manned by British staff and the supervision of arrangements would be vested in the Governor-General of the Sudan. There would be no interference with the religion of the people. Of the sum required, ten thousand pounds would be used for the initial expenses of the building while the remaining ninety thousand pounds would be invested to form an endowment fund used to maintain the College and to support its teaching staff. Queen Victoria consented to become Patron while the Prince of Wales agreed to become Vice-Patron.

Lord Salisbury, then Prime Minister of Britain, stated that Kitchener's scheme represented the only policy by which Britain's civilising role could successfully be achieved.<sup>2</sup> He envisaged the proposed scheme as a great effort to break down racial differences, to establish the bond of intellectual sympathy and to promote the pursuit of human culture.

The Lord Mayor of London opened a fund at the Mansion House and so did the authorities of all provincial cities. The British people subscribed so generously that within less than two months the sum of £100,000 which had been asked for was collected. And when the fund was closed the total subscription amounted to £135,134.18.1.<sup>3</sup>

Lord Kitchener explained his scheme at a meeting held at the Mansion House in London on 1st December 1898. In this meeting a General Council was formed including many of the eminent men of the country. At a meeting of the General Council at the Bank of England on 18th January 1899, an Executive Committee was elected and was fully empowered to give effect to

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2. Ibid.

3. Gordon Memorial College, Report and Accounts to 31.12.1915, p. 5.

Lord Kitchener's proposals with such modifications as they thought necessary. On 1st August, 1899 an Act of Parliament was passed to give powers to the Executive Committee to invest the Trust Funds in the manner they desired.

The plans of the College buildings were prepared by Fabricius Bey, architect of the Khedive. They were published in April, 1899 after receiving the personal approval of Lord Kitchener. Lord Cromer had already laid the foundation stone of the College on 5th January, 1899 in the name of Queen Victoria. Lord Kitchener's original estimates of the cost of the building at about £10,000 were reviewed. £23,000 was intended to be spent on the building while £7,000 was allowed for the lay-out, the provision of furniture and educational equipment. By the end of December, 1901 the sum of £18,156.16.8. was spent on the building while a good start was made in organising the educational system. In October, 1903 the buildings were completed at a capital cost of £30,000.

The College was, however, formally opened by Lord Kitchener, its first President, on the 8th November 1902 when the buildings were still in progress. In

his inaugural address, Lord Kitchener expressed his satisfaction at the progress of the scheme and hoped that the College would become the centre of secondary and more advanced scientific education where Sudanese boys would be taught and trained to fill the posts required by the country. This vocational approach that aimed at producing a supply of young men able to occupy subordinate posts in the administration, was dictated by the needs of the country at such an early stage, but Kitchener's views remained for a long time as guiding principles to his successors who faithfully copied his example. The result was that education remained for over thirty years as ancillary to the administration and subservient to its needs.

Education was already in progress when the official opening of the College in 1902 took place. Mr Edgar Bonham Carter, Legal Secretary to the new Condominium Government, undertook the task of starting the educational system. In 1900 Mr James Currie was transferred from the Egyptian Ministry of Public Instruction to the Sudan and appointed first Director of Education and first Principal of the College.

Right from the beginning Mr Currie's educational policy was related closely to the needs and requirements of the country. The higher ranks of the administration were filled by British officers of the Egyptian army while Egyptians and Syrians occupied the minor posts. The Sudanese people, were of necessity, not associated with the new administrative structure because they lacked the relevant training. Lord Cromer had, however, advised Mr Currie that the Sudan revenues were scanty, Egypt's help was limited and as such progress would necessarily be slow. Currie's policy, therefore, avoided unnecessary expenditure on mere educational machinery that had no real and vital connection with the economic needs of the country.<sup>4</sup> Under such circumstances the Sudan urgently needed native skilled labour, the diffusion among its people of such elementary education as would enable them to understand the machinery of government and the creation of a native administrative class who would ultimately occupy the subordinate posts of the administration.<sup>5</sup>

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4. Gordon Memorial College, Report and Accounts to 31.12.1901, p. 6.
5. Currie, J. The Educational Experiment in the Anglo-Egyptian Sudan, Journal of the Royal African Society Vol. XXXIII, Oct. 1934, p. 362.

Underlying this policy was the creation of as many elementary vernacular schools as Government funds permitted and the provision of a Training Centre for teachers and qāḍis (judges of the Muḥammedan courts). Those then were the principles that guided Mr Currie in formulating the educational policy of the country.

For the realisation of those aims it was possible during 1900 and 1901 to establish an Industrial School near Omdurman with 60 pupils, a Higher Primary School at Omdurman with 162 pupils, a Higher Primary School at Khartoum with 72 pupils and a small Training College at Omdurman with 6 pupils.<sup>6</sup> These institutions formed the nucleus of the College and were supported by College funds. The schools at Omdurman were run at the expense of the endowment fund for 18 months and were then taken over by the government at the beginning of 1902 when its resources had so far improved.<sup>7</sup> The aim of the Higher Primary Schools was the creation of an educated class able to fill minor government posts. Their curriculum extended over

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6. Gordon Memorial College, Report and Accounts, to 31.12.1901, pp. 10-11

7. Gordon Memorial College, Report and Accounts, to 31.12.1902, p. 4.

four years and was modelled on the Egyptian Primary Schools with certain modifications to meet local conditions. The Training College aimed at giving elementary education in reading, writing, arithmetic and teaching practice to a few Sudanese boys who became teachers in the provincial elementary vernacular schools on completion of their courses. In 1903 this section was transferred from Omdurman to Khartoum to form the nucleus of the Teachers and Qāḍis Section of the Gordon Memorial College. It became a joint establishment and its curriculum extended over four years providing elementary education common to both courses in the first two years and specialised training during the last two.<sup>8</sup> When the product of this section proved to be insufficient for the elementary schools, the Training College was reinstated in Omdurman in 1904. The aim of the Industrial School was to provide practical instruction in such occupations as carpentry, fitting, smith's work, cotton ginning and a primary stage of mechanical engineering. The gift of Mr William Mather in 1902 of a complete set of equipments and pumps had made it possible to

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8. Ibid, p. 5.

make a further step in the direction of technical education and the promotion of manual training. The benefaction of Mr Henry Wellcome had made possible as early as 1901 the establishment of the Wellcome Research laboratories in Khartoum for scientific research and the study of tropical diseases. When the College buildings were completed at the end of 1903, the Industrial School, the Training College and the Primary School at Khartoum were housed there. They made satisfactory progress and their number increased.

In May, 1905 a Military School was opened for cadets who received a general training in the College with the object of supplying native officers for the "black battalions."

Right from the outset the Sudan Government, despite its scanty resources and meagre funds, was contributing, according to its means, to the cause of education. Apart from taking over the Industrial School, The Training Centre and the Omdurman Primary School and the establishment of elementary vernacular schools in the provincial towns, it augmented the College income by rather more than £2,000 in 1902.<sup>9</sup>

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9. Gordon Memorial College, Report and Accounts to 31.12.1903, p. 10.

In 1905 it contributed the sum of £12,000 towards the College's annual expenditure and made itself responsible for the pensions of its staff.<sup>10</sup> In 1904 Sir William Garstin published his report on the future development of the Nile Basin. The scheme, which envisaged the irrigation of the fertile tracts of the Nile by means of building a barrage on the Blue Nile, eventually led to the creation of the well organised and highly successful Gezira Scheme. The publication of this report was bound to react on the development of the country and to create an enhanced demand for the services of technical employees. When the irrigation scheme was decided upon, and at the instigation of Sir Reginald Wingate, Governor-General of the Sudan, Lord Cromer sanctioned a special grant of £100,000 for capital expenditure on education to enable the Sudanese to take as much share as possible in the development of their country.<sup>11</sup> It would be more economic for the Sudan Government to maintain a secondary school to produce the local product than importing expensive skill from abroad.

Consequently, it was decided in 1905 to extend

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10. Gordon Memorial College, Report and Accounts to 31.12.1905, p. 13.

11. Curie, J., op. cit., p. 366.

the scope of the Gordon College curriculum to include an ordinary secondary school in which general education was to be provided, and a small engineering school in which competent overseers of works and land surveyors were to be trained. Sir Reginald Wingate had decided that the Sudan Government would supplement the Gordon College revenue sufficiently to meet the annual maintenance of the school. In addition, the Government was able to devote the sum of £11,500 to erect the necessary buildings. At this stage it became essential to create a nucleus of British staff and as such Mr Drummond, lecturer at the School of Agriculture in Egypt and Mr M.F. Simpson were appointed teachers in the College.

A beginning was, however, made with the Engineering School in 1905. 16 pupils were admitted and divided into two sections. The first one followed a four-year course of instruction with the object of becoming 'not an engineer' but a skilled overseer. The second, or surveyors section, followed a two-year course with the object of becoming good surveyors possessing sufficient knowledge of English to enable them to write intelligible reports.<sup>12</sup> After completing

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12. Gordon Memorial College, Report and Accounts to 31.12.1905, p.9 - 10.

their second and final year, four of the candidates were posted to the Survey Department and one to the Sudan Irrigation Service. When it was realised that the need for such staff was lacking, this section was closed after the graduation of its second batch and surveying was, henceforth, incorporated into the Engineering course. The latter remained as a secondary course of the Gordon College until 1938. And when the School of Engineering was opened in 1939 it took over the teaching of Engineering.

Owing to the limited number of pupils yet available from the Primary Schools, it was not found possible to open the literary section in 1905 as contemplated. This had to be postponed for some years despite the need of the Government for its product.<sup>13</sup> When first established it began as a special section for the training of teachers of English in Primary Schools and reached its complement of four classes in 1912. It expanded into a secondary school providing general education and preparing boys to become clerks, accountants and translators. The most suitable boys were selected in the third and fourth years

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13. Gordon Memorial College, Report and Accounts to 31.12.1907, p. 7.

as prospective teachers in the Primary Schools.<sup>14</sup>

In 1914 the Upper School of the Gordon College comprised the Training College for Teachers and Qāḍis, the Engineering Section for skilled surveyors and overseers and the Literary Section for clerks, accountants, translators and teachers. Owing to war conditions and the need for economy the three sections, with the exception of the Qāḍis course, were amalgamated for the first two years of the Upper School to pursue a course of general education while specialisation was left for the last two years.<sup>15</sup> In accordance with the new arrangement the Teachers' Section was separated from the Qāḍis. It continued to produce teachers of Primary Schools and remained under the control of a British Master of Method since 1926. The Qāḍis Section remained in operation with intermittent intake according to the needs of the country until 1940 when the study of Sharīa and civil laws was undertaken by the reconstituted School of Law. Another change introduced in 1916 was the transferance of the reconstituted Training College (for the provision of elementary school teachers) from Omdurman

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14. Gordon Memorial College, Report and Accounts to 31.12.1913, p. 9.

15. Gordon Memorial College, Report and Accounts to 31.12.1914, p. 12.

to the Gordon College to provide better supervision and closer boarding facilities.<sup>16</sup> In 1932 it became a separate entity and was transferred to Dueim in 1934 to form the nucleus of the Elementary Teachers' Training College at Bakht er Ruḍa.

During the first years of the Condominium rule, the Government was faced by an unbalanced budget and a difficult financial situation and the balance was, from time to time, made good by the Egyptian treasury. Consequently, the development of education was at the beginning necessarily slow, but its foundations were laid on a sound basis. The period was marked by steady expansion of the Gordon College, the opening of several Primary Schools and a number of elementary vernacular schools in the provincial towns. In the latter steady progress was made after their introduction in 1900. Their number rose from 49 in 1914 to 73 in 1918.<sup>17</sup> By 1921 their number again rose to 87.<sup>18</sup>

The progress of Primary Schools was comparatively slow following Mr Currie's policy explained in his Annual Report for 1901 that this type of school should be

restricted to the few. Accordingly, their number rose  
 16. Gordon Memorial College, Report and Accounts to  
 31.12.1918, p. 11.

17. Ibid, p. 11.

18. Gordon Memorial College, Report and Accounts to  
 31.12.1921, p. 12.

from 3 opened in 1901 to 6 in 1906 and remained the same until 1921 with a total attendance of 1,238 boys.<sup>19</sup> They were known as Primary Schools (madāris ibtidāīyya) until 1933 when the term "intermediate" (madāris wusṭā) was henceforth given. Their aim was to supply the Gordon College with suitable candidates and to provide staff for the junior posts in the Government departments and business firms.

In 1913 the British treasury voted a guaranteed loan to the Sudan Government which made the beginning of the Sennar Dam possible.<sup>20</sup> During the 1914-18 war there was an increased demand for Sudan products specially livestock in Egypt and Palestine. The post-war period was marked by steady economic expansion. Arrangements were made to finish the Sennar Dam for the irrigation of the Gezira area and to prolong the railway to Kassala. The new situation greatly enhanced the absorptive capacity of the various government departments for trained employees. The demand for such personnel greatly exceeded the supply. Mr J. Crowfoot who replaced Mr

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19. Ibid, p. 12

20. Currie, J., op. cit., p. 368.

Currie as Director of Education, had recognised this situation and was at labour to provide more facilities for secondary education to meet the country's needs.<sup>21</sup> The Gordon College, therefore, continued to grow steadily in number. In 1920 a second class was added to the first year and in 1921 a second class was added to the second year. This had the effect of increasing the annual intake into the Upper School from 30 to 60 pupils. In 1923 a third class was added to the first year while another class was added to the second year in 1924. Even with these measures taken, the output was still insufficient to meet the urgent needs and to feed the Kitchener School of Medicine which was established in 1924. Further, the events of 1924 and the assassination Sir Lee Stack, Governor-General of the Sudan and Sirdar of the Egyptian army, in Cairo, on 19th November 1924 had resulted in the eviction of the Egyptian troops from the Sudan, the expulsion of all Egyptian civil servants and the closure of the Khartoum Military School. The Education Department and the Gordon

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21. Gordon Memorial College, Report and Accounts to 31.12.1918, p. 7.

College lost the services of their best trained teachers.<sup>22</sup> The services of 25 senior Egyptian teachers in the Gordon College and primary schools were terminated. In view of this situation more posts were released for educated Sudanese. In 1924 the Education Department resorted to the policy of sending a few of the graduates of the Gordon College to Beirut for degree courses to be able to replace the senior Egyptian and Syrian masters on their return. A further measure was taken by the Governor-General's Council in 1926 when it agreed to a programme of expansion of the College which would raise its number from 303 in 1926 to about 500 in 1929.<sup>23</sup> Accordingly, the first and second year classes were increased to five and the third and fourth year classes to three bringing the total number of pupils to about 500. The following table<sup>24</sup> shows the steady increase in the number of Gordon College pupils since 1918 and hence the increased demand of the government for skilled personnel.

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22. Currie, J., The Educational Experiment in the Anglo-Egyptian Sudan, Journal of the Royal African Society, Vol. XXXIV, Jan. 1935, p. 46.

23. Gordon Memorial College, Report and Accounts to 31.12.1927, p. 20.

24. Report of a Commission of Inspection on the Gordon Memorial College, Khartoum, Mc Corquodale, 1929, p. 15.

<u>Year</u>	<u>No. of Classes</u>		<u>No of pupils</u>
	<u>Qādis</u>	<u>Higher School</u>	
1918	2	4	86
1919	3	4	114
1920	2	5	134
1921	3	6	180
1922	2	6	191
1923	2	7	207
1924	1	8	212
1925	1	8	235
1926	1	10	303
1927	1	13	331
1928	1	15	451
1929	1	17	510

In 1929 the Gordon College was subjected to the searching test of an expert Commission of Inspection. It was the first formal inspection since its establishment in 1902. The Commission particularly noted the recent increase in the numbers which doubled since 1925. The chief defects observed were connected with the teaching of English and History. Most of the recommendations made were connected with the academic life of the College. They hoped that every endeavour would be made to make the instruction in all subjects as practical as possible. Lord Lloyd, then High

Commissioner in Egypt, was able to report in his covering letter to the Secretary of State for Foreign Affairs that "the Commission's report is generally favourable, and the College emerges from the test with credit, especially as it lost, so recently as 1924, the services of the Egyptian teaching staff who had of necessity to be replaced by teachers of less experience."<sup>25</sup>

In 1930 when the whole educational policy was reviewed, there were 1280 boys in 10 primary schools, 7827 in 81 elementary vernacular schools, 21,060 in 589 subsidised native schools (khalwas), 370 in 3 industrial workshops and 1428 in 19 girls' elementary schools. The Girls' Training College in Omdurman was training 36 girls.<sup>26</sup> In addition, there were 18 missionary schools and 10 others managed by various European communities. In the southern Sudan the intermediate and elementary schools established by missionary societies had a total attendance of over 2000 pupils. They received grants from the Education Department and the assistance of two officers appointed for inspection purposes. The College reached its

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25. Ibid, p. 4

26. Gordon Memorial College, Report and Accounts to 31.12.1929, p. 7

maximum number of 555 pupils in 1930 after which it continued to dwindle and a new policy had to be adopted.

The period 1925-29 was marked by economic prosperity thanks to the good cotton yields and the remarkable prices in the world market. This was not matched by similar educational progress. Apart from the opening of the Kitchener School of Medicine and the increased intake in the Gordon College which was made necessary by the post-war expansion there were no significant educational developments.<sup>27</sup> A period of stagnation followed until the mid-thirties. The spirit of nationalism that grew in Egypt after the first world war and the clamour for independence and the disturbances that followed led to the appointment of the Milner Commission to investigate the Egyptian question and report on the situation.<sup>28</sup> The Commission, headed by Lord Milner, arrived in Egypt in December

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27. Holt, P.M. A Modern History of the Sudan, London 1961, p. 131

28. Shibeika, M., The Independent Sudan, New York, 1959, pp. 473-4.

1919 and reported in 1920. Among other questions the Commission reported on the administration of the Sudan. "The administration of its different parts should be left, as far as possible, in the hands of native authorities under British supervision. Decentralisation and the employment whenever possible, of native agencies for the simple administrative needs of the country, in its present stage of development, would make both for economy and efficiency." In 1922 the Powers of Nomad Sheikhs Ordinance was enacted and in 1927 another Ordinance was passed during Sir John Maffey's governor-generalship. The transfer of some judiciary and administrative powers from the central authorities to the local chiefs resulted in a corresponding simplification of education with more emphasis on elementary education and less emphasis on the higher grades. This led to a reduction of the technical staff employed in the provinces. Consequently, the training school started in 1919 to train future junior administrators, was closed in 1927 in favour of the policy of indirect rule.<sup>29</sup> The situation was further aggravated by the

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29. Currie, J., op. cit. p. 53

onset of the world economic depression of 1930. International trade stagnated and cotton prices went down. Financial retrenchment in every field became inevitable. As a result departmental services were reduced and cuts from 5 to 10 per cent in official salaries were made.<sup>30</sup> Among other measures the Government reduced the starting salary rate of Gordon College graduates by about 30 per cent. Gordon College students who were directly affected by these measures which reduced a graduate's monthly salary from 8 pounds to 5½ went on strike in 1932. The 1932 strike was only ended when a compromise was reached whereby the starting salary rate was fixed at 6½ pounds per month. Owing to the curtailment of openings for employment, the Gordon College numbers continued to drop steadily from 555 pupils in 1930 to 291 in 1936. The following table<sup>31</sup> illustrates the steady decrease.

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30. Holt, P.M., op. cit., p. 136

31. Gordon Memorial College, Report and Accounts to 31.12.1936, p. 16.

<u>Year</u>	<u>No. of pupils</u>
1930	555
1931	534
1932	470
1933	421
1934	384
1935	344
1936	291

Educational development after 1925 and particularly during the early thirties was handicapped by the implementation of the policy of indirect rule and the onset of the economic depression. A direct result of this situation was the setting up, by the Governor-General in 1932, of a special committee under the chairmanship of Mr R.K. Winter, Secretary for Education and Health, to review the educational system.

The following were the Committee's terms of reference:<sup>32</sup>

1. To review the educational system of the schools of the Northern Sudan, and to suggest what steps, if any, are necessary to ensure that the system and training are adapted to the practical needs of the country.

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 32. Report of a Committee appointed by His Excellency the Governor-General, Khartoum, McCorquodale and Co. (Sudan, Ltd.), p. 5.

2. To consider what steps can and should be taken in the immediate future to provide training for Sudanese in the administrative and technical departments of the Government in order to increase their usefulness and provide openings for their gradual advancement.

The Committee discussed the future of khalwas, the improvement of elementary, primary and girls education and the career prospects of the educated Sudanese. The principal aim of its recommendations was the strengthening and consolidation of the elementary schools on which the educational pyramid had rested and the curtailment of the output of the Gordon College and its restriction to the principle of supply and demand. As far as the latter is concerned its output was easily absorbed by the Government until about 1930 but since then the demand for the Gordon College boy from government and other sources had dropped and there should inevitably be a gradual fall in the number of boys to a figure proportionate to the needs of the country.<sup>33</sup> A

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33. Ibid, p. 18.

policy of decentralisation appropriate to the Government's policy of Native Administration was recommended for elementary Education. Unless the economic conditions greatly improved it was neither possible nor wise to increase the number of College boys beyond the limit where there was a reasonable likelihood for employment either in Government departments or in commercial firms. With the student numbers of the College already substantially reduced, numbers in Intermediate schools were necessarily reduced also and the objective of feeding the College became rather secondary. It was not until 1937 that the College again began to grow in number. As for the lower grades of education, the report recommended the freeing of specially selected District Commissioners to supervise provincial education, the improvement of the status of elementary school teachers by admitting them to pensionable service and the establishment of a Teachers' College for their training.

The immediate outcome of this was the opening of the Elementary Teachers' Training College at Bakht er Ruda in 1934. The main aim of this

institute was the training of elementary school teachers who were required to teach in rural areas, the holding of refresher courses for trained teachers, the formation of syllabuses and the writing of text-books. Mr. V.L. Griffiths was appointed first Principal. Having developed elementary education which was the basis of the educational pyramid, the Institute later extended its objectives to include intermediate school reform by the writing of hand-books, the training of Higher Schools graduates and the opening of the Intermediate Teachers' Training College for the training of Intermediate Schools teachers. The Winter Committee was dissatisfied with the limited aims of the Intermediate Schools and had , therefore, recommended a broadening of their curriculum, but it was not until 1939 that work on intermediate school reform was started. The Government had been busy with the reorganisation of the elementary school system and the formation of the Higher Schools.

In 1934 and subsequent years the economic

situation showed steady improvement.<sup>34</sup> There was a great demand for more social services and extension of educational facilities both of government and non-government types. The early educational principles were sharply challenged and progress was made in all stages of education.

In 1935 the Governor-General, Sir Stewart Symes, appointed a Committee under the chairmanship of Mr G.N. Loggin, Director of Works, to report on technical education.<sup>35</sup> The Committee was to review the progress made during the past ten years in the employment of Sudanese in more responsible posts of technical nature and to consider the provision of better facilities for the technical training of Sudanese with a view to their employment in technical departments. Their recommendations carried on the work of the 1932 Winter Committee and suggested ways and means for higher professional training. The impact of these recommendations as well as the De la Warr's, on higher education, will be discussed in the next chapter.

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34. Holt, P.M., op. cit., p. 139

35. S.G. Central Records Office, Khartoum, Box  $\frac{1}{4}$ , 15 His Excellency's Despatch of 1936, Memorandum of Expansion of Education.

In February 1937 the Governor-General, Sir Stewart Symes, invited the De la Warr Educational Commission<sup>36</sup> to visit the Sudan. The Commission was to enquire into and report on the Gordon Memorial College and to review the method and organisation of the elementary and intermediate school systems in relation to the Gordon College.<sup>37</sup> They paid visits of inspection to the Gordon College, the Elementary Teachers' Training College at Bakht er Ruḍa, the Kitchener School of Medicine and a number of intermediate, elementary and Qu'rānic schools. The Commission regarded it as unnecessary to justify the education of the Sudanese upon principles inspired by those adopted in Europe but a wise educational policy was to harmonise what is best in European civilisation with Sudanese environment. Education should, therefore, come in close contact with the requirements of a predominantly rural community. It should be aimed at producing the

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36. The Commission was appointed by the Secretary of State for the Colonies under the Chairmanship of Lord De la Warr to report on Higher Education in East Africa. Their report on this subject is embodied in a separate document.

37. S.G. Report of Lord De La Warr's Educational Commission, Khartoum, 1937

leaders who should be both superior to the masses of the people and in sympathy with their aspirations. The Commission laid emphasis on the expansion and improvement of education and stressed the need for a substantial increase in the funds of the Education Department. All stages of education were interdependent, and efforts towards improvement should be spread over every grade of school.

Commenting on the Qu'rānic schools they observed that the boys acquired the habit of repetative learning without reasoning and urged that the Government should spare no effort to improve them without interference in their religious functions. The great fault of Sudanese schools was the tendency to memorise without understanding with the result that they failed to produce qualities of initiative, foresight and judgement.<sup>38</sup> But admirable work was being done by Bakht er Ruda to devise methods capable of correcting the faults of the existing schools. The aim should be the creation of a training centre in each province for it was only by such measures that teachers would be available to staff the new schools. The Commission, therefore, recommended the

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38. Ibid, p. 8.

immediate establishment of at least one other Training Institute.

The Commission drew attention to the urgent need for the improvement and extension of the intermediate schools by the provision of better teaching, and recommended that an Arts Department should develop with the existing Gordon College teachers' training course as a nucleus.<sup>39</sup> They further recommended that modern methods of handwork should be applied especially where the schools served rural areas. The Headmaster of each intermediate school should be advised by a British supervisor.

They recognised the increased demand for girls' education and advised that the Government should provide funds for its expansion. This was necessary for bridging the gap between the two sexes "forming the pillars of the home life".

Considering secondary education the Commission referred to the combination of general education with technical instruction as being inevitable in the early years of the College, but in more recent

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39. Ibid, p. 49.

years the presence of vocational courses in the curriculum prevented the College from reaching a good secondary school standard. They felt the need for the increase of British staff and recommended that the number of British masters in the College should be increased from five to eight without a corresponding decrease in Sudanese staff. The Sudanese staff should be given opportunities of visiting England for educational courses. As long as the College was regarded as a government institution, it was liable to stand in some danger of becoming merely a training school. To establish closer contact with Sudanese life and with commercial and other non-official activity, the formation of an Advisory Council was recommended with the Director of Education as chairman.<sup>40</sup> The Gordon College should further raise its standard to that of a full British secondary course and should be organised to give an education up to the school leaving certificate standard. This might mean a five years' course

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40 Ibid, p. 22

at first but as the standard of intermediate schools rose, it would be reduced to a four years' course. The Education Department should have a yardstick by which it could compare its standards with those accepted elsewhere and should at the same time make it possible for boys intending to undergo professional courses to secure the necessary pre-requisite qualifications. The introduction of a British school leaving examination was, therefore, recommended subject to the granting of satisfactory modifications adaptable to the conditions of the Sudan.<sup>41</sup> If and when other secondary schools were established, the setting up of a Sudan Examining Board to maintain uniform standards might be worth consideration.<sup>42</sup> The Commission also proposed the removal of the Gordon College secondary school to another site to make the Gordon College building available for accommodation by the future University College. In this way the original purpose of the founders would be achieved and the resultant benefit to the Sudan would repay all the efforts involved.

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41. Ibid, p. 32

42. Ibid, p. 35

The De la Warr Commission's recommendations formed the basis on which educational progress for the period 1938-46 had largely rested. The 1939-45 War had, to some extent, hindered the full implementation of the 1938-46 programme, but nevertheless considerable developments were made. The Director of Education incorporated the Commission's recommendations in his plan of educational expansion for the following period of eight years. At their 455th meeting held in June 1938 the Governor-General's Council approved a comprehensive programme for educational reform. The new programme replaced a ten year plan drawn up in 1936 and entailed extraordinary expenditure totalling approximately £E500,000 and an increase in recurrent expenditure on education from £E140,000 in 1936 to some £E300,000 in 1946.<sup>43</sup> Council further approved the removal of the secondary school from the College so that the elements of a future University College might be centred, and agreed that the secondary school should, on its transfer, be divided into two parts each to be placed on a different site. The entry of Italy into the War in June 1940 necessitated

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43. S. G. Annual Report of the Education Department, 1938. Khartoum. Introductory Note.

the removal of the secondary school in the same year to temporary and inadequate buildings in Omdurman. The College buildings were taken over by the army. The projected transfer had to be adjourned as the buildings intended for the secondary school were used as an air-base by the American forces. It was not until 1945 that the secondary school was transferred to its present abode at Wadi Seidna. In 1946 another secondary school was opened at Hantoub.

According to the Commission's recommendations, the Cambridge School Certificate Examination was adopted in 1938 as the secondary school leaving examination. Its adoption entailed the removal of vocational courses from some of the fourth year classes and the introduction of a number of changes in the fourth year syllabuses. Work on educational expansion went on according to the approved plan. The number of Gordon College pupils showed gradual increase from 325 in 1937 to 532 in 1942 which was slightly less than the maximum of 555 pupils reached in 1930. Further, the war period witnessed steady

progress in the development of higher education. It also witnessed great expansion in the number of non-government intermediate schools which owed their origin to public subscriptions. By 1940 there was a total of about 30,000 pupils attending government schools and 6,000 pupils attending 50 non-government schools.<sup>44</sup> In 1942 the Government opened two junior secondary schools providing a two-year course, one in Omdurman with a commercial bias and the other at Dueim with a rural bias.

In 1943 the Director of Education, Mr. R.V.H. Roseveare, acting on the advice of the Governor-General's Council set up a small committee to "report on steps proper to develop the technical skill of the Sudanese in the way which may best enable them to obtain a better understanding of and to take increased responsibility in the growing side of their life."<sup>45</sup> The Committee held several meetings between 1943 and 1949 and made a number of recommendations regarding the development of technical education in the Sudan. Important among other recommendations

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 44. Henderson, K.D.D., Survey of the Anglo-Egyptian Sudan, 1898-1944, London, 1946, pp. 11-12.

45. S.G. Education Department, Khartoum, File No. 9-7-1 (S.F), 1943.

was the setting up of a Technical Institute in Khartoum. Such an Institute was designed to cater for the more advanced educational requirements of the many branches of technical and manufacturing industry of the country as a whole. Instructional facilities should be made available to students attending both part-time day and evening classes. The Institute should include a Commercial School giving commercial courses and a School of Design to enable students to understand good design as an asset in manufacture. The immediate outcome of this recommendation was the creation of the Khartoum Technical Institute in 1950.

In 1946 the 1938 programme came to an end. A revision of the educational system in the light of changing conditions became necessary. Hence the Education Department prepared another Ten Year Plan to cover the period 1946-56. In submitting his plan the Director of Education expressed the determination of the Government to push the country's advance towards self-government as quickly as possible. "It is the avowed intention of the Government to make the country's advance along the road leading to self-

government as rapid as possible and, for this purpose, to train Sudanese as quickly as possible to fill the more responsible posts in the local and central services".<sup>46</sup> The new plan was approved in principle by the Governor-General's Council in June 1946 and was then submitted to the Advisory Council for the Northern Sudan for consideration. The Advisory Council set up a special committee on education to make a detailed study of the Ten Years Plan and to submit to Council its recommendations on the Government's educational policy. The report of the special committee was later used in November 1947, as a basis of discussion between the Council representatives and officials of the Ministry of Education.<sup>47</sup> The central feature of the 1946 programme was the scheme drawn up by Mr Lewis Brown, Headmaster of Hantoub Secondary School, known as the Brown Plan. The Brown Plan aimed mainly at "the improvement of the standard in the

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46. Trimingham, J.S., Islam in the Sudan, O.U.P. London 1949, p. 256.

47. S. G. Ministry of Education, Khartoum, Proposals for the Expansion and Improvement of the Educational System in the Northern Provinces, 1949-1956, Introduction.

academic secondary schools, and the establishment of a number of local secondary schools with a shorter course and a more practical bias."<sup>48</sup> It envisaged six years of basic primary education followed by four or six years of secondary schooling. The local secondary schools i.e. those with vocational and practical bias were to provide a course of four years while the literary academic schools were to provide one of six years. Boys of the literary academic schools would be able to take the School Certificate Examination a year earlier and the sixth and final year, free of the anxiety of examinations, could be devoted to character training and to post-secondary school work in preparation for admission to the Gordon College. This idea was not altogether new. Proposals for reforming the intermediate schools were drawn up by Mr E. N. Corbyn when he was Director of Education in 1927. His scheme envisaged an intermediate education of six years instead of the normal four, with a vocational bias in the last two years. His aim was to provide a better and well finished type of education for those who could not pursue it further.

The proposals put forward by Mr Corbyn for providing  
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48. Ibid.

a standard of education equivalent to the second year secondary, were abandoned in favour of a policy of increasing the number of Gordon College boys. Commenting on Mr Corbyn's scheme, the De la Warr Commission expressed the view that his proposal to extend the intermediate school course to six years needed thorough and careful consideration. The outcome of Mr Corbyn's proposals was the creation of two junior secondary schools in 1942.

The special committee were of opinion that the Brown Plan brought about a diversified system of academic secondary education which would produce immensely unequal chances for students and widely different standards in education. They were in favour of expansion of education at all levels rather than consolidation. Consequently, they decided to defer the implementation of the Brown Plan in its entirety. In place of the proposals put forward for the reform of secondary education, the special committee urged an immediate and rapid increase of the existing secondary schools facilities. Their proposals were accepted

by the Advisory Council with the result that the intake to the secondary schools was increased from 130 in 1946 to 360 in 1949.<sup>49</sup> The Committee further advocated an accelerated expansion of elementary and intermediate education both for boys and for girls.

As a result of the abandonment of the Brown Plan, a Revised Ten Year Plan was drawn up to cover the period 1949-1956.<sup>50</sup> This was considered by the Executive Council of the Legislative Assembly at its 12th meeting, held on 30th May 1949 and received approval. The new plan provided for an increased annual output of elementary school teachers from 60 to 120 in 1954 by supplementing Bakht er Ruḍa's output by 30 teachers a year, from the training centre opened at Dilling in 1948, and by a further 30 from a third centre to be opened at Shendi in 1952. Similar provision was made for increasing the annual output of intermediate school teachers. Boys' elementary schools which were 156 in 1949 would be increased to 356 schools by 1956. An early development was likely to be the transfer of boys'

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49. Ibid.

50. S.G. Ministry of Education, Khartoum, Revised Ten-Year Plan, 1949-1956.

elementary education to Local Government Authorities. This transfer would facilitate the gradual amalgamation of the elementary and sub-grade systems.<sup>51</sup> Provision was also made to increase the number of school-mistresses from 60 in 1950 to 150 by 1956. The number of girls' elementary schools which was 101 in 1949 would rise to 211 in 1956. Increased provision was also made for girls' intermediate and secondary education. The first girls' intermediate school was opened in Omdurman in 1940. Two more schools were opened at Wad Medani and El Obeid in 1946. The new plan made provision for the opening of eight more schools by 1956. The Girls' Secondary School opened in Omdurman in 1945 would be expanded. Boys' intermediate schools would be increased from 16 in 1949 to 31 by 1956. The annual intake into secondary schools was raised from 130 boys in 1946 to 260 in 1948 and to 360 in 1949. By 1952 the total number of boys in secondary schools would reach 1,440.<sup>52</sup>

An important feature of the Revised Plan was

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51. Ibid, p. 2.

52. Ibid, p. 4.

the emphasis laid on the improvement of technical as well as religious education. As a result of a strong recommendation of the Committee on Technical Education set up in 1943, a Technical Advisor from outside the Sudan was appointed in 1948. On appointment he submitted a report covering the expansion of technical education at all levels. His report was approved by the Executive Council at its 7th meeting held on 17th March 1949. The new plan endorsed the Advisor's report which was already put into operation. Consequently, it was proposed to open four pre-apprenticeship schools by 1952. These would take boys from the elementary schools and would provide for them a three-year course of general education and practical work. Selected boys from the pre-apprenticeship schools would then be admitted to a senior school for a three-year course of general education and workshop training. On completion of this course, the boys would attend part-time instruction at the proposed Khartoum Technical Institute which, in addition to housing the Senior School, would provide advanced courses in engineering, commerce and industrial design.<sup>53</sup>

In 1947 the Government decided to bring the  
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53. Ibid, p. 4.

Omdurman Ma'had <sup>54</sup> under the control of the Ministry of Education. In 1948 the Governor-General set up a High Council responsible for its policy and general administration. Provision was made in the 1949 budget for the recruitment of four 'ulamā' from al-Azhar and the secondment of two masters from the Ministry of Education. This would have the effect of improving the standard of teaching and allowing for the introduction of modern subjects into the curriculum. It was expected that this process of religious reform would be completed by 1956.

Although the Executive Council only approved the Revised Plan subject to certain financial provisos, nevertheless much was achieved. In January 1950 there was a total of 99,452 boys and girls attending 964 government schools, 15,487 attending 130 non-government schools in the Northern Sudan, 22,638 attending 381 missionary schools in the Southern Sudan giving a grand total of 137,577 boys and girls in 1475 schools.<sup>55</sup>

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54. al-Ma'had al-'Ilmi (The Academic Institute) in Omdurman formed the nucleus of religious education in the Sudan. Its history will be discussed in the next chapter as part of higher education.

55. J.S.R. Duncan, The Sudan, A Record of Achievement, Blackwood, Edinburgh and London, 1952, pp 225-226

According to the main recommendation of the special committee which was accepted by the Advisory Council, expansion of secondary education was efficiently executed. In 1949 Khor Taqqat and Rumbeik secondary schools were opened. In 1954 Khartoum and Atbara secondary schools were established. In 1955 three more boys' secondary schools were opened in Port Sudan, Wad Medani and El Fasher. In 1949 the Omdurman Girls' Secondary School was transferred to its present premises. In 1955 there were nine government secondary schools including the Omdurman Girls' with a total number of 2,311 pupils. In addition, there were nine non-government secondary schools with a number of 2,279 pupils. This brought about a total enrolment of 4,590 pupils both in government and non-government secondary schools.

In 1955 a statutory Sudan Examinations Council came into being although it was functioning since 1953. Its object was to conduct and administer a local Sudan School Certificate Examination in collaboration with the University of Cambridge Local Examinations Syndicate. The Council would also administer the Sudan Public Service Examination, the Intermediate Schools Final Examination, and other local and foreign

examinations.<sup>56</sup> It was composed of ex-officio and other appointed members including representatives from the Ministry of Education, the University College of Khartoum and various other bodies like the Sudan Chamber of Commerce and the Public Service Commission. The appointed members were appointed by the Council of Ministers for a period of three years and were eligible for re-appointment. The aim was to adjust education to national needs and make it more suitable to the environment and conditions of the Sudanese candidate. This brought about fruitful co-operation between the Ministry of Education, the University College, the Council and the Cambridge Syndicate with the result that useful changes were introduced to suit local needs.

Owing to the political unrest that pervaded the whole country at the end of the nineteen forties, the continuous school disturbances and the instability of the teaching staff, the Cambridge School Certificate Examination results began to show a steady drop from 71 per cent successes in 1946 to 46 per cent in

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56. Ministry of Education, Khartoum, Sudan Examinations Council, Regulations for the School Certificate Examination, March, 1958. p. 4.

1953.<sup>57</sup> In an attempt to remedy this situation the Government appointed an International Commission to investigate and make recommendations to improve secondary education in the Sudan. The Commission was of opinion that the examination was designed essentially for a different social and cultural background and its syllabuses and standards had not been worked out with special reference to the needs and conditions of the country. They further held the opinion that the first step towards this end was reached by the establishment of the Sudan Examinations Council working in close co-operation with the Cambridge Syndicate which permitted the introduction of a special version of its overseas examinations. But that did not go deep enough to allow sufficient latitude to adjust education to the local needs of the country. Factors that affected the inefficiency of teaching in schools were the frequency with which the teachers were transferred and the failure of the Ministry of Education to attract a sufficient number of suitable recruits at a time when many of its good teachers

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57. S.G. Report of the International Commission on Secondary Education in the Sudan, Khartoum, 1957 p. 4.

were drawn away by other lucrative services.<sup>58</sup> In view of those considerations the Commission stressed the need for a conscious reorientation of secondary education towards objectives calculated to meet the needs of the situation. This was to be achieved by the development of character and social attitudes leading the youth to realise domestic citizenship, the establishment of new standards of vocational and technical efficiency and the development of the students' total personality<sup>59</sup> by creating a rich and stimulating school environment which would cultivate a variety of interests in them. The function of secondary education should not merely be the production of qualified entrants to the University College, but secondary education, like other stages of education, should be an end in itself.

To improve the standards of secondary schools, the proper training of graduate teachers was inevitable. The Commission observed that there was practically no arrangement for the training of secondary school teachers and that there was a clear case for

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58. Ibid, p. 15.

59. Ibid, p. 17.

the establishment of a post-graduate teachers' training college for this purpose. They were glad to learn that plans were already being made for its establishment to form the Department of Education in the new Sudan University. In addition, plans were being initiated for the establishment of a training college for intermediate teachers which would have its own governing council with representatives from the College and the Ministry of Education.<sup>60</sup>

The Commission also laid emphasis on the development of technical education and the training of technical teachers and instructors. The Khartoum Technical Institute, with the co-operation of Bakhter Ruḍa, should play a vital part in the training of teachers and instructors for Technical Intermediate and Technical Secondary schools, for craft instruction in the Institute itself and for any Trade Training School which might be established.<sup>61</sup> The extension of the system of technical education was highly desirable to produce the qualified men at various levels in the increasing number which the

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60. Ibid, p. 66.

61. Ibid, p. 81.

country required. The Commission, therefore, recommended the creation of an Advisory Council for Technical Education representing all the interests concerned to provide the Director of Education with the required advice on this branch of education. The Council might also help to attract favourable public opinion whenever costly schemes were under consideration.<sup>62</sup>

In February, 1953 the British and Egyptian Governments signed an agreement which provided that a three-year transitional period of self-government preceding self-determination was to begin immediately in the Sudan. Elections for the Sudanese parliament took place under the supervision of an International Commission in November and December, 1953. The Sudanese parliament held its first meeting in January, 1954 and in March, 1954 the formal opening of the first Sudanese parliament took place. On 1st January, 1956 the independence of the Sudan was officially declared.

In the independent Sudan, education at all levels,

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62. Ibid, p. 92.

received a great impetus and its development was characterised by the fruitful co-operation between the Ministry of Education and the United Nations Organisation. With the help of the United Nations Organisation, the Ministry established a strong educational statistical organisation to help in expanding the educational system on a proper scientific basis. By collecting and preparing accurate statistical data on various educational projects, this unit would enable the authorities to construct future plans upon sound statistical information. The authorities aimed at attaining a unified educational system between the north and south and a type of culture suited to the political, social and economic development of the country. Education was made free at all school levels. Religion became a basic subject in the school curriculum and a major subject in the Secondary School Certificate Examination. Girls' education which lagged far behind that of the boys' received special consideration, especially in areas where there were enough boys' schools. More schools at all levels were opened and in 1957 the Ministry added to its responsibilities many of the

non-government schools as well as missionary schools in the Southern Provinces. By taking this action it aimed at creating a unified syllabus for the whole country. The process of Arabicisation in the south was well in progress since 1957. Arabic was introduced as part of the curriculum with the aim of making it the language of instruction. By adopting Bakht er Ruḍa's syllabuses a great deal was done to achieve this end. It is now taught in all elementary, intermediate and secondary schools of the Southern Sudan and constitutes a major subject in all examinations.

When the Sudan gained independence in 1956 there were 540 boys' sub-grade and bush schools and 390 elementary schools.<sup>63</sup> In 1960/61 the total number reached 1105 sub-grade and bush schools and 659 elementary schools, making an increase of 565 sub-grade and 269 elementary schools within a period of four years. The following table<sup>64</sup> illustrates this rise.

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63. S.G. Ministry of Education, Khartoum, Education under National Rule, Khartoum, p. 25.

64. Ibid, p. 26.

Academic Year	Boys Sub-grade schools	Boys Elementary schools
1955/56	540	390
1956/57	902	560
1957/58	1,035	604
1958/59	1,062	614
1959/60	1,089	632
1960/61	1,104	659

Girls' elementary education received special attention since independence and its expansion since 1954/55 is shown in the following table. <sup>65</sup>

Academic Year	Sub-grade	Elementary schools
1954/55	24	147
1955/56	34	173
1956/57	63	206
1957/58	93	228
1958/59	189	234
1959/60	207	272
1960/61	223	291

Under the independent Government, intermediate education was directed towards fulfilling the two-objective of providing secondary schools with qualified candidates, and equipping the pupils with a

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65. Ibid, p. 27.

reasonable standard of culture that would help them in life especially as many of them would not have a chance of secondary education. Before independence there were 39 streams in boys' intermediate schools, a number which increased four times by 1960. The following table<sup>66</sup> shows the increase of boys' intermediate schools since independence.

Academic Year	Number of Streams	Number of Pupils
1954/55	33	5,280
1955/56	49	7,840
1956/57	55	8,800
1957/58	113	18,080
1958/59	122	18,600
1959/60	125	19,080
1960/61	132	19,360

As for girls' intermediate education, great efforts were made to bring its curriculum in line with that of boys. This unification of syllabuses was achieved and the subjects in both boys' and girls' schools were standardised. It had expanded to about four times as much since 1954/55. The following table<sup>67</sup> shows the expansion of girls' intermediate education between 1954 and 1960.

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66. Ibid, p. 31

67. Ibid, p. 33

Academic Year	Number of Streams	Number of girl Students
1954/55	6	1,028
1955/56	10	1,228
1956/57	12	1,514
1957/58	19	2,183
1958/59	22	3,005
1959/60	24	3,244
1960/61	27	3,565

Secondary education was directed on the one hand towards attaining a reasonable standard of general education and on the other towards enabling students to qualify for higher education. In 1956 there were eight Government boys' secondary schools with 23 streams and a total attendance of 3,220 pupils. In 1960/61 there were fourteen such schools with 43 streams and a total pupil population of 5,359.<sup>68</sup> There was only one Government Girls' Secondary School in 1956. By 1960 two more girls' schools were added with a total of four streams.

The Ministry of Education also attached importance to the expansion of technical education in so far as the future needs of the country for skilled personnel could be satisfied. The syllabuses

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68. Ibid, p. 55

were revised, qualified teachers were provided and many graduates were sent on courses abroad to acquire the academic and professional qualifications necessary to develop technical education. In 1955 there were four technical intermediate schools in the country with 640 pupils. By 1960/61 eight more schools were added. When missionary technical schools were brought under the direct control of the Ministry the total population in Government Technical Intermediate Schools reached 1,712 pupils.<sup>69</sup> Four post-intermediate schools were started in 1957. They were to provide vocational training in mechanical, civil and electrical engineering. The best boys were then selected for entrance to a higher vocational school started in Khartoum in 1960 to prepare pupils for the City and Guilds Certificate.

The efforts of the Government, during the period under review, to develop education and bring it in line with other developed and independent countries necessitated the creation of a new educational set-up, and for this reason the Ministry of Education

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69. Ibid, p. 65.

appointed a Committee in November 1958 to investigate and propose a new plan for education in the Sudan.<sup>70</sup> The Committee was presided over by the Unesco expert, Dr Matta 'Akrāwi, and its membership included eleven leaders of education in the country. The Committee met between December, 1958 and June, 1959 and toured round the country during the period between the meetings. Its report which included future educational projects in the Sudan and the new proposed educational system was officially submitted by the Unesco to the Minister of Education in September, 1959. Because of the importance of the situation, it was decided to appoint Dr 'Abdel Hamīd Kaşim, Unesco expert on Educational Planning, to suggest steps for the implementation of the proposals of the 'Akrāwi Committee and submit any new proposals. Dr Kaşim submitted his report which proposed a new policy for education in the Sudan in November, 1960.

Under the new system it was proposed to abolish the existing educational ladder and to replace it by a new one consisting of three stages.<sup>71</sup> Every child

70. S.G. Ministry of Education, Khartoum. A New Plan for Education in the Sudan, Khartoum, 1962.

71. Ibid, p. 6.

would have to attend a primary school for six years and would start schooling at the age of six. The primary school would then be followed by a general secondary course of four years and a further senior secondary course of four years. It was suggested that the senior secondary school should be divided into two stages, the Secondary School Certificate Ordinary level stage which was to continue for three years and the Advanced level stage which was to begin at the last year of the senior secondary school for those who successfully completed the Ordinary Level stage. Later, in the light of experience and if it proved possible for the senior secondary school boys to take the ordinary level examination at the end of their second year in the senior secondary school, then the last two years of that stage would be devoted to higher studies leading to the advanced level certificate and further to the Intermediate level in the same manner as the Sixth Form stage in the Grammar Schools of the United Kingdom.<sup>72</sup>

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72. Ibid, p. 7.

In this way considerable savings would be made on the preparatory stages of University and higher education.

It was further proposed that the general secondary school should be of three types, the Vocational Academic, the Technical Secondary and the Girls Secondary. Some practical subjects of a vocational nature would be taught at the Academic and Girls Secondary Schools. The former would provide for practical studies related to the environment, whether commercial, agricultural or pastoral and the latter would cater for instruction in household crafts.<sup>73</sup> Specialisation would start at the senior secondary school which would include Academic secondary schools for boys, Academic secondary schools for girls, Technical Secondary and Vocational Secondary schools. The ordinary level and the advanced level of the academic secondary schools would qualify boys for entrance into the University and other high institutes while the Technical Certificates would qualify boys for entrance into the Khartoum Technical

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73. Ibid, p. 11.

Institute.

The Committee emphasised the question of the proper training of teachers and suggested a radical change for their training in all educational levels. The primary school teachers would be admitted to a Primary Teachers Training College of four years after completing the general secondary school stage. Teachers for the general and senior secondary schools would be taken after completing the senior secondary school stage and would receive a four years training in the proposed Higher Teachers Training College to be opened in 1961.<sup>74</sup> The Committee's proposals outlined above were not implemented and in 1960 it was reported that these were under careful consideration by the Minister of Education and other responsible bodies.

In subsequent years educational expansion was carried out on a wider scale. In 1963/64 educational expenditure amounted to LS 5,588,332 showing an increase of LS 872,334 over 1962/63. This sum covered expenditure on secondary and technical education, the teachers training institutions and 20 per

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74. Ibid, p. 15.

cent of the cost of running elementary and intermediate schools since 80 per cent of the expenditure on these was covered by the Local Authorities. The expenditure by the local authorities amounted to LS 4,957,140 bringing the total educational expenditure for that year to 10,545,572.<sup>75</sup> This represented about 18.1 per cent of the state expenditure put at LS 58,209,328. In the same year Government education comprised a total number of 2,989 boys' and girls' sub-grade and elementary schools, 203 boys' intermediate schools and 86 secondary schools, 48 girls' intermediate schools and 18 secondary schools in addition to 35 boys' technical intermediate and secondary schools.<sup>76</sup> The following table<sup>77</sup> gives a summary of the quantitative development of Government elementary, intermediate and secondary education for the years 1963/64 and 1964/65.

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75. S.G. Ministry of Education, Khartoum, Educational Progress in Sudan, 1963/64, Geneva, July, 1964, p. 1.

76. Ibid, p. 4.

77. S.G. Ministry of Education, Khartoum, Educational Progress in Sudan, 1964/65, Geneva, July, 1965, p. 5.

of School	Number of Schools or Streams		Number of Teachers		Number of Students	
	1963/64	1964/65	1963/64	1964/65	1963/64	1964/65
-Grade and m. Boys	2,147	2,233	6,658	7,140	269,942	315,189
-Grade and m. Girls	842	834	2,588	2,881	117,357	151,684
TOTAL	2,989	3,117	9,246	10,021	387,299	466,873
d. & relig- s. Interme- te. Boys	203	217	1,270	1,448	27,825	30,888
d. & relig- s. Secondary Boys	86	89	618	728	9,793	12,002
ademic. Inter- iate. Girls	48	52	294	334	5,626	6,777
ademic. Seco- y. Girls	18	20	111	189	1,746	2,449
hnical. In- mediate Boys	25	25	251	270	3,021	3,416
hnical. Se- dary. Boys	10	11	98	120	1,123	1,506
TOTAL	390	414	2,642	3,089	49,134	57,038

More progress was achieved in 1964/65 by the legislation for a Council for national education and the association of women, more closely, with the administration of girls' education at a high level.<sup>78</sup> The function of the Council would be the encouragement of public initiative to create and sponsor more private schools to cater for boys who would not be able to

78. Ibid, p. 1.

find places in government schools. This would, therefore, complement the efforts of the state in the expansion and equitable distribution of educational opportunities.

### CHAPTER III

#### THE DEVELOPMENT OF HIGHER EDUCATION IN THE SUDAN FROM ITS ORIGINS TO 1966.

The present pattern of higher education in the Sudan comprises academic, technical, vocational as well as professional institutions. The majority of these institutions have a fairly recent history closely related to the requirements of the country for qualified personnel especially during the early years of independence. But the history of some of these goes back to the early nineteen twenties and the middle thirties when the need for such personnel was greatly felt. Important among these was the Gordon Memorial College which was destined to develop from a mere primary school in 1902 to a University in 1956. One of the main features of this development was the progress achieved by the Kitchener School of Medicine and its incorporation in the University College in 1951 to form a single institution under common management. In this Chapter the aim will be to outline the historical

development of these institutions, academic, technical, vocational and professional.

At the formal opening of the Gordon Memorial College in 1902 Lord Kitchener concluded his address by expressing his hopes that the College would become a centre round which "the development of higher education in the Sudan may be focused for all time." Lord Kitchener, however, lost his life on 6th June, 1916 in action during the First World War when the H. M. S. Hampshire was mined and sunk by enemy action. On his last visit to Khartoum in 1914 he put forward a proposal to found a medical school but owing to the outbreak of the war in 1914 it was not possible to proceed further in the matter at that time. On the announcement of his death it was decided to found a medical school in Khartoum to serve as a Sudan memorial to him. As the immediate successor of Lord Kitchener both as Governor-General of the Sudan and Sirdar of the Egyptian Army, Sir Reginald Wingate made an appeal, to the people of the Sudan and to all others interested, for funds sufficient to establish a medical school worthy of

the name it was intended to commemorate.<sup>1</sup> This appeal was powerfully supported in England by Lord Cromer who was one of the Trustees of the College and who succeeded Lord Kitchener as President. At the end of 1916 and on the instigation of Sir Reginald Wingate, a committee was formed, with Mr. J. Crowfort, then Director of Education for the Sudan, as chairman and six other members, to organise subscription in the Sudan and to take the necessary steps in connection with the choice of site and the erection of buildings.<sup>2</sup> In December, 1916 a subscription list was opened and a sum of £13,000 was raised. All this sum except for £2,000 was subscribed by natives of the Sudan. By the end of 1921 a further sum of £2,000 was received. Generous assistance was also received from many charitable sources, companies, clubs, foreign communities and private persons. In 1923 £10,000 was subscribed by the British Red Cross in Egypt and the committee was thus relieved of all anxiety as regards the buildings. By 1923 the total subscription amounted to £E 54,264. The Sudan Government had promised substantial financial support in

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 1. Gordon Memorial College, Report and Accounts to 31-12-1915, p. 6.

2. The Kitchener School of Medicine, Khartoum, First Report, 1924-25, p. 5.

case of necessity.

With this money in hand and with the Government's promise, it was possible to form an endowment fund to begin the work of medical education in the Sudan. The funds and lands of the Kitchener School of Medicine were vested in the Trustees of the Gordon Memorial College as Trustees of the Kitchener School of Medicine by a Trust Deed dated 22nd April, 1930. It was planned that the endowment fund should meet the annual maintenance of the School which was estimated at between £3,000 and £4,000.<sup>3</sup> The interest on the endowment fund together with an annual grant of £1,945 made by the Lord Kitchener National Memorial Fund provided an annual income of £3,019. A sum of £300 was granted annually by Aḥmad Bey Hashim Baghdādi for the maintenance of needy students. Until September, 1951 the expenses of the School were met by the interest on the endowment fund, by the annual grant of the Lord Kitchener National Memorial Fund and by

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3. The Kitchener School of Medicine, Khartoum, First Report, 1924-25, p. 5.

the interest received from the Baghdādī Trust. Any deficit was made good by the Sudan Government. Since Hashim Bey's death in January, 1933, the property left by him had gradually increased in value and was providing an annual income of about £E 2,000 for the benefit of the Medical School. When the School was officially incorporated into the University College, the Council of the Lord Kitchener National Memorial Fund discontinued their annual grant and instead, agreed to award an annual prize of £E 102, to be known as Kitchener Memorial Prize, to the best medical student in the Final Examination.<sup>4</sup>

A site for the building was granted by the Sudan Government in 1920. The plan for the building, drawn up by Mr. G. B. Bridgman of the Public Works Department, was approved in December, 1920 and in March 1922 the contract was signed with Messrs Hadjiantouni and Co.<sup>5</sup> In May, 1922 building operations were started. The building was completed by the end of 1923. The Sudan Government opened a

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4. The Kitchener School of Medicine, Khartoum, Tenth Report, 1949-1951, p. 31.
5. The Kitchener School of Medicine, Khartoum, First Report, 1924-25, p. 5.

credit account of £8,000 to meet the cost of equipment and any alterations or additions to the building.

The School was formally opened by Sir Lee Stack, Governor-General of the Sudan, on 29th February, 1924. This was the last public act performed by him in the Sudan before his assassination in Cairo, in November of that year. Sir Lee Stack had taken a lively interest in the foundation of the School and believed that it would add to the material benefit of the Sudanese by providing them with greater opportunities for serving their country. In his inaugural address he felt proud of having been bestowed with the honour of opening the School and accepting the buildings on behalf of the Trustees of the Kitchener School of Medicine. He thanked all subscribers especially Dr. Atkey, Director of Sudan Medical Service and President of the School Council, who had laboured unceasingly in an endeavour to bring the fund to its maximum proportions. Commenting on the position of the School, he pointed out that it was not a Government school but a free institution assisted by the Government for the development of higher education in the Sudan.

The main object in view was to build up a staff of Sudanese doctors to carry out medical and public health work in the Sudan. Sanitary officers would be required to undertake work on the irrigated areas in the Gezira and Gash Delta especially when irrigation was extended. The demand for doctors was likely to increase as long as there was a steady development of agriculture throughout the country both by irrigation and by rain cultivation. As there were in 1924, 106 subordinate medical posts, it was estimated that the Sudan would require at least an annual output of six additional doctors for the next twenty-two years to bring the total number of these posts to 238.<sup>6</sup> At that time, in addition to the senior posts which were held by British doctors, there were 73 junior posts held by Syrian doctors and 33 subordinate posts held by assistant medical officers. Later when these urgent needs were met, it would be desirable to replace both British and Syrian doctors by Sudanese doctors trained at the Medical School. It was, therefore, intended to train an average of six

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6. Ibid, p. 12.

students annually as from 1924 so that it might be possible in future to provide new Sudanese doctors to fill a total of 238 posts. With this humble beginning it was, therefore, unexpected that the supply of doctors would be in excess of the demand.

To allow for wastage, ten students were admitted to the first year course in 1924. Six of them were specially selected from those who had completed a course of general education at the Gordon College and the remaining four were Government officials who had to give up their jobs and their salaries.<sup>7</sup> Since the opening of the School in 1924, it was found desirable to introduce the teaching of Science as part of the curriculum in the Gordon College and it was chiefly from among boys who had taken this preliminary scientific course that students for the Medical School were selected. A house for their accommodation was rented and furnished as a hostel near the School. Ahmad Bey Hashim was so generous as to provide them with food and a clothing allowance of £1 per month. The students had to

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7. Ibid, p. 17.

live in that temporary hostel until the end of 1926. With the admission of more students it was found necessary to provide closer supervision by the Registrar. Accordingly, it was decided to build a hostel as near as possible to the hospital and the Medical School. The School hostel was completed at the beginning of 1927 to allow for the accommodation of forty students.<sup>8</sup> The cost of this building was met in part from a special sum of £2,000 allotted by Lord Allenby and for the rest from a sum of £3,700 granted by the Sudan Government.

The students admitted were given a medical course of four years followed, after graduation, by a further year of training as house-surgeon and house-physician at one of the larger hospitals under the personal supervision of a British Medical Inspector. The course in the first year comprised the study of Chemistry, Physics and Biology. In the second year they studied Anatomy and Physiology. Medicine, Surgery and Pathology were taken in the third year. In the fourth year they studied medicine,

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8. The Kitchener School of Medicine, Khartoum, Second Report, 1926-27, p. 8.

Surgery, Midwifery and Gynaecology and Public Health.<sup>9</sup> Of the first ten students admitted in 1924, seven had successfully completed their course by the end of 1927. Examiners for each subject were appointed from the Government medical and scientific staff while two external assessors were invited to preside over their examination. The papers for this examination were set by the visiting examiners who also regulated the standard of marking and assessed the results. These seven graduates were the first product of the Sudan Medical School. Licences to practise medicine in the Sudan were issued to them by the Central Sanitary Board of the Government on the advice of the School Council.<sup>10</sup> This was a rare occasion in which diplomas authorising the holders to practise Medicine and Surgery were, for the first time, conferred upon Sudanese trained at a Sudan Medical School. It was happily celebrated on the 20th of December, 1927 in the Central Hall of the Medical School. In front of a gathering consisting of members of the Governor-

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 9. The Kitchener School of Medicine, Khartoum, Third Report, 1928-30, p. 7.

10. Ibid, p. 6.

General's Council, heads of Government departments, the Medical School authorities and selected members of foreign communities and Sudanese, the Governor-General presented each graduate with his diploma after swearing the oath of Hippocrates.

During the first years of its existence some difficulty was faced in attracting the best type of boy to the Medical School. The Gordon College student who was assured of obtaining a well-paid job on leaving the school, was not certain if it was worthwhile to embark upon a four or five-year course of hard and unpaid work. Many of the students had parents and relatives who looked forward to financial assistance and, therefore, embarking upon a medical course demanded much self-denial on the part of the candidate and his parents.<sup>11</sup> To remedy this situation the Sudan Government awarded scholarships to two entrants in 1927 and to five in 1928. In the following years and until 1932 all new students were awarded scholarships. Later when the first graduates of the School had successfully replaced foreign medical officers, the students of

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11. The Kitchener School of Medicine, Khartoum, Fourth Report, 1931-32, p. 27.

the Gordon College began to realise the solid prospects of the medical profession. Consequently, it was possible to decrease and eventually abolish the scholarships.

In 1928 there were three classes under tuition consisting of 24 students. There were 10 in the first year, 7 in the second year and 7 in the fourth year. The absence of a third year class was due to the fact that no students were admitted to the School in 1926. This was because it was felt necessary to give the teaching staff a spell of time to plan their teaching schemes and syllabuses and because there were only four suitable candidates at that time which did not warrant the opening of a new class.<sup>12</sup> The limited number at the School made possible the creation of a closer relationship between teachers and students and gave a greater opportunity for personal tuition. The student was apt to be in daily contact with the traditions of the profession throughout the four years of his training.

A closer liaison was established in 1928 between the Scientific Section of the Gordon College

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12. The Kitchener School of Medicine, Khartoum, Second Report, 1926-27, p. 15.

and the School of Medicine by the appointment of a biologist to the staff of the Education Department whose duties included, as a primary obligation, the teaching of Biology to the first year students of the School of Medicine. He had also to teach the same subject to the fourth year class of the Gordon College and by this arrangement he continued to teach, at the School of Medicine, students selected from among those whom he had previously taught in the Gordon College Scientific section.<sup>13</sup> It was further arranged for the Registrar of the Medical School to assist in the examination of Science subjects at the Gordon College and in this way he was able to maintain closer touch with the College staff and to gain personal knowledge of the students and their work before their actual selection took place.

During the early years the methods of teaching in the School were of necessity largely experimental. In later years and in the light of experience, this was much improved owing mainly to the comments and good advice of external assessors who presided over

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13. The Kitchener School of Medicine, Khartoum, Third Report, 1928-30, p. 7.

the examinations. In 1927 they recommended the establishment of a Graphic Museum to enable the students to visualise and follow the development, course and effect of diseases and to study the habitat and development of the insect host.<sup>14</sup> To give greater care to the practical side of teaching, they further recommended the initiation of a Pathological Museum in the new Medical Research Laboratories opposite the School. In October, 1928 when the Stack Memorial Research Laboratories were completed, medical laboratory work was transferred from the Gordon College to these buildings. In this way the close co-operation between the laboratories, the hospital and the School was ensured and the facilities for instruction in Pathology were greatly increased. In 1928 and 1929 the final year students had to depend largely on rubber model demonstrations for their instruction in practical midwifery. In subsequent years better arrangements were made for them to attend a course of practical midwifery under the direction of the Midwifery Training School at Omdurman.<sup>15</sup> By 1934 financial

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14. Ibid. p. 15.

15. The Kitchener School of Medicine, Khartoum, Fourth Report, 1931-32, p. 21.

approval was obtained to build and equip the Graphic Museum at an approximate cost of £3,200. It would contain sections dealing with all diseases and public health and quarantine problems of importance in the Sudan. A pathological library was erected and by the extension of clinical and teaching facilities, the scheme of development which had been steadily carried out since 1924 became complete.

It was not until the early nineteen thirties that the effect of the product of the Medical School became felt. Up to January, 1933 a total of 34 students graduated from the School. Of these four proved to be men of outstanding character and ability and were acting medical officers in charge of four of the larger hospitals. The 34 Sudanese medical officers replaced a total of 37 Syrian medical officers and had thus affected a saving to the Government budget for the year 1933 alone of £14,000.<sup>16</sup> This satisfactory situation had made possible a revision of the future demands on the School for medical officers until 1952. A careful forecast was made and as a result it was

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16. Ibid. p. 18.

decided, commencing from 1935, to admit students every alternate year instead of every year as was the practice. This arrangement would enable the medical staff of the School to give post-graduate courses to an annual class of Sudanese medical officers as from 1939. Another result of that forecast was the decision to extend the curriculum to five years as from 1934 thus bringing the course of instruction into line with that of European medical schools. A sixth year spent as house-surgeon and house-physician would place the Sudanese medical students in a favourable position to gain a complete working knowledge of their profession.<sup>17</sup> The decision to extend the curriculum to five years was due to a recommendation made by external assessors as early as 1926.

With the opening of the School of Science in 1939 the medical course was extended to six years. Candidates wishing to join the Medical School were selected after completion of two years of training in Chemistry, Physics and Biology with classes in English, Arabic and Mathematics at the School of

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17. Ibid. p. 24.

Science.<sup>18</sup> After passing their first professional examination, they were interviewed by the Medical Selection Board who recommended students on their character and good performance for continuation in the Medical course. Selected students were then given a course of four years at the Kitchener School of Medicine before graduation. In 1940 the course of study for medical students in the School of Science was modified. It was changed from four terms over a period of two years to three terms over a period of 18 months to comprise one and a half years in the School of Science and four and a half years in the School of Medicine. On graduation the students were granted licences to practise in the Sudan, but appointed, in the first place, as medical officers on probation and held house appointments for two years. If they were found unfit to work without supervision at the end of this period, they were given a further period of a year's probation.<sup>19</sup> During this period of apprenticeship they were subjected to intensive training and were in full contact with all the

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18. The Kitchener School of Medicine, Khartoum, Sixth Report, 1936-38, p. 6.

19. The Kitchener School of Medicine, Khartoum, Seventh Report, 1939-42, p. 39.

facilities for teaching and research which the School provided. In this way they were given the opportunity to acquire the necessary skill and knowledge for practising the medical profession.

More progress was achieved when in January, 1948 the medical course was brought in conformity with British practice. According to the new arrangement the pre-medical course in the School of Science was to take one year instead of 18 months and a period of five years was thus allowed for the course taken at the Kitchener School of Medicine. Following the successful completion of the course, the graduate would then undergo a compulsory period of two years residence in one of the big hospitals. On the recommendation of external assessors and in order to increase the annual output of doctors, it was decided that intake into the School of Medicine should be annual instead of biennial with a maximum of 12 students. This arrangement commenced as from January, 1949.<sup>20</sup> This increase in intake brought about an equivalent increase in hospital as well as hostel accommodation and teaching staff. An

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20. The Kitchener School of Medicine, Khartoum, Ninth Report, 1946-49, p. 32.

increase in the annual output of doctors became more felt. Since its establishment and until 1952 a total number of 116 graduates had qualified as medical officers. The following table<sup>21</sup> shows the number of students who entered and graduated at the Kitchener School of Medicine since its establishment and until 1952.

For nearly twelve years the Kitchener School of Medicine remained the only post-secondary institution actually in being. This shortcoming was realised by the Sudanese and during 1934 and 1935 many leading articles were published in Al-Fajir magazine expressing the need for spreading higher education. In an article entitled "Give us Education," the editor of this magazine stated that the aim of the Sudanese in life was to be given higher education. A School of Law, an Agricultural School and a Higher School of Engineering, both civil and mechanical, had become essential for the future of the Sudan. It was time for the Sudanese to have better chances in the Government of their country, and the only way for the realisation of this aim was through higher education. He went on to say

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21. The Kitchener School of Medicine, Khartoum, Tenth Report, 1949-51.



Year	Students entered at commencement of year	Graduated
1924	10	-
1925	8	-
1926	--	-
1927	9	-
1928	8	7
1929	9	7
1930	9	-
1931	10	5
1932	10	6
1933	10	9
1934	10	6
1935	2	9
1936	10	5
1937	--	6
1938	11	1
1939	5	7
1940	9	7
1941	--	1
1942	8	-
1943	--	6
1944 School of Science	9	-
1945	--	4
1946 School of Sicence	11	9
1947	--	-
1948 School of Science	12	7
1949 " " "	12	-
1950 " " "	12	4
1951 " " "	14	-
1952 " " "	24	10
Total	232	116

that their demands were the increasing of the number of students of the Gordon College and the considerable extension of its curriculum to prepare the students for higher education on the one hand and to be sufficient in itself when necessary, on the other hand.<sup>22</sup>

The Government also realised the need for the extension of post-secondary education. The success which the School of Medicine had achieved was a direct motive leading those responsible to establish institutions of similar nature. As early as 1928 Mr. N. R. Udal, Warden of the Gordon College, stated that the desire for higher education in the Sudan had manifested itself in what he summed up as the fleeing of boys to Egypt, thier requests to be allowed to study at Beirut University at their own expenses, their enthusiasm for history and philosophy and their requests to form literary societies.<sup>23</sup> The Secretary for Education and Health agreed with him that the desire for higher education certainly existed and would increase and it was left for them to consider at what time and in

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 22. 'Al-Fajr (Arabic Magazine), Number 22, Vol. I, 16th June, 1935, p. 1022.

23. S.G., Central Records Office, Khartoum, Box  $\frac{17}{2}$ , 4, Law School and Advocate Ordinance.

what manner that this desire should be satisfied. He was of opinion that the whole question of the institution of post-secondary schools, agricultural and veterinary should be considered in the near future. Mr. C. W. Williams, Warden of the Gordon College, shared the same opinion and wrote a memorandum in 1932 expressing the view that it was better to provide more higher education soon rather than be forced to do so later on when they were less prepared. The solitary avenue of the Kitchener School of Medicine should be supplemented. The Sudan was an agricultural and pastoral country and avenues should, therefore, be opened for natives to be trained in agriculture and veterinary science. There were rich natives owning cattle and cotton schemes of different kinds who had very much liked to see their sons trained in modern methods of veterinary science and agriculture.<sup>24</sup>

The question of training the Sudanese for the legal profession had been under consideration by the authorities at different times since

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24. Ibid.

1928. In 1929 the Legal Secretary put proposals for establishing a Law School, and to justify his argument he stated that there were other considerations apart from opening avenues for Sudanese to administer civil and criminal justice. Provision should be made to enable natives to be trained for the Sudan Bar and Bench without having to go to England or Egypt for their qualifications. If training for the legal profession was not provided in the Sudan, the Sudanese would be forced to go abroad to obtain such qualifications. If they went to England they would imbibe other things besides the traditions of an honourable profession. If, on the other hand, they went to Egypt, their political outlook would be necessarily affected. If they did not make provision soon and in their own way, they might be forced to do it later in a way which they did not like. It was, therefore, felt necessary to provide local training to reduce the inducement of going abroad and to allow for a better chance of "instilling an honourable tradition and of steering the healthy and natural tendency along lines which are unobjectionable."<sup>25</sup> It was

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25. Ibid.

further thought that the Law School should be strictly limited in numbers and should not be regarded as a pathway to government employment. It was agreed that the control of the School should be in the hands of the Legal Department and that substantial fees should be fixed so that the cost should be approximately about two-thirds of the cost of training in Egypt.

In 1935 the Legal Secretary's office had accordingly submitted to the Governor-General's Council specific proposals for establishing the Law School, where advocates and judges would be trained, together with draft regulations. From the outset it was stressed that it was not the intention to flood the market with a supply of advocates in excess of the demand. It was thought necessary to make provision for the training of judges in such a school rather than relying on the promoted senior clerks, who had no technical qualifications, as was then in practice. It was decided to select a certain number of government officials and to second them to the School for training. At its 416th

meeting held on 28th February, 1935, the Governor-General's Council gave its provisional approval and noted that no publication of the proposal would be made until the necessary legislation had been passed.<sup>26</sup> The Council finally approved the Khartoum School of Law Order, 1935 together with the School of Law Regulations, 1935 at its 419th meeting held on 11th May, 1935. The first seven students commenced their course in 1936 and spent a period of two and a quarter years during which there were three examinations, entrance, intermediate and final. All the seven candidates passed the final examination in 1938. This was the first experiment in higher education in law in the Sudan. It was not more than a makeshift arrangement intended to give a short course of legal training to selected Sudanese students with a view to becoming future judges in Sudanese courts. With the emergence of the Higher Schools the first organised Law School came into being in 1940.

The 1932 Winter Committee recommended, among other things, the removal of vocational specia-

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26. Ibid.

lisation from the Gordon College course and the institution of post-secondary schools of Agriculture, Veterinary Science and Engineering.<sup>27</sup> This recommendation had drawn the attention of the Government to the need and feasibility of providing further facilities for post-secondary instruction based on vocational lines to build up a cadre of more responsible Sudanese officers especially in the technical services. For this end the recommendations of the 1935 Special Committee on the Technical Training of Sudanese, under the presidency of Mr. G. N. Loggin, carried on the work of the 1932 Committee.

In this connection it would be relevant to mention the efforts made in 1924 and afterwards by an advisory committee appointed by the British Government when it was pressed by missionaries to declare an official policy for education in Africa.<sup>28</sup> The advisory committee announced a brief and definite statement of British educational policy in the colonies, published as a White Paper in 1925. In

27. S. G., Annual Report of the Education Department, 1937, Khartoum, Introductory.

28. Ashby, E., African Universities and Western Tradition, London, O.U.P., 1964, p. 16.

1933 a member of the advisory committee, James Currie, produced a brief report calling for an "immediate and publicly announced programme" of university development in Africa. Tentative enquiries were made in 1935 by a sub-committee of the Colonial Office Advisory Committee as to the possibility of instituting higher education in Africa. The sub-committee "voiced the strong claim of Africans" to higher education in their own countries. They were of opinion that the existing higher institutions might be affiliated to a British University with a view to their ultimate development to university standard.<sup>29</sup>

The Special Committee on the Technical Training of Sudanese recognised the need for higher professional training in agricultural, veterinary, engineering and scientific subjects. They recommended the establishment of a School of Engineering<sup>30</sup> as a self-contained unit of the educational administration but subject to the control of a Board of Management with the

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29. S. G., Central Records Office, Khartoum, Box 1, 15 His Excellency's despatch of 1936, Memorandum of Expansion of Education.

30. In 1934 Mr. J. L. Souper Senior Lecturer in Engineering, proposed the initiation of post-secondary training in Engineering. The same proposal formed the recommendation of this

Director of Education as Chairman. It was to be a three years course for candidates who passed the final examination of the secondary course at the Gordon College. The full recurrent annual cost of the School attained in 1940 was estimated at £8,141. The initial capital cost estimated at £5,665 was considered reasonable for maintaining a steady flow of professionally trained native engineers.<sup>31</sup> They further recommended that professional training in agriculture and veterinary services should be maintained to the highest level which financial resources permitted. They visualised the opening of a School of Science, where preliminary common instruction would be given, to feed the professional and technical schools. Because the demand for professional and technical personnel did not warrent the heavy expenditure on such a school, they advised that advantage should be made of the Kitchener School of Medicine to provide the first year's training in science to candidates who would, in future, take up agricultural and veterinary appointments.<sup>32</sup>

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31. Ibid. p. 21.

32. Ibid. p. 8.

The Anglo-Egyptian Treaty of 1936, signed between the two contracting parties, maintained that "the primary aim of their administration in the Sudan must be the welfare of the Sudanese." Sudanese were to be given preference in government service over foreigners. The expansion of post-secondary education was, therefore, regarded as an aim to produce the qualified type of Sudanese to replace the foreign element. By the initiation of post-secondary courses the Government ensured the effective participation of the Sudanese in the central and administrative posts as prescribed by the Treaty.

Measures to put those proposals into effect were taken in 1937. The heads of Departments concerned agreed that the new post-secondary schools should follow the example of the Kitchener School of Medicine by keeping the candidates under strict supervision, and for this reason boarding facilities were provided. Tuition, board and lodging were free. It was intended that professional training should begin at a small scale and should be closely related to the need for the

trained product. The control of the School of Agriculture would be in the hands of the Director of Agriculture while that of the Veterinary School would be under the exclusive charge of the Director of the Veterinary Service. The Director of Education would keep in close touch with the scheme and would help with the selection of students and advise on their boarding, management and welfare.<sup>33</sup>

The visit of the De La Warr Commission in 1937 gave a strong stimulus to the complete re-organisation by which the Higher Schools should, in due course, attain university status. The Commission put emphasis on the organisation of post-secondary education to constitute the nucleus which would gradually develop into a university. They visualised the establishment of a university granting its own degrees of recognised validity. The first step towards this development would be the formation of a university college, not giving its own degrees, but training its students up to a good professional standard. To achieve this end the up-grading of the secondary section was

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33. Ibid. p. 20.

essential to enable the candidates to obtain the pre-requisite qualifications necessary for admission into the University College.

The projected University should have its own constitution providing for a Vice-Chancellor, Court, Council, Senate and Boards of Faculties.<sup>34</sup> It was suggested that the Director of Education, supported by a Council or Committee, representing various interests, should be entrusted with the administrative control and co-ordination of the various teaching departments already in existence or to be brought into being. Later with the development of a University College and the appointment of a Principal, an independent Chairman for the Council was thought advisable.<sup>35</sup> In each professional school there should be a head officer concerned with the students' progress and welfare. There should also be an Academic Board composed of heads of teaching departments with the Director of Education as Chairman. This should deal with various academic matters, to develop, in due course, into the Senate of the University.

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34. S.G., Report of Lord De La Warr's Educational Commission, Khartoum, 1937, op.cit., p. 26.

35. Ibid. p. 27.

Boards of Studies concerning themselves with academic matters were necessary to complete this organisation.

The provision of a new site for the secondary school was considered to be of primary importance for the realisation of the new development. The Commission, therefore, recommended the removal of the secondary section to another site so that the Gordon College building should in future accommodate as many as possible of the post-secondary courses to form component parts of an organisation of University College type.<sup>36</sup> They urged that the Government and the Governing Body of the Gordon Memorial College should give this matter full consideration so that the future University College might be centred in the Gordon College buildings providing accommodation for the administrative quarters, the Arts Department, the library, lecture rooms and some of the laboratories. The scientific departments could also be adequately housed. To promote the cultural development of the students of various Faculties, it was necessary

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36. Ibid. p. 23.

to provide hostel facilities where students could mix as freely as possible. The schools should be as closely as possible to each other and to the hostels.

Taking stock of the nature of advanced courses undertaken in the new Gordon College they envisaged a Pre-Professional Science course of one year to be taken by candidates, with matriculation qualification, wishing to take up medicine, agriculture, veterinary or Science teaching as a career. Such a year's work would be mainly of Intermediate standard, but eventually most of the Science Departments would be required to work to a full university standard.<sup>37</sup> Students who successfully passed the Intermediate standard would be allowed to proceed to professional courses. The Commission emphasised the importance of aiming at high academic standards and urged that no department should aim at a standard lower than that of a recognised British professional qualification. To achieve this goal, it was necessary that the size of classes should remain small especially during the early stages when the academic standard of

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37. Ibid. p. 36.

students was to some degree inadequate.

The Commission then went on to deal with the various departments forming the proposed Gordon College. Commenting on the course of Engineering taken at the secondary section of the Gordon College, they stated that it was only suited to the training of foremen required to fill such positions. They suggested that the post-secondary course in Engineering, designed to be of a three years duration, should be increased to four years to allow for sufficient practical and theoretical instruction to be included.<sup>38</sup> Students who obtained the Diploma in Engineering should be regarded as fully qualified and treated as such in matters of grade and promotion. They should be treated on equal terms as doctors and given chances for higher training abroad. The function of the Arts Department was the training of candidates selected from the secondary school on professional courses to become teachers, administrators and lawyers. The Commission referred to the suitability of sending abroad prospective secondary

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38. Ibid. p. 39.

school masters to study their special subjects. They noted that the establishment of an Arabic course in the Arts School had been recommended since their visit. They urged the authorities to consider seriously the possibility of establishing a School of Commerce as part of the new Gordon College. The Kitchener School of Medicine should also form a constituent part of the new organisation.

Finally, the Commission touched upon the important question of the standard of the College certificates and diplomas. - Students who successfully passed through these professional courses should be awarded diplomas which should receive full recognition locally. To ensure the high standard of these diplomas, external examiners should be associated with the College examinations. This was in fact an important step towards attaining full university status and degree-granting powers. If the degrees to be granted at Khartoum were to secure wide recognition as a qualification of university standard, it was essential that the authorities should face with patience the period

necessary to establish such high standards.<sup>39</sup>

At first the School Council might secure recognition of the local diplomas as exempting graduates from part or a full degree course. Later when a good standard was reached, it might be desirable to allow students to sit for external degrees or for the diplomas of other professional examining bodies abroad. The activities of the new Gordon College should include refresher courses for diplomates while post-graduate work should be encouraged. Outstanding students should be sent abroad for further studies.

In April, 1937 the Education Department invited 'Alī Bey al-Jārim, of the Egyptian Ministry of Public Instruction, to examine the standard and methods of teaching the Arabic language in the Gordon College and other schools.<sup>40</sup> To achieve a better and more efficient standard in the teaching of Arabic, it seemed essential to institute a Higher School specialising in the Arabic language and

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39. Ibid. p. 42.

40. S. G. Report of 'Alī Bey al-Jārim, of the Egyptian Ministry of Public Instruction, on the teaching of Arabic and the training of Arabic Teachers in the Sudan, 1937, (Translated from the Arabic) p. 7.

literature with courses and syllabuses similar to those in other oriental countries. Students should be selected from candidates who completed and passed the final examination in the Gordon College. This would ensure that they had reached a good standard of general education before embarking upon specialisation. It was recommended that the course of study should be of four years duration including the teaching of English as well, to enable the student preserve his previous standard and to be in touch with European culture when he became a teacher.<sup>41</sup>

It was suggested that Egypt should render educational assistance by appointing two of the best teachers, who graduated from al-Azhar and completed their education at Dār al-'Ulūm, to teach Arabic, Religion and the History of Islam. Then a third teacher, a graduate of Dār al-'Ulūm who completed his studies in England and who was well qualified in teaching methods should be added, to undertake the professional training

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41. Ibid. pp 4-5.

of students and to control the Arabic Teachers in the College. To ensure the continuation of the progress and success of the School, it was advisable that the appointment of the Egyptian teachers should continue until such time as the graduates of the School had possessed the necessary skill to qualify them for teaching in a higher school in an efficient manner.<sup>42</sup> The graduates of the School should be appointed teachers in the Intermediate schools and subsequently in the College and the Arabic Language Inspectorate of the Education Department. In support of the institution of this higher school for the training of Arabic Teachers, al-Jārim enumerated the advantages gained, chief among which, were the raising of the standard of teaching Arabic in all schools and the production of a class of students well qualified in the language, ready and equipped to help in the growth of a literary movement in the Sudan.

The further development of higher education for the next decade was necessarily based on the

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42. Ibid. p. 5.

recommendations of the De La Warr Commission. These recommendations together with those of 'Alī Bey al-Jārim were published in Khartoum at the end of 1937 and were thoroughly examined during the first months of 1938. The chief recommendation affecting the removal of secondary education from the Gordon College building received the approval of the Governing Body in October, 1938. The secondary school was removed from the College building so that the elements of a future university might be centred. The building would be required primarily for the accommodation of the Science School and the Arts Department, the nucleus of which would be a class for the training of Arabic teachers as recommended by al-Jārim. A reconstituted Law School and an Administration course to be developed from the Sub-Mamurs Training School would be closely associated with the Arts Department. The central organisation of the Higher Schools and the future University College would also be centred in the College.

Definite plans for the development of higher education were submitted by the Director of Education to the Governor-General's Council in June, 1938 as part of the 1938-46 expansion programme. At that time the Kitchener School of Medicine, the Law School and the Khartoum Veterinary School were already in existence. Plans for establishing the Schools of Agriculture and Engineering were already approved. The new plan put forward proposals for the establishment of a School of Science to serve as a preparatory for entry into the professional schools and the training of Science teachers and a School of Arts. Detailed estimates of the cost of these schools and their staffing were given. The Council approved these proposals in principle, authorised that measures should be taken to put this programme into effect forthwith, and declared that the rate of progress should not be retarded without its prior approval.

The plan was carefully carried out so that it was possible, between 1938 and 1940, to establish six post-secondary institutions all financed and administered by the Sudan Government. Their

establishment had made possible the removal of early specialisation from the Gordon College Secondary School curriculum and the introduction of the Cambridge School Certificate Examination. Vocational specialisation was, henceforth, taken over by these schools.

In January, 1938 veterinary training in the Sudan commenced with the opening of the small but well equipped Khartoum Veterinary School by the Sudan Veterinary Service, under Mr. W. H. Glanville, in the Veterinary buildings adjacent to the Gordon College block. A syllabus with a strong bias towards local needs was drafted and three students were selected to undergo a preliminary first year course of instruction in Chemistry, Physics and Biology in the School of Science.<sup>43</sup> Successful candidates would then be given a further three years' course in the Veterinary School. The students had also to spend several weeks of their vacation in organised tours in the Sudan under the supervision of Veterinary Inspectors in the provinces. During the

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43. S.G., Annual Report of the Veterinary Department, Khartoum, 1937, p. 28.

early days, teaching was carried out by the staff of the Veterinary Department on a part-time basis. It was planned that intake into the School should be biennial, but owing to the limited number of qualified students, it was not possible to put this into practice. This had very much limited the number of graduates so that since its establishment and until 1946, eight graduates were produced, three in 1940, three in 1943 and two in 1946.<sup>44</sup> When the School was integrated with the Gordon Memorial College in 1945, its staff were increased from one full-time lecturer and two part-time teachers in 1946 to four full-time lecturers in 1948 and eight in 1955. In 1949 the course of study was extended from three to four years to allow more intensive treatment of professional subjects and a larger measure of practical work in the field. Admission of students became annual as from 1952. In 1951 a start was made towards moving the School from Khartoum to its present premises in rural surroundings at Shambat, where the students could

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 44. Gardide, J. S., Veterinary Education in the Sudan (4), Bulletin of Epizootic Diseases of Africa, 3, 1955, p. 262.

have sufficient contact both with animals and the environment in which animals were to be found. Since 1945 the future development of the School was bound to go with the progress of the Gordon College which achieved full university status in 1956.

In September, 1938 the School of Agriculture began work at Shambat with Mr. G. H. Bacon as Principal. The establishment of such a school was previously proposed by Mr. R. K. Winter, Secretary for Education and Health, and Mr. M. A. Bailey, head of agricultural research, to be opened at the Gezira Research Farm. Buildings were erected at Wad Medani in 1937 but these were never occupied by the School. The first six students were selected after completing a two-year intermediate course in Biology, Physics and Chemistry and then given a three-year professional course in agriculture, agricultural sciences and agricultural engineering.<sup>45</sup> Vacation tours formed an essential part of the course to familiarise the students with the peasant farmer and with the

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45. McIlroy, R. J., Agriculture at the University of Khartoum, Nature, 179, 1957, p. 394.

traditional method and social life in rural areas. The first six students graduated in 1942 and were all absorbed in posts in the Department of Agriculture. Like the Veterinary School, the School of Agriculture was incorporated into the Gordon College in 1945. In 1951 and with the transformation of the Gordon College to a University College, it became the Faculty of Agriculture. To enable the students to acquire the necessary practical skill in methods of cultivation, a large experimental farm was provided. As a result of a strong recommendation by Principal D. Shilbeck, of Wye College, London, in 1950 the Government had leased 640 acres to the University in 1952 to be developed into the University Experimental Farm.

The School of Science was opened in January, 1939 with Dr. D. W. Cowie as Principal. Prospective medical, agricultural and veterinary students together with a class of twelve Science teachers were admitted. During 1939 the future Science teachers lived at Shambat taking their courses of study in the two schools. The early instruction given was limited and its content was adapted to

local needs. The School continued to give a two years' science course leading to leaving certificate standard until 1945 when the first three-year diploma course was started. With the emergence of the University College in 1951, it was found necessary to organise science teaching in such a way as to give a reasonable background for students who were to join the professional Faculties.

The School of Engineering was opened in January, 1939 with Mr. J. L. Souper as Principal. Seven students were selected from those who completed the Gordon College secondary course to pursue a three-year course in Surveying. In 1940 the diploma course was introduced and the period of study was extended to five years including the preparatory year spent in the School of Science. During the early years, instruction was confined to lectures and field work. The laboratories were not equipped owing to the difficulties of supply during the Second World War. After the end of the war this shortcoming, was, to some extent, met by sending the final year

students for practical courses in the Engineering laboratories at Fu'ād I University in Cairo.<sup>46</sup>

In 1947-48 equipment was obtained for Electrical Engineering and Strength of Materials laboratories and a new building was erected for the Heat and Engines and Hydraulics laboratories. By 1952 the laboratories were fairly advanced to allow for more practical instruction to be carried out.

In January, 1940 the School of Arts was opened under the Principalship of Mr. W. M. Farquharson-Lang, with a class of Arabic Teachers and the re-constituted Law School with an extended course of four years in Shari'a' and civil laws. In 1943 a Language Teachers Section was started giving a three-year diploma course in English and Arabic languages and their literature. This section was closed after the graduation of its first entrants. General courses of two years duration in Arts subjects were simultaneously given. A three years diploma course in History, English, Arabic and Geography was started in 1944. Students who completed the Arts course proceeded to the Institute of Education at Bakht er Ruḍa for training as

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46. Hendry, A. W., Faculty of Engineering, University College of Khartoum, Sudan Engineering Society Journal, 1954-55.

teachers, or to the School of Administration and Police. (See the next paragraph).

During 1940 discussions took place between the Civil Secretary and the Director of Education on the opening of a class of administration, designed to train future provincial administrators, as a section of the School of Arts. This was decided upon and the first selection for this course was made at the end of 1940. Candidates started their training in 1941 at the end of which they were admitted to the School of Arts to pursue a two-year general course with another selected group in 1942.<sup>47</sup> This section developed to from the School of Administration and Police which provided a one-year course of professional and technical instruction pertaining to Sudan Government administration. Owing to the increasing specialisation of police work, a School of Police was opened at Omdurman for the training of police officers. When, therefore, this School became part of the Gordon College in 1945, it dropped its police section in 1948 and was then known as the School of Administration. In 1948 the law classes

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47. Gordon Memorial College, Report and Accounts, to 31.12.1941, p. 14.

were transferred from the School of Arts to the School of Administration and Law so formed at the beginning of that year.

In 1942 the total number of students in the Higher Schools was 148, divided among Schools as follows:-<sup>48</sup>

School	No. of Students
School of Arts:	
Law	11
Arabic Teachers	11
General Teachers	15
Administrators	20
Total	57
School of Engineering	17
School of Science	38
School of Agriculture	12
Veterinary School	3
Kitchener School of Medicine	21
Total	148

In 1947 a School of Design was formed as part of the Gordon Memorial College to train the Art teachers needed by the Education Department and to help in the

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48. Gordon Memorial College, Report and Accounts, to 31.12.1942, p. 8.

general advancement of culture, both in the College, and in the Sudan in general.<sup>49</sup> As in other Higher Schools, the students admitted were to be holders of a School Certificate. But during the early years it was necessary to accept some students who were not holders of that certificate in order to attract a sufficient number of those with the necessary talent in Art. In such cases the College imposed a special test to ensure that those selected were of adequate standard. As it was not found possible to find sufficient entrants with the normal School Certificate qualification, it became necessary to institute a special certificate course for the majority, thereby acknowledging that the School was below University College level. Because it seemed difficult to raise its standard to that level, the School was transferred from the College to the Khartoum Technical Institute in 1951.

In January, 1945 the Schools of Agriculture, Arts, Administration, Engineering, Science and Veterinary Science (the School of Medicine was not included) were integrated to form one independent

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49. University of Khartoum, Central Registry Archives, Gordon Memorial College, Minutes of the 10th Meeting of the Council held on 14.12.1948.

non-government institution which "inherited the name, endowments and buildings of the Gordon Memorial College." The Kitchener School of Medicine was excluded because it was not a Government School, like the other Higher Schools, but an independent institution with its own constitution, Board of Management and endowments.<sup>50</sup> It had already established its reputation, and its diplomas were recognised outside the Sudan. There was already a link between the School and the College in the person of the Principal of the College who was also Chairman of the Board and of the Executive Committee of the Kitchener School of Medicine. It was thought that its incorporation into the College should be considered later in the light of the Report of the Asquith Commission.

This step was taken in an attempt to put into force the recommendations of the De La Warr Commission in order to step up the development of higher education. In 1942 the Governor-General in Council had, therefore, appointed the Higher Schools Advisory Committee to advise on the steps to be taken to establish the Gordon Memorial College. In this

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50. University of Khartoum, Central Registry Archives, Gordon Memorial College, Minutes of the 1st Meeting of the Council held on 15.11.1944.

respect the Advisory Committee was assisted by Mr. C. W. M. Cox, who previously held the post of Director of Education in the Sudan, but at the time was Advisor on Education to the Secretary of State for the Colonies, and two members of the Asquith Commission on Higher Education in the Colonies.<sup>51</sup> The Advisory Committee also discussed its plans with a representative group of seven Sudanese in October, 1943. The plans for such development secured the agreement of the Executive Committee of the Gordon Memorial College in London and of the Governor-General in Council. As an important measure the Advisory Committee recommended the appointment of Dr. J. D. Tothill as Principal and this was approved both by the Governor-General and by the Gordon Memorial College Executive Committee. The Trustees and Executive Committee, at their meeting in London on 16th May, 1944, delegated to the Council of the Gordon Memorial College the local management of the College to be formed by the amalgamation of the Higher Schools.

The formation of the Gordon Memorial College was further made possible by the financial aid

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51. Ibid.

received from the Sudan Government. In 1946 the British Government made a gift of £2,000,000 sterling to the Sudan in recognition of its effort in the Second World War in the allied cause.<sup>52</sup> The Sudan Government devoted half of the two million pounds grant to the College as an Endowment Fund. The Government also contributed ££40,000 to the Endowment Fund and granted the College half a million pounds for erecting new buildings. In 1959, owing to the difficult financial situation in the Sudan, the Council of the University of Khartoum agreed to liquidate the One Million Endowment Fund, by allowing its sale, so as to raise the necessary funds for development and normal consolidation. The proceeds from its sale were to be used in supplementing the Government's Grant-in-Aid to the University. As for the original Gordon Memorial College Trust Fund, it was agreed in 1956 when the University of Khartoum was established, that the income accruing from it should be used to finance the Gordon Memorial Scholarship to be awarded to graduates of the University to enable them to study in the United

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52. The Sudan, A Record of Progress, 1898-1947, Khartoum, 1947, p. 24.

Kingdom.<sup>53</sup>

Every effort was made to raise the status of the College. In this the College benefited much from the Asquith Commission's Report which had far reaching effects on its future administrative and academic organisation. The Asquith Commission was appointed by the Secretary of State for the Colonies in August, 1943 to "consider the principles which should guide the promotion of higher education, learning and research and the development of Universities in the Colonies; and to explore means whereby universities and other appropriate bodies in the United Kingdom may be able to co-operate with institutions of higher education in the Colonies in order to give effect to these principles."<sup>54</sup> The Sudan which was then subject to the Condominium rule, did not come under such terms of reference but its Government had invited the Commission to extend its recommendations to it. In general, the Commission urged the establishment of universities as soon as possible by the immediate setting up of university colleges not empowered to grant degrees. It was

53. University of Khartoum Calendar, 1964-1965, Government Printing Press, p. 69.

54. Report of the Commission on Higher Education in the Colonies, Presented by the Secretary of State for the Colonies to Parliament by command of His Majesty. June, 1945.

difficult to foresee the period for which university college status should last, but securing university recognition depended on the efficiency of the staff of these institutions to carry out teaching and research and the extent of their contribution to human knowledge.<sup>55</sup> One of the main recommendations made by the Commission was the institution of an Inter-University Council to be charged with the task of co-operating with existing Colonial universities and of fostering their development in their advance to university status. It should keep close links with them through regular visits of its members and should give help when needed in matters of staffing and equipment. It should also give advice in matters of academic policy to Colonial institutions. Referring to the composition of the Councils governing these institutions, the Commission proposed that one or two seats should be filled by the Inter-University Council.<sup>56</sup>

The Commission paid tribute to the system of granting diplomas adopted by the Gordon Memorial

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55. Ibid. pp 26-27.

56. Ibid. p. 36.

College in so far as it provided a basis upon which a degree system could later on be built. The system further provided a chance for the free planning of courses, the adjustment of curricula to local needs and the conduct of the examinations by the local staff. During the period of transition from College to university status, the Commission recommended that the Colonial Colleges should enter into a scheme of 'special relationship' with London University whereby the students would be awarded their external degrees. London University had agreed to negotiate with the Colleges concerned that while such a scheme maintained the standard of the London degree, the content of syllabuses and examination requirements were to be adapted to meet local conditions.

At its 3rd meeting held on 8th December, 1945, the Council of the Gordon Memorial College considered the recommendations of the Asquith Commission's Report and unanimously agreed to seek a temporary connection with London University and the Inter-University Council (when formed) to enable the College at a later date to

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reach independent university status.<sup>57</sup> Apart from the facilities which would be provided by the Inter-University Council, the academic standard of London University was higher than any Near Eastern University. But it was of great importance that this connection should not impair the closest possible relations with Universities of the Near East from which the College could also derive much benefit. The Council, therefore, decided that it should be made clear that the connection was a temporary one made only with the object of enabling the College to achieve independence as a Sudanese University. Every care should be taken to safeguard the Sudanese character of the College, and the necessary adaptations to local needs should be preserved both in academic and other spheres. As recommended by the Asquith Commission the Inter-University Council appointed Professor Lillian Penson and Professor T. H. Davey to the College Council.

Since its establishment in 1945 every effort had been taken to raise the standards of the College.

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57. University of Khartoum Central Registry Archives, Gordon Memorial College, Minutes of the 3rd Meeting of the Council held on 8.12.1945.

In this the College was immensely assisted by the visit of Professor Lillian Penson in 1945, and her report became the basis of subsequent progress. The task of her visit was primarily to discuss with the authorities the developments and changes which would be needed if the College was to become a University College with courses leading to degrees.<sup>58</sup> Her report, which was chiefly based on the Asquith Commission's Report, had touched on almost every activity in the College. The Asquith Report recommended that the proportion of the academic staff to the total membership of College Councils should not be less than one third. Professor Penson's report suggested that not less than five members elected by the academic staff, would be desirable, in addition to the Principal. This would ensure close co-operation between the Council and the academic body and the proper control of academic policy by the staff.<sup>59</sup> The Asquith Report emphasised the urgent need of the Colleges concerned for establishing "an academic body, composed of its

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58. University of Khartoum, Central Registry Archives, Report for the Council of Gordon Memorial College by Professor Lillian M. Penson of London University.

59. Ibid, p. 3.

teachers, holding regular meetings, keeping proper records of its proceedings, capable of formulating academic policy, and of entry into direct relations with the appropriate bodies within the University." Professor Penson recommended that Gordon Memorial College Board should be reconstituted so as to provide for the full control of academic policy. It should consist of the Principal (ex-officio Chairman), the Deans of Faculties, the Heads of Departments and representatives elected by the other teaching staff. It was further recommended that Boards of Studies should be reconstituted so as to include all regular members of the teaching staff, and in addition a minority of experts.<sup>60</sup>

As it was impossible at the time that all entrants to the College should have attained the standard known as "matriculation exemption," it was recommended that a preliminary course of one year for all students should be introduced as from January, 1947 to enable the entrance requirements of London University to be met. At the end of the preliminary year an examination would be held as a basis for

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60. Ibid. p. 4.

students entering degree courses and examiners from London University would be invited to assist in the conduct of this examination. To enable University College standards to be achieved and to begin courses in 1947, Professor Penson recommended that the staff of the College should be increased by eight posts before January, 1947. Provision should be made for regrading the College staff and for this reason, deans, readerships and senior lectureships should be created. Chairs should be established in due course. Promising members of the staff should be encouraged either by sending them on courses abroad for further training or by giving them temporary academic appointments at Universities elsewhere.<sup>61</sup> To enable Sudanese to become members of the teaching staff, promising graduates should be sent to approved universities or research institutions for further training of not less than two years.

Visitors of recognised standing in the University world should be encouraged to visit the College, from time to time, to advise on various academic matters.

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61. Ibid. p. 12.

Active steps should be taken to build up the library. The Library Committee should be reconstituted under the Chairmanship of the Principal with the Librarian as Secretary. Its members should be elected by the Academic Board or on the basis of representatives of the Boards of Studies. It would be of great advantage if one or two members of Council were included.

Professor Penson's report was considered by an ad hoc committee consisting of the Principal, the Legal Secretary, the Financial Secretary, the Civil Secretary and the Director of Education. It was then submitted to the Gordon Memorial College Council at its 4th meeting held on 13th April, 1946 where all these recommendations were approved.<sup>62</sup>

In the meantime Professor Penson negotiated with the authorities of London University on arrangements necessary if London degree courses were to be provided. At their meeting held in June, 1946 the Senate of the University of London accepted the proposal of Gordon Memorial College that the College should be associated with the University of London.

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62. University of Khartoum, Central Registry Archives, Gordon Memorial College, Minutes of the 4th meeting of the Council held on 13.4.1946.

In subsequent years the College achieved substantial progress. A building programme for the College's long-term needs was prepared and Mr. W. G. Newton submitted a lay-out plan for the buildings designed to accommodate eventually 500 to 600 students. There had been a large increase in new posts filled by teachers of University experience. Research work was started, curricula were adjusted and a preliminary year was introduced. The constitution of the Gordon Memorial College was remodelled in such a way as to give to the Academic Board the functions of a University Senate. The result of these developments was the association of Gordon Memorial College with London University and the introduction of degree courses in January, 1947.

The aim to achieve University College status had been constantly kept in mind by the College authorities. A document<sup>63</sup> to this effect was sent by the Secretary of the Inter-University Council to the College authorities. The letter ran:

"The Inter-University Council has been giving consideration to the question of the time at which Colonial institutions should adopt the title  
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63. University of Khartoum, Central Registry Archives, Gordon Memorial College, Agenda of the 8th Meeting of the Council held on 9.12.1947.

"University College." The Council felt that there ought to be some general understanding on this matter, and decided to recommend to the Secretary of State for the Colonies that the title should be adopted by a Colonial college only:

- (a) when that College has fulfilled the requirements for entering into special relations with the University of London for courses leading to degrees, and
- (b) after consultation with the Inter-University Council.

This recommendation was communicated to the Colonial Governments concerned, and all agreed to accept this as a general guiding principle.

The Council has now given further consideration to this question of the title in relation to Gordon Memorial College, and has instructed me to write to you to say that as Gordon Memorial College has now fulfilled the requirements for entering into special relations with the University of London for courses leading to degrees, the Inter-University Council cordially approves the adoption of the title "University College" by Gordon if in the view of the College authorities this would be appropriate".

The Gordon Memorial College Council had, however, at its meeting held on 9th December, 1947 decided that in view of the fact that no students of the College had yet obtained a University degree, it would be premature to adopt the title "University College," and agreed that there should be no immediate change in the existing name.

At its meeting held on 23rd March, 1948, the Gordon Memorial College Council unanimously passed a resolution whereby the College should aim at the earliest possible date in arriving at University status and the award of its own degrees. They appreciated the fact that this programme would necessarily involve increased staff and expenditure but hoped that the Sudan Government would sympathetically consider its needs when time came.

In 1949 the desirability of passing legislation whereby the College would be legally incorporated was greatly felt. Such legal incorporation would also provide an opportunity for revision of the constitution. It was further felt that the separation of the Medical School from the other schools

comprising the Gordon Memorial College was likely to impede the future development of University education in the Sudan. Both institutions were not endowed with the statutory powers which were regarded as necessary for constituting academic independence. A Bill was, therefore, necessary to constitute the College as a statutory public corporation vested with legal powers. The basis of the Bill was drafted by a drafting committee consisting of Sayyid Ibrāhīm Aḥmad, Sayyid Mirghani Ḥamza, Mr. T. H. B. Mynors, Mr. I. Vair-Turnbull and the Principal, Mr. L. C. Wilcher. It was then discussed and amended in detail by the Standing Committee of the Gordon Memorial College and submitted to Council for ratification. The name of the College had been the subject of considerable discussion. The drafting committee suggested two possibilities - "the University College of Khartoum" and "Gordong University College (Khartoum)" and expressed the tentative opinion that the former would be the more appropriate in the event of the union of the Gordon Memorial College and the Kitchener School of Medicine. At its meeting held on 4th

April, 1950, Council agreed that the name of the new institution should be "The University College of Khartoum."<sup>64</sup> At its fifteenth meeting held on 3rd April, 1951, the Gordon Memorial College Council approved the draft College Bill and noted that it had been considered by the Executive Council and that it would be laid before the Legislative Assembly for final approval. It was agreed that the appointed day should be the 1st of September, 1951.

The Ordinance establishing the University College of Khartoum, therefore, came into effect as from 1st September, 1951. It brought together the Gordon Memorial College and the Kitchener School of Medicine into a single statutory public corporation vested with legal powers. Its enactment was a major step towards hastening the creation of an autonomous University of Khartoum. The University College continued to enjoy the privileges of 'special relationship' with the University of London.

Soon after this legal incorporation, a beginning was made in the creation of Chairs in the various departments. The Council of the University College approved the creation, with effect from July, 1952,

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 64. University of Khartoum, Central Registry Archives, Gordon Memorial College, Minutes of the 13th Meeting of the Council held on 4.4.1950.

of Chairs in Arabic, Civil Law, Islamic Law, Chemistry and Mathematics.<sup>65</sup> The staff of the Medical Faculty was strengthened by the creation of Chairs and the appointment of full-time lectures. The Sudan Government agreed to meet the cost of twelve senior posts and to make them effective as from July 1952. During 1952, 28 new appointments to the academic staff were made. The Medical Faculty recruited seven professors and three senior lectures. As a result of these new appointments the professorial staff grew from 5 to 17. The number of students grew steadily from 148 in 1942 to 514 in 1952. At their first attempt at the London General B.A. and B.Sc. examinations at the end of 1950, seven out of nine candidates passed.

The University College continued to make steady progress thanks to the financial help received from the Sudan Government. For the first time in its history, the College entered, as from 1st July 1953 upon a new triennium in which the Sudan Government's contribution to the College's maintenance was made on a triennial block grant-basis. In the twelve months starting July 1952, the total cost of the University

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65. The University College of Khartoum, Annual Report, 1951, p. 11.

College amounted to some £E 390,000, of which approximately £E 250,000 was Government grant-in-aid and £E 23,000 Government bursaries. In 1952 Council approved the estimates of the Triennium 1953-56 and it was thus possible to provide for the uninterrupted development and consolidation of existing faculties, and for a steady increase of students by about 100 each year. The estimates approved by Council allowed for expenditure in the following manner<sup>66</sup>:-

YEAR	Total estimated Expenditure £E	Grant-in-aid required £E	Estimated Government bursaries £E	Estimated number of students
1953-54	428,482	318,674	44,400	592
1954-55	432,770	334,139	52,200	694
1955-56	451,539	347,091	57,450	766

When Dame Lillian Penson visited the University College in 1953, she was impressed by the progress achieved by the College especially by the expansion of the staff in the Faculty of Medicine. Addressing the University College Council at its 4th meeting held on 7th April, 1953, she felt that the College should consider in the fairly near future breaking the

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66. The University College of Khartoum, Report and Accounts, to 31.12.1953, p. 15.

connection with London University and aiming at independence. She felt most strongly that this break should come early rather than late, and when this took place provision should be made for the development of post-graduate work and the institution of higher degrees.

Council had, however, at its 6th meeting in April 1954, passed a formal resolution expressing the intention of the College to seek full university status by 1st July, 1955 or as soon as thereafter as possible.<sup>67</sup> Further academic details involved would be worked out by the Faculty Boards and the Academic Board. Meanwhile negotiations would take place with the University of London in order to preserve some sort of relationship between the two Universities. On the unanimous recommendation of the Academic Board, the decision was taken finally by Council on 10th February, 1955 to seek full university status for the College. A draft Bill to this effect was, therefore, prepared.

In June 1956 both Houses of Sudanese Parliament

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67. University College of Khartoum, Gazette, Vol. I., No. 3, September, 1954.

passed a Bill conferring full University status on the College. The Bill 'received the assent of the Supreme Commission in which the powers of the Presidency of the Sudanese Republic were vested'. The University College became an independent University on July 24th, 1956, 'the date fixed by the Supreme Commission as the "Appointed Day".' This development received the cordial approval of the Executive Committee of the Gordon Memorial College and the Kitchener School of Medicine. By the passing of the University Act, the special relationship with London University had formally come to an end. But as a special measure, a transitional period had been agreed upon to enable the students already registered for London degrees to complete their courses.

#### The University of Cairo (Khartoum Branch)

The history of the University of Cairo (Khartoum Branch) is fairly recent. In 1953 the Sudan Government approached the authorities in Egypt with a view to establishing an institute of higher education to cater for Sudanese boys leaving Egyptian Secondary Schools in the Sudan. This would save such boys the

usual journey to Egyptian Universities to complete their education. Apart from fostering cultural relations between the two countries, such an institution would remove some of the obstacles which normally met Sudanese graduates of Egyptian Universities on returning to the Sudan. One of these was the qualifying examination in Law which Sudanese graduates of Egyptian Law Faculties had to pass in order to qualify for the Sudanese Bar. This proposal was put before the authorities of the University of Cairo for consideration. It was approved by the University Council and measures were taken soon after to put it into effect.

A letter<sup>68</sup> dated 1st September 1955 was sent by the Minister of Education in the Sudan to the Minister of State for Sudanese Affairs in Egypt giving the Sudan Government's final approval for the University of Cairo to open a branch for evening classes in Khartoum as from 1955. The Branch would comprise three departments of Arts, Law and Commerce as a nucleus for future faculties, subject to the following provisions :-

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 68. University of Cairo, Cairo, Vice-Chancellor's office, File No. 106/2/29. (in Arabic).

- (a) That the Sudanese Ministry of Education should be enabled, whenever necessary, to have access to the future faculties with a view to making itself acquainted with their courses of study.
- (b) Laws of the Sudan should be taught in the Faculty of Law together with other legal studies, so that Law graduates should in future avoid sitting for the qualifying examination and get rid of such obstacles that made it difficult for them to join the legal profession in the Sudan.
- (c) French language should be taught in the Faculty of Arts because of the great need in the Sudan for studying another foreign language, in addition to the English language.
- (d) An Advisory Council should be formed to give advice to the University of Cairo Council on academic matters pertaining to the Khartoum Branch such as curricula, discipline and entrance requirements. Its membership should include one-third of the teaching staff of these departments

and other Egyptian educationists in the Sudan as well as two-thirds of Sudanese connected with higher education.

The Minister of Education further hoped that the authorities in the Branch might in future be able to arrange for the accommodation of students particularly those who came from places outside Khartoum.

On 21st September 1955, a republican decree was issued for the formation of a branch of the University of Cairo in the City of Khartoum. In pursuance of this decree, three departments of Arts, Law and Commerce were established as part of the University of Cairo. The decree gave the University Council the right to open other departments as part of the Cairo Faculties, if that was necessary.

In October 1955 the Egyptian Government had, therefore approved the sum of £E 70,000 to be spent by the University of Cairo on the Branch until June 1956.<sup>69</sup> The sum of £E 10,000 was further approved for building up a library. At present the Library contains more than 40,000 volumes. The required staff were seconded and the Branch was opened on 15th

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69. Ibid.

October, 1955 in the building of the Egyptian Secondary School in Khartoum.

Dr 'Abdul 'Azīz al-Sayyid was appointed first Vice-Rector for the Branch. He took responsibility for its administration and progress during the first four years. On 3rd June, 1959, he was succeeded by Dr Ḥussein Fahmi. The Vice-Rector is (ex-officio) Chairman of the Branch Council, a member of the University of Cairo Council and of the Supreme Council of Universities. During the early years, the Vice-Rector assumed the functions of Deans and Faculty Boards. This continued in practice until 1962 when Deans for Faculties of Arts and Commerce were appointed.

In 1959 each department completed its four years. It was then thought necessary that these departments should become independent. By a republican decree issued on 17th March 1959, these departments became independent faculties annexed to the University of Cairo.

A republican decree issued in 1959 had provided for the formation of a Branch Council and an Advisory

Council.<sup>70</sup> The Council was to be composed of the Vice-Rector (Chairman) and Deans of Faculties. Its function was the consideration of matters pertaining to the Branch before their submission to the University of Cairo Council. The decree had delegated to the Branch Council the powers of the Cairo Council in the internal administration of the Branch especially in the organisation of courses, lectures and practical work, organisation of examinations and appointment of examiners, the local secondment of academic staff and the provision of social facilities for students.

The agreement between the United Arab Republic Government and the Sudan Government provided for the formation of an Advisory Council to be appointed by the Sudanese Ministry of Education to submit to the University of Cairo Council recommendations on educational matters relating to the Branch. Representatives of the Sudan Government were the Director of Education, the Chief Justice or his representative, the Vice-Chancellor of the University of Khartoum, the Attorney-General, Assistant Director of Education for Administration, Assistant Director of Education for -----

70. University of Cairo, Cairo, Vice-Chancellor's Office, File No. 2388 dated 27.9.1965 (unpublished material), Report on the University of Cairo, Khartoum Branch, 1958/59 - 1963/64. (in Arabic).

Cultural Relations, the Principal of Khartoum Technical Institute and the Controller of the Department of Religious Affairs . Representatives of the Branch University were the Vice-Rector (Chairman), Deans of the Faculties of Arts and Commerce and a member of the teaching staff of the Faculty of Law. The Advisory Council was to hold meetings by invitation of the Chairman at least twice every year.

The Khartoum Branch adopted the same conditions of entry into Egyptian universities for admission into its faculties. In accordance with a request from the Sudanese Ministry of Education, the Supreme Council of Universities agreed that a credit in Arabic language obtained in the Sudan School Certificate or its equivalent should be considered one of five credits obtained in other approved subjects for the purposes of admission into the Branch University. Further, in accordance with a recommendation of the Branch Council, the Cairo University Council agreed to admit candidates obtaining certificates from the Omdurman Ma'had (religious institute) and similar religious institutions in the Sudan, into

the Arabic Department of the Faculty of Arts. This was approved with the proviso that such candidates passed a written and oral examination in Arabic and Religion, and a written examination in History and Geography on a level equal to the Secondary School Certificate.<sup>71</sup>

The Faculty of Arts consists of four departments of Arabic, Geography, History and Social Studies. The Faculty of Law comprises three departments while the Faculty of Commerce comprises four departments of Accountancy, Mathematics, Insurance and Statistics, Business Administration and Economics. In addition to the prescribed courses following those of Egyptian Universities, special attention is given to Sudanese and African studies. In the Faculty of Arts Sudanese literature, Historical Geography and History of the Sudan are taught. Laws of the Sudan are taught in the Faculty of Law. The Faculty also seeks the assistance of Sudanese part-time lecturers from time to time. In the Faculty of Commerce, Sudanese Laws of Taxation are taught. Extensive field work pertaining to the study of Sudanese Society is carried out by students of various Faculties.

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71. Ibid.

It is of interest to note that at present the Branch University does not embrace any Science faculties and has no provision for post-graduate work and research, or higher degree courses. It offers evening classes only with courses following the pattern found in other Egyptian Universities. It makes use of temporary buildings and is not residential. University life known in residential universities is, therefore, lacking.

In 1962 a republican decree was passed by which education in the United Arab Republic was made free including University stage. Accordingly, education in the Branch was made free as from the academic year 1962-63.

At the opening of the Branch in 1955-56 there were 268 students in the three departments. The number continued to increase steadily to 422 in 1956-7, 622 in 1957-58 and 814 in 1958-59.<sup>72</sup> In 1959-60 the number reached 1043 consisting of 968 men students and 75 women students. The following table<sup>73</sup> shows the number of students in the Branch from 1955 to 1964. The number had increased more than eight times as much since its establishment.

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72. University of Cairo (Khartoum Branch) Calendar, 1959-1960, Cairo, 1959, p. 21 (in Arabic).

73. University of Cairo (Khartoum Branch) Calendar, 1959-1960, Cairo, 1959, p. 21 (in Arabic).

Academic Year	Faculty of Arts No. of students	Faculty of Law No. of students	Faculty of Commerce No. of students	Total No. of students
1955-56	39	130	99	268
1956-57	114	157	151	422
1957-58	202	213	207	622
1958-59	288	261	265	814
1959-60	328	338	377	1043
1960-61	249	356	503	1208
1961-62	368	400	550	1318
1962-63	391	508	672	1571
1963-64	541	588	731	1860
1964-65	766	701	767	2234

The Branch produced a total of 814 graduates between 1958 and 1964 divided among faculties as follows :-<sup>74</sup>

YEAR	Faculty of Arts No.of graduates	Faculty of Law No.of graduates	Faculty of Commerce No.of graduates	Total - No. of graduates
1958-59	14	17	11	42
1959-60	33	16	12	61
1960-61	45	21	26	92
1961-62	60	36	56	152
1962-63	69	49	54	172
1963-64	58	33	69	160
1964-65	62	17	59	138
TOTAL	341	189	287	817

The future of the Branch depends much on the United Arab Republic Government and the University of Cairo Council. It remains to be seen if the present shortcomings can be remedied, especially the absence of research which is normally considered

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74. Ibid.

a vital part of University activity.

The Islamic University of Omdurman:

The third institution of University status in the Sudan is religious and Islamic in character. Although the Bill for its legal constitution had still in 1966 to be passed by the Constituent Assembly, nevertheless it had been functioning as an Islamic University for the last two years. The history of the Islamic University of Omdurman could be traced back to the early years of the Condominium.

In an attempt to preserve the traditional character of education, Sir Reginald Wingate took the first step in forming a Board of 'Ulamā' (religious scholars) in 1901.<sup>75</sup> The Board which consisted of ten Sudanese religious scholars was under the presidency of Shaikh Muḥammad al-Badawī who thus became the first president of the 'Ulamā' (Shaikh al-'Ulamā') in the Sudan. Its function was to advise the Government on religious matters, to preserve Islamic tradition and to promote religious education in the Sudan. Members of the Board opened

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75. Ministry of Education, Khartoum, Omdurman Ma'had Magazine, January, 1963, p. 128. (in Arabic).

their houses for the teaching of Islamic subjects and were the first men to pave the way for future organised religious education. When the first president died in 1911, the Government appointed Shaikh Abū'l-Qāsim Aḥmad Hashim, a Sharī'a qāḍī, in his place. When Shaikh Hāshim took over in 1912 he persuaded the Government to allot the land around the old morque in Omdurman for the building of an organised school to undertake the teaching of religious education. A subscription list was opened and money was collected from various parts of the country. A new system was introduced in 1912 by the opening of al-Ma'had al-'Ilmī (Academic Institute) in Omdurman. A Board consisting of three 'ulamā' was formed for the administration of the new institution.<sup>76</sup> The Board acted under the authority of the Legal Department through the Legal Secretary.

Teaching was divided into three stages, intermediate, secondary and higher. After the successful completion of each stage, pupils were awarded certificates and transferred to the next stage. The intermediate stage led to the shihāda awwaliyya (elementary certificate) the secondary to shihāda

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ahlīyya (Secondary Certificate), the higher to shihāda ‘ālimīyya i.e. a student became an ‘ālim or scholar. A timetable, following that of al-Azhar in curricula and text-books, was set and classes were held in circles. Teaching was carried out by the members of the Board of ‘ulamā’ and some of the graduates of the new institution. The traditional character of the old system was maintained, old books were studied, traditional methods of teaching were exercised and no age limit was fixed for pupils joining the new institution. Nevertheless the new Ma‘had contributed a lot to the promotion of Islamic culture in the country.

For the first time in its history all classes in the Ma‘had became complete in 1924. In that year, too, the Higher Section of the Ma‘had produced its first three graduates. This represented the first attempt for the creation of a religious institute of higher education in the country, thanks to the financial aid given by the Sudan Government and the benevolence of many Sudanese and Egyptian individuals. A few posts were opened for the suitable type of these graduates as clerks in the Muḥammedan courts or

teachers of Arabic and Religion in the intermediate schools. But on the whole no specific employment was made available for them throughout the Condominium period.

In 1932 Shaikh Aḥmad Muḥammad Abu Diqn succeeded Shaikh Hashim as president of the 'ulamā'. For financial reasons many of the pupils were forced to discontinue their education after completing the secondary stage to find employment to support their families. Shaikh Abu Diqn had directed judges of the Muhammedan courts to open subscriptions for establishing religious institutions in the provinces. Graduates of the Higher Section were absorbed in these institutions and those who were unable to continue their studies were allowed to sit for the 'ālimīyya certificate as private candidates.<sup>77</sup> Although this led to the spread of Islamic culture, at the same time it prejudiced the academic recognition of the 'ālimīyya certificate.

On the recommendation of the Advisory Council for the Northern Sudan, the Government decided to

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77. Ibid, pp. 32-33

introduce the necessary reforms in the Ma'had with a view to improving its syllabuses, methods of teaching and conditions of service of the teaching staff. This step was taken during the presidency of Shaikh Abu Shāma 'Abdel-Maḥmūd who succeeded Shaikh Abu Diqn in 1943. With this object in view the Government appointed a committee in 1948 to suggest ways and means for such reform. The Committee unanimously agreed that comprehensive reform should be carried out by the adoption of five measures.<sup>78</sup> Syllabuses should be reformed by the introduction and expansion of modern subjects such as English, Geography, History, Mathematics and General Science. This should begin with the intermediate stage, then the secondary and last the higher. Courses of study should strictly follow that of al-Azhar. To enable this to be carried out, specialised teachers in various subjects should be provided in the same way as in Government schools. Teachers of Arabic and religious subjects should be graduates of the Higher Section of the Ma'had or of al-Azhar University. To provide specialised training, two colleges should be

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78. Ibid, pp. 34-35

established in the Higher Section, one for Arabic studies and the other for Islamic studies. In conclusion the committee decided that a Higher Council should be formed to be responsible for the general administration of the Ma'had.

With this end in view the Higher Council of the Ma'had was formed in 1948 under the Chairmanship of the Grand Qādi. The Mafti, the Shaikh of the Ma'had and the Head of Department of Islamic Law in the Gordon Memorial College were ex-officio members. Two members were to be nominated by the 'ulamā' in the Ma'had, one member was to be appointed by the Legal Secretary and another by the Director of Education. Four members were to be appointed by the Advisory Council for the Northern Sudan on the recommendation of the Minister of Education, and five members were to be elected by the Higher Council. Its membership included one of the graduates of the Ma'had.

The subsequent progress of the Ma'had was largely due to the efforts taken by the Higher Council. The Higher Council decided that 150 pupils should be admitted to the intermediate stage of the Ma'had

in 1949 to form the nucleus of the new organisation. These would finish their four years course in 1953. Pupils would then be selected to the secondary stage in 1953 for a five years course to be finished in 1958. Under the new arrangement the first pupils would enter the Higher Section in 1958 for a three years course. It was further decided that pupils registered under the old system should be allowed to complete their education. As an interim measure and on the results of a competitive examination, suitable candidates would be selected to study Islamic Law in the Gordon Memorial College or Arabic and Islamic studies at al-Azhar University or Dār al-‘Ulūm.

As a result of the reforms carried out by the Higher Council there were twelve streams of 600 pupils working under the new system in the intermediate stage in 1955 and four streams in the secondary stage with 160 pupils.<sup>79</sup> The annual budget of the Maḥhad rose from £E 21,137 in 1951-52 to £E 42,562 in 1955 and to £E 89,000 in 1962-63. The number of teachers rose from thirty-four in 1951-52 to forty-five in 1955, including eleven with qualifications from al-Azhar University and

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79. Ibid, p.36.

Dār al-‘Ulūm. The Government granted the Ma‘had the sum of £E 31,300 in 1954-55 for the erection of a new building to accommodate the Secondary and Higher Sections. This was completed and occupied in 1955.

Since it produced its first graduates in 1924, and just before the introduction of the new system, the Higher Section of the Ma‘had produced 204 graduates with ‘ālimīyya certificate. The following table<sup>80</sup> shows the annual number of graduates of the Higher Section from 1924 to 1956.

Year	Number of Graduates	Year	Number of Graduates	Year	Number of Graduates
1924	3	1935	3	1946	11
1925	5	1936	3	1947	11
1926	2	1937	4	1948	12
1927	2	1938	11	1949	12
1928	4	1939	1	1950	6
1929	3	1940	7	1951	3
1930	5	1941	10	1952	4
1931	5	1942	9	1953	15
1932	5	1943	6	1954	-
1933	2	1944	11	1955	-
1934	7	1945	15	1956	7

The Higher Council of the Ma‘had was dissolved in 1955. In that year the Government founded a Department of Religious Affairs to be charged with the supervision, expansion and reform of the Ma‘had and other religious

80. Ministry of Education, Khartoum, Omdurman Ma‘had Magazine, December, 1957, pp.18-23 (in Arabic).

institutions in the Sudan. The Department was to reorganise religious institutes with the aim of bridging the gap between secular and religious education to avoid the existing duality of the educational system. It was also entrusted with the task of establishing a Higher College of Islamic and Arabic Studies to preserve Islamic culture in the Sudan.<sup>81</sup>

The Department reorganised the intermediate stage in the Ma'had by strengthening the teaching of modern subjects and laying stress on the main Islamic subjects. Pupils were to be selected at a maximum age of fourteen years. They should have completed their elementary education and passed the competitive examination held for this purpose. In the secondary stage more emphasis was laid upon Islamic subjects. Modern subjects were to be taught with the aim of providing the pupil with a reasonable background of general culture. The Higher stage should aim at preparing the students to become qualified scholars able to preserve Islamic and Arabic heritage. It should provide the necessary supply of teachers of Arabic and

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81. El Baghir, K., Religious Education in the Sudan, Philosophical Society of the Sudan, Proceedings of the 11th Annual Conference, January, 1963, Khartoum, 1963, p.84.

Religion as well as Shari'ah qādis.

More progress was achieved towards narrowing the gap between secular and religious education by the Council of Ministers' resolution on 15th, October, 1960.<sup>82</sup> The resolution affirmed that in addition to its religious functions, religious education should aim at the creation of competent citizens able to compete for obtaining decent living. Syllabuses should be adjusted in such a way as to allow students of Islamic studies to sit for the School Certificate and Civil Service Examinations. A competitive examination was to be held for Sudanese graduates of the Higher Section of the Omdurman Ma'had, al-Azhar Colleges and similar Islamic institutions for selection of teachers of Arabic and Religion in schools and Ma'hads with better revised terms of service.

A plan was prepared for the conversion of the Higher Section into a College of Islamic Studies as from July, 1962. The Minister of Education formed a technical committee of ten members under the chairmanship of the Controller of the Department of Religious Affairs to revise the aims of the Higher Section. The Committee

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82. Ibid, p.87.

aimed at bringing the curricula of the Higher Section more in line with other Islamic Universities and the preparation of graduates well equipped with Islamic and modern culture to be able to play a prominent part in the intellectual leadership of the Islamic world. The Committee formed fourteen sub-committees to consider matters of technical nature such as syllabuses and text-books. Between August, 1962 and August, 1963, the Committee held nine meetings during which two experimental courses were set for teaching in the Departments of Islamic and Arabic Studies. The courses were tried during 1963-64 and 1964-65 by expert teachers and were found suitable.<sup>83</sup> During 1964-65 the total number of students in the two departments of the College was 366, including 350 Sudanese and 16 from neighbouring countries.

After the revolution of October, 1964, the Government received several requests from various sections of the community for developing the College into an Islamic University. A conference was held in 1965 between the Minister of Education and those concerned for discussing the project. This resulted in the

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83. S.G., Department of Religious Affairs, Khartoum, Report on the development of the Higher Section of the Omdurman Ma'had to a College of Islamic Studies, p.6.

formation of a technical committee to consider ways and means for developing the College. The membership of the Committee included the Grand Qādi, the Under-Secretary of the Ministry of Education, the Chairman of the University of Khartoum Council, the Under-Secretary of the Ministry of Finance and Economics, the Registrar of the University of Khartoum, the Heads of the Departments of Arabic and Islamic Law in the University of Khartoum, the Controller of the Department of Religious Affairs and two other members. After full consideration the committee submitted specific recommendations to the Minister of Education. The project was then submitted to the Council of Ministers for consideration. It was approved by the Council of Ministers' Resolution No.399 on 7th June, 1965.

A Bill to incorporate the Islamic College of Omdurman into a University was prepared.<sup>84</sup> It was drafted with close reference to the University of Khartoum Act and was subjected to sufficient scrutiny to ensure that it was based on sound and well-tried principles. It was designed to constitute the new University as a statutory corporation endowed with the necessary legal powers. A Council for the control of the University was constituted in such a way as to make

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84. Islamic University of Omdurman, Vice-Chancellor's Office, Islamic University of Omdurman Bill, 1966.

it a widely representative body, including in addition to members of the academic staff, persons of standing in various walks of life. In accordance with the normal custom, the Bill entrusted the general regulation of the purely academic matters of the University to a Senate composed of members of the academic staff. The Senate would be assisted in its task by various Faculty Boards.

The University would consist of a Chancellor, a Vice-Chancellor, a Deputy Vice-Chancellor, a Council, a Senate, the Academic Staff, the Graduates and the Students. It would be an independent and inviolable institute. The Chancellor should be appointed by the Supreme Commission on the nomination of the Council. The Arabic language would be the medium of learning unless the Council otherwise provided. All members of the University staff were bound by the teachings of Islam and University customs.

The message of the University was "to encourage study and research, to broaden intellects in the field of Islamic, Arabic and all other human culture, to spread Arabic language, to bring the message of Islam to the world, to be concerned with the incarnation of Islamic

spirit and practical religiousness in individual and society, to revive Islamic Civilisation as expressed in the Islamic legacy, to lay down the foundations of revival of Islamic society"<sup>85</sup>.

It would seem impossible to achieve such aims unless the courses of study were directed towards producing graduates of intellect well equipped with human knowledge and culture. The creation of an atmosphere of intellectual freedom would be necessary. Proper provision for research and a Central Library should be made. The University should give full care to the teaching of Islamic and Western philosophies to enable the students to pursue their own lines of thought and investigation.

The Council of the University has already given attention to some of these needs. Originally the University consisted of two faculties, i.e. the Faculty of Islamic Studies and the Faculty of Arabic Studies. More departments catering for the teaching of modern subjects were created in both Faculties. An Islamic Faculty for girls including four departments of Islamic Studies, Arabic Studies, Social Studies and Domestic Science was also established. Its object was to produce

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85. Ibid, p.3.

a new type of woman graduate with full knowledge of Islamic culture. In pursuance of these aims an Institute of African Studies was established to create closer spiritual and intellectual relations with neighbouring African countries. In 1966, the University Council offered thirty-six scholarships to enable students from neighbouring African countries to join the Islamic University of Omdurman. A good start was made by recruiting highly qualified staff with long University experience. According to the Council's policy, outstanding Sudanese graduates would be sent abroad to obtain higher qualifications with a view to joining the academic staff.

Other Institutions of Higher Education in the Sudan  
below University level:

In addition to University education, there are other post-secondary institutions of professional, technical, vocational and administrative nature taking candidates from amongst those who successfully complete their secondary education. They are administered by various Ministries and their academic standard is necessarily below University level. The Ministry of Education runs the Khartoum Technical Institute, the Intermediate Teachers' Training College at Bakht er Ruda

and the Higher Teachers' Training Institute at Omdurman. The Ministry of Health controls the Khartoum Nursing College and the School of Hygiene. The Sudan Military College is run by the Ministry of Defence. The Ministry of Interior runs the Prisons Service Training School and the Sudan Police College. The Ministry of Agriculture controls the Shambat Agricultural Institute.

#### The Khartoum Technical Institute:

Right from the beginning of the Condominium rule the need for an artisan class was strongly felt. An Industrial School near Omdurman was opened to provide practical instruction in carpentry, fitting, smith's work, cotton ginning and a primary stage of mechanical engineering. The gift of Mr. William Mather of a complete set of workshop equipment in 1902 made possible the promotion of technical instruction. In 1907, a Technical School was opened in Omdurman to provide instruction in masonry and pottery. In 1932, the Gordon College Industrial Workshops were merged in the Omdurman Technical School. On the closure of the Gordon College mechanical section in 1924, a Technical School was opened in Atbara under the auspices of the Sudan Railways. A higher course was added in 1938 to train Sudanese as foremen and fitters for the Mechanical Engineering

Workshops of the Sudan Railways.

Further expansion of technical education had been arrested at this rudimentary level until 1943 when a committee was set up to consider the development of technical education. In 1949 the Sudan Government accepted the proposals of this committee for establishing a system which would produce highly qualified technicians and craftsmen. This resulted in the appointment of a Technical Advisor in 1948 and the opening of the Khartoum Technical Institute in 1950 for advanced technical training.

The functions of this Institute were to provide "full-time courses in various branches of technology, commerce and art, leading to standards at the sub-professional level, part-time and evening courses of a similar type, specialist courses, both full-time and part-time, aimed at giving skilled artisans and technicians the mathematical and technical knowledge which their vocations call for"<sup>86</sup>. In order to meet these requirements, departments providing full-time and part-time post-secondary courses were created. The Civil Engineering Department catered only for building construction and carpentry, whilst the Mechanical

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36. S.G. Report of the International Commission on Secondary Education in the Sudan, Khartoum, 1957, op.cit., p.80.

Engineering Department dealt only with machines. The School of Design was transferred from the University College of Khartoum in 1951 to form the Department of Fine and Applied Art. The Secretarial Training Course was transferred from Omdurman so as to form the nucleus of the Department of Commerce. A Secondary School was formed as a unit within the Institute. In 1953 a Further Education Department was established to organise evening classes in technical subjects at various levels, clerical and secretarial classes and School Certificate classes. Many people who had left school before obtaining recognised qualifications joined this department to resume their education.

The Departments of Civil and Mechanical Engineering provided a three-year course to prepare technical assistants required by various Government Departments such as Public Works, Irrigation, Railways, Local Government and Agriculture. In the early years arrangements were made for students to sit for external professional examinations. Students who passed the Ordinary National Certificate Examination were given an additional two years course to sit for the Higher National Certificate Examination. They could also prepare for membership of the professional engineering

.institutions in London. This arrangement was made in order to ensure that a good academic standard was achieved.

In later years the Institute provided courses leading to a local diploma but candidates were actively encouraged to sit for external professional examinations. All candidates wishing to enter diploma courses should have obtained the Sudan School Certificate or its equivalent with a number of credits relevant for each department. Full-time courses extending over four academic years led to the diploma of the Institute in any of the following branches of study -- Electrical Engineering, Mechanical Engineering, Civil Engineering, Architecture, Land-Surveying, Fine and Applied Art and Commerce.<sup>87</sup> Furthermore, the Secretariat School was formed to offer a two-year full-time course of study preparing girls for employment in Government Departments and commercial firms as secretaries and typists. The Department of Further Education was organised to provide evening classes for the School Certificate, Civil Service, and City and Guilds Examinations.

The following table<sup>88</sup> shows the student enrolment of the Khartoum Technical Institute in 1964-65.

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87. Khartoum Technical Institute, Khartoum, Full-time and Part-time Courses, 1965-66, p.10.

88. Ibid, p.20.

Department.	Number of Students.
<u>Full-time:</u>	
Civil Engineering	248
Mechanical Engineering	213
Electrical Engineering	116
Architecture	17
Land-Surveying	81
Art	103
Commerce	131
Secretarial	51
Total:	960
<u>Part-time</u> , Day:	69
Evening:	1,226

The administration of the Khartoum Technical Institute continued to be under the direct control of the Ministry of Education until 1965. In May, 1965, the Council of Ministers decided that a Council for technical education should be formed. It should approve the Institute's annual budget, create new departments and prepare new terms of service for its staff. It should also review technical education under the control of the Ministry of Education and submit any recommendations for its reform.<sup>89</sup> The Council of Ministers further agreed to the creation of an Academic Board for the Institute to regulate the academic requirements for the admission of students

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 89. Ministry of Education, Khartoum, Khartoum Technical Institute File.

and for the award of certificates, diplomas and prizes, to be responsible for the general regulation of courses of study and of examinations, and to submit annual budget estimates to the Council. It should be composed of the Heads of Departments in the Institute, under the Chairmanship of the Principal. In October, 1965, the Council of Ministers agreed that the Council should be responsible for the administrative, financial and technical supervision of the Institute and that it should be directly responsible to the Minister of Education.

In 1966, the Khartoum Technical Institute's Council approved a constitution for the administration of the Institute.<sup>90</sup> The aim of this constitution was to make it a semi-independent institution and to define the relationship of its Council with the Ministry of Education. Under the new arrangement the Council would submit an annual report on the Institute, together with annual budget estimates to the Minister of Education. The Minister of Education was given the right to ask for any information concerning the Institute. An Executive and Finance Committee, composed of ten members, was to be formed to prepare the annual budget estimates.

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90. Ibid.

Finally, the constitution vested the Council with powers to carry out the necessary reform with a view to meeting the country's demand for technical personnel.

The Intermediate Teachers' Training College, Bakht er Ruda.

The need for primary school teachers was acutely felt right from the beginning of the Condominium administration. In the early years it was found necessary to rely on the Egyptian Education Department to meet the urgent need for primary school teachers. As early as 1912, a small secondary section in the Gordon Memorial College to train primary school teachers had reached its complement of four classes. This section was expanded after the conversion of the College into a vocational secondary school in 1924. It continued to produce teachers of primary schools and remained under the control of a British Master of Method from 1926. The training of primary school teachers remained in the College as a one-year post-secondary course until 1939. In this year, too, the Institute of Education at Bakht er Ruda started to make attempts to improve the quality of education in the intermediate schools.

One of the functions of the Institute was "to experiment with more efficient and more suitable forms of intermediate education". The Institute began its

activities by holding a representative study-conference in July, 1939. Other conferences followed, and experiments undertaken by the Institute resulted in the production of a number of interim handbooks. In the summer of 1940 the Institute held refresher courses for intermediate school teachers. In 1941 it started the training of the Higher Schools product. In the early years, the Institute could not achieve much in this respect because the rate of expansion in intermediate schools was greater than what the Institute could cope with.<sup>91</sup> After the end of the second World War there was strong pressure from the public on the Government to quicken the pace of educational expansion. Between 1940 and 1950 the number of Government intermediate schools doubled and many non-government intermediate schools were opened. The corresponding increase in the number of trained intermediate school teachers was not enough to meet the exacting situation. The Higher Schools product proved to be a meagre source of recruitment because of the demand of other Government departments. By 1944 the situation showed little improvement when all Government and some non-government intermediate school teachers had attended refresher

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 91. Griffiths, V.L., An Experiment in Education, An Account of the Attempts to improve the lower stages of boys' education in the Muslim Anglo-Egyptian Sudan, 1930-1950, Longmans, London, 1953, p.128.

courses at the Institute, and a number of handbooks had been prepared. In this year, too, it was found necessary to resort to an emergency measure by recruiting a number of Government employees who had had secondary education. They were given a short training course and then sent to teach in intermediate schools. This hasty measure resulted in the lowering of academic standards, and the teaching of modern subjects in intermediate schools suffered tremendously.<sup>92</sup>

By 1949 the situation was getting more serious because the rate of expansion in intermediate schools demanded an annual output of fifty-six new teachers. There were eighteen Government and twenty-five non-government intermediate schools in the Sudan. Describing the problem in one of his annual letters, the Principal of the Institute wrote. "The problem was, therefore, to change all this and make good schools which (a) would have enough high standard in the tool subjects to improve the Secondary intake and (b) would give a reasonably wide education to all boys, the majority of whom would get no further schooling. The men who ultimately had to solve this problem were the untrained teachers who were

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92. Ibid., p.128.

then creating it. We had to do what we could to increase their stature"<sup>93</sup>. The problem appeared to be very complex. The Institute had not only to deal with the training of intermediate school teachers, but had also to work experimentally over the whole curriculum and to equip the schools with tried methods, books and material suited to the teacher.

To solve this problem, it was found necessary to open a special training college at Bakht er Ruda to provide an eighteen months course for untrained intermediate school teachers. Accordingly, the Intermediate Teachers' Training College (I.T.T.C.) was opened in January, 1949. Candidates had completed secondary education, but they were not necessarily holders of School Certificates. Many of them had either failed or gained poor passes in the School Certificate Examination. Two batches of about forty candidates each were selected every year from amongst trainee teachers who served in the intermediate schools for a number of years. The first two batches were given a continuous one-year course after which they served as teachers. After two years, a new practice was followed by breaking the course up into two periods of three and five months each. Candidates were given a three months

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93. Ministry of Education, Khartoum, Institute of Education, Bakht er Ruda, Bakht er Ruda Letter, New Series, No.5., September, 1954.

course at Bakht er Ruda followed by two years of teaching before they returned to complete the remaining five months course. This was planned in the hope of bringing the majority of candidates back with a new interest in educational principles. When this arrangement proved not to their advantage, the new candidates were given a few weeks intensive course and then sent to schools to teach for a period of two years before joining the College for their proper training.

At present, the course of study is of eighteen months duration. It is divided into three terms. The first two terms, of five months each, are devoted to the study of academic subjects taught in the intermediate schools. General courses in History, Theory and Principles of Education, Educational Psychology, Civics and Character Training are given. Teaching Method and Teaching Practice are given in the last term. There are two intermediate schools in the Institute in which teaching practice and experimental lessons are carried out. Every candidate is required to follow a study course in some extra curricular activity such as Art and Handicraft, Physical Education and Drama.

It was planned that the Intermediate Teachers' Training College should be able to meet the demands of the intermediate schools for teachers in ten years.

At the end of this period this proved to be over-optimistic, because the rate of expansion in intermediate education demanded more teachers than the Institute could actually supply. Moreover, following independence in 1956, many teachers were drawn by other tempting fields and consequently abandoned the teaching profession. Owing to the rapid expansion in recent years, more than sixty percent of the intermediate school teachers were waiting their turn for training in the Intermediate Teachers' Training College. To quicken the rate of training it was, therefore, found necessary to double the intake as from July, 1962 to seventy candidates in each course, instead of the usual forty. Despite these difficulties, tried syllabuses for intermediate schools had been worked out, good traditions had been established and the College had made valuable contributions in the training of intermediate school teachers.

In 1962, a Girls' Training College was opened in Omdurman to undertake the training of intermediate school mistresses. It is typical in every respect to the Intermediate Teachers' Training College at Bakht er Ruḍa. In 1963-64, this College was training forty-six girl students.

The Higher Teachers' Training Institute, Omdurman.

The International Commission on Secondary Education which reported in 1955, considered the question of improving the standards of secondary education and the proper training of secondary school teachers. They observed that there was practically no arrangement for such training and that the position of staffing in the secondary schools was very unsatisfactory. The possibility of giving such training at the Bakht er Ruda Institute was not appropriate because it was not equipped to discharge this difficult and specialised responsibility, and because it contained no secondary school in which teaching practice could be undertaken.<sup>94</sup> As a long term policy, the Commission recommended the establishment of a post-graduate teacher training department in the new University to undertake the training of secondary school teachers and to carry out educational research. It would admit graduates of the University College for a one-year course of training. To provide qualified staff for secondary schools, the Commission advised the Ministry of Education to devise an effective scheme for the emergency training of these teachers. In their opinion the deficiency was not only

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 94. S.G. Report of the International Commission on Secondary Education in the Sudan, Khartoum, 1957., op.cit., p.65.

in quantity but also in quality and the scheme should, therefore, ensure that by increasing the number of available teachers, their quality should not suffer appreciably. Towards this objective the Commission, therefore, recommended the establishment of a College which would admit candidates from among students who had passed the School Certificate Examination and obtained a prescribed number of credits.<sup>95</sup>

The proposed College would provide a four-year course of study concentrating in the first three years on the teaching of academic Arts and Science subjects and offering adequate professional training in the final year. As the College would have a professional bias, the Commission drew attention to the possibility that it might attract candidates with a lower performance at the School Certificate Examination than those admitted to the University College. To reduce such a risk, the Commission advised that candidates admitted should be offered scholarships or stipends to attract good candidates and to enable the authorities to make their selection from the best available candidates. They should further be assured that upon successful completion of their courses, they would be offered the

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95. Ibid, p.106.

same terms and conditions of service as other trained graduates. In any case it was expected that a four-year well planned course in a residential institution would make up for any academic weaknesses and compensate for the slight initial deficiencies.

The recommendation of the International Commission was considered by the Ministry of Education but the establishment of the teacher training institution was delayed for some time, only to start in 1961 as a result of the co-operation of the Sudan Government and the United Nations Organisation. In 1960, the United Nations Organisation held a conference in Paris to discuss the training of secondary school teachers. It comprised representatives from various African States. As a result of this conference, the United Nations Organisation agreed to give financial and technical aid to African countries with a view to establishing such institutions. Consequently, the Sudan Government signed an agreement in December, 1961, by which the United Nations Special Fund agreed to provide the proposed institute with the required expertise and financial aid. It was further agreed that graduates of the institute should be sent on study courses abroad with a view to joining the teaching staff upon obtaining higher qualifications.

The result was the opening of the Higher Teachers' Training Institute at Omdurman in July, 1961. Its main function was to train and prepare secondary school teachers to meet the country's urgent requirement for such personnel.<sup>96</sup> Its other functions were the holding of refresher courses for secondary school teachers and the development of the secondary school curriculum. Sixty candidates, including nine girls, were selected from amongst those who obtained a Grade One or Two Sudan School Certificate, with credits in five subjects. On their admission all candidates were absorbed by the Ministry of Education as trainee teachers and were given monthly salaries throughout their course of training. They were distributed among the two departments of Arts and Science.

The subjects taught in the Department of Arts are Arabic, English, Geography and History. In the Department of Science, Elementary and Additional Mathematics, Physics, Physics with Chemistry, Chemistry and Zoology are taught. In addition, candidates in both departments are given courses in Theory and Principles of Education, Educational Psychology and Teaching Method throughout the four years of their course. All students

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96. Ministry of Education, Khartoum, Higher Teachers' Training Institute, Omdurman, Programme for its inauguration, 17th November, 1963.

have to undertake a period of teaching practice during which demonstration lessons in intermediate and secondary schools are given. Successful completion of the academic and professional training leads to a teaching diploma. On graduation, candidates are offered the same terms and conditions of service as University graduates.

In the academic year 1963-64 the Institute was giving training to a total of 270 students, including five girl students, distributed among the first, second and third years, as follows:<sup>97</sup>

Year.	Number of Students.
First Year	60
Second Year	90
Third Year	120
TOTAL:	270

Since its establishment in 1961, the Institute had been under the direct control of the Ministry of Education. In 1965 the Council of Ministers decided to make it a semi-independent institution and agreed to the formation of a Council, under the Chairmanship of the Minister of Education, for the administration of the Institute.<sup>98</sup> The Council should be vested with all

97. Ibid.

98. Ministry of Education, Khartoum, Higher Teachers' Training Institute, Omdurman, File No. ME/Confidential/9/6/51 July 1965. (in Arabic).

the powers previously exercised by the Ministry of Education for the administrative, financial and academic control of the Institute. It should be composed of twenty members representing the Ministry of Education, the University of Khartoum, the Islamic University of Omdurman, the Ministry of Finance and Economics and the Institute itself, by including the Principal, the Heads of the Departments of Arts and Science, the Registrar and a member of the teaching staff.

At its third meeting held on 19th March, 1966, the Council of the Institute agreed to the formation of an Executive and Finance Committee, an Academic Board, Boards of Studies for Arts and Science and a 'Deans Committee'.<sup>99</sup> The Executive and Finance Committee should be presided over by the Minister of Education. It should be composed of eleven members representing the Institute, the Ministry of Education and the Omdurman Municipal Council. The Academic Board should be composed of twenty-three members under the Chairmanship of the Principal of the Institute. Its membership should include the Vice-Principal, the Registrar, the officer in charge of Student Affairs, all Heads of Departments in the Institute

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99. Ibid.

and other members connected with higher education. The Board of Studies of Arts was to be composed of fifteen members presided over by the Head of the Arts Department. The Board of Studies of Science was to comprise sixteen members presided over by the Head of the Science Department. The 'Deans Committee' was to consist of six members including the Principal as Chairman, the Vice-Principal, the Registrar, the officer in charge of Student Affairs and the Heads of the Departments of Science and Arts.

It was planned that the Institute would, in the near future, be able to produce enough graduates to replace all expatriate teaching staff in the Secondary Schools. Its annual intake was accordingly raised from sixty in 1961-62, to one hundred and twenty in 1963-64. In March, 1965, it produced its first batch of fifty-nine graduates, thirty-two in Arts and twenty-seven in Science. In March, 1966, it produced a second batch of eighty-eight graduates, thirty in Arts and fifty-eight in Science. Thus during its very short history, the Institute was able to supply the secondary and intermediate schools with one hundred and forty-seven teachers.

The School of Hygiene, Khartoum.

The training of Sanitary Officers started in the School of Medicine as early as 1932. It was then decided to train a class of Sudanese Sanitary Officers with a view to replacing some of the British Sanitary Officers working in the larger towns and irrigated areas. The intention was to provide adequate supervision for sanitary services in distant parts of the Sudan and to form an effective public health service, covering the whole country. With this aim in view, two entrants were selected in January, 1932, in addition to the normal medical class, to undertake the first year training at the School of Medicine. At the end of the first year's preliminary scientific work, and according to their class work and examination results, two candidates were selected for a further two years training as Sanitary Officers, whilst the majority were selected for training as Medical Officers. Sanitary students were given lectures and demonstrations on epidemic and endemic diseases, lectures and practical classes in Bacteriology, Parasitology and Entomology, and lectures and demonstrations in Public Health, combined with a great deal of practical sanitary work carried out at Khartoum and Omdurman.<sup>100</sup> At the end of the three years

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100. The Kitchener School of Medicine, Khartoum, Fourth Report, 1931-1932, p.26.

course, they sat for the final examination. The examination was recognised by the Royal Sanitary Institute which appointed the examiners, controlled the examinations and issued the certificates. Successful candidates were then appointed as Sanitary Officers on a one year probation. During this year they worked in Khartoum and Omdurman under the supervision of the Medical Officer of Health. Those who showed efficiency in their work at the end of the probationary period were promoted to the status of Sanitary Officers. The first two Sudanese Sanitary Officers were appointed in 1935.

In 1942, when the need became more pressing for qualified sanitarians, a small class was established in Khartoum Public Health Service under the control of a British Public Health Inspector. In 1944 this class was transferred to the Graphic Museum to form the nucleus of the school. With the inception of the School of Hygiene in 1944, a Principal and a Vice-Principal were appointed. In the middle of July, 1952, the School was transferred to its present buildings. near the Medical Faculty. It assumed its function as the first Institute to train qualified Public Health Officers and to extend its services of health education to other

personnel associated with public health work.<sup>101</sup> The School, therefore, provides wide activities of health teaching to personnel of different units, organisations and departments other than Public Health Officers who might apply their public health knowledge for the good of the community. Before 1956, candidates selected were not necessarily holders of Sudan School Certificates. Since 1956, all candidates admitted, had obtained at least a Grade Three Sudan School Certificate or its equivalent with credits in Science subjects and English language. Candidates have to pursue a three years course of training. They spend the first year in the workshops of the Khartoum Trade High School, where they receive instruction in the basic trades of Bricklaying, Masonry Carpentry, Technical Drawing, Decorating and Drainage. The purpose of this course is to help the students to understand working drawings and to enable them to criticise the work of others. The second and third years are spent in the School of Hygiene. In the second year they are given instruction in Public Health Administration, Anatomy, Physiology, Elementary Bacteriology, Entomology and the control of pests. In the third year they study Food Nutrition, Housing, Prevention and Control of

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101. School of Hygiene, Khartoum, School Hand-book (unpublished), Principal's Office.

Disease and Hygiene, including Sanitary Laws and Health Education. During the course of this training a student becomes acquainted with the duties of personnel in every branch of Public Health Service. He practises the daily work of a Public Health Officer so that he can gain a first hand knowledge of practical public health work at the end of his course. During the school vacation, students are sent to various provinces of the country to gain experience by working under the supervision of qualified Public Health Officers. The successful completion of this course leads to the award of the diploma of the Royal Health Institute, which is issued by the Royal Society of Health.

The academic administration of the School is carried out by a Board of Studies consisting of representatives of the Ministry of Health and the School itself. It regulates the teaching contents and syllabuses and controls the admission of candidates to the School. Its recommendations are submitted to the Under-Secretary of the Ministry of Health for ratification.

Since its initiation in 1932 and until 1966, the School was able to produce one hundred and eighty-five qualified Public Health Officers who were mostly absorbed by the Ministries of Health and Local Government. These

are distributed among the years as follows:<sup>102</sup>

Year	Number of Students.	Year	Number of Students.	Year	Number of Students.
1935	2	1946	2	1957	13
1936	3	1947	3	1958	8
1937	-	1948	4	1959	10
1938	2	1949	2	1960	15
1939	2	1950	3	1961	-
1940	2	1951	5	1962	-
1941	1	1952	4	1963	14
1942	2	1953	5	1964	17
1943	3	1954	10	1965	16
1944	-	1955	11	1966	21
1945	-	1956	5		

#### The Khartoum Nursing College.

The Khartoum Nursing College is a special unit within the Ministry of Health. It was established in September, 1956, as a result of the co-operation of the Sudan Government and the World Health Organisation. The World Health Organisation supplied the College with the required personnel, equipment and publications. Their seconded staff withdrew in June 1966 when all the teaching posts were held by qualified Sudanese nurses.

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102. Ibid.

The College offers a three-year course of professional training in basic nursing in order to prepare young Sudanese women to become qualified nurses in both the curative and preventive health services in the Sudan. The course is designed to give the students a good knowledge of the inter-relationship of physiological and psychological factors in health and disease. The fundamental aims of the curriculum are to give the students opportunities to develop:

" 1. ability to recognise the health needs of the individual, family and community and to plan and execute comprehensive nursing care by applying principles derived from the physiological, psychological and social services.

2. alertness in recognising social changes and scientific advances and the effect of these on the progress of nursing service.

3. ability to extend her culture and social interests so that she may make a maximum contribution in her home, community and professional life"<sup>103</sup>

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103. Republic of the Sudan, Ministry of Health, Khartoum, Khartoum Nursing College, Director's Annual Reports.

To be eligible for admission to the College applicants should have completed their secondary education and should be between 17 and 25 years of age. Although preference is normally given to candidates with a Sudan School Certificate or its equivalent, nevertheless the possession of such qualifications is not a pre-requisite requirement for entry at the present time. Proficiency in both verbal and written English is essential as the medium of instruction is the English language. Each applicant is required to pass an entrance test in English language.<sup>104</sup> To encourage the students to join the nursing profession, a monthly stipend of £S 7 is given to each student. No tuition fees are charged. In addition, textbooks, uniforms, board and lodging are provided free. All students are required to live in residence and adhere to the College rules.

The first year commences with a pre-clinical period of 26 weeks during which instruction is given in Nursing Principles and Practice, Anatomy and Physiology, Chemistry and Physics, Public Health, Psychology, History of Nursing and Medical Surgical Nursing. In the second year

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104. Ibid.

the main subjects taught are Maternity and Gynaecological Nursing, Ophthalmic Nursing, Diet Therapy, Pharmacology and Sociology. The third year comprises wide practical instruction in Administration and Ward Management and Principles of Teaching and Supervision. For practical instruction the College makes use of the clinical facilities of Khartoum Civil Hospital.

Teaching is carried out by professional Sudanese nurses who had had specialised training either in the College or abroad. They are assisted by the medical staff of the Ministry of Health, the University of Khartoum and by teachers of the Ministry of Education.

At the end of the three years course, girl students have to pass the Khartoum Nursing College Final Examinations before they are awarded the qualifying nursing certificate. An external examiner, arranged by the World Health Organisation and the Ministry of Health, is invited annually to conduct the practical Nursing Examinations which take place in the wards of Khartoum Civil Hospital. To be eligible for the award of the certificate a student must have completed satisfactorily the curriculum of the College, passing with a mark of at least sixty per cent, and must be recommended by the teaching staff. Students who satisfactorily complete the

course are awarded the certificate of the Nursing College and may practise as professional nurses in the Sudan.

Between 1959 and 1966 a total of seventy-two qualified nurses were trained and awarded certificates of the College. They were distributed as follows:<sup>105</sup>

Year	Number of Graduates.
1959	6
1960	1
1961	2
1962	5
1963	14 (including 1 from Libya)
1964	10 (including 1 from Libya and
1965	18 (1 from U.A.R.)
1966	16
Total:	72

#### The Shambat Institute of Agriculture.

Agricultural education was initiated in 1912 when Mr. Sawyer was appointed "Principal of the Agricultural College" at Shambat.<sup>106</sup> He was assisted by a British Botanist and a Superintendent of Ostriches. Agricultural experiments were made and a few Gordon College boys joined the School for instruction. The School operated until 1919 and was then closed down.

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105. Khartoum Nursing College, Khartoum, Nominal Roll,  
Director's office.

106. S.G. Central Records Office, Khartoum, Box I/13,  
Notes on Education. I

In 1912, too, elementary school boys at Tokar were given plots of land to cultivate, under the tuition of agricultural inspectors. They asked for Government employment and the school was, therefore, abandoned.

At the request of the provincial Governor, the Agricultural Department established an elementary agricultural school at Berber in 1917. Boys were given elementary agricultural education in theory and practice by a British Agricultural Inspector and senior Sudanese staff. At the end of their training period, they demanded Government employment. The School was closed by the Governor in 1923.

The American Mission at Gireif near Khartoum started an intermediate Agricultural School in 1927.<sup>107</sup> The school was closed in the same year it opened.

In subsequent years several attempts were made to initiate agricultural education at elementary and intermediate levels. Three schools were opened. These were Yambio Agricultural Training School in Equatoria Province, Burgaig Agricultural Training Centre and Dueim Agricultural Junior Secondary School. Although financial difficulties caused these schools to close after a

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107. Ministry of Agriculture, Khartoum, Sudan Pre-Contract, Survey Report, California State Polytechnic College, San Luis Obispo Campus, p.13.

relatively short period, nevertheless they produced a number of junior agricultural officers whose services were badly needed at the time.

At present there is no agricultural education at the elementary, intermediate or secondary levels. There is only one Agricultural Vocational Post-secondary Institute under the Ministry of Agriculture. It made use of all the experience of the previous efforts.

The Shambat Institute of Agriculture was established by the Ministry of Agriculture in 1954.<sup>108</sup> Its objective is to produce qualified farm managers and extension officers attached to rural conditions. It gives a two-year post-secondary course in general agriculture with a practical bias and with ability to apply technical knowledge under field conditions. Its intake is adjusted according to the needs of the country for its product. In 1954 it admitted thirty candidates and in 1955 it increased the number to sixty candidates. In 1958 each class was increased to sixty students to give a total enrolment of one hundred and twenty students. In 1965 a third year was added to the course of study in order to allow more tuition and to give more practical training to the students. The Institute was giving education to one hundred and eighty students.

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108. Ibid., p.13.

For the past three years the possession of a Sudan School Certificate or its equivalent with credits in Science subjects and English language, was made a pre-requisite requirement for admission into the Institute. The students receive free board. The Ministry of Agriculture gives bursaries to needy students. All students pursue a standard course in general agriculture. The curriculum includes courses in Agricultural Chemistry, Soil Science, Agricultural Botany, Zoology and Entomology, Crop Husbandry, Horticulture and Plant Propagation, Extension Education, Agricultural Organisation, Plant Pathology, Food Technology, Veterinary Hygiene as well as practical training.<sup>109</sup> During the summer vacation they are sent to provincial agricultural units for a two months training under the supervision of agricultural inspectors.

The Institute has very few permanent teaching staff members. Part-time teaching is undertaken by visiting lecturers from the University of Khartoum and by the staff of the Ministry of Agriculture. This arrangement proved unsatisfactory as there seemed to be little teaching continuity, especially between theoretical lectures and laboratory work. Plans have

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109. Ibid., p.14.

been worked out by which a number of graduates would be sent abroad for specialised training to form the nucleus of a permanent teaching staff on their return. Plans are also being made to obtain additional agricultural land for instructional purposes, to expand the library and to establish more laboratories for Crop and Animal Husbandry and Disease and Pest Control.<sup>110</sup>

The Principal is the chief administrator of the Institute. He is assisted by an Academic Board composed of the teaching staff. The Academic Board regulates the teaching syllabuses and approves the training courses. There is a Standing Board composed of the Director of Agriculture, his Deputy, Assistant Directors, Chief. Education Division and the Principal of the Institute. The Standing Board is responsible for drawing up the general policy of the Institute. There is also an Advisory Board whose advice is sought as regards the needs of farmers and agricultural organisations.

The successful completion of the course leads to the award of the certificate of the Institute. Since its establishment in 1954 and until 1965, the Institute has produced one hundred and ninety graduates. Its

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110. Ibid, pp.22-23.

graduates are normally employed by the Ministry of Agriculture, the Agricultural Bank of Sudan, the Gezira Board or private pump schemes.

### The Sudan Military College.

Military education is undertaken by the Sudan Military College. The history of the Sudan Military College goes back to 1905. In May, 1905 a Military School was opened for cadets, who received a general training in the Gordon College, with the object of supplying native officers for the "black battalions". It continued to supply the Sudan Defence Force with native officers until 1924. The events of 1924 and the assassination of Sir Lee Stack in Cairo, in November, 1924, resulted in the eviction of the Egyptian troops from the Sudan, the expulsion of all Egyptian civil servants and the closure of the Khartoum Military School. In an attempt to remedy the situation, the Sudan Defence Force had resorted to the temporary measure of appointing British officers and promoting efficient native non-commissioned officers to the rank of officers. These measures continued in practice for nearly ten years.

In 1935 the Sudan Government reopened the Military School. Nine candidates were selected and given a two-year and a half course of training. These were

appointed as officers at the beginning of 1938.<sup>111</sup> At the outbreak of the Second World War, the School was again closed. To meet the exacting situation, a number of Government employees were selected by the Sudan Defence Force, given a short period of military training and recruited as temporary officers. This practice continued throughout the war period.

In 1948 the School was again reopened. Its system was reorganised so as to form the nucleus of a Sudan Military College. Thirteen candidates were selected from amongst those who completed their secondary education and passed the Civil Service Examination. They were given a two years course of training and then recruited in the service of the armed forces at the beginning of 1950.<sup>112</sup>

In 1953 most of the senior posts in the army and the College were held by Sudanese officers. To meet the future expansion of the armed forces, the College authorities made a selection of 60 candidates in 1954. This was the biggest intake in the history of the School. After 1954 intake into the College continued to increase regularly according to the needs of the armed forces.

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111. Sudan Military College, Omdurman, Colonel's Office Files. (in Arabic).

112. Ibid.

The College gives a two years course of training. Students are given instruction in Military Tactics, the Use of Arms, Military Laws and History, Topography, General Knowledge, Physical Education and English Language. The successful completion of the course leads to the award of the diploma in Military Science.

The Prisons Service Training School.

The Prisons Service Training School is a seasonal institution selecting candidates whenever need arises. Before 1950, the training of Prison Officers was in no way satisfactory. Candidates were given a short period of one and a half months training, after which they joined the service of the Prisons Department. At its twentieth meeting held on 3rd April, 1949, the Prisons Committee decided that a school for the training of Prison Officers should be opened as soon as possible.<sup>113</sup> The School was, therefore, opened in Port Sudan in 1950. It gave annual refresher courses to officers, non-commissioned officers and clerks in the service of the Department. It was then transferred to Khartoum in 1957.

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113. S.G. Ministry of Interior, Prisons Service Training School, Khartoum, File No. 17/A/3/7. (in Arabic).

Between 1950 and 1965 the School was able to train five batches of Prisons Officers. Intake is adjusted according to the needs of the Sudan Prisons Service. The first batch, consisting of twelve candidates, was selected in September, 1950 from amongst Government employees who completed their intermediate or secondary education. They were given a three months course of training between December, 1950 and February, 1951. The second batch, consisting of seven candidates, was selected in January, 1952. They were given the same training as their predecessors and left the School in March, 1952. The third batch consisted of four candidates. They were given a six months course of training instead of the usual three months course.

With the admission of the fourth batch in March, 1954, training in the School began to be more organised. The period of training was extended to two years. For the first time the School began to make its selection from amongst candidates who completed their secondary education. Candidates have to pass a proficiency examination in English Language and General Knowledge. Those selected are given an annual stipend of £S 180 each throughout the period of their training.

The 1954 batch spent the first four months of theoretical and practical instruction in the School in Port Sudan. Two months were spent in the workshops of the Mechanical Transport Department in mechanical engineering training. Six months were spent in the Khartoum Technical Institute during which they were given instruction in Draughtsmanship, Carpentry, Smith's Work, Sculpture and Weaving. They spent the last four months in the School where they were given a course in Sudan Law, Photography and Juvenile Delinquency. They were appointed Prison Officers in January, 1956. The fifth batch consisted of fifteen candidates selected from amongst those who completed their secondary education. They entered the school in June, 1959 and left in June, 1961 after receiving the same course of training as their predecessors.

Plans have been worked out to develop the Prisons Service Training School into a college. giving a three years course to candidates in possession of a Sudan School Certificate or its equivalent. The curriculum would include the teaching of modern subjects such as Psychology, Sociology and Economics. It is hoped that such development would help the Prison Officers to carry out the necessary reforms in the prisons of the Sudan.

The Sudan Police College.

Like the Prisons Service Training School, the Sudan Police College is a seasonal institution calling for candidates whenever it was required. The origin of the Sudan Police Force goes back to 1899. In those early days the duties of the administration and police were controlled by a body of officers and other ranks seconded from the military forces of occupation. These were mainly British but included also some Egyptians and Syrians. The police forces were responsible for the maintenance of peace and security and their duties remained for many years a military commitment and not a civil one. When conditions in the country became more settled, the military administration was gradually replaced by a civil government and the police forces followed suit.

In 1924 the Governor-General of the Sudan decided to create a trained police force. He, therefore, invited late Sir John Ewart of the Indian Police to visit the Sudan and report on the situation.<sup>114</sup> Sir John's visit marked a turning point in the development of the Sudan Police Forces. He worked out a plan for the future development of police control by the Central Government,

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114. S.G. Ministry of Interior, Sudan Police College, Khartoum. Principal's Office, Confidential File.

drafted a new Police Ordinance and Regulations and founded a Police Training School for training Police Officers and senior serving non-commissioned officers.<sup>115</sup>

The Police Training School was opened in Omdurman in 1935 and was able to produce a cadre of trained officers during the following ten years. In the face of changing conditions, crime developed and courts and magistrates required a higher standard of investigation and better case work. This necessitated an improvement in the technical police service and the recruitment of a better type of officer with intermediate and secondary education. It was, therefore, decided to close the original Police Training School in Omdurman and to transfer the training of Police Officers to the new School of Administration and Police opened in 1937. Owing to the increasing specialisation of police work, it was found necessary to split up this school and to start a separate Police School in 1948, with a Commandant of Police as Principal. In 1952, the period of training was extended to two years and the School was developed to form the Sudan Police College.

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115. Ibid.

Between 1937 and 1966, 265 trained police officers were recruited. These were distributed among the years as follows:<sup>116</sup>

Year	Number recruited	Year	Number recruited
1937	2	1952	28
1938	3	1953	9
1939	4	1954	-
1940	-	1955	19
1941	6	1956	-
1942	4	1957	-
1943	3	1958	-
1944	8	1959	28
1945	4	1960	-
1946	3	1961	-
1947	7	1962	29
1948	3	1963	37
1949	6	1964	24
1950	4	1965	-
1951	-	1966	34

According to the Police Ordinance "The Police Force shall be employed for the prevention, detection and prosecution of crime, the apprehension of offenders, the maintenance of public order and the safety of persons and property. It shall also be the duty of every policeman to take charge of unclaimed property". The Sudan Police Force is constituted under the provisions of the Police Ordinance of 1928 and is responsible for policing the whole of the Sudan.

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116. Ibid.

To sum up it may be said that there was no form of higher education in the Sudan during the first twenty-five years of the Condominium rule. The development of higher education was closely related to the country's need for qualified personnel. During the early years of the Condominium rule the Government mainly relied on the product of the Gordon Memorial College for filling the subordinate posts in the administration. The higher posts were manned by British, Egyptian and Syrian officials.

Higher education started with the opening of the School of Medicine in 1924. The main object in view was to build up a cadre of Sudanese medical staff in order to carry out medical and public health work in the Sudan. For nearly twelve years the Kitchener School of Medicine remained the only institution of higher education in the country. It was not until the early nineteen thirties that the effect of the product of the Medical School began to be felt. The success which the Kitchener School of Medicine had achieved led the Government to establish institutions of similar nature. A School of law was opened in 1936. It was not more than a makeshift arrangement intended to

give a short course of legal training to selected Sudanese students with a view to becoming judges in Sudan Courts.

In 1932, the Winter Committee recommended the institution of post-secondary schools of Agriculture, Veterinary Science and Engineering. This recommendation had drawn the attention of the Government to the feasibility of providing post-secondary instruction based on vocational lines in order to build up a cadre of more responsible Sudanese officers, especially in the technical services.

The war period witnessed steady progress in the development of higher education. Between 1938 and 1940 six post-secondary institutes were established by the Sudan Government. These were the Schools of Agriculture, Arts, Administration and Police, Engineering, Science and Veterinary Science.

The visit of the De La Warr Commission in 1937 gave a strong impetus to the complete organisation of the Higher Schools and their eventual progress to reach University status. The progress of higher education for the next decade was mainly based on the recommendations of the De la Warr Commission. In January, 1945, the Schools of Agriculture, Arts, Administration, Engineering,

Science and Veterinary Science were integrated to form one independent non-government institution which "inherited the name, endowments and buildings of the Gordon Memorial College".

On the recommendation of the Asquith Commission, the Gordon Memorial College Council agreed to seek a temporary connection with the University of London to enable the College to attain independent University status at a future date. In September, 1951 the Gordon Memorial College and the School of Medicine were legally incorporated to form the University College of Khartoum. In 1956, a bill was passed establishing the University of Khartoum.

The period 1946-1966 was marked by rapid educational expansion, both at the University and post-secondary levels. At the University level, the University of Cairo (Khartoum Branch) was opened in 1955. The Higher Section of al-Ma'had al-'Ilamī in Omdurman, which produced its first graduates in 1924, had developed through the years to a College of Islamic Studies in 1962, and then to the Islamic University of Omdurman.

Other post-secondary institutions flourished. Under the Ministry of Education, the Khartoum Technical Institute was established in 1950 for the advancement of

higher technical education. Three professional institutions for teacher training were also created. These were the Intermediate Teachers' Training College opened at Bakht er Ruda in 1949, the Girls' Intermediate Teacher Training College, opened in Omdurman in 1962, and the Higher Teachers' Training Institute of Omdurman opened in 1961. Under the Ministry of Health two vocational post-secondary institutions were opened for the development of public health and nursing education. Although the training of Sanitary Officers started in the School of Medicine as early as 1932, the inception of the School of Hygiene did not take place until 1944. The Khartoum Nursing College was established in 1956 as a result of the co-operation of the Sudan Government and the World Health Organisation. Another institution of vocational character is the Shambat Institute of Agriculture established by the Ministry of Agriculture in 1954. Military training is undertaken by the Sudan Military College established in 1948. Two post-secondary institutions, giving training of administrative and professional nature, are controlled by the Ministry of Interior. These are the Prisons Service Training School, opened in 1950, and the Sudan Police College, opened in 1948.

For a Summary of the dates on which these institutions were opened (See Appendix B).

CHAPTER IV  
EDUCATIONAL AIMS AND POLICY

On the 30th of November, 1898, Lord Kitchener laid before the British public the proposed educational scheme for the Sudan (see Chapter II, pp.20-22). Lord Kitchener held the view that education in the Sudan, should, for many years be primarily vocational. The College authorities should forecast the needs of the country whenever the Government wanted engineers, surveyors or agriculturists and it was the duty of the College to meet this demand.<sup>1</sup> Lord Kitchener's outlook was, therefore, from the beginning utilitarian and practical, and the policy adopted later by the Sudan Government was much in line with his viewpoint.

In his inaugural address at the formal opening of the College in 1902, Lord Kitchener expressed his satisfaction at the progress of the scheme and hoped that the College would become the centre of secondary and more advanced scientific education

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1. Gordon Memorial College, Report and Accounts to 31.12.1916, p.10.

where Sudanese boys would be taught and trained to fill the posts required by the country. This vocational approach that aimed at producing a supply of young men able to occupy subordinate posts in the administration, was dictated by the needs of the country at this early stage, but Kitchener's views remained for a long time as guiding principles to his successors who faithfully copied his example. The result was that education remained for over thirty years as ancillary to the administration and subservient to its needs.

Lord Salisbury, then Prime Minister of Britain, stated that Kitchener's scheme represented the only policy by which Britain's civilising role could successfully be achieved. He envisaged the proposed scheme as a great effort to break down racial differences, to establish the bond of intellectual sympathy and to promote the pursuit of human culture. He visualised the Gordon College as an educational centre representing the only way in which the indigenous life of the people could effectively be reconciled with European knowledge and culture. He wrote to Lord Kitchener before launching his appeal for funds stating that " the only way by which that reconciliation can

be attained is to give the races you have conquered access to the literature and knowledge of Europe."<sup>2</sup>

Lord Kitchener himself held the same hopes. But his genuine interest in education was sometimes questioned. He was criticised for not having risen to the high expectation of Lord Salisbury, and for having been more pre-occupied with governing than educating the Sudanese. The supply of reliable native clerks seemed to have answered his limited and immediate objectives well enough.<sup>3</sup> Even as early as May, 1899, Lord Cromer was able to report regretfully to Lord Salisbury that Kitchener had become bored with his own creation - the Gordon College.<sup>4</sup>

In 1900 Mr. James Currie was transferred from the Egyptian Ministry of Public Instruction to the Sudan and appointed first Director of Education and first Principal of the College. Right from the beginning Mr. Currie's educational policy was closely related to the needs and requirements of the country. His

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2. Magnus, P., Kitchener, Portrait of an Imperialist, London, John Murray, 1958, pp.144-145.

3. Ibid., p.145.

4. Ibid., p.145.

educational scheme was essentially limited and practical in objectives. Its implementation was rather slow. It looked as though he was influenced by the outlook of Lord Kitchener and the advice of Lord Cromer. The caution of Lord Cromer at first combined with shortage of funds to make progress slow. He was determined to avoid creating, too rapidly, an educated class for which the country could provide no ready employment. The educational policy applied in Egypt and in India was to be avoided. In 1902 Lord Cromer wrote,<sup>5</sup> "I wish, however, to explain what I mean by an educated class. I do not refer to high education.... What is now mainly required is to impart such a knowledge of reading, writing and arithmetic to a certain number of young men as will enable them to occupy with advantage the subordinate places in the administration of the country. The need for such a class is severely felt."

Lord Cromer had, however, advised Mr. Currie that the Sudan revenues were scanty, Egypt's help was limited and as such progress would necessarily

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5. S-G. Annual Report, 1902, p.78, quoted by MacMichael, H.A., in The Anglo-Egyptian Sudan, Faber and Faber, London, 1934, p.76.

be slow. Accordingly, Currie's policy avoided unnecessary expenditure on mere educational machinery that had no real and vital connection with the economic needs of the country.

The educational aims which the Director of Education set before himself were <sup>6</sup> :

"I. The creation of a competent artisan class, which is entirely lacking at present.

II. The diffusion among the masses of the people of education sufficient to enable them to understand the merest elements of the machinery of Government, particularly with reference to the equitable and impartial administration of justice.

III. The creation of a small native administrative class who will ultimately fill many minor Government posts."

Underlying this policy was the creation of as many elementary vernacular schools as Government funds permitted, and the provision of a Training Centre for teachers and qādis.

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6. Gordon Memorial College, Report and Accounts, to 31.12.1901 - p.9.

For the realisation of these aims it was possible during 1900 and 1901 to establish an Industrial School near Omdurman with 60 pupils, a Higher Primary School at Omdurman with 162 pupils, a Higher Primary School at Khartoum with 72 pupils and a small Training College at Omdurman with 6 pupils.

Boys who finished their education in the Higher Primary Schools and wished to join Government service, found ready employment in minor posts such as junior telegraphist, land-measurer, or petty clerk.<sup>7</sup> Owing to the country's improved economic conditions during and after the first World War, it was utterly impossible to supply all the demands of the various Government departments for such employees. Boys who completed their education in the Training College became teachers in the provincial vernacular schools. The original aim of the Training College was to give pupils a five-year course of training, three of which were devoted to acquiring the rudiments of general education and two to training in Islamic law or teaching practice and then to recruit them either in

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7. Gordon Memorial College, Report and Accounts, to 31.12.1905, p.8.

the schools of the Education Department or in the Islamic courts.<sup>8</sup>

The number of the elementary vernacular schools under the Education Department showed steady increase from 49 in 1914 to 73 in 1918 as they were the only schools with which the bulk of the population were brought into direct contact. In these schools boys were taught reading, writing, arithmetic and the elements of religion. On completing their course, most of their recipients became Shaiks of villages. A few of them continued their education either in a technical or primary school where they would fit themselves for further studies or for employment in Government offices or commercial houses.<sup>9</sup>

The number admitted to the technical and primary schools had to be regulated according to the demand of the country for their product. As the majority of the people of the Sudan were engaged in pastoral or agricultural pursuits, the demand for skilled artisans was bound to be small. It was found necessary, therefore, to close two small industrial schools opened about 1907

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8. Gordon Memorial College, Report and Accounts to 31.12.1908, p.9.
  9. Gordon Memorial College, Report and Accounts to 31.12.1918, p.10.

in Kassala and Dueim respectively. Their apprentices failed to find employment after completing the provided courses. In 1918 the authorities held the opinion that the output of the Gordon College workshops and the Omdurman Technical School was sufficient to satisfy the existing demand. The same was held true with the six Government Primary Schools in the special sphere which they served.

By 1921 the Gordon College workshops had turned out 500 carpenters, blacksmiths, fitters and painters and the Omdurman Technical School had trained 101 bricklayers and stone masons.<sup>10</sup> The majority of the bricklayers and masons worked with private contractors while most of the carpenters, fitters and blacksmiths worked as skilled tradesmen in Government workshops or in private employment.

It was more economic for the Government to maintain a secondary school to train natives of the Sudan than importing expensive personnel from abroad. In his Annual Report for the year 1909, the Director of Education, Mr. James Currie, expressed the need of the

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10. Gordon Memorial College, Report and Accounts to 31.12.1921, p.11.

Government for a secondary school to produce educated Sudanese for the service of the Government.

"Students cannot be expected to do themselves justice, either as clerks or interpreters, or in fact in any clerical post, who enter upon their duties equipped with a general education falling short of the above standard." The Secondary School was opened as a special section (Literary Section) for the training of teachers of English in primary schools in 1908 and reached its complement of four classes in 1912. It was then expanded into a secondary school providing general education and preparing boys to become clerks, accountants and translators. The most suitable boys were selected in the third and fourth years as prospective teachers in primary schools.

The educational policy adopted by the Gordon College was the establishment of courses vocational in character including training in technical subjects. In this way the Government's dependence on the imported personnel would be gradually reduced and avenues would be opened for natives of the Sudan to earn their livelihood in the various occupations in Government departments or business houses.

By 1914 the Upper School contained four sections, "planned upon strictly vocational lines, to supply the country with a body of trained natives for the need of whom there was no question."<sup>11</sup>

Three sections were devoted to the training of engineers, qādis, teachers while in the fourth there was a regular secondary course designed to fit students for general employment either in Government or in commercial houses

The need for boys with secondary education continued to be felt by the Government throughout the period ending with the 1930 world economic depression. The demand for boys with secondary education was much greater than the supply. In 1918 Mr. R-Udal, Assistant Principal of the Gordon College, reported that 32 boys were required by the Government departments while the College could only supply 10. The Army authorities wished to select boys with secondary education to the Military School. The Kitchener School of Medicine (when opened) would admit boys who had completed their secondary education. To meet these demands the number of classes, in the first and second years of the Upper Section of the Gordon College was doubled between

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 11. Gordon Memorial College, Report and Accounts to  
 31.12.1918 - p.11.

1920 and 1921. It became possible, henceforth, to admit 60 boys every year in the Upper School as compared with 32 in any previous year.<sup>12</sup> A further measure was taken by the Governor-General's Council in 1926 when it agreed to a programme of expansion of the College with the object of raising its number from 303 in 1920 to about 500 in 1929.

The 1929 Commission of Inspection had praised and confirmed the early objectives of the Gordon Memorial College. The success of the College was taken to be the extent to which it was able to gear education solely to Government service. "Important as it is that the teaching of all subjects should reach the highest possible standard, it is even more important that the first aim of Gordon College should be to train loyal servants of the Sudan Government. The staff of the College from the Warden downwards have this object always before them, and I personally have every confidence that the results will be worthy of their

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12. Ibid. p.12.

efforts."<sup>13</sup>

Until 1930 the supply of boys from the Gordon College could not keep pace with the demand for Government employees and no questions of wastage arose. Accordingly, the College steadily grew in numbers. It reached its maximum number of 555 pupils in 1930 after which it continued to dwindle and a new policy had to be adopted.

Although the period 1925-30 was marked by economic prosperity for the Sudan, nevertheless educational advance was essentially limited. Apart from the opening of the Kitchener School of Medicine and the increased intake in the Gordon College which was necessitated by the post-war expansion, there were no significant educational developments. The events of 1924 and the assassination of Sir Lee Stack in the same year, led to the eviction of the Egyptian troops from the Sudan, the closure of the Khartoum Military School and the expulsion of all Egyptian civil servants. The Government began to view the Gordon College and the educated class with suspicion.

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13. Report of a Commission of Inspection on the Gordon Memorial College, Khartoum, 1929, op.cit. p.5.  
(Prefactory Note by Lord Lloyd, His Majesty's High Commissioner for Egypt and the Sudan.)

The events "had shaken the Government's confidence in the educated Sudanese, aroused its apprehensions about the political results of education in general, and caused it to pause somewhat in its forward liberal policy of the preceding period, if not to shrink definitely back."<sup>14</sup>

Education which had always been directed towards serving Government requirements, "now came to be dominated by the political outlook of the administration."<sup>15</sup>

At the same time this period was marked by the dominance of the policy of native administration over education. With the appointment of Sir John Maffey as Governor-General in 1926, the policy of decentralisation at once received his strong support.<sup>16</sup> Writing early in 1927 he said : "In the course of the six months or more I have spent in the Sudan since my appointment I have become convinced that of the larger issues facing this country, few, if any, are comparable in importance with those of placing upon a more clearly defined basis a policy in regard to native administration." Accordingly, educational facilities were reduced. This in turn led to a reduction in the technical staff employed in the provinces and in the Government departments. Currie's educational policy

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14. Atiyah, E. - An Arab Tells His Story, A study in Loyalties, John Murray, London, 1946, p.163.
15. Holt, P.M., A Modern History of the Sudan, London, 1961, op.cit., p.132.
16. MacMichael, H.A., The Anglo-Egyptian Sudan, London, 1934, Faber & Faber, p.250.

which aimed at producing functionaries in such numbers as employment opportunities permitted, had been replaced by one in which those opportunities were largely curtailed. The consequential result of those political and administrative developments was the subordination of education to the needs of native administration. Hence, "a decade of stagnation ensued until the middle thirties."<sup>17</sup>

The situation was further aggravated by the onset of the economic depression of 1930 which led to a further curtailment of education and employment opportunities. Intake into the Gordon College was substantially reduced. Departmental services were reduced also and cuts in official salaries were made including the starting salary rate of Gordon College graduates. The effect of these measures on the educated Sudanese was immense and their reaction was immediate and violent. The suspicion which had been building up between the Government and the educated class since the events of 1924 again showed itself in 1931. Sudanese public opinion "saw in the Government's action the culmination of a policy it had long suspected the Government of pursuing against the educated class."<sup>18</sup> The reaction of Gordon College boys found expression in the 1932 strike. These developments thus created a general feeling of discontent and widened the gulf between the

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17. Holt, P.M., op.cit., p.132.

18. Atiyah, E., op.cit., p.166.

Government and the educated class.

The Government's policies aroused a good deal of criticism from different directions. The educated Sudanese regarded the policy of reducing education to meet the needs of native administration as reactionary, taken deliberately to slacken the pace of social development.<sup>19</sup> This policy had also aroused the apprehensions of one of the first architects of educational policy about the genuine interest of the Government in education. Visiting the Sudan in 1926, Sir James Currie observed that the Government's interest in education had been lost and indirect rule became the dominant administrative policy.<sup>20</sup> When he visited the Sudan again in 1932, he found "education under a cloud". Educational facilities were reduced and employment opportunities were curtailed. He urged the establishment of post-secondary institutions including Schools of Law and Agriculture.

In 1933 the sub-committee of the Advisory Committee on education, under the chairmanship of Sir James Currie,

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19. Ibid., p.163.

20. Currie, J., The Educational Experiment in the Anglo-Egyptian Sudan, Journal of the Royal African Society, Vol. XXXIV, January 1935, op.cit., p.48.

drew attention to the dangers involved in the restriction of higher education in African territories with the inevitable result that an increasing number of Africans seek higher education abroad.<sup>21</sup> It urged that adequate provision should be made to meet the growing demand for higher education in African countries. It considered that the time had come to make progressive advances and to raise the colleges in Africa to university status. The Gordon College and Makerere College would form the nucleus of higher education in the Sudan and East Africa. Taking stock of the Sudan's educational policy, the sub-committee considered it "indefensible, for example, that the Gordon College should, at all events till very recently, have had to rely substantially upon the American University of Beirut for the advanced training of natives needed for its own staffing."<sup>22</sup>

Thus during the early thirties the Sudan Government became conscious of the need for educational reform. Accordingly, the Governor-General set up the Winter Committee in 1932, to review the educational system. (See pages 43-45 and 107-108 of this thesis). The principal aim of its recommendations was the strengthening

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21. Ashby, E., Universities : British, Indian, African,  
A Study in the Ecology of Higher Education, Weidenfield  
and Nicholson, London, 1966, -.194.
22. Ibid., (The Currie Report, December, 1933) p.477.

and consolidation of the elementary system and this was achieved by the establishment of the Elementary Teachers' Training College at Bakht er Ruda in 1934. Regarding higher education, the Committee recommended the removal of vocational specialisation from the Gordon College and the initiation of post-secondary institutions, but the execution of these recommendations was delayed, only to take place during the middle thirties. As for the Gordon College, its output was curtailed and restricted to the principle of supply and demand. Free and reduced fee vacancies in the College were also reduced. The full fee for boarders and day boys was increased.

It is not surprising, therefore, that those measures which emanated from the Committee's report should cause a great deal of discontent among the educated Sudanese. "The Committee's report had been most objectionable to them."<sup>23</sup> Their reaction against the delay in introducing higher education, found expression in the Sudanese press during the middle thirties. Thus apart from the creation of the Elementary Teachers' Training College, there was no radical educational reform during the period 1932-34. But there were already signs that the Government had begun to take

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23. Griffiths, V.L., An Experiment in Education, An Account of the Attempts to Improve the Lower Stages of boys' Education in the Moslem Anglo-Egyptian Sudan, 1930-1950, Longmans, London, 1953, p.14.

a more liberal attitude towards education. Radical changes, however, had to wait for the next phase when the economic conditions improved and a new set of administrators was appointed.

In 1934 an important change in the Sudan top administrators took place. A new Governor-General, Sir Stewart Symes replaced Sir John Moffey and a new Civil Secretary, Sir Gillian Angus replaced Sir Harold MacMichael. The advocates of the policy of native administration were replaced. The dominance of the concepts of native administration over education was giving way in favour of a new policy. This change in personnel meant a change in attitude towards educational policy and at the same time contributed to the process of reform.<sup>24</sup> The Government began to take a more liberal attitude towards education in general and higher education in particular.

On arrival, the new Governor-General planned a schedule of moderate reforms including the educational sphere. His interest in educational questions led to his examining the position anew. "It became clear to me," wrote the Governor-General "that a thorough review of

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24. Personal information from Sir Christopher Cox.

educational policy, with special regard to the feasibility of giving increased facilities for higher education was called for. A further question arose as to how this review was to be conducted. Commissions, Royal and other, often provide a clearer focus on vexed issues of public policy."<sup>25</sup>

It was becoming evident, therefore, that provision for post-secondary instruction was necessary if Sudanese were to fill senior posts in the administrative and technical services. It was felt inappropriate to give such instruction in a secondary school, and the normal course to follow was to create post-secondary institutions. In 1935, the Governor-General wrote : "Serious vocational training which approaches university standard cannot be begun within a secondary school. The establishment of such training in post-secondary institutions demands, and is receiving consideration."<sup>26</sup>

With this object in view, the Governor-General appointed the Loggin Committee in 1935 to consider the provision of better facilities for the technical training of Sudanese with a view to their employment in the technical departments. The Committee recognised the need for higher professional training in agricultural, veterinary, engineering  
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25. Symes, S., Tour of Duty, Collins, London 1946, p.225.

26. Gordon Memorial College, Report and Accounts, To 31.12.1934  
p. 10.

and scientific subjects (see pages 47, 109-110).

The years 1935-36, therefore, saw important developments in the realm of higher education. On 11th May, 1935 the Governor-General's Council approved the Khartoum School of Law Order, 1935, establishing the Khartoum School of Law. In 1936 proposals for establishing Schools of Agriculture, Veterinary Science and Engineering were also approved. Vocational specialisation was removed from the Gordon College curriculum. Much attention was given to general education which would fit the boys :

- "(a) to play their natural part in the life of the country and earn their own living with contentment, either in trade or in the land,
- (b) for posts of various kinds in Government offices and commercial houses,
- (c) for post-secondary education, whether inside the Sudan in the shape of professional courses in medicine, law, engineering, agriculture and veterinary science, or at universities abroad."<sup>27</sup>

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27. Gordon Memorial College, Report and Accounts to 31.12.1936., p.9.

It was during this period, too, that the Sudan Government recognised the importance of higher education as viewed by the Advisory Committee and realised the advantage of close association with the Colonial Office educational sub-committee.<sup>28</sup> For this end, Mr. E.N. Corbyn, a former Director of Education, was asked to keep in close touch with the Advisory Committee as 'observer' for the Sudan. This step was taken on the advice of Sir James Currie.<sup>29</sup> Later he was succeeded by Mr. R.K. Winter who kept in close touch with the latest educational developments throughout Britain's colonial territories.

The Anglo-Egyptian Treaty of 1936 gave the Governor-General the justification to continue with his reforming policy.<sup>30</sup> By its stipulation that Sudanese should be given priority in government service over foreigners, he was able to avoid any criticisms likely to arise from within the Sudan Political Service. The Treaty, therefore, gave him more incentive to provide better facilities for

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- 28. S.G., Central Record Office, Khartoum, Box 4, 15, His Excellency's Despatch of 1936 - Memorandum of Expansion of Education.
- 29. Personal Information by Sir Christopher Cox.
- 30. Personal Information by Sir Christopher Cox.

higher education.

The Governor-General's realisation of the need for increased facilities for higher education together with his belief in the ability of commissions in providing a clearer focus on vexed issues, led to his inviting the De La Warr Commission in 1937. At the same time the inspection of the College by a competent technical authority was urged by Lord Cromer, its Vice-President.<sup>31</sup> The invitation of the De La Warr Commission was further urged by Sir James Currie who was then an active member both of the Advisory Committee on Education and the Governing Body of the Gordon College.<sup>32</sup> Sir James Currie had taken a keen interest in the formation of the De La Warr Commission with the hope that it would extend its mission from East Africa to the Sudan.<sup>33</sup>

The invitation of the De La Warr Commission was preceded by the appointment of Mr. C.W.M. Cox as Director of Education, in order to assess the situation and submit a plan of action to the Governor-General's Council. This appointment was largely due to the good offices of Sir

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31. Gordon Memorial College, Report and Accounts, To 31.12.1934, p.9.

32. Personal Information by Sir Christopher Cox.

33. Gordon Memorial College, Report and Accounts, To 31.12.1937, p.5.

James Currie.<sup>34</sup>

In assessing the importance of this appointment the Governor-General wrote : "We required, first, complete reports of the position, on which decisions, with the full weight of Government behind them, might be taken; and secondly comprehensive and detailed plans to put these decisions into effect with a minimum of delay. For these purposes the Sudan Government was fortunate to secure the services for two and a half years of a man and a don who was young, energetic and skilful."<sup>35</sup>

Within a short time, however, the new Director of Education submitted a comprehensive and detailed plan for educational expansion and reform based on the De La Warr Commissions' recommendations. The proposals which entailed extraordinary expenditure totalling approximately £S 500,000 were approved by the Governor-General's Council in June, 1938. They were introduced by the Governor-General as "the most important proposals that had been laid before Council in his time as Governor-General."<sup>36</sup> On the other hand it was the goodwill and strong support of the Governor-General himself which made possible the sanction of the costly proposals of the Director of

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34. Personal Information from Sir Christopher Cox.

35. Symes, S., Tour of Duty, op.cit., p.225

36. Henderson, K.D.D., The Making of the Modern Sudan, Life and Letters of Sir Douglas Newbold, K.B.E., of the Sudan Political Service, London, 1952., Faber and Faber., p.84.

Education by the Sudan Government.<sup>37</sup> At the same time the prompt and timely execution of this plan led to the development of the Higher Schools and their eventual conversion into the Gordon College in 1945.

Until 1936 the Kitchener School of Medicine was the only post-secondary institution in the Sudan. Its aims and objectives and the needs to be met were <sup>38</sup>

"(1) To build up a staff of Sudanese doctors to carry out medical and public health work in the Sudan under the guidance and direction of highly trained British doctors with a view to meeting the increased need for medical and sanitary work throughout the country.

(2) To take this opportunity of associating the educated natives of the Sudan in the development and betterment of their country. The natives of the Sudan have a great admiration for medical work. They have long desired to have men of their own race trained as doctors, and for this reason they subscribed very freely to the building of this School. There is no way in which the Sudanese can be more usefully employed in the service of their country than as doctors, and there is no safer or more desirable channel into which the energies of the mentally active and

37. Gordon Memorial College, Report and Accounts, to 31.12.1938.

38. The Kitchener School of Medicine, Khartoum, First Report, 1924-25, p.10.

intellectually restless can be directed than that of medical work and medical research, a sphere of work and a line of thought that leads away from a narrow territorial and racial outlook to a wide humanitarian view of life.

If this School had not been founded it would have become necessary to send young Sudanese to the Medical Schools of Cairo, Beirut or London. This would have involved removing them from the influence of their homes, customs and traditions and exposing them to intellectual and moral influences which they are not ready to meet.

(3) To provide post-graduate courses for doctors, who have been trained at the School and to provide opportunities for special study and research."

Those objectives are closely related to the Sudanese environment and Sudanese communities, They reflect a noble feeling in that the narrow territorial and racial differences were to be turned into a more humanitarian outlook, full of love to all human beings alike, irrespective of the prejudices of race or creed. The medical officers should have as a main task the prevention of disease, and through their familiarity with or influence on social habits, they would be able to combat the epidemic and endemic diseases that were debilitating the population of the country and preventing its natural growth. They

would be employed in field work and in campaigns against diseases arising from irrigation schemes and from the inevitable growth of larger urban centres. They would also work under British doctors in the large hospitals and would take the sole charge of smaller hospitals and dispensaries.<sup>39</sup> Medical assistance would be brought within reach of all the inhabitants of the Sudan, the larger number of whom were not in reach of such assistance. The local training of medical students was regarded as essential if the graduates were to become acquainted with the local conditions of their country. Medical education should, therefore, pay special attention to the medical and health problems of the Sudan. By working in close collaboration with the Medical Research laboratories, opportunities would be provided for post-graduate work and research. In addition, the Medical School would produce a supply of native doctors to replace gradually the Syrian and other doctors recruited from abroad so that, in the future, medical work in the Sudan would be carried out by graduates of the School.<sup>40</sup> The employment of Syrian doctors was regarded as a makeshift only to meet an urgent necessity.

The demand for doctors was likely to increase as long as there was a steady development of agriculture

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39. Ibid., p.11.

40. Ibid., p.13.

throughout the country, both by irrigation and by rain cultivation. In 1924 all the senior medical posts in the Sudan were held by British doctors. In addition, there were 106 subordinate posts. It was estimated that an annual addition of six new doctors, for the next twenty-two years, would bring the total number of medical posts to 238.<sup>41</sup> Provision only for an annual output of six doctors, was made on a very conservative basis and with the existing facilities at that time, it was not likely to provide a supply of doctors in excess of the demand. The annual intake of students was thus carefully regulated according to the demand for their future services. Up to January 1933 the School produced a total of 34 graduates. Those replaced 37 Syrian medical officers and had thus affected a saving to the Government budget for the year 1933 alone of £14,000. This satisfactory situation had made possible a revision of the future demands of the School for medical officers until 1952. A careful forecast was made and as a result it was decided, commencing from 1935, to admit students every alternate year instead of every year as was in practice. To increase the annual output of doctors, it was decided, commencing from January, 1949, that intake to the School should be annual instead of biennial with a maximum of 12 students.

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41. Ibid., p.13.

As post-graduate training had been laid down as one of the principal functions of the School, it was possible, from 1939, to organise post-graduate courses which lasted for six months.<sup>42</sup> Post-graduate training in England was arranged for Sudanese doctors who were selected to fill senior posts in the Medical Department.

In accordance with the new policy already stated, six Higher Schools were opened between 1938 and 1940 to give professional training whereby Sudanese could rise to a responsible share in the administration and development of the country's resources. In its initial stages this professional training was aimed at turning out a small number of Government servants.

The Director of Agriculture held the view that training in the School of Agriculture should start on a small scale and should be closely related to the demand for the finished product.<sup>43</sup> It was, therefore, proposed to train six students every other year. Further progress would be based on the experience gained. A beginning was thus made with the admission of six students in 1938.

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42. The Kitchener School of Medicine, Khartoum, Sixth Report, 1936-38, p.36.

43. S.G., Central Records Office, Khartoum, Box  $\frac{1}{4}$ , 15, His Excellency's Dispatch of 1936, Memorandum of Expansion of Education. p.10.

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Veterinary work in the Sudan was to be promoted by the training of Sudanese in Veterinary Science to as high a professional standard as the country's resources had allowed. Expansion of veterinary work would produce increased herd tax. In 1935 the Sudan's export in animals and animal products was valued at £473,000. This increased trade was straining the professional staff of the Sudan Veterinary Service to the utmost. The Director of Veterinary Service aimed at turning out Sudanese Assistant Veterinary officers, who while requiring supervision as a general rule, would be able to act for British Veterinary Officers during the leave season.<sup>44</sup> Intake into the Veterinary School was to be regulated according to the needs of the country. As the Sudan Veterinary Service could not absorb a large number, an entry of three students every alternate year, for the first few years, was, therefore, contemplated. There was no intention of training native veterinary officers for private practice and all entrants to the School would be destined for Government service. It was proposed to build up a maximum cadre of 24 Sudanese Veterinary Assistants during the next 16 to 20 years. The duties<sup>45</sup> of the Assistant Veterinary Officers were to assist British Veterinary Inspectors in the better control of animal diseases and in the exploitation of animal industry in areas under inadequate control. They would bridge the gap in continuity which existed during the leave season. In emergency they would

44. Ibid., p.15.

45. Ibid. p.15.

deputise for British Veterinary Inspectors in case of sickness or leave. Their services would be extended to new areas which could profitably be exploited but were neglected owing to lack of staff. If Sudanese Veterinary Officers were not forthcoming those areas would continue to be neglected or would call for the services of additional foreign Veterinary Inspectors. Finally, they would replace two Egyptian 'Overseers' who were shortly due to leave.

The Director of Education and the heads of the engineering departments held the opinion that post-secondary training in engineering was one of the most urgent needs of the country. Its immediate object was to train, as Assistants to the Engineering departments, Sudanese students who completed their full secondary education.<sup>46</sup> It was proposed to admit 17 candidates to the School of Engineering every year. This number was believed to be reasonable in view of the high importance of maintaining a steady flow of native engineers professionally trained.

The function of the School of Science was to provide the pre-professional training required by candidates entering the Schools of Medicine, Agriculture, Veterinary Science and Engineering, and in a simplified form by those in training to become Science teachers at the Intermediate Schools.

46. Ibid., p.21.

As a start the School of Arts would be primarily concerned with the training of Intermediate and Secondary Schools teachers, of whom the country was very much short at the time.<sup>47</sup>

The primary function of the Higher Schools had always been to produce 'a more thoughtful, more learned and more co-operative citizen; their secondary function was to train him in the elements of his chosen career'.<sup>48</sup> In doing this, those concerned had to study constantly the practical demands of the future employers. Accordingly, the entry of students from the secondary school had to be regulated by the declared needs of the various departments. It was, therefore, important both that the nature and prospects of every possible career should be clarified and that the requirements of the various future employers should be constantly consulted. It had always been stated to entrants that, if successful, they would expect to be absorbed into Government departments, and thereafter their progress depended upon their own exertions.

Those objectives were the topic of criticism by the Sudanese local press during the years 1940 to 1942. In

47. S.G. Central Records Office, Khartoum, Enclosure to the Civil Secretary's Monthly Letter dated 8.7.1938. (Note by Mr. C.W.M. Cox), p.6.

48. S.G., Central Records Office, Khartoum, Box 17(1), Progress Report on the Higher Schools No. DE/9.21.1. of 28.8.1942 by the Director of Education, R.V.H. Roseveare, p.19.

December, 1941, al-Mu'tamar newspaper had an editorial entitled "The Higher Schools".<sup>49</sup> The writer expressed his disappointment at what he considered the unsatisfactory manner in which the educational programme of the Higher Schools was carried out. It was true that the standard of education in the secondary school was raised sufficiently to enable entrants to the Higher Schools to follow the prescribed courses. That obstacle was overcome by the introduction of the Cambridge School Certificate Examination, which was greeted with great satisfaction and appreciation. But nevertheless the number of students admitted to the Higher Schools was still very small. For this limitation, the same old reason was given, namely that there was not enough Government posts to absorb more graduates from those schools. In other countries, the writer claimed, universities open their doors to all applicants without consideration for employment prospects, on the principle that higher education aimed at giving the graduate an adequate equipment for life. Further, the courses of study at some of the Higher Schools were specially designed to suit the requirements of certain departments and to satisfy the Government needs in the immediate future. The writer criticised this limitation as being inimical to higher education in the true sense. Higher education in any country, should in the first place, conform to

49. S.G. Central Records Office, Khartoum, al-Mu'atamar newspaper dated 6/12/41.

general world standards and, in the second place, aim at satisfying the particular needs of the country.

A more bitter criticism appeared in May 1942 in *Ṣawt al-Sudan* newspaper.<sup>50</sup> The writer of this article thought that there were no schools worthy of the name Higher Schools, but there were groups of students who were being trained for certain Government work. He concluded by saying that these schools were not institutes for higher education but were training centres for officials. He could not see how the academic atmosphere could be created if there were no classes for all the years and teachers for all the classes.<sup>51</sup>

The 1937 De La Warr Commission drew special attention to the urgent need for the development of higher education. On publication of the De La Warr Report, the Graduates' General Congress set up various committees to consider the financial and other provisions made in the new educational programme. In July 1939 they submitted to the Civil Secretary a plan on educational

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50. S.G. Central Records Office, Khartoum, *Ṣawt al-Sudan* newspaper, dated 5.5.1942.
51. The writer was, perhaps, referring to the fact that intake of students into the Medical, Agricultural and Veterinary Schools had been biennial, and that of the Law School quadrennial.

expansion expressing the views of the educated Sudanese.<sup>52</sup>

Expressing their view on the Government's general educational policy, they stated that education in the Sudan was mainly designed to supply the various Government offices with suitable staff. That objective might have been inevitable in the early years for operating the Government machinery. It was then high time that a new and more general policy should have been laid down. In their opinion, the new educational policy should aim at the total removal of illiteracy, the expansion and improvement in all stages of education with a view to maintaining a high cultural standard.<sup>53</sup> That should ensure creating spiritual happiness for the individual in community life, inculcating public and co-operative spirit in the individual so that he might take an active interest in the welfare of his community, and equipping him with the qualities which would make for success in his struggle for existence.<sup>54</sup>

Taking stock of higher education, they hoped that the general academic standard of the Higher Schools was not below that of similar schools abroad, with particular attention to the country's requirements and traditions, so that admission into British Universities might be possible for those intending to take British degrees, until the

52. S.G. Central Records Office, Khartoum, Box 17 $\frac{1}{3}$ , 14,

De La Warr Commission and Report.

53. Ibid.

54. Ibid.

time came when recognised degrees could be awarded in the Sudan. They also hoped that the Higher Schools were not confined to Government employment but included a reasonable margin for private practice especially in the Schools of Agriculture, Law, Medicine and Engineering.<sup>55</sup>

To provide professional training in Economics and Accountancy, which was essential for Government employment as well as for private work, they suggested the opening of a School of Commerce. It was further suggested that the training of teachers should be designed to supply masters specialised in teaching Arabic and English as well as other subjects thus implementing the recommendations of 'Ali-Bay al Jārim and those of Lord De La Warr in one school.

In order to develop higher education in the Sudan in the local traditional character, an important objective was, in their opinion, to make early arrangements for training Sudanese to become members of the future University College teaching staff. That could be achieved by sending the best graduates abroad, in order to qualify for teaching in the future University College.

Finally, they strongly supported the recommendation of the De La Warr Commission that an Advisory Council should be formed, to advise on academic matters, and

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wished to emphasise the necessity of selecting Sudanese members from the educated class and not from the so-called notables as was, hitherto, the practice in other councils.

On the recommendation of the De La Warr Commission, the Higher Schools were integrated in 1945 to form the Gordon Memorial College. At its first meeting held on 15th November 1944, the Council of the Gordon Memorial College considered a draft statement of aims and policy of the College written by Sir Douglas Newbold, first Chairman of Council. Two alterations in phrasing were suggested and adopted. Council also suggested the addition of an explicit statement that the College was aiming first at university college and ultimately at university status, and this was also adopted. Council then approved the statement. The aims and policy of the College were:<sup>56</sup>

"The functions of the Gordon Memorial College are teaching and research. The value of research is not only intrinsic: it should also assist teaching in various ways. It should attract good staff and help to maintain its quality; and it should influence the students - through their contact with those engaged in it - towards acquiring the scientist's and scholar's objective attitude to knowledge, a realisation of the social and economic

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56. University of Khartoum, Central Registry Archives, Gordon Memorial College, Minutes of the first meeting

problems of their country, and a proper assessment of solutions.

The College seeks that its students should acquire not only a high standard of academic and professional knowledge, but also those qualities of mind and character which are necessary for good citizenship and professional competence. It tries to develop in all its students cultured and balanced minds, objective interest in work and study, a sense of responsibility, and a genuine desire to serve the community. Academic attainments have little worth without a moral basis and social sense.

These aims can be obtained partly through good curricula, adequate apparatus and libraries, and wise teaching (such as can produce in the students not only knowledge, but also the character and culture obtained through the understanding of the values and traditions of great professions and of reasearch). But in addition it is necessary, and should be the care of the staff, that the students' general environment-intellectual, moral, social and material - should be sound and stimulating.

The College also seeks to encourage and as far as possible to take part in schemes for the advancement of education outside its walls, whether in the form of courses of study, or by means of libraries, lectures, museums or otherwise.

The College aims at the status of a university college in the near future, and hopes ultimately to attain full university status. It has much to learn from existing universities, and should follow their lead in many ways, and seek their help. Owing to local traditions, however, we should not adopt their features without scrutiny; nor fear to be different, provided we maintain our high aims."

At its second meeting, however, Council was much concerned at the absence of mention of post-graduate research in the statement of aims.<sup>57</sup> It was asked if it was intended that research should be carried out only by expatriate staff and not by Sudanese. The Principal explained that it was intended that in the future research should be carried out by Sudanese post-graduate students as well as by Sudanese staff; but that the first step would normally be the introduction of research by the staff. The Director of Education pointed out that it was not the intention that teaching and research should be kept strictly separate, but that they should go hand in hand, each benefitting the other, and that as far as possible all staff should engage in both.

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57. University of Khartoum, Central Registry Archives, Gordon Memorial College, Minutes of the Second meeting of the Council held on 5.5.1945.

It was also stated that there was insufficient mention of the research already being carried out by Government departments, and of the relation between such research and research in the College. It was agreed that any form of external control of College research, except the purely financial control of the Council, was undesirable, and that annual reports, research publications and informal contact between researchers would provide adequate contact between College and departmental research.<sup>58</sup>

Immediate steps were taken to implement the "Aims and Policy" of the College. Syllabuses and methods were reviewed and measures were taken to improve them. In all schools emphasis had been placed on doing as much teaching as possible through the seminar, the laboratory and practical work, so that teaching might approach as near as possible to a tutorial system, and the satisfactory performance of such work had been made a necessary condition of admission to the final examinations.

Little research had been carried out in the Higher Schools prior to their amalgamation into Gordon Memorial College and yet very little during their first year as part of Gordon Memorial College.<sup>59</sup>

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58. University of Khartoum, Central Registry Archives, Gordon Memorial College, Minutes of the Third meeting of the Council held on 8.12.1945.

59. University of Khartoum, Central Registry Archives, Gordon Memorial College, Agenda of the Third meeting of the Council held on 8.12.1945.

During 1945 a provisional plan for research was prepared. This plan represented a minimum standard to enable the College to achieve university college standing in so far as research was concerned. It represented an expanding programme to be achieved gradually as the necessary extra staff of the required calibre could be obtained and as funds could be made available.

In 1944 the College staff consisted of 31 persons of whom very few had had training in research; they were so overloaded with teaching that there was little and in most cases no time for research, and there was an urgent need for additional staff with research as well as teaching qualifications.<sup>60</sup> In 1945 Council agreed to provide extra posts but recruiting was difficult and they were not all filled. In 1946 Council provided a considerable number of new posts as recommended by Professor Lillian Penson. Recruitment proved to be much easier as a result of demobilisation. In 1946 the academic staff had grown from 31 to 44 and the College was fortunate in being able to attract a useful

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60. University of Khartoum, Central Registry Archives, Gordon Memorial College, Agenda of the Sixth Meeting of the Council held on 9.12.1946.

percentage of candidates qualified to engage in research as well as to teach. The College had changed from an almost wholly teaching to a teaching and research institution. This represented a profound change as compared with the position in November 1944.

High standards of teaching could not be attained until a good deal of high quality research was being done. Already time had been found in the School of Agriculture for significant work on animal nutrition, cattle-breeding and a various disease in a food-plant, in the School of Science on the aquatic fauna of the Nile and a chemical project, and in the School of Arts on the history of the Sudan, archaeology and psychology.<sup>61</sup>

As research without an adequate library was impossible, Council agreed in principle, in 1945, to the building of a new library to hold some 200,000 volumes. In 1946 the library was improved by the appointment of a librarian.

The development of qualities of character and good citizenship was receiving close attention. The existing contact with the staff, practical work and Students' Union, and the proposed hostels would all contribute to this aim.<sup>62</sup> In 1946 the Principal was able to report

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61. Scott, G.C., Gordon Memorial College, Khartoum, Journal of the Royal African Society, Vol.48, 1949, p.230.

62. University of Khartoum, Central Registry Archives, Gordon Memorial College, Minutes of 2nd Meeting held 5.5.1945.

that the various agencies which together attempt to achieve character training such as Students' Warden, staff contacts with students both in and out of the lecture room, functioned actively and well. The Students' Union had, however, not functioned properly, and had been a source of continual political unrest. It was consequently dissolved and a social club had been set up in its place. Other student organisations to deal with athletics, dramatics, literature were reconstituted on lines better calculated to bring staff and students together in mutual companionship. But at the end of the nineteen forties the political and national emotion, had from time to time, made more difficult the friendly intercourse between staff and students. At times when the political emotions were high, expatriate staff had not always found it easy to win and keep the students' confidence. While in normal times this was forgotten, it had been a hindrance to be surmounted in times of difficulty.<sup>63</sup>

"University Extension" work was undertaken in the form of the Erkowit Study Camps. The first of these

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63. Scott, G.C., op.cit. p.229

camps was presided over by the Director of Education, Mr. R.V.H. Roseveare, and was a great success. The second had been no less successful and the method seemed to be an admirable one for bringing about understanding and friendship between Sudanese and British people. During 1948 a British expert on adult education was called to visit the Sudan and advise on the extension of extra-mural work in the College. There was also a close link between the College and the Sudan Cultural Centre in the person of a member of the College Staff whose duty was equally divided between the two. Active interest was taken in the work of the Philosophical Society, and members of the staff gave occasional lectures outside the College.

The aim to achieve university college status was constantly kept in mind. During the years 1945-46 substantial progress was made towards achieving this objective. In order to qualify for association with London University, it was necessary to improve the staff in quantity and quality, to raise the standard of entry by introducing a preliminary year of sixth form work, to improve curricula, to make provision for a suitable library and to change the Constitution so as to bring it into line with University practice in

the United Kingdom. Association with London University had been duly completed in 1947.

Parallel steps as part of this general plan were also taken in the fields of finance and building programme. If the College was to attain university college status, much wider financial resources than the annual grant-in-aid from the Sudan Government were vitally necessary. In 1946 the outstanding feature was the magnificent endowment of one million pounds from the British Government. Almost equally important was the earmarking of half a million pounds by the Sudan Government for the building of an assembly hall, library, mosque and residential halls, and the willingness of the Sudan Government to increase its annual contribution to the College budget. Since November, 1944 the College's financial position had improved enormously.

Since November 1944 the Lands and Buildings Committee had been actively engaged in drawing up a building programme. The opportunity was taken to ask Mr. Newton, a well-known architect, to make sketch plans of grounds and buildings considered by Council necessary for the conversion of the College into a university college. Mr. Newton produced plans designed to accommodate 500 men and 200 women students.

In an address to the Council in 1948, the Chairman

reviewed the role of the College in the life of the country.<sup>64</sup> "The college did not exist as the last rung of a ladder leading to Government posts, but to provide its students with standards of culture, and to endow them with wisdom and tolerance. The real importance of the College, as of all new universities, was that it provided a liberal education, which was the only moral safeguard against the perils of the modern world, such as the <sup>/atom</sup>bomb. This liberal education necessarily meant difficulties, because it implied an atmosphere of freedom and criticism. Such an education required self-discipline by the students if it were to succeed. In this there lay an inherent dilemma; for while it was not possible to banish politics from liberal education, yet discipline was necessary in order to defend freedom. Such discipline should not be associated with the Government or with any particular brand of politics; but it must protect the College's educational aims. Among all these difficulties, there was a danger of losing faith in freedom itself. It was the Council's duty to act like a gyro-compass, and to keep the ship on its course, amid these difficult currents."

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64. University of Khartoum, Central Registry Archives, Gordon Memorial College, Minutes of the Tenth Meeting of the Council held on 14.12.1948, Address given by Mr. A. Gaitskell, Chairman of College Council.

On 1st September 1951 the Gordon Memorial College and the Kitchener School of Medicine were formally incorporated to form the University College of Khartoum. Thus the College's dearest aim was achieved. At its first meeting held on 27th November 1951, the University College Council agreed that the Statement of Aims and Policy approved by the Council of Gordon Memorial College on 15th November 1944, applied with equal force to the newly constituted University College of Khartoum.<sup>65</sup> "The College hopes ultimately to attain full university status," which objective was achieved on the 24th July, 1956.

It has always been emphasised that the function of a university is not only teaching but also research. No institution could claim the title of university unless some independent research is being undertaken and unless its social interest is extended beyond the lecture-rooms. In addition to being a teaching body, a university has the function of enlarging the boundaries of knowledge. The pursuit of knowledge is an essential feature of university life and is important if university departments are to retain their vigour and to discharge

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65. University of Khartoum, Central Registry Archives, University College of Khartoum, Minutes of the first meeting of the Council held on 27.11.1951.

their proper obligations in a University society. It is the duty of a university teaching staff to undertake and guide research in their own fields. Facilities for members of the staff should be provided so that they may be able to carry out this vital and essential part of their duties. In the long run a university is judged by the contribution which it makes to fundamental knowledge.

Teaching and research should be directed to the special needs of the country and should aim at solving its problems. It should lead to an improvement in the utilisation of its resources. It should be so adapted as to make the greatest possible contribution to its social and economic development.

In the Sudan in particular, where the supply both of scientific books and of specimens, material and equipment for scientific study is so meagre, the advantages of centralising research work in a university seem greater than elsewhere. On the other hand, teaching gains enormously from research. Again, the university gains in prestige from the achievements of the research workers, and this in turn tends to attract a good staff and to give the students a lively interest in their work.

Though the attainment of high academic and professional standards is a main aim of a university, it is not the only aim. A university should also help to foster an active social sense and an enlightened public spirit. Accordingly, a university should take interest in extra-mural education. Some responsibility for general education attaches to a university.

Educational courses and lectures of various types form an important part of this extra-mural education. People outside the university get some direct benefit from its expensive staff, while the university itself gains by being kept in closer contact with the country which it serves. These activities assist to extend the influence of a university, and make a contribution to the development of the community as a whole.

The University of Khartoum took a lively interest in putting these aims into practice. During 1956 it was engaged in the stimulating task of giving practical effects to its new status. It had to ensure that its aims and work were fully understood by the public, by its own students and graduates. Public opinion had to be convinced that the University should foster pure learning, for the sake of learning, as well as applied learning.<sup>66</sup> The study of abstract subjects such as  
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66. University College of Khartoum, Report and Accounts

Philosophy should be encouraged. There was also the need to emphasise the significance of research as a fundamental activity of the University. The University should also offer the greatest possible help to scholars from abroad who wished to undertake research in the Sudan. The provision of such facilities was one part of the University's international relations. Another one was to secure recognition for the degrees of the University, so that its graduates may be eligible to undertake post-graduate courses in universities abroad. The first signs of this recognition appeared in 1959 when graduates with Khartoum degrees were accepted for post-graduate courses in a number of British and American Universities.

Since its establishment the University of Khartoum took an active interest to encourage research work, under the direction of the Research Committee. The money allocated to research work rose from £S 590,025 in 1954-55 to £S 1,638,469 in 1955-56 and £S 2,634.023 in 1956-57.<sup>67</sup> Actual expenditure on research activities was £S 2,377 in 1957-58. In 1962-63 the research fund was increased from £S 8,000 to £S 11,000. This to-

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67. University of Khartoum, Annual Report, March to July 1956 and since July 1956, p.28.

gether with the increase in the staff, enabled the University to increase the number of post-graduate students at home.

Much of the research undertaken in 1955-56 was of extreme practical relevance to the Sudan such as that done by the Hydrobiological Research Unit. In 1957-58 the Vice-Chancellor of the University of Khartoum was able to report that out of 133 academic members of staff, 44 or more than 33 per cent were engaged in active research work which covered nearly all walks of life from the purely scientific and literary to that of practical application, and that in many respects the research was original, leading to new discoveries, or confirmation of a hypothesis as in the case of new cotton disease in Gineid, grain pest, skin diseases and house flies,<sup>68</sup> He thought that the position of research and research facilities was satisfactory, and the University was making strides towards the fulfilment of one of its two main functions. During the year 1958-59, 62 members of the academic staff were actively engaged in research. This represented 44 per cent of the academic staff as compared with 33 per cent in 1957-58. In 1961-62 research

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68. University of Khartoum, Report and Accounts on the year ended 30th June, 1958, p.21.

activities by the staff covered all Faculties, dealing with a variety of subjects in a great number of fields both cultural and scientific.<sup>69</sup> The Hydrobiological Research Unit undertook studies on Nile water, fish and plants carried out by members of the Geography, Zoology and Botany Departments. In 1962-63 the University staff continued to increase their efforts in different research fields both in Humanities and Sciences.

Extra-mural work continued to receive attention under the direction of the Extra-Mural Studies Board consisting of representatives of the Faculties. During the Triennium 1959-61 the Council approved the allocation of £S 10,000 for extra-mural work. Among the activities of the Extra-Mural Studies Board in 1962 was the organisation of a one-year course for training librarians. Further, a residential seminar was held for the Gizira Board Inspectors at the Faculty of Agriculture. During 1962-63 five public lectures were organised by the Extra-Mural Studies Board.

At the present time the University of Khartoum is the only higher institution in the Sudan where research work and extra-mural activities are undertaken on a wide scale. Its functions and duties were defined

69. University of Khartoum, Vice-Chancellor's Report for the year 1961-62, p.4.

by its Vice-Chancellor in 1965. "It is of course an important duty of the University to create a free atmosphere for teaching, study and research. The University further has the duty of planning courses which answer to the immediate and long-term needs of the country. It accordingly sets regulations for admission which conform to the appropriate academic standards. It aims to provide in class-rooms and laboratories the same free atmosphere of opinion for both students and staff, so that they may carry on their academic tasks without fear or undue pressures. For all these reasons we have repeatedly demanded the recognition of the independence of the University.

This does not, however, mean that the University must or can live in complete isolation. It is a living organism which responds to and is affected by the events around it. The staff on their part frequently direct their attention to the objective study of the society in which they live. The students though primarily concerned with their studies, understandably feel, sometimes strongly, that it is their duty to express their views on major issues that vitally affect the future of their country.<sup>70</sup>

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70. University of Khartoum, Khartoum, University Forum, Extra-Mural Studies Department, April, 1965, p.1.

Thus to sum up what has been said it will be seen that the early educational scheme was essentially limited and practical in aims and its implementation was rather slow. This practical attitude was dictated by the paucity of funds and a desire to restrict the educated product to the limits of Government demands. The danger of creating an educated class in excess of the demand was thus avoided. The Gordon Memorial College was, from the beginning, used as a feeder for Government employment and its intake was carefully regulated to meet the requirements of the Government. Most people looked upon the Gordon College as a machinery for the production of Government servants. In a developing country such as the Sudan this view was inevitable as Government employment attracted most people. Further, education had to contribute substantially to redressing the financial stringency by providing the necessary expertise for Government machinery. In the early years of the Condominium the limitation of financial resources and the shortage of trained teachers rendered difficult any large measures of educational expansion. The expansion of education later was a purely administrative necessity in order to provide Sudanese functionaries to replace the more expensive imported personnel. The

demand for functionaries increased with the building of the Sennar Dam and the development of the Gezira Scheme. Consequently, until 1930 almost all the Gordon College product was absorbed into Government departments or other services and education became ancillary to Government machinery and subservient to its needs.

As already shown a number of factors led to a change in the Government's educational policy during the early thirties. Among these factors was the economic depression of 1930 which meant that the Government could no longer absorb the Gordon College product. A new policy had to be adopted. At this time a change in senior administrators ensured that the new policy should be a more liberal one leading to the expansion of post-secondary education. Education should, henceforth, be more liberal preparing its recipients for a broader kind of life. Among other objectives, general education would fit boys for post-secondary education, whether inside the Sudan in the shape of professional courses in medicine, law, engineering, agriculture and veterinary science, or at universities abroad.

The expansion of post-secondary education was regarded as an aim to produce the qualified type of Sudanese to replace the foreign element. Although the School of Medicine had this as one of its aims, it was not the only

aim. The School paid special attention to local training and to the medical health problems of the Sudan. The post-secondary instruction which was started by the Government in 1936 was based on vocational lines in order to provide a supply of more responsible Sudanese employees especially in the technical services. Intake into the Higher schools had, therefore, to be regulated according to the declared needs of Government departments.

The limited objectives of the Higher Schools were subjected to bitter criticism by the Sudanese local press during the early nineteen forties. The educational programme of the Higher Schools was considered to be unsatisfactory. The number of entrants was small and was regulated according to the Government's need for employing graduates. Further, the courses of study at some of the Higher Schools were specially designed to suit the requirements of certain departments and to satisfy the Government's needs in the immediate future. This limitation was regarded as inimical to the true principles of higher education.

It was not until 1945 that the objectives of university education were brought into line with general university principles and standards. The function of the Gordon College was teaching and research, the training of qualities of mind and character which were necessary

for good citizenship and professional competence. The real importance of the College, as of all other universities, was that it provided a liberal education which implied an atmosphere of freedom and criticism. This liberal attitude was inherited by the University in 1956. The provision of a free atmosphere for teaching, study and research is an essential feature if university education is to remain flourishing in the Sudan.

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CHAPTER V  
EDUCATIONAL ADMINISTRATION.

Lord Kitchener explained his educational scheme of establishing the Gordon Memorial College at a meeting held at the Mansion House in London on 1st December, 1898. In that meeting a General Council was formed including many of the eminent men of the country. The General Council met at the Bank of England on 18th January, 1899 and elected an Executive Committee which was given full powers to give effect to Lord Kitchener's proposals with such modifications as they thought necessary. The Executive Committee and Trustees of the Gordon Memorial College were given legal recognition and their duties and powers were defined by a Deed Poll made on the 11th Day of July, 1899.<sup>1</sup> The first members of the Executive Committee were Lord Kitchener of Khartoum and Aspoll, Sidar or otherwise the Governor-General of the Sudan (ex-officio), Samuel Stewart Gladstone or otherwise the Governor of the

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1. Deed Poll made on the 11th Day of July, 1899  
(Copy obtained from Mr.L.C.Wilcher's Private  
Archives, Oxford).

Bank of England (ex-officio), Evelyn Viscount Cromer, Nathaniel Baron Rothschild, John Baron Revelstoke, Charles Baron Hillingdon, Ernest Cassel and Hugh Colin Smith.<sup>2</sup>

The Executive Committee was empowered to purchase, lease, construct or acquire any lands, buildings and property required by the College. It was responsible for the entire management of the affairs, concerns and property of the College, the admission and expulsion of candidates and all matters whatsoever regarding the administration of the College. It had the power, from time to time, to make and alter any bye-laws and regulations which should not be repugnant to the laws governing the Sudan. Such bye-laws and regulations when duly made and signed by the Committee should be binding upon all members of the College, all the staff and others connected therewith.<sup>3</sup>

The Committee had full power to delegate all or any of their powers including the execution or signature of any deeds or documents either to "a Committee of the Committee" or to any other persons as the Committee might, from time to time, determine. It should keep

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2. Ibid, p.2.

3. Ibid, p.3.

proper accounts of the annual income and expenditure of the College, and all such accounts should be duly balanced. All questions which came before the Committee were to be decided by a majority of the Committee present at the meeting at which such questions were brought forward. Three members of the Committee constituted a quorum and the Chairman at every meeting had a vote and in case of an equality of votes, a second or casting vote. The Committee might make such regulations as to the convening of meetings as it might determine.

According to clause (12), the Committee might add to their number, provided that their total number did not exceed seven including the ex-officio members. If the number of the Committee was reduced below four, the remaining members might execute such administrative duties as were necessary but should, as soon as possible, proceed to make up their number to at least the minimum of four.<sup>4</sup>

Clause (15) gave the Committee the power to alter the provisions of the Trust Deed of 11.7.1899. By a Deed Poll made on the 4th day of December, 1905, and by

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4. Ibid., p.4.

virtue of the powers conferred on the Committee under clause (15), clause (12) of the Trust Deed was altered to allow for the addition of members to the Committee, provided that their total number did not exceed ten including the ex-officio members.<sup>5</sup> In accordance with this alteration Sir William Mather, Henry Solomon Wellcome and Sir Henry Craik were appointed members of the Executive Committee.

The first Trustees of the funds were Lord Rothschild, Lord Revelstoke, Lord Hillingdon, Lord Kitchener and Hugh Colin Smith. In the event of the death or retirement of any one or more of the Trustees, the Committee should appoint their successor or successors and might increase the number of the Trustees, provided only that their number was not less than three. In making or varying any investments of the trust funds, the Trustees should act on their own discretion but subject to any directions that might, from time to time, be given to them by the Executive Committee. The funds subscribed were to be "applied for the establishment, maintenance, endowment and administration of the proposed college

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5. Deed Poll made on the 4th day of December, 1905.,  
(Copy obtained from Mr.L.C.Wilcher's Private  
Archives, Oxford).

and all the necessary staff, for the management and education of the scholars of the same including, if so determined by the Committee, the formation of classes and the giving of lectures or instruction in places in the Sudan other than the said College and anything, tending in the opinion of the Committee, to extend and improve the condition and education of the natives of the Sudan".<sup>6</sup>

On 1st August, 1899 an Act of Parliament was passed to give powers to the Executive Committee and Trustees to invest the trust funds in the manner they desired.<sup>7</sup> (see Appendix C). It was felt that as the interests of the Sudan were closely connected with Egypt, the most suitable investments for the endowment would be those connected with the Egyptian Government. Accordingly, the Act of Parliament gave the Trustees the right to invest the trust funds in the stocks, bonds or obligations of the Egyptian Government, or in investments the interest of which was secured by the Egyptian Government, or in any other security in which they might lawfully invest, and might vary any such investments.

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6. Deed Poll made on the 11th Day of July, 1899,  
op. cit., p.2.

7. Gordon Memorial College at Khartoum Act, 1899,  
62 and 63 Vict., ch.16, (Copy obtained from  
Mr.L.C.Wilcher's Private Archives, Oxford).

In the Trust Deed it was stated that Queen Victoria consented to be Patron of the College while the Prince of Wales (afterwards King Edward VII) consented to be Vice-Patron. The position of Vice-Patron was never filled since it first became vacant when King Edward VII became the Patron. On account of the enormous addition to the old-standing institutions and associations, a rule was made that Royal Patronage to institutions should only be accorded by one member of the Royal family. In the case of the Gordon College, as the King was Patron, it was, therefore, impossible for the Prince of Wales to become Vice-Patron.<sup>8</sup>

According to clause (8) of the Deed Poll of 11.7.1899, Lord Kitchener or otherwise the Governor-General of the Sudan should be President of the College. In the event of Lord Kitchener ceasing to be Governor-General of the Sudan, he should, without further election, become an ordinary member of the Executive Committee.

The administration of the College was closely

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8. Gordon Memorial College, Report and Accounts, to 31.12.1928, p.15.

co-ordinated with the Governing Body in London. The general policy was that those concerned with the administration of the College and the educational organisation of the Sudan, such as the Governor-General, the Director of Education and Principal of the College and the Warden, occasionally met members of the Governing Body and freely discussed with them the affairs of the College and its activities in relation to the general development of the country.<sup>9</sup> Moreover, in accordance with clause (7) of the Deed Poll of 11.7.1899, the appointment of the Principal should be confirmed by the Executive Committee. The activities of the College were also closely connected with the policy of the Sudan Government. From its foundation and until 1944 the Director of Education held the post of Principal of the College. Apart from this the Sudan Government contributed generously towards defraying the expenses of the College and the College itself supplied the required personnel for running the machinery of Government.

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9. Gordon Memorial College, Report and Accounts, to 31.12.1924, p.4.

(For a list of Directors of Education, Principals of the Gordon Memorial College, established in 1945, and the University College and Vice-Chancellors of the University of Khartoum, see Appendix D.)

In 1900 Mr. James Currie who held the position of Director of Education was appointed Principal of the College. Until 1910 the Principal was chiefly assisted by Hedāyat Bey in the management of the affairs of the College. With the rapid development of the College and the increase in its numbers and the election of the Director of Education to the Governor-General's Council in 1910, the need for the post of Assistant Principal of the College was greatly felt. It was, therefore, created in 1911 and its duties were undertaken by Mr. M. F. Simpson until his transfer to Egypt in 1918.<sup>10</sup> It was then held by Mr. N. R. Udal. In 1926 the post of Assistant Principal was upgraded to a Wardenship and Mr. Udal became first Warden of the College.<sup>11</sup> The Warden was the chief executive officer responsible to the Principal for the internal administration of the College.

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10. Gordon Memorial College, Report and Accounts, to 31.12.1926, p.21.

11. Ibid, p.21.

From the very outset Lord Kitchener looked forward to the day when the College would be able to recruit a proper staff of English masters with whom the boys might be closely associated during their period of residence so that their native views of life would be gradually modified to a morally higher standard. Residential facilities were, therefore, arranged for the boys from the very beginning. In 1904 the Boarding House was full with 25 boys in residence.<sup>12</sup> The house was in process of being enlarged to cater for 50 boarders. As suggested by Lord Kitchener, the boarding fee was fixed at £9 per annum, a sum which barely covered the cost of maintenance. By 1909 suitable houses were under construction to accommodate the English masters who had tutorial duties to perform. The usefulness of the English tutorial staff in moulding the boys' views to a more efficient standard would, henceforth, be more felt. By 1919 the realisation of Lord Kitchener's ideal seemed within easy reach when the number of the tutorial staff was increased. In his Annual Report for that

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12. Gordon Memorial College, Report and Accounts, to 31.12.1904, p.6.

year, the Assistant Principal of the College expressed his hopes that it was easier to realise Lord Kitchener's ideal that "by association with English masters, with whom the boys are closely and continuously associated, native views of life may be greatly modified and gradually moulded to a morally higher and more efficient standard".<sup>13</sup>

The British tutors assisted the Warden in the administration of Houses and were responsible for the boys' discipline outside the class-room. They took charge of athletics, drill, football, and boy-scouting. In 1929 native House Officers were appointed to assist the British tutors. They lived in the Boarding Houses and were responsible for the supervision of the students, the control of the auxiliary staff, the issue of rations, the supervision of meals and of dormitories. To each House a student prefect was designated. The prefects had the power to administer corporal punishment. They also had the authority to deal with minor offences. The pupils had the right to appeal to house tutors.

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13. Gordon Memorial College, Report and Accounts, to 31.12.1919, p.13.

Originally Houses were called by names of the tutors in charge. In 1926 the four Houses were renamed after the four Governors-General of the Sudan, the first of whom was the founder of the College.<sup>14</sup> The names given were Kitchener House, Wingate House, Stack House and Archer House. The number of boarders increased gradually. There were 378 boarders in 1928 as compared to 305 in 1927. Accordingly, a fifth House was added in 1928 and was named Maffey House. In 1933 a sixth House was added and was named Currie House, after the first Director of Education and Principal.

In 1927 a slight change was made in the conditions of service of tutors. In previous years new tutors were selected by the Political Service Selection Board from members of the Political Service who, after three or four years, took up administrative duties in the provinces and were under no obligation to return for work in the College. The Director of Education, Mr.J.G.Mathew, held the view that education should play a large part in the political life of the country. It was, therefore, necessary that while specialist

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14. Gordon Memorial College, Report and Accounts, to 31.12.1926, p.22.

teachers should be strongly represented on the College staff, a certain number of the staff should possess a political outlook and have some practical experience of administration and its problems.<sup>15</sup>

It was, therefore, decided that while tutors should still be members of the Political Service, they should, except in special circumstances, return to the Education Department after completing their term of administrative duties in the provinces which normally took place after a few years of work at the College. In this connection a further measure was taken in 1928 when it was decided that, in future, all tutors should undergo a years' course of training at the London Day Training College before joining the College.<sup>16</sup>

Under the prevailing circumstances the Gordon College was considered to be run by Political Service Officers. The House system under British tutors, with native House Officers and prefects was intended to make discipline in the College conform as much as possible to that of English Public Schools. The students were made to perform social service work

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15. Gordon Memorial College, Report and Accounts, to 31.12.1927, p.19
16. Gordon Memorial College, Report and Accounts, to 31.12.1928, p.17.

such as the weeding, rolling and cleaning up of the football fields. They became responsible for "washing their own clothes, making their own beds, keeping their 'Houses' clean, and generally helping to look after the College. At first, this was regarded with a certain amount of dislike as savouring of menial work, but latterly the boys have realised that it all forms part of a most valuable character training and they now carry out their duties cheerfully".<sup>17</sup> In his Annual Report for the year 1929, the Warden was able to report that an attempt was made "to inculcate the spirit de corps so essentially associated with the Public School system".

Although the system of discipline described above was praised by the 1929 Commission of Inspection, nevertheless it was subject to criticism. The Commission paid tribute to the discipline in so far as it made the boys orderly in behaviour, well-mannered and respectful to their elders.<sup>18</sup> In their opinion the house arrangements were very well organised and efficiently supervised.

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 17. Gordon Memorial College, Report and Accounts, to 31.12.1929, p.25.

18. S.G. Report of a Commission of Inspection on the Gordon Memorial College, Khartoum, 1929, op.cit., p.44.

"Discipline is effective and sensibly administered; it may be strict, but it is not oppressive".<sup>19</sup>

On the other hand we have first hand evidence of the discipline exercised by the College at that time. 'Atiyah was then a teacher in the College and witnessed the military discipline and the air of privilege and sovereignty that surrounded the British Political Service Tutors. Describing the College, Edward 'Atiyah said, "I had my first shock immediately on entering it, for I discovered that there were not one staff, but two, a British staff of Tutors, and a Syrian and Sudanese staff of teachers. .... The British Tutors had each one office to himself; the non-British staff were all herded together in one large common room. The British Tutors, apart from teaching, were Headmasters and looked after the human side of school life; the non-British staff were mere instructors, who walked into the class-rooms, gave their lessons, walked out again and had nothing more to do with the boys until it was time to walk into the class-rooms again the following morning." .... At the College the British Tutors "enjoyed the prestige

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19. Ibid, p.45.

of rulers. Not the dignity of schoolmasters but the aura of sovereignty surrounded their every step. They exercised a kind of military authority, and the discipline they enforced savoured strongly of the barracks..... The Tutors were members of Political Service. They were in the dual capacity of masters and rulers, and the second capacity overshadowed the first. The pupils were expected to show them not the ordinary respect owed by pupils to their teachers, but the submissiveness demanded of a subject".<sup>20</sup>

The whole situation began to change at the beginning of the nineteen thirties when the College authorities started to adopt a more liberal policy. More emphasis was laid on producing 'a more self-reliant, more adaptable and more versatile type of boy'. More attention was given to the out-of-class activities, school clubs and societies, the most important of which were the Dramatic Society, the Debating Society and the Natural History Society. More freedom was given to the students in running these societies with the minimum staff supervision

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20. Atiyah, E., An Arab Tells His Story, A Study in Loyalties, op.cit., pp. 137-138.

and direction. The objective was to cultivate and develop character, initiative and self-reliance. Hobbies and interests outside the range of the classroom were encouraged in order to create a closer corporate life by more intimate and informal contact between staff and pupils.<sup>21</sup>

Until 1932 the right to award punishment of any kind was confined to the Warden, the Tutors, the Boarding House Officers and the Prefects.<sup>22</sup> From now on this responsibility would be shared by all members of the staff who were allowed to punish offences. Punishment for minor offences continued to be exercised by the Prefects, but they were no longer allowed to administer corporal punishment. In 1931 the number of Prefects was reduced from three to one in each House. In 1940 the Prefects were for the first time elected by the fourth year pupils, instead of being chosen by the Warden and House Tutors.<sup>23</sup> With the appointment of Mr.G.C.Scott as Warden in 1937 the spirit of reform reached its

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21. Gordon Memorial College, Report and Accounts to 31.12.1932, p.11.

22. Ibid, p.30.

23. Gordon Memorial College, Report and Accounts, to 31.12.1940, p.17.

climax. The new Warden carried out a series of reforms that transformed the character of the College and raised its standard to the Cambridge School Leaving Examination in 1938.

The Kitchener School of Medicine had a separate administration. It was not a Government school but a free institution assisted by the Government for the development of higher education in the Sudan. The relationship to be established between the Gordon Memorial College and the Kitchener School of Medicine was the subject of consideration of members of the Executive Committee of the Gordon Memorial College during the years 1926-30. A Sub-Committee consisting of Sir Edgar Bonham Carter, Mr.J.Crowfoot and Mr.W.Norton was formed to consider the manner in which the views of the Executive Committee could best be effected.

The scheme for the Medical School, as approved by the Governor-General in Council, provided that the Trustees of the Gordon Memorial College be appointed Trustees of the School and that the Executive Committee

of the College should co-operate with the Trustees and with a General Board of the School in an ordinary capacity in general matters relating to the School.<sup>24</sup> It was further provided that the site of the School should be vested in the Trustees and that the Kitchener National Memorial Fund should be held by them as an endowment fund. The management of the affairs, concerns and property of the School was to be exercised by a governing body to be appointed, from time to time, by the Governor-General of the Sudan in Council.

This arrangement brought about a two-sided legal question. First, whether or not the constitution of the Gordon Memorial College authorised its Executive Committee to administer the Kitchener National Memorial Fund, and secondly if the terms upon which that fund was subscribed, permitted of its administration by the Executive Committee. Legal advice was sought and it became apparent that it was within the powers of the Executive Committee, under the provisions of the Deed Poll of 11th July, 1899, to act as Trustees for the Kitchener National Memorial Fund and to administer

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24. School of Oriental Studies, Durham., Sudan Archives, Box 422/11, (letter from Norton Rose & Co., to Henry A. Van de Lide, Esq., Hon. Secretary, Gordon Memorial College, Khartoum, dated 22.3.1926.)

such money for the purposes of a Medical School.<sup>25</sup> It remained to be seen whether or not the Trustees of the Gordon Memorial College were willing to undertake such a task. During the course of 1927 letters were sent to each of the Trustees and members of the Gordon Memorial College Executive Committee asking them if they were willing to act individually as Trustees and Committee members of the Medical School. On receiving their agreement, the Declaration of Trust appointing the Trustees of the Gordon Memorial College as Trustees of the School and authorising them to act in an advisory capacity therein, was signed in 1929 by all members of the General Board of the Medical School. The result was that the funds and lands of the Kitchener School were vested in the Trustees of the Gordon Memorial College as Trustees of the Kitchener School of Medicine by a Trust Deed dated 22nd April, 1930. Thus the Governing Body of the Gordon College became officially associated with the administration of the Kitchener School of Medicine.

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25. Ibid.

The administration and management of the School was brought under the control of a General Board, an Executive Committee and a School Council. The functions of the General Board were "to watch over the interests of the School, to grant diplomas to students recommended by the School Council, to receive the Annual Report and Statement of Accounts and to submit them to the Governor-General for transmission to the Trustees and Executive Committee in London."<sup>26</sup> The first members of the General Board comprised the Principal of the Gordon Memorial College, ex-officio, Chairman, the Financial Secretary, ex-officio, the Director of the Medical Department, ex-officio, the Director of Intelligence, ex-officio, as Honorary Secretary, Mr.F.S.Norton, Manager of Khartoum Branch of the National Bank of Egypt as Honorary Treasurer, Mr.W.T.B.Bostock and Mr. 'Aziz Kafūrī (representatives of the Sudan Chamber of Commerce), Sir Sayyid 'Ali al-Mirghani, Sayyid 'Abdel Rahman al-Mahdī, al-Sharīf Yūsif al-Hindī and Ahmed Bey Hashim Baghdādī.

The ex-officio members of the General Board, together with Mr.F.S.Norton, Honorary Treasurer, acted

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26. The Kitchener School of Medicine, Khartoum., First Report, 1924-1925, p.8.

as an Executive Committee. Mr.J.Crowfoot, as Principal of the Gordon College, was ex-officio the first Chairman of the Executive Committee. The functions of the Executive Committee were "to manage the affairs of the School generally and to approve the School Budget submitted by the School Council, to nominate the members of the School Council and to control its work, to submit the Annual Report and Statement of Accounts to the General Board for transmission to the Trustees, to supervise the equipment, maintenance and, any extension of the School".<sup>27</sup>

The first members of the School Council were the Director of the Medical Department, Chairman, the Director, Wellcome Tropical Research Laboratories, Vice-Chairman, the Professor of Medicine, the Professor of Surgery, the Sudan Government Chemist and the Sudan Government Entomologist. The functions of the School Council were "to prepare annual budget proposals for submission to the Executive Committee, to arrange for distribution of the work and examination of students, to arrange the curriculum and length of course, and to make any modifications therein from time to time, with

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27. Ibid, p.7.

the approval of the Executive Committee, to admit students to the School, to regulate the discipline of the students in the School, and when necessary to dismiss them, to make recommendations to the Executive Committee in respect of the award of bursaries, to recommend students for diplomas and to present an annual report on the work of the School to the Executive Committee".<sup>28</sup>

The relationship to be established between the General Board of the Medical School and the proposed Council of the new Gordon College, was considered by the 1937 De La Warr Commission. The General Board should be integrated with the Council as a committee of the same and should report to the Council.<sup>29</sup> It might retain most of the functions which it exercised though some of them could be exercised on behalf of the Council and subject to its ratification. Diplomas would be granted in the name of the Council of the new Gordon College.

Despite the recommendation of the De La Warr Commission, the administration of the Kitchener School

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28. Ibid, p.7.

29. S.G.Report of Lord De La Warr's Educational Commission, 1937, op.cit., p.38.

preserved its independent nature until 1951. The Higher Schools continued to be controlled by the Government, and even with their integration in 1945 to form the new Gordon Memorial College, the Kitchener School of Medicine did not take part. Unlike the Higher Schools, it was not a Government School but an independent institution with its own Council and General Board of Management. Furthermore, it was thought better if its incorporation into the College should be considered later in the light of the Report of the Asquith Commission. In their Report, the Asquith Commission recommended that the Medical School should form an integral part of the College and medical students should participate fully in its life.

The Gordon Memorial College and the Kitchener School of Medicine were, therefore, integrated in a single institution under common management by the Ordinance establishing the University College of Khartoum. The Ordinance received the Governor-General's assent on 21st June, 1951 and came into force on 1st September of the same year.

As a result of this incorporation the General Board of Management, the Executive Committee and the Council of the Kitchener School of Medicine ceased to exist. The School Council was dissolved on 31st August, 1951. It was replaced by the Medical Faculty Board of the University College of Khartoum which comprised the Dean of the Faculty of Medicine, Chairman, the Principal of the University College of Khartoum, the Director of Medical Services, the Dean of the Faculty of Science and the Heads of the Departments of Medicine, Surgery, Obstetrics and Gynaecology, Pathology, Physiology and Anatomy. In addition, two members were to be appointed by the Sudan Medical Council (when formed) and a further member was to be appointed from the Directorate of the Ministry of Health.<sup>30</sup> A second result of the incorporation was the transference of the School's financial administration to the University College Council. The funds allocated to the School by the Sudan Government were to be paid over to the University College as from the year 1951-52. A further result was that the Council of the Lord Kitchener National

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30. The University College of Khartoum, Report and Accounts, to 31.12.1951., p.19.

Memorial Fund discontinued their annual grant of £E1,024 which they made towards the upkeep of the School since it was opened in 1924. In its place they agreed to award an annual prize of £E102, to be known as the Kitchener Memorial Prize, to the best student in the final professional examination.

The administration of the Higher Schools was undertaken by the Sudan Government from 1938 to 1944. The School of Agriculture was placed under the control of the Director of Agriculture acting in close co-operation with the Director of Education. The Veterinary School was controlled by the Director of Veterinary Service but the Director of Education maintained close touch with the School. He helped in the selection of students and advised as required on boarding, management and welfare.<sup>31</sup> The Law School was controlled by the Legal Department. The Schools of Engineering, Arts and Science were placed under the control of the Director of Education, through their Principals, with the help of committees set up

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31. S.G. Central Records Office, Khartoum, Box  $\frac{1}{4}$ , 15, His Excellency's Despatch of 1936, Memorandum of Expansion of Education.

to advise on special matters.

The 1935 special Committee for Technical Training of Sudanese recommended the institution of a School of Engineering as a self-contained unit of the educational administration, but subject to the control of a Board of Management with the Director of Education as Chairman and the heads of Engineering and allied departments as members. The formation of the Board of Management was approved in principle by the Governor-General in January, 1936. It was formally approved by the Governor-General's Council at its 431st meeting held on 7th May, 1936.<sup>32</sup> Its original members were the Director of Education, Chairman, the Director of Works, the Director of Irrigation, the Director of Surveys and Chief Engineer, Sudan Railways. The Chief Mechanical Engineer, Sudan Railways was added in December, 1939. The Principal of the School of Engineering was Secretary. Its functions were "to deal with all matters affecting the control and organisation of the School, and in particular to maintain liaison with Engineering

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 32. S.G. Central Records Office, Khartoum., Box  $\frac{17}{1}$   
 (2), Post-Secondary Education.

Departments of the Government". Prior to the formation of the Gordon College, the Higher Schools Advisory Committee, at its 14th meeting on 22nd January, 1944, agreed that the Board of Management should be dissolved and replaced by a Board of Studies, similar to those of other Higher Schools, to be responsible for the academic side of the School's work and not for its management.

In 1935 the management of the School of Law was vested in a Board of Legal Studies consisting of the Director of Education, Chairman, the Director of Legal Studies and nominees of the Legal Secretary, the Chief Justice, the Director of Education and the Grand Qādi. Members were to be appointed by the Legal Secretary for a period of three years. The duties of the Board were to prescribe the order and course of study to be followed by students, to provide for their good order and discipline, to prescribe the subjects on which the students would be examined and to conduct the examinations, to issue diplomas to such students as pass the final examinations, to fix the fees payable by students with the consent of the

Financial Secretary and generally to supervise and regulate the work of the School of Law.<sup>33</sup> The Board might, from time to time, issue regulations governing the School and might provide for the penalty of expulsion or a lesser disciplinary punishment to be inflicted on any student breaking any regulations.

The duties of the Director of Legal Studies were to supervise the work of individual students and advise as to their course of studies, to arrange lectures, from time to time, on matters of legal interest and likely to be of value to the students, to maintain good order and discipline among the students and to report to the Board of Management any infringement of regulations.<sup>34</sup>

With the emergence of the reconstituted School of Law in 1940, the Board of Legal Studies was reorganised, under an order (revised 1939) by the Governor-General, to comprise representatives of the Legal Secretary and the Director of Education qualified to advise on both English and Islamic laws.

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33. S.G. Central Records Office, Khartoum, Box  $\frac{17}{2}$ , 4, Law School and Advocate Ordinance.

34. Ibid.

The Veterinary School was controlled by a Board of Studies which dealt with all academic matters pertaining to the School. Boards of Studies for the Schools of Agriculture, Arts, Administration and Science were approved by the Advisory Committee at its meeting on Monday, 4th January, 1943. The function of Boards of Studies was the control of academic matters affecting the School concerned. They were responsible for fixing the standard of entry, content and standard of syllabuses, methods of instruction and teaching, conduct of examinations, standard of diplomas and certificates, number and qualifications of staff needed and equipment and accommodation required.<sup>35</sup> The Director of Education or his representative was the Chairman of each Board. The advice of each Board was tendered to the Director of Education as Chairman, to the Principal of the School concerned or to the Higher Schools Advisory Committee, as was appropriate in each case. The actual diplomas and certificates issued were of an approximate standard pattern, headed by the name of the School and signed by the Director of Education

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 35. S.G. Central Records Office, Khartoum, Box  $\frac{17}{1}$ , (2), Post-Secondary Education.

and the head of the department concerned.

Admission of candidates was undertaken by committees representing the various Schools. The number of places available and of scholarships offered was decided by discussion between the Director of Education and the Financial Secretary on the basis of the 1938-46 approved programme and according to any subsequent changes in the absorptive capacity of Government Departments.

In addition, there was a Board of Principals and Registrars consisting of the Director of Education, Chairman, Registrar of the Kitchener School of Medicine, Registrar of Khartoum Veterinary School, Principal of School of Agriculture, Principal of School of Engineering, Principal of School of Science and Principal of School of Arts as Secretary. Its function was to advise on all matters concerning the Higher Schools as a whole with a view to bringing about smooth co-ordination between them, but it had no executive authority. At first they met informally, but later, as an official body to consider internal problems with sub-committees on various detailed

matters like bursaries, feeding and libraries.<sup>36</sup>

Until 1942 the various Higher Schools were held lightly together with the Director of Education co-ordinating their work. Towards the end of 1942, the Director of Education, Mr.R.V.H.Roseveare, recommended to the Governor-General's Council the formation of an Advisory Committee on Post-Secondary Education with the Director of Education as Chairman. The aim was to give the Higher Schools a measure of independence of departmental control and a degree of unification and co-ordination which was necessary for their future development to university status. The Advisory Committee was to have the following terms of reference.<sup>37</sup> It should consider the future development of the Higher Schools in the light of previous reports and prevalent conditions, with due regard for the way in which interests of the people of the country could best be served. It should also consider the relationship of those Schools in their

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36. S.G. Central Records Office, Khartoum, Box<sup>17</sup><sub>7</sub>, (1), Post-Secondary Education.

37. Ibid.

future development to the Government and to the controlling bodies of the Gordon Memorial College and the Kitchener School of Medicine, the nature of the courses to be provided, the future staffing and financing of the Schools and finally the extent to which the Schools could be made a centre of research and general instruction and their relationship to existing research units and museum authorities.

During the period of consideration, the Advisory Committee was to receive reports from the Director of Education on the activities of the Schools and to advise him and other persons responsible for their administration on questions submitted to them. The Committee should have power to make enquiries and to obtain information relevant to their work. The Director of Education was empowered to appoint a senior official of the Education Department to act as his representative during the period of investigation and adjustment. This senior official should, without prejudice to the ultimate choice of any such Principal, represent the Director of Education in all matters pertaining to the conduct of the Higher Schools. He should further attend all

meetings and act as Secretary of the proposed Advisory Committee and should take as full a part as possible in the actual daily workings of the Schools.<sup>38</sup>

The proposed Advisory Committee would comprise members qualified to speak on academic and financial problems, on the aspirations of the people, on the needs of the country and the various Government Departments and on the proper relationship between the various bodies involved. It was to report as soon as its members considered that their report was of value. If their report was favourable, the Advisory Committee might become in a modified form, if necessary, the local controlling body of the College.

In the event of such a governing body coming into existence, it would be a natural consequence that the functions of the existing Boards of Studies should be altered.<sup>39</sup> On the academic side there could be formed an internal academic body responsible to the governing body for all academic matters, disciplinary control and for the conduct of courses

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38. Ibid.

39. The Director of Education was referring to the future College Council.

suites to the needs of the country. It would co-ordinate, where necessary, the recommendations of Boards of Studies on all academic matters. There would also be formed Boards of Studies responsible to the internal academic body and through it to the governing body. These Boards of Studies should maintain close touch with, and contain representatives of the chief employing bodies. The more general side of the duties of the existing Boards concerning the number of graduates to be absorbed into the Government, the consequent number of Government scholarships or bursaries to be offered, the recognition to be accorded to the Schools' diplomas, would eventually be the concern of the governing body. A further natural consequence would be the appointment of a Principal in charge of the Schools who would be the ex-officio Chairman of the internal body and of Boards of Studies.

The recommendation of the Director of Education regarding the setting up of the Higher Schools Advisory Committee was approved by the Governor-General's Council at its 501st meeting held on

5th September, 1942.<sup>40</sup> Its membership comprised the Financial Secretary, the Civil Secretary, the Legal Secretary, the Director of Medical Service, the Director of Agriculture and Forests, with the Director of Education as Chairman and the Chief Inspector of the Education Department as Secretary. The Committee was to advise the Director of Education on all matters concerning the future policy and development of the Higher Schools.

Since its inception in 1942 and until the formation of the Gordon Memorial College Council in 1944, the Advisory Committee exercised some of the functions of a governing body. It held nineteen meetings during which some important decisions were taken. The Committee endorsed the recommendation of the Director of Education and secured the agreement of the Executive Committee in London to the formation of a Gordon Memorial College Council, under the presidency of the Governor-General of the Sudan.<sup>41</sup>

In 1943 the Committee appointed two Sub-Committees, a Constitution Committee and a Finance Committee, to study respectively the constitution of the new Gordon

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40. Ibid, (Box  $\frac{17}{1}$  (1), Post-Secondary Education).

41. S.G. Central Records Office, Khartoum, Box  $\frac{17}{1}$  (2), Post-Secondary Education.

College and the financial relations between the College and the Sudan Government. The Sub-Committees drew up a draft memorandum constituting the Council. At its final meeting held on 20th September, 1944, the Advisory Committee agreed that the final text of the memorandum establishing the Council should be formally approved by the Governor-General's Council and that the Board of Registrars and Principals should, henceforth, be known as the College Board.

The setting up of the Gordon Memorial College Council in November 1944 brought about the question of the position of the Trustees and Executive Committee in London in so far as the governance of the newly projected College was concerned. Because the College was originally founded as the result of large subscriptions raised in Great Britain by Lord Kitchener, its governance was placed in the hands of an Executive Committee in London. The Executive Committee delegated to the Governor-General in September, 1933 the running of the College, with powers "to make by-laws and regulations for the administration of the said College,

the admission of candidates to be received as scholars therein and the expulsion of such scholars, the maintenance of discipline, and the appointment and payment of teachers and other staff and their discharge from their offices".<sup>42</sup> The Governor-General appointed the Principal with the consent of the Executive Committee. In addition, in practice the Executive Committee always approved the policy followed by the Governor-General of which it was kept informed by annual reports, while the actual administration of the College was in the hands of the Warden under the general authority of the Principal, who was at the same time Director of Education until 1944, and in accordance with the policy fixed by the Governor-General.

In October, 1938 the Executive Committee unanimously carried out a resolution that they "approved the proposal, put forward by the De La Warr Commission, and accepted by the Sudan Government for the transfer of secondary schooling from the building of the Gordon Memorial College, in order that the College may become the central building of an

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42. Ibid.

institution for post-secondary education developing towards university status". It was also emphasised that in establishing an organisation of the university college type, a Council should be formed to examine the problems arising, and in particular the position of the Gordon Memorial College Governing Body and of the Kitchener School of Medicine should be considered with special care.<sup>43</sup>

Again on 16th May, 1944 the Trustees and Executive Committee passed a resolution delegating to the Gordon Memorial College Council, under the presidency of the Governor-General, the local management of the new College. It should exercise the powers previously vested in the Governor-General alone, and should also have powers to "consider matters of general policy relating to the College and to advise the Executive Committee thereon from time to time". (See Appendix E.)

It is clear that the new Gordon Memorial College Council was not given complete but only partial and delegated authority in the control of the College. The governance of the College was not put entirely in the hands of the new Council sitting in the Sudan.

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 43. S.G. Central Records Office, Khartoum, Box  $\frac{17}{1}$  (1), Post-Secondary Education.

The Higher Schools Advisory Committee considered that the College would benefit from such arrangements for the following considerations.<sup>44</sup> First, an abrupt break with the body responsible for the original establishment of the College was not generous. Secondly, the connection with London did not hamper the College, but had always been of value. There was every reason to believe that the Executive Committee would continue to give to the Council the same complete freedom which it gave to the Governor-General when the College was a secondary school. If this expectation was falsified, the matter would immediately be reconsidered. Finally, in order that the authority might be transferred from the Executive Committee to the Council in the Sudan, legislation was required. This was neither easy at the time, nor was it considered wise to crystallise by legislation the College's constitution at a time when flexibility was desirable so that the constitution might, in future, be revised in the light of more experience.

The announcement of the formation of the Gordon

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44. S.G. Central Records Office, Khartoum, Box  $\frac{17}{1}$  (2), Post-Secondary Education.

College Council was, however, met by the public with great appreciation. Commenting on the Press Communique about the newly projected College, the editor of 'al-Nīl newspaper said that he was glad to have before him a project of major importance which merited everybody's admiration.<sup>45</sup> He believed that the Education Department Communique on the new College was a straightforward and constructive programme laid on a sound and logical basis. The establishment of an independent Council for the administration of the College was certainly of far reaching significance and an indication of a sound educational policy. The wide range of jurisdiction given to it and the spirit which animated its formation inspired the conviction that the Government was making an earnest endeavour, irrespective of any political considerations, to promote higher education in the country.

The editor of Sawt 'al-Sudan newspaper commented on the need for the establishment of a High Council for Education in the Sudan.<sup>46</sup> He pointed out that the need for such a Council was apparent since it was

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45. S.G. Central Records Office, Khartoum, al-Nīl Newspaper dated 26.9.1943.

46. Ibid. Sawt 'al-Sudan Newspaper, dated 27.9.1943.

clearly the only means of ensuring a standard of educational development consonant with the country's aspirations. But the Education Department had thought fit to work for the establishment of a College Council instead. There was no doubt that the incorporation of all Higher Schools under the jurisdiction of one Council was a good step towards the formation of a university and the realisation of an aim so long cherished by the Sudanese.

The editor of the "Sudan Star" also commented on the formation of the College Council.<sup>47</sup> He pointed out that the Council of which the Governor-General would be president, would consist of 20 to 30 members. It would be fully representative of the many sides of Sudan life which would be touched by the College. The members would find in existence an administrative framework, designed with the help of the Higher Schools Advisory Committee, ready to carry on with such modifications and on such lines as would be their responsibility to determine.

At its 11th meeting held on 3rd November, 1943,

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47. Ibid., The Sudan Star, dated 13.6.1944.

the Advisory Committee considered the composition of the proposed Council and agreed that it should represent all interests of the community and should include Sudanese members. It was felt desirable that among those nominated there should be at least one Arabic scholar.<sup>48</sup> In this connection the Civil Secretary, Mr. Douglas Newbold, suggested Dr. Taha Hussein, then Acting Rector of Farouk I University, Alexandria and Technical Advisor to the Ministry of Education, for nomination to the Council. As an alternative he also suggested the names of 'Alī Bey al-Jārim and that of 'Abbas Mahmūd al-'Aqqad, the Egyptian journalist and man of letters and member of the Royal Egyptian Society. The outcome was the selection of al-'Aqqad for membership to the College Council. This appointment caused grave concern to the Egyptian Government. It produced a strong protest on the grounds that al-'Aqqad was the Government's political enemy. Nahas Pasha, then Prime Minister of the Egyptian Government, objected strongly to his appointment.<sup>49</sup> The Sudan Political Intelligence was

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48. S.G. Central Records Office, Khartoum, Box  $\frac{17}{1}$ , (2), Post-Secondary Education.

49. Ibid, Copy of Telegram from British Ambassador, Cairo, to Governor-General, Khartoum., No.108 of 8.7.1944.

then asked to report on the activities of al- Aqqad. It was stated that at one time he was a fervent Wafdist and the leading Wafd publicist in the Egyptian Press. He then quarrelled with Nahas and turned against the Wafd. He was advised by the British Embassy to come to Khartoum during al-‘Alamein crisis as he was strongly anti-Axis and known to be on the Axis black list. He stayed in Khartoum for about six weeks and showed a keen and appreciative interest in the country. He was a great admirer of British culture and very friendly to the British.

On receiving that report, the Governor-General explained to the British Ambassador in Cairo that al-‘Aqqad was selected for being an eminent Arabic scholar and man of letters and for being known to the Sudanese from his visit in 1942 at the time of evacuation of al-‘Alamein. There was no political significance to his appointment and his Egyptian political views seemed immaterial to his scholarship.<sup>50</sup> The British Ambassador explained the delicacy of the matter and insisted that al-‘Aqqad's appointment should be cancelled.<sup>51</sup> Accordingly, the Governor-

50. Ibid, Copy of Telegram from Governor-General, Khartoum, to British Ambassador, Cairo., No.62 of the 10th.

51. Ibid, Copy of Telegram from British Ambassador, Cairo, to Governor-General, Khartoum, No.109 of 12.7.1944.

General cancelled the appointment. The Director of Education informed al-'Aqqad that on representation of the Egyptian Government it was felt undesirable that a political opponent of the Egyptian Ministry should be appointed to the College Council. Thus the appointment, which was made purely on academic grounds, was in the end withdrawn.

The final memorandum of Constitution of Gordon Memorial College was approved by the Council at its 4th meeting held on 13th April, 1946, with amendments approved at its 6th meeting held on 9th December, 1946, and subsequently approved at the 552nd meeting of the Governor-General's Council. This memorandum could be amended at any time by the Council with the consent of the Governor-General's Council.

The Council of the Gordon Memorial College consisted of the President, the Governor-General of the Sudan, the Chairman who was appointed by the President, seven ex-officio members being the Principal, the Legal Secretary, the Financial Secretary, the Civil Secretary, the Director of Education, the Vice-Principal (Student Affairs), the Vice-Principal (Administration) as Secretary, not more

than nine members appointed by the Governor-General, each for such period as the Governor-General thought fit not exceeding three years, twelve members appointed by election by the Council, each for such period as the Council thought fit not exceeding three years and thereafter for three years, six members appointed by election by the Academic Board, each for a period of one year and not more than two members appointed by the Inter-University Council.<sup>52</sup> Twelve members formed a quorum. Decisions were taken by majority of vote and if the voting was equally divided, the Chairman had a second or casting vote. The Civil Secretary, Sir Douglas Newbold, was appointed first Chairman of the Council.

The functions of the Council were to administer the property of the College, its finances the basis of which was the one million pounds gift of the British Government, the annual revenues derived in part from fees, in part from interest on the endowment fund, and as the larger part from a grant-in-aid from the Sudan Government. The Executive Committee in London continued to administer Kitchener's original Gordon Memorial College Endowment Fund and to form the link between

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52. Gordon Memorial College, Khartoum, Calendar, 1950, Middle East Press, Khartoum, pp.11-12.

the College and the British public. Further, the Council should cause to be prepared an annual budget showing the estimates of revenues and expenditure of the College each financial year and should keep true and regular accounts of all sums received and of all sums expended.<sup>53</sup> It should not in any manner whatsoever borrow any monies, charge any property with repayment of any monies or raise any loan without the consent of the Governor-General in Council. It should submit an annual report to the Executive Committee in London, and this report should subsequently be published in the Sudan.

The Council should appoint a Standing Committee including the Principal, Chairman, the Vice-Principal (Administration) Secretary, the Financial Secretary, the Civil Secretary, the Director of Education and not more than four other members. The Standing Committee should make recommendations to the Council on its financial matters and control all financial matters that had received the approval of Council. It should also deal with matters referred to it by the Principal as matters which should be dealt with

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53. Ibid, p.16.

by the Council but could not for reasons of urgency. Any action taken in such matters should be reported to the Council at the next meeting.

There was also constituted an Academic Board consisting of the Principal, Chairman, the Vice-Principals, the Deans, the senior member of the staff dealing with each subject, and not more than three members of the junior academic staff elected annually by such staff and not eligible to serve for two consecutive years. Its powers were to direct instruction, education and examinations in the College, to regulate the academic conditions of admission to the College, to institute courses leading to academic awards such as degrees, diplomas and certificates and to grant these awards on behalf of the Council, to formulate and modify or revise, subject to control of the Council, schemes for the organisation of schools or faculties and to assign to them their respective subjects, to review, refer back, control, amend or disallow any act of any Board of Studies and to give directions to the Boards of Studies, to report on any matter referred to it by Council, to appoint on

delegation of the Council Readers, Lecturers and other academic officers of the College not being Professors (Professors were to be appointed by the Standing Committee), to discuss and declare an opinion on any matter whatsoever relating to the College and to do such other acts or things as Council should authorise.<sup>54</sup>

The Council should appoint such Boards of Studies and such Faculty Boards as it thought fit. The Principal should be Chairman of each Board of Studies. If he was unable to preside at any meeting of such a Board, the Dean should act as Chairman. The powers of a Board of Studies were to regulate, subject to the control of the Academic Board, the teaching and study of the subjects assigned to the Board in question, to make recommendations as to the appointment of examiners, to report to the Academic Board on all matters dealing with courses of study for degrees and other distinctions and to deal with any matter referred or delegated by the Academic Board.<sup>55</sup>

Every Faculty Board should consist of the Dean,

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54. Ibid, p.13.

55. lbid, p.14.

Chairman, the Head of each Department and two other members of the Faculty elected by the academic staff concerned from the post of Lecturer upward. The powers of a Faculty Board were, subject to the control of the Board of Studies concerned, to deal with any academic matters considered appropriate for discussion by the Dean, or referred or delegated by the appropriate Board of Studies, or referred either by the Academic Board or by the Principal.

The Principal was to be appointed by the Council with the approval of the Governor-General and the Executive Committee in London. He should be responsible to the Council for the well being and internal administration of the College. He should exercise general supervision of the College's educational arrangements and should control and direct the admission of students and be responsible to the Council for the maintenance of discipline but should not expel a student without first consulting the Academic Board. Members of staff could be dismissed by the Principal after taking the advice of the authority responsible for the appointment, provided that an appeal should lie with the College Council.

The appointment of a suitable Principal for the new College was, to some extent, handicapped by the activities of the Second World War. What was required was "someone with enthusiasm, commonsense and sufficient ability to work out the character of the University College".<sup>56</sup> Dr. J. D. Tothill, who was then Director of the Department of Agriculture and Forests, was due to retire. He offered to fill the vacant post and was appointed in 1945 first Principal of the College for a period of two years. Prior to that, in January, 1944, Mr. G. C. Scott was appointed Assistant Principal of the College, under the direction of the Director of Education.

The primary aim of the College Constitution was to raise the College to the standard of a university college. In this matter the College was immensely helped by the Report of the Asquith Commission and also by the recommendations of Professor Penson. (See Chapter III.) The Asquith Report emphasised the importance of autonomy to be accorded to Colonial Universities, in the same manner as Universities in Britain were autonomous, in order to give them that degree of freedom of teaching and research which was

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56. School of Oriental Studies, Durham., Sudan Archives, Box 104/19, Notes on an Interlude in the Sudan by Tothill, J.D.

essential to a university.<sup>57</sup> There should, therefore, be formed in each Colonial university two chief organs of government, a Council to be the supreme governing body and a Senate which was a body of purely academic composition. But before reaching the status of a university, it was necessary that there should be a transitional period during which a university college (not granting degrees) was to be affiliated to the University of London. Accordingly, it was recommended by the Commission that during this interim period, the Colonial Colleges should enter in special relationship with London University and their students should be awarded the degrees of that University. There should also be established direct and easy co-operation between the Academic Boards of Colonial Colleges and the Senate of the University of London on questions of syllabus and examination requirements. Members of staff of the Colonial Colleges should participate in the actual work of examining their own students. In order to be able to grant their own degrees Colonial institutions should engage in the active prosecution of research and there should have been already a

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57. Report of the Commission on Higher Education in the Colonies, June, 1945, op.cit., p.34.

substantial number of students who completed satisfactorily courses for degrees.<sup>58</sup>

In a University College the powers of a Chancellor are normally exercised by a Visitor, the officer corresponding to the Vice-Chancellor is the Principal while the body corresponding to the Senate is usually known as the Academic Board. The office of Visitor is honorary and its holder would preside over ceremonial occasions. He would not intervene in the affairs of the College unless invited to do so.

When a Colonial College is transferred into a University, the Principal would become Vice-Chancellor and the Academic Board, a Senate. The University would have unquestioned control over its entrance requirements, its curricula and its degree examinations and would appoint its own examiners. The change would also involve a new relationship with the Inter-University Council, but the Commission hoped that the Colonial Universities would continue to maintain close links with it to give it help in matters of staffing and equipment.

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58. Ibid., p.42.

The Commission recommended that a Colonial University Council should not be too large a body and should represent, in addition to the academic staff, various walks of life.<sup>59</sup> At least one third of the seats should be held by members of the academic staff. It would be a great help if Deans of Faculties became ex-officio members of the Council. One third of the seats should be assigned to persons nominated or elected by the Government on their personal qualities and not as representatives of the Government. The organisation of the Graduates should be represented by at least two members on the Council.<sup>60</sup> This would enable graduates to keep in touch with all developments and to offer advice. One or two seats should be filled by the Inter-University Council. If it proved to be difficult to secure the regular attendance of a majority of members of the Council, an executive Committee, with sufficient powers, should be formed, in order to avoid delays of current business.

The Senate should consist of the Vice-Chancellor who would be ex-officio, Chairman, all professors and

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59. Ibid. p.35.

60. At present this is the practice in the University of Khartoum. Two graduates are elected by the graduates in accordance with the Statutes.

Deans of Faculties, Heads of departments who are not Professors, and certain other University officers such as the Librarian. Faculty Boards should be formed with powers to decide on matters assigned to them by the Senate.

The Gordon Memorial College Council decided in December, 1945 to give effect to the recommendation of the Asquith Commission to link with the University of London for the purpose of granting degrees and to co-operate in the work of the Inter-University Council. But in order to raise the College to the standard of a University College, its Constitution had to be radically changed.

On 1st September, 1951, the Ordinance establishing the University College of Khartoum came into force. The Ordinance combined the Gordon Memorial College and the Kitchener School of Medicine in a single institution under one common Council. It constituted the new University College as a statutory public corporation vested with legal powers and provided the necessary basis for its rapid and smooth development towards full University status.

The Bill vested control of the University College in a Council representing the general public and the commercial, educational, administrative and other interests in the country and in addition, comprising members associated in a teaching capacity with the College itself. As a further safeguard to the public interest, the Bill gave the Governor-General, as Visitor of the College, power at any time to order an inspection of the College whenever, in his opinion, this was necessary.<sup>61</sup>

The Ordinance emphasised the status of the University College Council as a responsible public authority and gave it a greater measure of freedom in the general government and administration of the College, in the composition of the Academic and Faculty Boards and procedure for the appointment of staff. The power of making bye-laws was specifically reserved to Council, and the Standing Committee was required to report all its financial and administrative business to Council.

The Council was to comprise eight members

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61. University College of Khartoum, Calendar 1952-54, The Middle East Press, Khartoum, (The University College of Khartoum Ordinance, 1951 Ordinance No.13) p.19.

appointed by the Visitor of whom two members were medical practitioners practising in the Sudan, in addition to the Chairman, nine members elected by the Council, not being persons employed by the College, six members elected by the Academic Board of whom at least three should be Deans of Faculties other than the Kitchener School of Medicine, and ex-officio members including the Principal, the Vice-Principal and the Dean of the Kitchener School of Medicine.<sup>62</sup> The Council should meet for the conduct of business not less than twice a year. Eighteen members formed a quorum. Decisions were to be taken by a majority of the members present. The Chairman had a vote and in case of equality of votes, a casting vote. Mr.A. Gaitskell was appointed first Chairman of the University College Council.

The Council had power to enter into such contracts as were necessary for carrying out its functions, acquire and retain such movable and immovable property as was expedient for performing its functions and for the same purpose sell, lease, mortgage or dispose of

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62. Ibid., pp.19-20.

any property so acquired, borrow at interest on the security of any movable or immovable property of the College sums of money, "provided that without the consent of the Visitor it should not borrow an amount in excess of £E 50,000 at any one time, or in excess of £E 100,000 in aggregate", and invest the funds of the College in any securities authorised by any law of the Sudan or the United Kingdom for the investment of trustee funds or any other securities approved by the Visitor. In this connection it would be interesting to note the greater power accorded to this Council. In the case of its predecessor, the Gordon Memorial College Council, it was specifically stated that it should not in any manner whatsoever borrow any monies or raise any loan without the consent of the Governor-General's Council. The University College Council might establish such Faculties as it thought fit and might at any time increase or decrease the number of Faculties. It might delegate any or all of its powers and functions except those of making bye-laws and altering, cancelling or adding to any such bye-laws.<sup>63</sup>

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63. Ibid, pp.20-21.

There was also constituted a Standing Committee of the Council which consisted of four ex-officio members being the Chairman of the Council (who was also Chairman of the Standing Committee), the Principal, the Vice-Principal and the Dean of the Kitchener School of Medicine and seven members appointed by the Council including five members of Council from among the persons appointed by the Visitor or elected by the Council and two members from among the persons elected to the Council by the Academic Board. Six members formed a quorum.

The function of the Standing Committee was to submit to the Council an Annual Budget "consisting of estimates of College revenue for the year and of estimates of expenditure to be charged to, and allocations to be made from the revenue, and also a statement of accounts for the preceding year of College revenue and expenditure including expenditure charged to revenues". The Committee might prepare and present supplementary estimates. It was further empowered to exercise for and on behalf of the Council all or any powers delegated to it by the Council.

There was also constituted an Academic Board which consisted of the Principal, the Vice-Principal, the Senior Warden, the Librarian, the Dean of each Faculty, the Head of each Department and one other member of the academic staff of each Faculty elected annually by the Faculty Board and eligible for re-election. Its functions were to regulate the academic requirements for admission of students into the College and for the award of scholarships and prizes, to be responsible for the general regulation of courses of study and examinations in the College, to recommend the conferment of diplomas, certificates and other awards, to advance research, to report to the Council on any matter referred to it by that body and to make any recommendations it thought fit on any other matter relating to the academic work of the College and to deal with any matter referred to it by the Council for action.<sup>64</sup>

The power to establish Faculty Boards was vested in the Council. The duty of Faculty Boards was to regulate, subject to the authority of the Academic Board, the teaching and study of and the examinations to be conducted in, the subjects assigned to such Faculty. The Faculty Board of Medicine was to be

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64. Ibid, p.23.

responsible direct to the Council for the discipline of medical students, in addition to exercising the ordinary functions of a Faculty Board. The Dean of each Faculty was to act as Chairman of its Faculty Board. The Principal was ex-officio member of each Faculty Board and if unable to attend a meeting of a Faculty Board, he might appoint the Vice-Principal to attend such meeting in his place.

The appointment and removal of the Principal was to be made by the Council with the consent of the Visitor. The Principal was the chief academic and administrative officer of the College and had the right to advise the Council on all matters affecting the policy, finance, government and administration of the College. He was generally responsible for the discipline of the College and supervision of admission of students into the College.

The Vice-Principal was to be appointed from among members of the academic staff by the Council on the recommendation of the Principal after consulting the Standing Committee. In addition to the duties assigned to him by the Council, the Vice-Principal acted on behalf of and exercised all the powers of the

Principal during any period of absence or temporary incapacity of the latter.

In addition to those organs of government there was also constituted for the first time a Research Committee, a library Committee, a Building Committee and an Advisory Board of the University College Farm.

The Research Committee consisted of the Principal and five members elected by the Academic Board from among the Heads of Departments in Faculties. The elected members of the Committee held office for two years and were eligible for re-election. The main function of the Research Committee was to be responsible for reviewing, and for making recommendations to the Standing Committee of the Council concerning all applications which might be made to the Council for research funds in Faculty or Departmental Budgets. It also had power to make recommendations to the Academic Board on any matter connected with the research work of the College.

The Library Committee consisted of the Principal, the librarian, two members appointed by the Standing Committee of the Council, one member appointed by each Faculty Board and one member appointed from among

their number by the academic staff assigned to the Departments of Arabic and Shariā Law.<sup>65</sup> It was to be responsible to the Council for the enactment of regulations governing the use of the library by members of the College and such other persons to whom the Committee might grant access to the library, the enactment of regulations for the care and maintenance of books, periodicals and equipment in the Library and the effective allocation and expenditure of such funds as might be voted by the Council or donated for the purposes of the library.

The Building Committee consisted of the Principal, the Vice-Principal, the Dean of the Faculty of Engineering, the Registrar, the Director of Works or his representative and two other members appointed by the Standing Committee of the Council for such period as it might determine. Its functions were to consider, and to advise the Standing Committee upon proposals and plans for the construction or structural alterations of College Buildings, to review, and to exercise on behalf of the College, general supervision over all building works of the College and to exercise general supervision over the maintenance of College buildings.

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65. Ibid, p.43.

The Advisory Board of the University College Farm consisted of the Professor of Agriculture, Chairman, the Dean of the Faculty of Agriculture (if not the Professor of Agriculture), the Principal or his representative who should be a member of the Standing Committee, a representative of the Education Division of the Ministry of Agriculture, the Farm Director, the senior lecturers in Agricultural Organisation, Crop and Animal Husbandry and Agricultural Engineering (if not already included under the previous categories of College staff). Its functions were to advise the Standing Committee on the general policy and financing of the University College Farm and to review the audited accounts and examine the budget of the Farm and report thereon to the Standing Committee of Council.

In June, 1956 a Bill conferring full university status on the University College was passed by both Houses of the Sudanese Parliament and received the assent of the Supreme Commission in which the power of the Presidency of the Sudanese Republic was vested. The University College of Khartoum became an independent University on 24th July, 1956, the date fixed by the

Supreme Commission as the "Appointed Dey", with statutory powers to grant its own degrees.

The University of Khartoum Act, 1956 provided for the promotion of University education, learning and research in the Sudan. Its effect on the University was two-fold. It constituted the University as a statutory public corporation, gave it greater dignity and vested its control on an independent and widely representative Council able to consider its development in the light of the needs and interests of the country. "The Act thus makes the University at once national and independent and ensures that it will carry out its function as a centre of education, learning and research with a proper regard for the public interest and for freedom of the mind".<sup>66</sup> The control of purely academic matters was entrusted to a Senate composed of members of the academic staff thus ensuring that teaching and research would be protected from outside influences and political pressure.

According to the Act the University consisted of a Chancellor, a Vice-Chancellor, a Council, a Senate, the Academic Staff and the Graduates.

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66. University of Khartoum, Calendar 1959, McCorquodale and Co.(Sudan) Ltd., p.47.

The Chancellor was to be appointed by the Head of the State on the nomination of the Council. He should hold office for a period of seven years or until his resignation, whichever denoted the shorter period, and was eligible for re-appointment. He should preside at ceremonial and other assemblies of the University and was entitled to call for information on any matter relating to the welfare of the University from the Vice-Chancellor and the Chairman of the Council.

The Vice-Chancellor should be appointed by the Council with the consent of the Chancellor. He was the principal academic and administrative officer of the University and was expected to advise the Council on any matter affecting the policy, finance and the administration of the University. He should be responsible for discipline in the University and generally responsible to the Council for maintaining the efficiency and good order of the University and for ensuring the proper enforcement of the Statutes and Regulations.

A Deputy Vice-Chancellor was to be appointed by the Council from among the members of the Senate who

were or had been members of the Council. He was to hold office for two years and was eligible for re-appointment. The Deputy Vice-Chancellor should exercise the powers and duties of the Vice-Chancellor in the event of the absence or temporary incapacity of the latter.

The University Council consisted of the Vice-Chancellor, ex-officio, the Honorary Treasurer, ex-officio, eleven members representing the Ministry of Finance, the Ministry of Education, the Ministry of Health, the Sudan Gezira Board, the Public Service Commission, the Sudanese Parliament, the Graduates and the Sudan Chamber of Commerce, eleven persons being members of the academic staff including eight members being members of the Senate, elected by the Senate, two members of the academic staff not being members of the Senate and the Warden, ex-officio, and six persons not being members of the University staff, co-opted by the Council taking into consideration the desirability of representing the principal learned professions practised in the Sudan.<sup>67</sup>

The Council should elect a Chairman who should hold office for three years and would be eligible for re-election. All members of the Council were to hold office

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67. Ibid., pp.52-53.

for three years and were eligible for re-election or re-appointment as the case might be.

The duties and functions of the Council are defined under Section (9), subsections (1) and (2) of the Act. Important among its functions were the powers to exercise general control over the finances of the University, to be responsible for the appointment of the academic staff and of other persons to academic offices, to institute on the recommendation of the Senate any degrees, honorary degrees and other distinctions for conferment by the Senate, to establish or discontinue Faculties of the University, whenever necessary, after consultation with the Senate and to make Statutes and alter, cancel or add to any such Statutes which should come into force when signed by the Chancellor.

There was also constituted an Executive and Finance Committee consisting of the Chairman of the Council who would also be Chairman of this Committee, the Vice-Chancellor, the Honorary Treasurer, the Warden and four members elected by the Council. Its duty would be to prepare and present annually to the Council, "a budget consisting of estimates of the University revenue for the year and of estimates of expenditure to be charged

to, and all allocation to be made from, that revenue, and also a statement of account for the preceding financial year including expenditure charged to reserves, and may also prepare and present supplementary estimates".

Under the Act, a Senate was constituted consisting of the Vice-Chancellor, Chairman, the Dean of each Faculty, the Head of each Department, the Warden, the Librarian and one member of the academic staff of each Faculty elected annually before the 31st day of December each year by the academic staff assigned to the Faculty concerned and eligible for re-election.<sup>68</sup> The functions of the Senate were to regulate the academic requirements for the admission of students to courses in the University and for the award of scholarships and prizes, to be responsible for the general regulation of courses of study and of examinations held by the University, to provide for courses of extra-mural studies, to confer degrees and to grant diplomas, certificates and other distinctions to persons who pursued a course of study approved by it in the Regulations, to confer honorary degrees and other distinctions on persons deemed worthy thereof in accordance with the Regulations, to promote

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68. Ibid, p.56.

research and to report to the Council on any matter referred to it for report by that body and to make any recommendations it thought fit on any matter relating to the University. The Senate has additional powers defined under Section 14, sub-sections (2) and (3) of the Act.

The power to establish Faculty Boards was vested in the Council. The functions of a Faculty Board were to regulate, subject to review by the Senate, the teaching, study and examinations in the subjects assigned to the Faculty, to recommend to the Senate persons for appointment as examiners, to report to the Senate on Regulations dealing with courses of study for degrees and other distinctions and on other matters relating to the academic work of the Faculty, to make recommendations to the Senate for the award of degrees (other than honorary degrees), diplomas, certificates, scholarships, prizes and other distinctions within the Faculty and to consider any matter relevant to the academic work of the Faculty referred to it by the Senate and to report thereon to the Senate.<sup>69</sup> In addition to exercising the ordinary functions of a Faculty Board, the Board of the Faculty of Medicine was

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69. Ibid, p.58.

to be responsible for the discipline of medical students and was empowered to make rules not inconsistent with any disciplinary rules made by the Vice-Chancellor for the University generally. The Dean of each Faculty was the Chairman of the Faculty Board and the Vice-Chancellor was an ex-officio member of each Faculty Board.

The University Statutes were drafted after a great deal of thought and were carefully designed to suit the particular needs of the country. They provided the University with an excellent basis on which to conduct its affairs.

Under Statute No.14 a Deans' Committee was constituted consisting of the Vice-Chancellor, the Deputy Vice-Chancellor and the Deans of Faculties to consider all matters concerning the general administration and discipline of the University referred to it by the Vice-Chancellor and to advise the Vice-Chancellor thereon.

Under Statutes No.15, 16, 18, 19, 21, 22, 23, 24, 25, 26, 27, 28, 29, 30 a Research Committee, a Library Committee, a Staff Affairs Committee, a Personnel Committee, an Admissions Committee, a Fees and Bursaries Committee, a Hostel Wardens' Committee, a Building Committee, a Grounds and Gardens Committee, a Board for

Extra-Mural Studies, a Board of the University Farm, a Board for Hydrobiological Research and a Hydrobiological Research Unit, a Board of the Natural History Museum and a Board for Arid Zone Research and the Arid Zone Research Unit were respectively constituted.

The Staff Affairs Committee was to consider and make recommendations on behalf of the staff on all matters relating to terms of service or any matter affecting the interests and general welfare of the staff referred to it by the Vice-Chancellor or the Executive and Finance Committee or any member of the staff, and to supervise the allocation of housing accommodation to members of the staff eligible for such accommodation under the provisions of the Statutes.

The Admissions Committee consisted of the Vice-Chancellor, the Deputy Vice-Chancellor, the Registrar and one member from each Faculty, elected by the Faculty Board. Its functions were to admit candidates in accordance with the University Regulations and to render a report to the Senate at its first meeting of the session on the admission of students for that session.

The Board for Arid Zone Research and the Arid Zone Research Unit were constituted for the purpose of promoting and conducting research on problems related to the Arid Zone and Semi-Arid Belts of the Sudan.

As a safeguard to the University's independence it was considered essential to appoint to the office of Chancellor a non-political figure. According to Section 5, sub-section (1) of the University of Khartoum Act, 1956, "There shall be a Chancellor of the University, who shall be appointed by the Head of the State on the nomination of the Council and shall hold office for a period of seven years or until his resignation, whichever denotes the shorter period, and who shall be eligible for re-appointment". It was considered more appropriate to nominate to the Chancellorship the holder of a State post, ex-officio, rather than an individual. The authorities were of the opinion that although this practice was contrary to the British custom, nevertheless it was better suited to circumstances in the Sudan. It was a longstanding tradition and, therefore, widely recognised that the appointments of Chancellors should be wholly non-political.

Accordingly, it was regarded essential that the Chancellor of Khartoum University should be recognised in

the Sudan as holding a non-political appointment.<sup>70</sup>

It was difficult to find a candidate who was not associated in the public mind with one or another of the country's political groups. The office of Head of the State was, however, regarded to be independent of any such group or at least above the interests of any one group. In order to keep the University out of internal politics and to confer upon it the dignity benefitting the national University of having the highest man in the country as its titular chief, it was agreed that the Head of the State should be its Chancellor automatically and ex-officio.

According to the Act the nomination of the Council had to be made to the Head of the State who was the Supreme Commission, in which the Headship of the State was vested. The Supreme Commission was composed of five members each of whom occupied the office of President, by rotation, for one month. The Chancellorship had thus to pass automatically from one President of the Commission to his successor, until such time as it would be taken over by the President of the Republic. This had the advantage of maintaining much more accurately the principle that the Chancellor should be

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70. University of Khartoum Archives, Agenda of second meeting of University of Khartoum Council held on 6th October, 1956 (Memorandum by Vice-Chancellor on appointment of Chancellor).

the Head of the State and also preserving more effectively the requirement that the Chancellor should be universally regarded as being above politics.

In giving a very brief review of the important facts it will be seen that because the Gordon Memorial College was originally founded as the result of large subscriptions raised in Great Britain by Lord Kitchener, its governance was placed in the hands of an Executive Committee in London. By an Act of Parliament passed on 1st August, 1899, the Executive Committee and Trustees were given powers to invest the funds in the manner they desired.

The administration of the Kitchener School of Medicine was mainly undertaken by a Board of Management, but its funds and lands were vested in the Trustees of the Gordon Memorial College as Trustees of the Medical School by a Trust Deed dated 22nd April, 1930. Thus the Governing Body of the Gordon College became officially associated with the administration of the Medical School.

Between 1938 and 1944 the administration of the Higher Schools was undertaken by the Sudan Government. Until 1942 the various Higher Schools were held lightly

together with the Director of Education co-ordinating their work. Towards the end of 1942 an Advisory Committee on Post-Secondary Education was formed, with the Director of Education as Chairman, in order to give the Higher Schools a measure of independence and a degree of unification which was necessary for their future development to University status.

In 1945 the Higher Schools (the Kitchener School of Medicine was excluded) were merged together, under a common management, to form the Gordon Memorial College. The governance of the secondary school was completely taken over by the Sudan Government, while the local management of the College was, for the first time, delegated to a Council under the presidency of the Governor-General. The formation of the Council, as well as of other Boards and Committees, gave the College a form of democratic government.

The separation of the Kitchener School of Medicine from the other kindred schools forming the Gordon Memorial College, was considered to be contrary to modern practice. Until 1951 neither the Gordon College nor the Kitchener School of Medicine was endowed with the statutory rights and powers which were essential for academic independence. On 1st September, 1951, the

Ordinance establishing the University College of Khartoum came into effect.

In June, 1956 a Bill conferring full university status on the College was passed by both Houses of the Sudanese Parliament. The University College became the University of Khartoum on 24th July, 1956. The 1956 Act of Parliament constituted the University as a national and independent body and ensured that it would carry out its functions in a free academic atmosphere. It laid down a form of representative government for the University and associated many members of the staff with one or more aspects of its democratic or committee structure.

The administrative structure of the Khartoum Branch of Cairo University, the Islamic University of Omdurman, the Khartoum Technical Institute, the Higher Teachers' Training Institute of Omdurman, the School of Hygiene and the Shambat Institute of Agriculture is dealt with in Chapter III as part of the history of those institutions.

The Khartoum Branch of Cairo University is governed by a Council with its Vice-Rector as ex-officio Chairman. The Vice-Rector is a member of the Cairo University Council and also of the Supreme Council of Universities.

In this connection it would be relevant to clarify some important points concerning the organisation of the University of Cairo, its Council and the Supreme Council of Universities of which the Vice-Rector of the Khartoum Branch is a member.

The administration of Cairo University is undertaken by its Council of which the Rector is Chairman and the chief executive officer. He is also the chief academic, administrative and financial officer of the University. The Rector is appointed by the President of the Republic after consulting the Minister of Higher Education, provided that the person appointed is of professorial status.<sup>71</sup> He is assisted by a Vice-Rector who is appointed by the President of the Republic after consulting the Rector, provided that the person appointed is of professorial status. In addition to the duties assigned to him under the regulations organising Egyptian Universities, the Vice-Rector should act on behalf of and exercise all the powers of the Rector during any period of absence or temporary incapacity of the latter.

Every Faculty has a Dean, a Vice-Dean and a Faculty Board. The Dean is the executive officer of the resolutions of the Faculty Board and of resolutions taken

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71. University of Cairo, Calendar 1963 (in Arabic), University of Cairo Press, p.17.

by the University Council and the Supreme Council of Universities concerning the Faculty in question.

The University of Cairo Council comprises the Rector, Chairman, the Vice-Rector, all Deans of Faculties, all Heads of Departments and other institutions controlled by the University, a representative of the Ministry of Higher Education and at most three members of academic and university experience, appointed for two years, by the Minister of Higher Education after consultation with the University Council.<sup>72</sup>

The main functions of the Council are to be responsible for the general regulation of courses of study and examinations in the University, to regulate the academic requirements for admission of students into the University and for the award of scholarships and prizes, to confer degrees, diplomas and certificates, to organise and promote research, to create chairs, to be responsible for the appointment of the academic staff in the University and to invest the funds of the University in any securities and to be responsible for its control and administration.<sup>73</sup> The Council meets at least once every two months during the academic session.

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72. Ibid, p.19.

73. Ibid, pp.20 - 21.

The Egyptian Supreme Council of Universities is located in Cairo. It consists of Universities Rectors, Universities Vice-Rectors, a member representing each University elected annually by a University's Council from among its members, at most five members of academic and University experience appointed by the Minister of Higher Education, for a period of two years and eligible for re-appointment and the keeper of the Supreme Council of Universities. The Rector of the University of Cairo is Chairman and in the event of his absence or temporary incapacity, the most senior Rector takes his place.

The functions of the Supreme Council of Universities are to plan the general policy concerning University education in the United Arab Republic, to promote research in Universities in accordance with the social, economic, cultural and scientific requirements of the country, to co-ordinate the academic work and activities of Egyptian Universities in so far as courses of study to be pursued, degrees to be awarded and academic staff required are concerned, to advise on the amount of government grants-in-aid granted annually to each University, to advise on all matters referred to it by the Minister of Higher Education or any University and to declare an opinion on all matters relating to education in the United Arab Republic in general. The

Supreme Council is also empowered to form from among its members or from the academic staff temporary or permanent technical committees to consider matters within its terms of reference.<sup>74</sup>

The Islamic University of Omdurman Bill, 1966, which had still in 1966 to be passed by the Constituent Assembly, was drafted with close reference to the University of Khartoum Act, 1956. It constitutes the new University as a statutory public corporation endowed with the necessary legal powers.

The University consists of a Chancellor, a Vice-Chancellor, a Deputy Vice-Chancellor, a Council, a Senate, the Academic Staff, the Graduates and the Students.<sup>75</sup>

The Chancellor is to be appointed by the Supreme Commission on the nomination of the Council. He should hold office for a period of five years or until his resignation or incapacity. The Vice-Chancellor should be appointed by the Council with the consent of the Chancellor.

As in the University of Khartoum, the executive power in the University is placed under the control of a widely representative Council while the control of purely academic matters is entrusted to a Senate and to Faculty Boards.

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74. Ibid., pp.29 - 30.

75. Islamic University of Omdurman, Islamic University of

## CHAPTER VI

### ACADEMIC ASPECTS OF HIGHER EDUCATION.

When the Gordon Memorial College was opened in 1902, it was intended that it should cater for the education of the inhabitants of the Sudan who were then wholly uneducated. To meet Lord Kitchener's vocational approach and to implement Mr. Currie's educational policy (explained in Chapter IV), it was possible during 1900 and 1901 to establish an Industrial School near Omdurman with 60 pupils, a Higher Primary School at Omdurman with 162 pupils, a Higher Primary School at Khartoum with 72 pupils and a small Training College at Omdurman with 6 pupils. Thus were laid the foundations of an educational scheme, vocational in character and strictly limited to the most urgent needs through financial stringency, but capable of expansion to meet the needs of the country as its resources were developed.

During the early years the academic standard of the College was necessarily restricted to providing instruction in the basic literary and mathematical subjects, industrial training and Islamic law.<sup>1</sup> The

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1. Gordon Memorial College, Khartoum, Calendar 1948, op.cit., p.6.

language of instruction was chiefly Arabic, but special attention was given to the teaching of English, which was entrusted to British Tutors, who were also responsible for the character training of the boys and were in close contact with them. In 1905 it was decided to extend the scope of the College curriculum to include an ordinary secondary school in which general education was to be provided, and a small engineering school in which competent overseers of works and land surveyors were to be trained. A beginning was, however, made with the Engineering School in 1905. In that year 16 pupils were admitted and divided into two sections. The first one followed a four-year course of instruction with the object of being (not an engineer) but a skilled overseer. They were taught Civil Engineering and Surveying, Elementary Mechanical Engineering, English, Penmanship, Arabic, Translation and Mathematics.<sup>2</sup> The second or surveyors section, followed a two-year course with the object of becoming good surveyors, possessing sufficient knowledge of English to enable them to write intelligible reports. When it was realised that the need for such staff was lacking, this section was closed

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2. Wingate, F.R., The Story of the Gordon College and its Work, in Weinthal, L. (ed.), The Story of the Cape to Cairo Railway and River Route, 1887-1922, Vol.1 (London 1923), p.20.

after the graduation of its second batch and Surveying was, henceforth, incorporated into the Engineering course. The study of Engineering remained at the secondary school level in the Gordon College until 1938-39 when it was taken over by the School of Engineering.

The secondary or literary section was first started in 1908. It began as a special section for the training of teachers of English in Primary Schools and reached its complement of four classes in 1912. It then expanded into a secondary school providing general education and manual instruction during the first two years, and special vocational training during the last two. The subjects taught were Arabic, English, Translation, Elementary Science, General Knowledge, Arithmetic, Geometry, Algebra, Trigonometry, Geography, History, Penmanship, Drawing, Manual Instruction and the Theory and Practice of Teaching.<sup>3</sup> Vocational specialisation in Science, Accountancy, Clerical Work and Teaching did not begin until the third year. The boys were prepared to become Clerks, Accountants and Translators. The most suitable pupils were selected in

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3. Ibid, p.20.

the third and fourth years as prospective teachers in Primary Schools.

Owing to the expansion of the educational system and the increasing demand of the Government for clerical and technical personnel, the College was converted, in 1924, into a wholly secondary institution.<sup>4</sup> The development of the administration raised the standard required in clerical work and accountancy and from the beginning of 1924 measures were taken to improve the instruction given in these subjects.<sup>5</sup> While instruction in general education was given full attention, special classes in clerical work and accountancy were given to those boys who took up office work as their future career. It was also made clear to all Government Departments that the training of boys in their special fields would not be complete unless they continued to practise during their early years of employment.<sup>6</sup> Arrangements were also made whereby the boys in the various sections spent part of their summer holidays in the appropriate Government Departments, where they were given special training in their particular subjects.

In 1924, too, a Science Section was established in order to respond to the requirements of the School of

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4. University College of Khartoum, Calendar 1952-54,  
op.cit., p.9.

5. Gordon Memorial College, Report and Accounts to  
31.12.1924, p.14.

6. Gordon Memorial College, Report and Accounts to

Medicine and to provide training for Sudanese assistants for Research Laboratories and for the Agricultural and Veterinary Departments.<sup>7</sup> The first Science teacher was appointed in 1924 to undertake the teaching of Elementary Science, in particular in Physics, Chemistry and Biology. Until 1935 the teaching of Elementary Science in the Gordon College was provided for all boys in their first and second years. Beyond this stage, it was only confined to prospective candidates for the Kitchener School of Medicine. In 1936 Science teaching was introduced in all four classes of the College and the necessary staff was also made available. The addition of the Science course to cover all four years was a substantial advance towards a more complete secondary school preparing boys for higher education.

In 1929 the Gordon College was subjected to the searching test of an expert Commission of Inspection. The chief defects observed by the Commission were connected with the teaching of English and History. It was recommended that a qualified master in modern methods of English teaching, be appointed to take full charge of the English side, that less emphasis be given to the

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7. Gordon Memorial College, Report and Accounts to  
31.12.1924, p.14.

teaching of grammar, that the teaching be based, from the beginning, on phonetics and that more time and attention be given to teaching contemporary English, written and spoken.<sup>8</sup> The master appointed in charge of English should also assist the Warden in the general administration of the College. The History syllabus should be reduced substantially and the prevailing methods of instruction should be replaced by others more direct and graphic and related much more closely to the actual environment, activities and traditions of the boys. In Geography, map drawing, including some practical work by the boys themselves, should be introduced from an early stage. The syllabus in Mathematics should be revised so as to make it more suited to the future requirements of the boys. The syllabuses in Elementary Science, Natural History, Physics, Chemistry and Biology should also be revised so as to bring about a better co-ordination of teaching in the fourth years.<sup>9</sup> Early specialisation in commercial subjects should be discouraged and a broader treatment should be made to prepare boys for appointment outside Government offices. The existing scheme of Physical Training should be modified in the direction of a greater

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8. Report on Commission of Inspection on the Gordon Memorial College, Khartoum, 1929; op.cit., p.46.

9. Ibid, p.46.

variety and the temporary services of instructors should be obtained to conduct a summer course for the instructors of the College and Primary Schools.

In order to obtain co-ordination and unity of aim, the Commission strongly recommended the formation of Boards of Studies from among the teaching staff of the College. It would be the duty of these Boards to consider syllabuses, the division of school hours amongst the various subjects, the co-ordination of instruction in the various classes, the proper use of text-books, the extent to which it was desirable and possible to make the instruction in all subjects as practical as possible, the nature and value of examinations and the best kind of tests to be set in them.<sup>10</sup> The Warden would act as Chairman of the main Board.

The authorities in the College recognised the Commission's report as a most valuable document and lost no time in adopting all its recommendations. A Central Board of Studies was formed in 1929, under the Chairmanship of the Warden, with subsidiary Boards for each of the main groups of subjects.<sup>11</sup> In 1936 the Central Board of Studies was reconstituted to comprise three British

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10. Ibid, p.27.

11. Gordon Memorial College, Report and Accounts to  
31.12.1929, p.17.

and three senior Sudanese staff under the Chairmanship of the Warden. The various subjects of the curriculum and the examination arrangements were dealt with by subsidiary Boards of Studies presided over by the Tutor in charge of each particular department. External assessors were associated with the final examination. The papers were set by the subsidiary Boards of Studies, presided over by a member of the British staff and were then submitted to the assessor.

As a result of the decision taken in 1924 to make the College a wholly secondary institution, the College was able, in 1930, to provide secondary education for 555 boys on a curriculum giving general education in the first two years and vocational training in the last two, in such fields as Engineering and Surveying, Teaching, Accountancy, Clerical Work, Science and Islamic Law.

The 1932 Winter Committee recommended that the College should become a wholly secondary school and that its vocational classes should be removed. Although this recommendation was accepted in principle by the Government in 1934, nevertheless the mixed curriculum continued until 1937.<sup>12</sup> But in the meantime, every effort was taken to provide a broader basis of sound general

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12. S.G.Report of the International Commission on Secondary Education in the Sudan, 1955, op.cit., p.3.

education. In 1935 the Warden of the Gordon College was able to report that "experience has shown the unwisdom of a premature surrender to the claims of specialisation. For some years past it has been our earnest endeavour, in the first place to eliminate the special subjects as far as possible, leaving it to a later stage, as required, and secondly to provide on a broader basis a four years' course of sound general education.

This course is designed, not only as an end in itself, rounding up their school days and fitting the pupils to face the world, whether in the fields, the office or the market place, but also as a full and sufficient preparation for admission to the realms of higher education in the form of post-secondary or university institutions." The final step towards freeing the College curriculum from vocational specialisation, as a preparation for higher education, was taken by the 1937 De La Warr Commission.

Considering secondary education the Commission referred to the combination of general education with technical instruction as being inevitable in the early years of the College, but in more recent years the presence of vocational courses in the curriculum

prevented the College from reaching a good secondary school standard. The Gordon College should raise its standard to that of a full British secondary course and should be organised to give an education up to the school leaving certificate standard. The Education Department should have a yardstick by which it could compare its standards with those accepted elsewhere and should at the same time make it possible for boys intending to undergo professional courses to secure the necessary pre-requisite qualifications. The introduction of a British school leaving examination was, therefore, recommended subject to the granting of satisfactory modifications adaptable to the conditions of the Sudan. If and when other secondary schools were established, the setting up of a Sudan Examining Board to maintain uniform standards might be worth consideration.

One of the members of the Commission, Dr. John Murray, drew attention to the dual function of secondary education in providing general education and specialist preliminaries for the University stage. He doubted the ability of secondary education in the Sudan to discharge that function and suggested that the intermediate stage in the new Gordon College should be carefully considered

with a view to making it an all-round course, i.e. a combination of Arts subjects and Science subjects.<sup>13</sup> He also urged the organisation of a good Arts course in the final stages of which mainly prospective teachers would benefit before embarking upon their professional training.

The ready co-operation of the Cambridge University Local Examinations Syndicate, made possible the provision of a version of its school certificate examination specially adapted to the needs of the Sudan without lowering its standards. The introduction of this external school leaving examination in 1938 was a major step towards the development of higher education. In the first place, it enabled Sudanese students to take an internationally recognised school leaving examination. In the second place, it opened the way for candidates intending to proceed abroad to receive higher qualifications. Furthermore, it proved to be the necessary apprenticeship for the establishment of a Sudanese examining body.

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13. S.G. Report of Lord De La Warr's Educational Commission, Khartoum, 1937, op.cit., p.52.

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The following table shows the results achieved in the Cambridge School Certificate Examination between 1938 and 1953, (the date of the formation of the Sudan Examinations Council).

Year	Number Entered.	Number Passed.
1938	22	20
1939	70	25
1940	81	20
1941	57	33
1942	61	46
1943	99	56
1944	101	72
1945	113	81
1946	130	92
1947	180	117
1948	218	151
1949	240	117
1950	346	169
1951	343	166
1952	412	280
1953	531	246

In 1955 a statutory Sudan Examinations Council came into effect although it was functioning since 1953. Its object was to conduct and administer a local Sudan

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 14. The Sudan, A Record of Progress, 1898-1947, op.cit., p.22 and S.G.Report of the International Commission on Secondary Education in the Sudan, 1955, op.cit., p.4.

School Certificate Examination in collaboration with the University of Cambridge Local Examinations Syndicate. The Council would also administer the Sudan Public Service Examination, the Intermediate Schools Final Examination and other local and foreign examinations. The 1955 International Commission on Secondary Education welcomed its formation and hoped that the Council would find it possible, at an early date, to accept full and independent responsibility for the examination.<sup>15</sup> The main aim in view was to adjust education to national needs and make it more suitable to the environment and conditions of the Sudanese candidate.

The formation of the Sudan Examinations Council brought about useful co-operation between the Ministry of Education, the University College, the Council and the Cambridge Syndicate. The Council would appoint local examiners from the University College and from other sources, who would set the papers. The papers would then be moderated by examiners appointed by the Cambridge Syndicate which would finally accept them. The first marking would be undertaken by the local examiners while the final marking would be arranged by the Cambridge

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15. S.G.Report of the International Commission on Secondary Education in the Sudan, 1955, op.cit., p.35.

Syndicate. The final grading would be done by a joint meeting of representatives of the Cambridge Syndicate and the Sudan Examinations Council. This scheme would bring the School Certificate Examination more under the control of local examiners and make it better adapted to local conditions without lowering standards or making it easier for a larger number of candidates to pass the examination.

Before 1942 candidates admitted into the Higher Schools were not necessarily holders of the Cambridge School Certificate. In the opinion of the Director of Education the School Certificate Examination, in its early years, did not prove an entirely reliable gauge of the standard reached at the secondary school. The relative number of certificates gained, being 20 in December, 1940 and 33 in December, 1941 did not represent the comparative standard of the output which was slightly higher in 1940.<sup>16</sup> But after passing the trial in the first few years, the examination became a steady test of achievement.

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16. S.G. Central Records Office, Khartoum, Box  $\frac{17}{1}$  (1)  
 Post-Secondary Education, Progress Report  
 on the Higher Schools No.DE/9-21-1 of 28th August, 1942  
 by Director of Education, Mr. Roseveare.

In December, 1942 the possession of a Cambridge School Certificate was made a necessary qualification for admission into the Higher Schools. At its meeting held in May, 1943 the Higher Schools Advisory Committee agreed that, for the purposes of admission into the Higher Schools, the Egyptian 5th Year Secondary School Certificate should be accepted as an equivalent qualification, provided that a 'literary side' certificate should admit only to the School of Arts and a 'scientific' or 'mathematical side' certificate only to the School of Science.<sup>17</sup> It was further agreed that the Oxford School Certificate and other recognised British Certificates should, at the discretion of the Director of Education or an appropriate Higher Schools authority, be accepted for admission into the Higher Schools.

The recognition of the Egyptian 5th Year Secondary School Certificate helped to feed the Higher Schools with candidates who might not have had a chance of joining Sudan schools. It also served to promote cultural relations between Egypt and the Sudan, and proved that the Education Department had at least eliminated politics from purely educational matters.

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17. S.G. Central Records Office, Khartoum, Box <sup>17</sup>1(2),  
Post-Secondary Education.

The 1945 Asquith Commission made three recommendations as regards the qualifications required for admission of candidates into Colonial Colleges. These were the possession of "matriculation standard" as a minimum requirement for admission of students to take London University Degrees, the pursuit of a two years' course in a "sixth form" at school following matriculation and, as an interim measure, the introduction of a preliminary year in a Colonial College.

In the Sudan it was neither possible to provide a "Sixth form" year within the prevailing framework of the secondary school, nor was it found desirable that this should be done.<sup>18</sup> The prevailing policy in so far as it affected the intake into the Gordon College was not to add an extra year or two in order to include "Sixth form" work. This would neither be accepted by the parents nor favoured by the boys most of whom were at an average age of between 19 and 20 years. The educational policy was to improve the standards within the secondary school, to broaden the syllabuses and to give the boys a wider general education within which the School Certificate and "matriculation" were to be taken as a more normal part of the course. The preliminary year was introduced

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 18. S.G. Central Records Office, Khartoum, Box <sup>1</sup>/<sub>4</sub>, 14, Education General Reports, A Note on Secondary School Policy as affecting Entrance to the Gordon College, dated 28.11.1945 by Director of Education,

by the College in January 1947 as an introduction to the external London Degree courses.

The first ten students admitted into the Kitchener School of Medicine started their first year course in 1924. With the opening of the School it was found desirable to introduce the teaching of Science as part of the curriculum in the Gordon College and it was chiefly from among candidates who had taken this preliminary scientific course that medical students were selected. The teaching of Science in the Gordon College tended to bridge the gap between the ordinary school teaching and the scientific teaching at the Medical School. As a result students entered the Medical School already provided with a preliminary knowledge of Elementary Science. They were selected for character and intellectual honesty, as well as for proficiency in their work.

The students admitted were given a course of four years followed, after graduation, by a further year of training as house-surgeon and house-physician at one of the larger hospitals under the personal supervision of a British Medical Inspector. In 1928 a course in practical midwifery was arranged for the fourth year

classes during the vacation.<sup>19</sup> The students were divided into groups and each group was supervised by the Medical Inspector in charge of the Omdurman hospital. They attended midwifery cases and also such obstetrical and gynecological cases as were admitted to hospital. In 1932 an arrangement was made whereby students attended midwifery cases throughout the year and were thus able to attend and conduct a larger number of cases.

The limitation of the course to four years during the first ten years amply fulfilled the needs of the School and the country at that time. It was mainly the small number of students and the daily personal contact with their teachers that made possible the completion of the Medical course in four years. The following extract<sup>20</sup> from the assessors' report on the Final Examination in 1931 clearly illustrates this fact.

"The outstanding feature to our minds of the Kitchener School of Medicine is the peculiar advantage - rare in our schools - of a close individual contact between a few carefully selected students (numbering so far, a dozen in the first year and nine in the last) and a teaching staff specially chosen from the personnel of a most vigourously selected Medical Service. Under these

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 19. The Kitchener School of Medicine, Khartoum, Third Report, 1928-30, p.8.

20. The Kitchener School of Medicine, Khartoum, Fourth Report, 1931-32, p.7.

wholly desirable conditions lectures - for example, in Medicine and Surgery - that are often a burden of questionable value when the class is large, here must be equivalent to classes at the bedside.

Quite apart too from what the student learns from this constant individual teaching he is throughout the four years of his training in daily contact with the traditions of a service that impresses one as unique. Nor does this contact end with the Final Examination; the next year after qualification - when a man ceases to work as a mere candidate and is at least free to become a real student of Medicine - is still spent in this same atmosphere of tradition, and individual instruction".

During the first two years the scheme and methods of teaching were, of necessity, largely experimental. But from the beginning, external assessors were associated with the final examinations. They presided at the examinations, regulated the standard of marking and assessed the degree of proficiency attained. They were also able to make valuable suggestions concerning the scope of the curriculum and the methods of instruction. According to their recommendation the curriculum was extended to five years in 1934 thus

bringing the course of instruction more in line with that of European medical schools. A sixth year spent as house-surgeon and house-physician would place the Sudanese medical students in a favourable position to gain a complete working knowledge of their profession.

With the opening of the School of Science in 1939 the medical course was extended to six years. Candidates wishing to join the Medical School were selected after completion of two years of training in Chemistry, Physics and Biology with classes in English, Arabic and Mathematics at the School of Science. After passing their first professional examination, they were interviewed by a Medical Selection Board who recommended students on their character and good performance for continuation in the Medical course. Selected students were then given a course of four years at the Kitchener School of Medicine before graduation. The professional examinations were organised as follows for students entering ~~in~~ or ~~later~~ 1939.<sup>21</sup>

First Examinations: At the end of the second year at the School of Science in Chemistry, Physics and Biology.

Second Examinations: At the end of the third term at the Medical School in Anatomy, Histology, Physiology and at the end of the second year Medical School in Pharmacology.

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21. The Kitchener School of Medicine, Khartoum, Sixth Report, 1936 - 1938, p.7.

Third Examinations: At the end of the third year at the Medical School in Public Health and Pathology.

Fourth Examinations: At the end of the fourth year at the Medical School in Medicine, Surgery, Obstetrics and Gynecology.

The total period was two years at the School of Science and four years at the Medical School. After graduation the students were appointed as medical officers on probation and held house appointment for two years.

More progress was achieved in January, 1948 when the medical course was brought in conformity with British practice. According to the new arrangement the pre-medical course in the School of Science was to take one year, and a period of five years was thus allowed for the course taken at the Kitchener School of Medicine. Following the successful completion of the course, the graduate would then undergo a compulsory period of residence in one of the big hospitals.

The Board of Management of the Kitchener School of Medicine, in view of the conditions laid down for the professional recognition of the School diplomas, had, since 1942, made the possession of a Cambridge School Certificate (or its equivalent) a necessary qualification for admission to the School. The introduction of the Cambridge School Certificate, as a recognised qualification,

had thus the effect of facilitating the question of obtaining practical recognition for the diploma of the Medical School from the Conjoint Board of the Royal Colleges of Physicians, London, and the Royal College of Surgeons, England. In 1938 the Royal Colleges agreed to recognise the whole period of study at the Medical School towards taking a Conjoint diploma in England provided that candidates admitted to the Medical School had obtained a School leaving Certificate with "matriculation standard" and that the medical examinations should be conducted by a visitor appointed by them.<sup>22</sup> Accordingly, graduates of the Kitchener School of Medicine would be eligible to sit for the final examination of the Conjoint Board after a further study of one year at a recognised hospital in Great Britain. In addition, the Royal Colleges agreed to the following recommendations which were made by Sir Alfred Webb-Johnson who acted as visitor to the School during the 1938 final examinations.<sup>23</sup>

" (a) that, subject to a special recommendation from the Director of the Sudan Medical Service, a graduate of the Kitchener School of Medicine, Khartoum, who has

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22. Ibid, p.34.

23. Ibid, p.35.

completed not less than two years' hospital experience subsequent to qualification, be exempted from the first examination and be admitted to the final L.R.C.P., H.R.C.S., examination on completion of twelve months' practice in a recognised medical school and hospital in this country. This will benefit diplomates who have had the opportunity of matriculating:

(b) that a graduate of the Kitchener School of Medicine, Khartoum, be admissible for the several post-graduate diplomas granted jointly by the Royal Colleges on complying with the regulations for admission to those examinations".

Further recognition was obtained in 1946 when the assessor in Obstetrics and Gynaecology recommended to the Royal College of Obstetricians and Gynaecologists that the Khartoum and Omdurman Civil Hospitals be recognised as suitable for training for the D.Obst.R.C.O.G. examination.<sup>24</sup> In 1948, too, the Council of the Royal College of Physicians of Edinburgh agreed to recognise the diploma of the Kitchener School of Medicine for the purposes of the examination for the membership of their College. In 1949 the Royal College of Surgeons in England agreed to recognise the posts of Surgical Registrar at

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24. The Kitchener School of Medicine, Khartoum, Ninth Report, 1946-1949, (Annual Report, 1946).

Khartoum and Omdurman Civil Hospitals for the purposes of the F.R.C.S. examination.

When the various higher schools were opened between 1938 and 1940, courses leading to the diploma (roughly equivalent to a Pass Degree) were started in the Schools of Agriculture, Engineering and Veterinary Science. Students whose performance in the final examination fell short of the diploma standard, were given final certificates. Final certificates were awarded for qualities of loyalty and reliability and denoted that a student might make a good Government servant. Owing to the short duration of the course in the Schools of Arts and Science, being only two years, final certificates were also awarded on the successful completion of the course. During the early years of the Higher Schools, though about 35 students were admitted annually, only a few of them had reached a British matriculation standard at entrance and it was not easy to adjust curricula and standards according to the ability of all entrants. At the first meeting of the Gordon Memorial College Council in November, 1944, it was suggested that the final certificate awards should be abolished and that the College should make no lower standard than the diploma.

The question was, however, considered at length by the Council at its second meeting on 5th May, 1945 and it was finally agreed:<sup>25</sup>

(1) that in all schools except the Schools of Science and Arts (Law Class excepted) the only award should be the diploma;

(11) that the Dean of a School might, at the request of a prospective employer, furnish him with a testimonial concerning the work and abilities and personal qualities of any student who failed to get a diploma. No set form should be used for such a testimonial;

(111) that this arrangement should come into force with the 1943 entry into the Schools of Agriculture and Engineering, and the 1945 entry into the Law Class of the School of Arts;

(iv) that the case of the General Courses in the Schools of Arts and Science needed special consideration owing to the comparatively short length of the course, and should be considered at a later date when more information was available concerning the standard which students of these courses were able to reach.

General diploma courses were introduced in the  
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25. University of Khartoum Archives, Minutes of the Second meeting of the Gordon Memorial College Council held on 5th May, 1945.

School of Arts in 1944 and in the School of Science in 1945 and the final certificate awards ceased to exist in all schools. In the School of Arts the general diploma course took three years, the first two years of which were common to all students and the third offered such specialisation as was suitable to intending teachers of different subjects or to future administrators. Students who completed the Arts course proceeded to the Institute of Education at Bakht er Ruda for training as teachers, or to the School of Administration and Police and others sought Government or other employment.

The visit of the De La Warr Commission in 1937 helped the Higher Schools towards their development to attain university status. The Commission put emphasis on the organisation of post-secondary education to constitute the nucleus which would gradually develop into a university. They visualised the establishment of a university granting its own degrees of recognised validity. The first step towards this development would be the formation of a University College training its students up to a good professional standard.

The new Gordon College should provide advanced courses for candidates with a matriculation qualification. The pre-professional Science course should train prospective students for Medicine, Agriculture, Veterinary Science and Engineering as well as future Science teachers. The duration of the course should at least be one year corresponding to the Intermediate year or to the first M.B. for medical students at a university.<sup>26</sup> Students who pass the Intermediate stage would proceed to their professional courses. In due course most of the Science Departments would have to work towards a full university standard. The Commission urged that no department should aim at an academic standard lower than that of a British professional qualification. The Medical School should aim at the standard of the Diploma of the Conjoint Board of London or the Triple Qualification of Edinburgh, and the School of Engineering should aim at the standard required for Associate Membership of the Institution of Civil Engineers. Considerable benefits had resulted from the annual visits to the Kitchener School of Medicine of external assessors and such connections should, therefore, continue under arrangements to be made by the Inter-University Council. The Arts

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26. S.C. Report of Lord De La Warr's Educational Commission, 1937, op.cit., p.36.

Department, too, should be developed to fulfil the same function as the Science Department. It should provide sufficient training to allow students to embark profitably upon professional courses to become teachers, administrators or lawyers.<sup>27</sup>

Students who successfully pass these professional courses should be awarded diplomas which should receive full recognition locally. At first the School Council might secure recognition of the local diplomas as exempting graduates from part or a full degree course. Later when a good standard was reached, it might be desirable to allow students to sit for external degrees or for the diplomas of other professional examining boards abroad. The activities of the new Gordon College should include refresher courses for diplomates while post-graduate work should be encouraged.

The Asquith Commission, too, urged the establishment of universities as soon as possible by the immediate setting up of University Colleges. During the period of transition from college to university status, the Commission recommended that the Colonial Colleges should enter into a scheme of 'special relationship' with London University whereby the students would be awarded its external degrees. The Commission made the following

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27. Ibid., p.41.

four recommendations in favour of the award of London University Degrees.<sup>28</sup> First, the establishment of direct and easy co-operation between the Academic Boards of the Colonial Colleges and the Senate of the University. Secondly, the institution of a regular system of consultation between the authorities of the University and the staffs of the Colleges upon questions of syllabus and examination requirements. Thirdly, the promotion of personal contact between the external examiners appointed by the University and the teachers in the Colleges, in part by visits of the examiners to the Colleges. Fourthly, the participation of members of the staffs of the Colleges in the actual work of examining their own students.

On 8th December, 1945 the Council of the Gordon Memorial College considered the recommendations of the Asquith Commission's Report and unanimously agreed to seek a temporary connection with London University and the Inter-University Council (when formed) to enable the College, at a later date, to reach independent University status.

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28. Report of the Commission on Higher Education in the Colonies, June, 1945, op.cit., p.41.

Professor Penson in her report to the Gordon Memorial College Council, recommended the introduction of a preliminary year at "sixth form" level at Gordon College and that the results of the examination following be used for sorting students into those who would take a London degree course and those who would take the Gordon Memorial College diploma course. In May, 1946 a Sub-Committee consisting of the Principal, the Vice-Principal, the Deans of the Schools of Arts and Science, with powers to co-opt additional members, was appointed to settle with London University the details of the curriculum and syllabuses in the Schools of Arts and Science for the preliminary year due to commence in January, 1947.<sup>29</sup> By the end of 1947 the working details of the 'special relationship' scheme were taking definite shape. Detailed draft syllabuses, in both Arts and Science, for the Preliminary and Intermediate years were approved by London University Senate and the next step was to work out draft details of subjects for the General B.A. and B.Sc. courses. The College aimed at seeking such modifications of the London curriculum as were made necessary by special local circumstances. It was agreed that in order to

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29. University of Khartoum Archives, Minutes of the First meeting of the Academic Board held on 4th May, 1946.

qualify for "matriculation" and admission to the degree course, a student should obtain credits in four subjects (plus a pass in English in the case of Science students), but a good meritorious performance in one subject might compensate for a weak performance in another subject.<sup>30</sup>

It was further agreed that there should be close co-operation between the two institutions in drawing up syllabuses and setting and marking examinations, though the ultimate responsibility should rest on the University of London as the matriculating authority. Gordon Memorial College examiners would be appointed by London University Senate on the recommendation of the College Academic Board. Draft examination papers and a tentative marking scheme should be submitted by Gordon Memorial College examiners to the Superintendent of Examinations by July 1st. On being approved by London Chief Examiners, these papers together with all examination material would be despatched so as to reach the Principal of Gordon College by November 1st. The Principal should be responsible for the proper supervision of the examination.

The scripts would first be marked by the College examiners and sent together with the mark sheets to the

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30. Gordon Memorial College, Khartoum, Annual Report, 1947, p.11.

Chief Examiners; the latter would review the marking, and finally certify the mark sheets. Detailed mark sheets, showing the results in each subject, together with a list of successful matriculation candidates, would be sent to the Principal of the Gordon College. It was generally agreed between University and College examiners that there should be, in each subject, a pass mark of 35 per cent representing the standard required for entrance to the College diploma course, a credit mark of 50 per cent or over, representing the standard required for matriculation and entrance to the degree course and a distinction mark of 70 per cent or over.<sup>31</sup> It was also agreed that this scheme of marking need not be rigidly adhered to, and that the College examiners, who would be responsible for the first marking, could make representations for variations in the scheme of marking in any particular subject for the consideration of the University examiner.

The year 1947 then, was a busy year in so far as plans for the formal association with London University were concerned. It culminated with the initiation of the first degree courses in the Gordon College.

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31. University of Khartoum Archives, Minutes of the Twelfth meeting of the Academic Board held on 22nd September, 1947.

During 1948 approaches were made to British Universities with a view to clarifying the status of the various College diplomas. British Universities were requested to grant certain concessions to Gordon Memorial College diplomates who might be given the opportunity of further study in Britain. The result was that the door was opened for diplomates sent to the United Kingdom to take graduate courses. It was agreed that concessions would be granted to individuals considered on their own merits and that the agreement should be limited to diplomates of the period 1946-51.<sup>32</sup>

The main developments in Arts and Science during 1948 were the completion and approval by London University of detailed syllabuses for the post-intermediate stages of both courses, the reduction of the Intermediate stage subjects in Arts from four to three, of which only one need be a language, the simplification of the Preliminary course in Science (Biological side) by the elimination of Mathematics and the agreement of the University Senate to allow College examiners to take part in the Intermediate Examination on the same lines as those laid down for the Preliminary Examination in 1947.<sup>33</sup>

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32. Gordon Memorial College, Report and Accounts to 31.12.1948, p.13.

33. Ibid., p.11.

On 23rd March, 1948 the Gordon Memorial College Council unanimously passed the following resolution:<sup>34</sup>

"That the Council considers that the College should aim at the earliest possible date in arriving at University status and the award of its own degrees. The Council appreciates the fact that this programme will necessarily involve increased staff and expenditure and hopes that the Sudan Government will sympathetically consider its needs when the time comes. In the interim, steps should be taken to bring as many schools as possible into special relationship with the University of London, whereby they obtain the degrees of that University."

Steady progress was made to implement the Council's decision to speed up the introduction of degree courses in other schools. During 1949 arrangements were concluded for the external LL.B degree of the University of London to be taken under the 'relationship scheme' by students entering the Intermediate stage in 1950. In the Department of Administration a useful revision of the syllabuses followed the opening of a special Government School for police officers in January, 1948. This permitted a reduction of the time devoted to police training and the giving of more attention by the

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34. University of Khartoum Archives, Minutes of the Ninth meeting of the Gordon Memorial College Council held on 23rd March, 1948.

Administration students to the study of Local Government and the economic problems of the Sudan. The Department would have an increasingly vital part in the training of central and local Government officials, and also in research into the various problems of Government. With this end in view the College invited Miss Margery Perham to investigate the Department's existing set up and to suggest ways and means of its improvement. Her report was full of valuable suggestions for future reform. The 1949 session saw the introduction of a revised course in Public Administration the aim of which was to combine academic instruction with professional training.<sup>35</sup> The students admitted spent one term in the College studying the principles and methods of Government in the Sudan and were then posted to districts as officers on probation. They returned to the College after a year for further training in the theory of Government with special reference to its general economic and social aspects. Students who successfully passed this course, were qualified for permanent appointment in the Sudan Political Service.

The College invited Mr. Dunstan Shilbeck, Principal of Wye College, London to visit Khartoum in April 1949.

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35. Gordon Memorial College, Report and Accounts to 31.12.1949. p.12.

It was hoped that his visit would clear the way for the admission of students to London Degree Courses in the School of Agriculture in 1950. The report of Mr. Shilbeck showed that the School of Agriculture might be able to embark on degree courses, provided that at least 250 extra feddans of land were added to the existing 50 feddans. He was, therefore, not able to recommend the institution of degree courses until he had an assurance that this would be executed.

The School of Agriculture was, however, able to provide degree courses for qualified Science students in 1950.

In 1949 students were admitted for the first time into the School of Engineering after completing the Intermediate stage of two years in the School of Science. This step, together with the completion of the new laboratories and the workshop, was an essential preliminary for the University of London to recognise the School's suitability for training its students towards external degrees. The initial step towards the introduction of degree courses was followed, after the visit and with the advice of Professor S.J. Davies, of King's College, London, by rearrangement of the curriculum, bringing it more closely in line with that

leading to the London External Degrees.<sup>36</sup> Negotiations between the Dean of the School of Engineering and Professor Davies enabled the Engineering Board of Studies to reorganise the diploma course as a preliminary to the admission of students into degree courses in 1951.

In 1947 the Veterinary School took students for the first time after one year only in the School of Science, instead of two years, as was hitherto the case. This change permitted the extention of the Veterinary course proper from three to four years, bringing it more closely in line with courses leading to the M.R.C.V.S. in England. But it was thought premature for the Khartoum Veterinary School to attempt at this stage to train students for either the London B.V.Sc., or the M.R.C.V.S. Firstly, because the period of training required would be too long, secondly, because the staff and facilities required would be unduly elaborate, and thirdly, because without considerable modifications, which the authorities concerned would find it difficult to concede, the training would not be particularly suited to local conditions. The Veterinary Board of Studies accordingly decided, with the approval of the Academic Board, to aim at improving and consolidating the diploma course, while

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36. Ibid., p.13.

the period of training was extended from four to five years (including the Preliminary year at the School of Science) to allow more intensive study of the main professional subjects and a longer measure of practical work in the field.

Towards the end of 1949 and after consultation with the College Academic Board, the University of London approved the regulations for the first B.A. and B.Sc. examinations to be held under the special relationship scheme in December, 1950. The College, therefore, presented its first candidates for the B.A. and B.Sc. examinations in December, 1950. On this first occasion, seven out of nine candidates passed. Five obtained B.A. degrees and two obtained B.Sc. degrees.

The raising of the College status to a University College in 1951 brought with it a number of academic changes. In 1951 agreement was reached between the College and the University of London on a higher standard of entrance requirements into the University College. It was agreed that for entry into the Faculty of Arts in 1952, a Cambridge School Certificate with a minimum of four credits (instead of three) would be required.<sup>37</sup>

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37. University College of Khartoum, Report and Accounts to 31.12.1951, p.10.

A Cambridge School Certificate with a minimum of five credits (instead of four) would be required for entry into the Faculty of Science or the Faculty of Law, as from 1952. In all cases the required minimum of credits should be obtained at one and the same examination.

The University of London further agreed that all students admitted to the College on this higher standard would be granted special matriculation. They would be qualified to take the London Intermediate Examination after two years. The Preliminary Examination taken at the end of the first year would, henceforth, have no significance in respect of matriculation and would only be used by the College for internal purposes.

The number of the academic staff in the College was increased. With 28 new appointments made during the year 1952, there was a net increase of 21 staff members.<sup>38</sup> The Faculty of Medicine was able to recruit seven professors and three senior lecturers. The Faculty of Science was able to recruit eight staff members, including two professors for Chemistry and Mathematics. Chairs of Arabic and Islamic Law were also filled. In all Faculties the professorial staff grew from five to seventeen.

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38. University College of Khartoum, Report and Accounts to 31.12.1952, p.5.

In the Faculty of Arts, a Department of Economics was created and began active teaching in July, 1952, to thirty Intermediate students. In the Faculty of Engineering, London degree courses were introduced in July, 1952. The Faculty of Veterinary Science was able to move to its permanent and well equipped premises at Shambat at the end of 1952. In the Faculty of Law and Public Administration, it was decided to admit students annually, instead of biennially, as from 1953. In 1952, eleven members of the staff registered for post-graduate degrees under the 'special scheme' introduced by London University for the overseas colleges.

The number of students in the University College continued to expand from 448 in July, 1951, to 514 in July, 1952, 593 in July, 1953, and 611 in July, 1954. These were distributed among Faculties as follows:

Faculty.	July 1952	July 1953	July 1954
Agriculture	37	35	40
Arts	157	159	183
Engineering	29	39	44
Law and Administration	48	102	67
Medicine	50	72	82
Science	178	174	185
Veterinary Science	15	12	10
Total	514	593	611

39. University College of Khartoum,  
 Report and Accounts to 31.12.1952, p.6.  
 Report and Accounts to 31.12.1953, p.6.  
 Report and Accounts to 31.12.1955, p.15.

Considering the development of the University College, the 1955 International Commission on Secondary Education in the Sudan urged that its development plans should be closely integrated with plans for the expansion of the national system of education in the Sudan.<sup>40</sup> Such plans should not be allowed to exceed the expected student potential. The immediate aim should be to improve and consolidate the existing departments and courses, rather than to add costly new ones ahead of the availability of qualified candidates. The Ministry of Education should try to raise the number of candidates qualified for admission into the College from 180 per annum to about 250 which the College would be able to admit into its existing Faculties.

With the attainment of University status in 1956, major academic developments came into being. This included the creation in 1956-57 of new Departments of Anthropology, Architecture, Geology, Philosophy, Commercial Law, International and Comparative Law, Private Law, Crop Protection and Agricultural Botany.<sup>41</sup>

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 40. S.G. Report of the International Commission on Secondary Education in the Sudan, 1955, op.cit., p.22.

41. The University of Khartoum, Report and Accounts on the year ended 30th June, 1957, p.17.

A Department of Animal Husbandry would also be approved by Council. Council further approved the creation of a Faculty of Economic and Social Studies in 1957-58 and also new Chairs in Anthropology, Architecture, Geology, Mechanical Engineering, Philosophy and Physical Chemistry.

The 'special relationship' with London University came to an end, but it was agreed that there should be a transitional period in which students registered for London degrees before the change would be allowed to complete their courses. New responsibilities would, henceforth, be accorded to the University of Khartoum Senate in regulating the University's academic life. From now on it would approve regulations for courses, award diplomas and confer degrees. In 1957 the Intermediate Examination was for the first time not a London but a Khartoum University Examination. Diploma awards would shortly cease to exist. Great importance was attached to keeping high standards in the hope of building the University on solid foundations and obtaining external recognition. It was, therefore, agreed that the University should continue the practice of inviting external assessors to participate in all examinations.<sup>42</sup> Appropriate weight was given to their comments as regards the adequacy of syllabuses, the

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42. Ibid, p.22.

quality of teaching, the standard of the papers set, the marking of the internal examiners and the performance of the students as compared to the standard of their own Universities. On many occasions external examiners who happened to be internal examiners when the University College was in 'special relationship' with London University confirmed that the previous standards were being maintained.<sup>43</sup>

In 1959 the first Khartoum degree examinations took place and in 1960 the first Honours degree examinations were held. For the first time, the Senate of the University of Khartoum conferred Khartoum degrees on candidates who passed the March, 1959 examinations, and Honours degrees on those who passed the March, 1960 examinations.

The number of students in the University began to grow steadily every year. It rose from 722 in 1955-56, to 964 in 1958/59. The following table shows the annual increase of students between 1955-56 and 1958-59.<sup>44</sup>

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43. The University of Khartoum, 'The Vice-Chancellor's Report for the year 1958-59, p.6.

44. The University of Khartoum, Report and Accounts on the year ended 30th June, 1958, p.52.

Faculty	1955-56	1956-57	1957-58	1958-59
Agriculture	33	41	44	62
Arts	187	228	241	241
Economic and Social Studies	-	-	-	60
Engineering	46	48	44	55
Law (Including Sharia Students & Public Admin- istration.)	99	92	98	120
Medicine	128	109	122	128
Science	213	262	268	267
Veterinary Science	16	22	22	31
Total	722	802	839	964

During the year 1958-59 considerable development in the various Faculties was carried out. The Council of the University approved development plans which included the establishment of an Institute of Education and a School of Pharmacy during the Triennium 1959-62.<sup>45</sup> In the Faculty of Medicine, Departments of Biochemistry, of Bacteriology and Parasitology and of Anæsthetics were approved. In the Faculty of Agriculture, a Department of Horticulture was also approved. Council further approved new courses of Commerce and Business Administration, Electrical Engineering and Hydraulics and Irrigation Engineering, Mathematical Statistics and a modern European language in the existing departments.<sup>46</sup> Council also approved the establishment

45. The University of Khartoum, The Vice-Chancellor's Report for the year 1958-59, p.10.

46. Ibid, p.10.

of internal post-graduate scholarships in order to promote research and higher studies. Arrangements for post-graduate courses leading to the Masters and Doctorate degrees were made.

The Senate of the University approved the General Examination Regulations after their consideration by a sub-committee representing all Faculties. The University would, henceforth, have its own examination regulations. This meant a further step towards its promotion and complete academic independence.

Academically, the University of Khartoum continued to develop and expand in various fields. During the academic session 1961/62, the Council approved the creation of a Department of Agricultural Engineering in the Faculty of Agriculture with effect from July, 1963. Thirty-five students registered for the M.A., and M.Sc. degree, and five for the Ph.D. degree. The regulations for higher degrees were revised and approved by Senate. Students for the Faculty of Agriculture would be selected from the Preliminary year, instead of the Intermediate year, of the Faculty of Science, as from July, 1962. In the Faculty of Veterinary Science, Departments of Veterinary Anatomy, Veterinary Physiology and Biochemistry, Preventive Medicine and Veterinary Public Health and a Department of Veterinary Clinical

Studies were created with effect from July, 1962.<sup>47</sup>

New Departments of Business Administration and Political Science were established in the Faculty of Economic and Social Studies as from July, 1962. Anthropology as an Arts subject was approved in the Faculty of Arts.

During 1962-63 an Orthopaedic Unit was established in the Faculty of Medicine through agreement with the Nuffield Foundation of Oxford.<sup>48</sup> A Department of Archaeology was approved and established in the Faculty of Arts as from July, 1963. The creation of a Faculty of Pharmacy was also approved as from July, 1963.

The number of students in the University continued to grow from 964 in 1958-59, to 2236 in 1964-65. The following table<sup>49</sup> shows the annual increase in the number of students between 1959-60 and 1964-65.

Faculty	1959 -60	1960 -61	1961 -62	1962 -63	1963 -64	1964 -65
Agriculture	67	53	32	44	81	115
Arts	294	300	337	383	422	440
Economic and Social Studies	124	179	239	291	352	395
Engineering and Architecture.	84	95	162	183	182	207
Law (Excluding <u>Sharia</u> & Public Administration.)	112	125	134	134	142	134
Medicine	141	152	164	174	202	235
Pharmacy	-	-	-	-	-	24
Science	352	420	465	586	628	616
Veterinary Science	42	51	50	54	68	70
Total	1,216	1,375	1,583	1,849	2,077	2,236

47. University of Khartoum, Vice-Chancellor's Report for the year 1961-62, p.5.

48. University of Khartoum, Vice-Chancellor's Report for the year 1962-63, p.2.

49. University of Khartoum, Khartoum, File No. CR/155/1

The following table<sup>50</sup> gives a summary of the number of students since 1955. It will be seen that the number of students increased more than three times between 1955-56 and 1964-65.

1955 -56	1956 -57	1957 -58	1958 -59	1959 -60	1960 -61	1961 -62	1962 -63	1963 -64	1964 -65
722	802	839	926	1216	1375	1571	1840	2077	2236

Side by side with this academic development there was also parallel development in other fields of academic nature such as Extra-mural work, the Library, the Natural History Museum and the Hydrobiological Research Unit.

In 1948 the Principal of the Gordon Memorial College invited Mr.T.L.Hodgkin, Secretary of the Oxford University Delegacy for Extra-Mural Studies to advise on whether the College should provide opportunities for extra-mural work, and if so, what line this provision might take.<sup>51</sup>

Mr.Hodgkin spent four and a half weeks in the Sudan during which he was able to discuss this question with a number of individuals, interested in educational problems in the Sudan including official and non-official, British and Sudanese. In his report Mr.Hodgkin pointed out the role

50. Ibid.

51. University of Khartoum Archives, Extra-Mural Studies in the Sudan, Report by Mr.T.L.Hodgkin, Secretary of the Oxford University Delegacy for Extra-Mural Studies, 10th March to 13th March 1948.

which should be played by the College in providing intensive and continuous courses of study for those Sudanese who have had an Intermediate, Technical, Junior Secondary or Secondary education and who were then at work. If those people were to be given good teaching, they would be capable of considerable intellectual development and of making a much larger contribution to their society than they were then able to do.<sup>52</sup> There was a clear demand for evening classes of a Tutorial Class type, mainly in the field of Economics and Social Studies, to be given by a tutor who has a thorough grasp of his subject and who is able to relate his knowledge to the experience and interests of his students. The students should be obliged to attend classes regularly, to undertake reading under the tutor's guidance, in addition to any assigned written work. It would be desirable for the College to conduct classes both in English and Arabic. Such tutorial classes should form the hard core of the College's extra-mural programme.

If the College was prepared to undertake responsibility for extra-mural work, the appointment of either a Director

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52. Ibid, p.2.

of Extra-Mural Studies or a lecturer or lecturers would be necessary.<sup>53</sup> The Director would be responsible to an Extra-Mural Board and his main duty would be to work out a varied programme of activities and to invite members of the College teaching staff and others with the necessary qualifications to undertake adult teaching. If a lecturer was appointed to the staff of the College it would be his responsibility, in addition to a light programme of internal teaching and research, to conduct experimental classes of a Tutorial Class type and to supervise such other extra-mural work as the College might arrange.

Mr.Hodgkin was more in favour of appointing a senior lecturer to the College staff responsible for extra-mural work and a second lecturer or assistant lecturer, preferably a Sudanese, with a similar programme of work.

In addition to the tutorial classes, there was also a demand for courses of a University Extension type with the aim of interesting a wider public in subjects of general interest such as the History of the Peoples of the Sudan. If such activity was undertaken by the College staff, it would be of value, both as a means of

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53. Ibid, p.5.

making the College better known and understood, and of giving the younger members of the College staff an opportunity for obtaining a better understanding of the Sudan. "If the College is to become a fertilising intellectual influence upon the Sudan, this is one small way in which that influence can be exercised"<sup>54</sup>

The Erkowit study-camps should be continued with certain modifications to link them more closely with the extra-mural work in the College. Mr.Hodgkin held the view that if a University is concerned with the diffusion both of knowledge and of methods of thinking within the society in which it is situated, then extra-mural teaching was one activity which the Gordon College had to develop if it was to become a University in the true sense. It is through extra-mural studies, in part, that a University is able to conduct its public relations and explain the values for which it stands.

The report of Mr.Hodgkin was considered by the College Academic Board which referred it to a sub-Committee for detailed investigation and report. In due course the sub-committee made the following recommendations:<sup>55</sup>

(1) The time was not yet ripe for the establishment in the College of a special Department of Extra-Mural Studies.

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54. Ibid, p.8.

55. University of Khartoum Archives, Agenda of the Twelfth meeting of the Gordon Memorial College Council held on

(ii) In view of the heavy burden imposed on them by the internal teaching programme, members of the staff should not be asked to participate in extra-mural studies at least for some time to come.

(iii) For the immediate future, the College's extra-mural activities, apart from occasional lectures, should be confined to the continuation of the Erkowit study-camps and the holding of winter vacation courses in the College itself.

Those recommendations were endorsed by the College Academic Board at its 25th meeting.

Later, when the College reached the status of a University College, a Committee for Extra-Mural Studies was formed with the Vice-Principal as Chairman.<sup>56</sup> With the attainment of University status, a statutory Board for Extra-Mural Studies was constituted. Its main functions were to advise the Senate of the University on the general policy to be followed in respect of Extra-Mural Studies and to enact regulations governing attendance at lectures and courses of lectures arranged in connection with Extra-Mural Studies and the care and maintenance of the premises and equipment assigned by the

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56. University College of Khartoum, Calendar 1952-54, op.cit., p.50.

University for the purpose of Extra-Mural Studies and the use thereof by members of the University and the public.<sup>57</sup>

It was clear from the beginning that if any claim to University status as a teaching and research organisation was successfully to be established, a well equipped library, to aid both students and research workers, should be built. When the Gordon Memorial College was established in 1945, a collection of some 3,000 volumes was inherited from the Higher Schools to form the nucleus of a library. In the same year the Civil Secretary, Sir Douglas Newbold, presented the College with a further 3,000 volumes representing almost the entire collection of the Secretariat library. Upon Sir Douglas's death, later in 1945, his private library passed by bequest to the College. In view of his generosity and service to the College, the library was given the name of the Newbold Library.

During the years before and after the promotion of the College to University status, the Library continued to develop and to become a University research centre as well as a national centre for the Sudan. A number of

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57. University of Khartoum, Calendar, July, 1959, op.cit., p.138.

grants and donations were received from the Sudan Government and various organisations and institutions both in the Sudan and outside, and these were devoted entirely to the purchase of books. The total collection of books and volumes on 30.6.1963 was 95,942 compared to 87,407 on 30.6.1962.<sup>58</sup> The current rate of accessions is about 6,000 volumes a year. There are also various branch libraries in the Faculties of Law, Engineering and Architecture, Medicine, Agriculture and Veterinary Science.

The Natural History Museum which was started informally by the scientific staff of the Department of Agriculture at Wad Medani, was transferred to the Department of Education in 1936. The collections were then housed in the Gordon Memorial College and the Sudan Museum. At the request of the Sudan Government, the Council of the University College of Khartoum agreed to its transfer to the College as from 1st July, 1956.<sup>59</sup>

The Museum is under the control of a statutory Board of the Natural History Museum, and the Head of the Department of Zoology is, ex-officio, its keeper. Its financial policy is controlled by the University Council and its general educational policy is regulated by the University Senate.

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58. University of Khartoum, Vice-Chancellor's Report for the year 1962-63, p.7.

59. University of Khartoum, Calendar, 1965-66, Government Printing Press, p.535.

In addition to its scientific function of keeping, identifying and classifying a reference collection of the Sudan fauna and flora, it contributes to the cultural life of the community by educating the public and attracting tourists and travellers.

The history of the Hydrobiological Research Unit goes back to 1947 when members of the staff of the Departments of Zoology, Botany and Chemistry in the Faculty of Science undertook active research on the problems of the Hydrobiology of the Nile. In 1951 agreement was reached between the Government and the University College to establish a Hydrobiological Research Unit in order to undertake scientific investigations in the Hydrobiology of the Nile with special reference to inland fisheries.<sup>60</sup> On 1st January, 1953, the College took over responsibility for the conduct of Fisheries Research from the Government. During 1953, the Hydrobiological Research Unit was completed and a Hydrobiologist Research Officer was appointed as its Director. With the establishment of the University of Khartoum in 1956, a Board for Hydrobiological Research was established as a statutory body, responsible to the Council and Senate of the University for advising

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60. Ibid, p.537.

on, and controlling, the University's activities in Hydrobiological research. A Hydrobiological Research Unit was also brought into being by statute to implement the University's policy and decisions concerning Hydrobiological research.

In March, 1962, a statutory Arid Zone Research Unit was established.<sup>61</sup> Financial help was received from the Rockefeller Foundation to provide some of the essential equipment. The object of the Unit is to promote and conduct research on the ecology and palaeoecology of the arid, semi-arid and savannah belts of Khartoum, Kordofan and Northern Provinces. A statutory Board for Arid Zone Research was also formed. The Board and Unit have an Executive Committee responsible for the care and maintenance of the equipment and any property and premises it might acquire.

During the year 1963-64, a Sudan Unit was created within the Faculty of Arts for co-ordinating research dealing with various aspects of Sudanese life and culture. It would also cater for recording material on colloquial Arabic literature and folklore and literature of other languages spoken in the Sudan.

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61. University of Khartoum. Vice-Chancellor's Report for the year 1961-62, p.3.

The aim of this Chapter has been to show the momentous academic development of the principal institution of University education in the Sudan, i.e. the University of Khartoum, the various steps taken to introduce degree courses through the 'special relationship' with London University in 1947 and the substantial expansion in the volume of studies and the number of students. Neither the Branch University of Cairo nor the Islamic University of Omdurman had to undergo such considerable academic development.

It is to be noted that the Branch University of Cairo does not include professional or practical faculties, nor does it provide facilities for post-graduate studies and research. In pursuance of a republican decree issued on 21st September, 1955, for the foundation of the Branch, three Departments of Arts, Law and Commerce were established in October, 1955, as part of their respective Faculties in the University of Cairo. In 1959 each Department completed its four years of study. It was then thought necessary to give these departments a measure of independence by their detachment from their respective Faculties in the University of Cairo. By a republican decree issued on 17th March, 1959, these

departments became independent Faculties composing one entity but annexed to the University of Cairo. The degrees conferred are, therefore, those of the University of Cairo.

The transformation of the Higher Section of the Ma'had into a Higher College started in 1955. In that year a Department of Religious Affairs was founded and charged with the chief function of establishing a Higher College of Islamic and Arabic Studies, to preserve Islamic culture in the Sudan. A plan was prepared for the conversion of the Higher Section of the Ma'had into a College of Islamic Studies as from July, 1962. The Minister of Education formed a technical committee of ten members under the Chairmanship of the Controller of the Department of Religious Affairs to revise the aims of the Higher Section. The committee aimed at bringing the curricula of the Higher Section more in line with other Islamic Universities and the preparation of graduates well equipped with Islamic and modern culture and able to play a prominent part in the intellectual leadership of the Islamic world. The committee formed fourteen sub-committees to consider matters of technical nature such as syllabuses and text-books. Between August, 1962 and August, 1963 the committee held nine meetings during

which two experimental courses were set for teaching in the Departments of Islamic and Arabic Studies. The courses were tried during 1963-64 and 1964-65 by expert teachers and were found suitable.

After the revolution of 21st October, 1964, the Government received several requests from various sections of the community for developing the College into an Islamic University. A conference was held in 1965 between the Minister of Education and those concerned for discussing the project. This resulted in the formation of a technical committee to consider ways and means for developing the Islamic College. After full consideration the committee submitted specific recommendations to the Minister of Education. The project was then submitted to the Council of Ministers and was approved by the Council of Ministers' resolution No.399, dated 7th June, 1965.

Today the Islamic University of Omdurman consists of the Faculty of Islamic Studies, the Faculty of Arabic Studies, the Faculty of Islamic Studies for Girls including four departments of Islamic Studies, Arabic Studies, Social Studies and Domestic Science, as well as the Institute of African Studies. The latter was established in order to create closer spiritual and intellectual relations with neighbouring African countries.

## CHAPTER VII

### Some Problems of University Education in the Sudan

The aim of this Chapter is to analyse the main problems facing the development of University education in the Sudan at the present time. It does not pretend to exhaust all the problems but draws attention to the most complex ones. These problems are by no means unique to the Sudan; parallels can be found elsewhere especially in the developing countries of Africa and Asia. Reference will be made to these in this chapter. It is of course mainly by a constant appreciation of difficulties and a continuous review of unsolved problems that the future sound development of university education can be safeguarded.

But before discussing these problems it would be relevant to summarise the main economic, social, political and cultural factors that helped the development of higher education.

Higher education was, in the first place, instituted in order to meet the urgent needs of the country for qualified personnel. The Medical School was established to give a carefully regulated supply of medical officers to carry out medical and public health work in the Sudan. It was more economic for the Government to maintain a medical school to train natives of the Sudan than

importing expensive personnel from abroad. The Sudanese doctors would replace both British and Syrian doctors. The School would also add to the material benefit of the Sudanese by providing them with greater opportunities for serving their country. This attitude is also applicable to the fairly recent institutions of higher education, below university level. These were established in order to produce the qualified personnel required in the technical, professional and administrative services.

The success of the Medical School motivated the Government to consider the possibility of establishing institutions of a similar nature. Added to this was the continuous pressure from the public on the Government to open avenues for higher education. During the middle nineteen twenties, a number of Sudanese boys went to Egypt and to Beirut to complete their education. In the middle nineteen thirties, many leading articles were published in Sudanese papers expressing the need for spreading higher education.

The Law School was established in 1936 to enable natives of the Sudan to be trained for the Sudan Bar and Bench without having to go to England or Egypt for their qualifications. If Sudanese went abroad for higher education, their political outlook would be affected.

The inducement of going abroad was, therefore, reduced by opening avenues for Sudanese to administer civil and criminal justice.

As early as 1932, the Winter Committee recommended the removal of vocational specialisation from the Gordon Memorial College course and the institution of post-secondary schools of Agriculture, Veterinary Science and Engineering. This recommendation drew the attention of the Government to the need and feasibility of providing facilities for post-secondary instruction based on vocational lines.

The 1935 Loggin Committee appointed by the Governor-General, Sir Stewart Symes, also recognised the need for higher professional training in agricultural, veterinary, engineering and scientific subjects. They recommended that professional training in agricultural and veterinary services should be maintained to the highest level which financial resources permitted.

In 1937 'Ali Bey al-Jārim recommended the establishment of a Higher School specialising in the Arabic language and literature with courses and syllabuses similar to those in other oriental countries.

The Anglo-Egyptian Treaty of 1936 gave the Government an incentive to adopt a policy of 'Sudanisation'.

The expansion of post-secondary education was, therefore, regarded as an aim to produce the qualified type of Sudanese with a view to replacing the foreign element. By the initiation of post-secondary courses the Government ensured the effective participation of the Sudanese in the central and administrative posts.

At the end of the Second World War, most of the colonies under British rule, having sacrificed for the allied cause, expected help from Britain in their development towards self-government. Higher education, whereby trained Sudanese would be prepared, was an urgent need if self-government was to be achieved.

In 1946 the British Government made a two million pounds grant to the Sudan Government for its war efforts. The Sudan Government devoted half of this grant to the Gordon College as an Endowment Fund, and further, granted the College half a million pounds for the erection of new buildings.

Outside social and cultural factors had also their effect. In 1935, a sub-committee of the Colonial Office Advisory Committee 'voiced the strong claim of Africans' to higher education in their own countries. This eventually led the British Government to form two commissions - the 1937 De La Warr Commission and the 1943

Asquith Commission - to investigate into the possibility of providing higher education in colonial countries.

The De La Warr Commission's Report laid the foundation for the development of higher education in the Sudan. On the recommendation of this Commission, the Higher Schools were integrated in 1945 to form the Gordon Memorial College.

The Asquith Commission's Report had far reaching effects on the future academic and administrative organisation of the College. On the recommendation of the Asquith Commission, the Gordon Memorial College established connection with London University and the Inter-University Council to help the College reach independent University status at a future date.

The 1945 Penson's Report was the basis of subsequent progress of the College. In February, 1955, the decision was taken finally by the College Council to seek full University status for the College.

The Winter Committee's Report, the Loggin Committee's Report, 'Ali Bey al-Jārim's Report, the De La Warr Commission's Report, the Asquith Commission's Report and the Penson's Report paved the way for the development of higher education in the Sudan. It was on the basis of these reports and on their recommendations that higher education was planned during the period 1936-1956.

The period 1955-1966 (first decade of independence) was marked by three major developments in the realm of higher education. The University College of Khartoum reached full University status in 1956.

The University of Cairo (Khartoum Branch) was established in 1955 to foster cultural relations between Egypt and the Sudan and to remove some of the obstacles which met Sudanese graduates of Egyptian Universities on returning to the Sudan. Sudanese graduates of Egyptian Law Faculties had to pass a qualifying examination in Law in order to qualify for the Sudanese bar.

The Islamic University of Omdurman was established in 1966 to bridge the gap between secular and religious education. The Sudanese Council of Minister's resolution, on 15th October, 1960, affirmed that in addition to its religious functions, religious education should aim at the creation of competent citizens able to compete for obtaining decent living.

The most serious problem is that of recruiting the requisite number of qualified staff to meet the growing needs of university education. This problem has been facing the University of Khartoum since its establishment in 1956. There are many factors which made recruitment difficult.

The main sources from which the University of Khartoum recruited its expatriate staff were the United Kingdom, Egypt and the United States of America. After the Second World War there has been rapid expansion in university education in these countries and the demand for university staff was greatly felt everywhere.<sup>1</sup> During the last ten years the number of universities in the United Arab Republic doubled by the establishment of the Universities of 'Ein Shams and Assiut. Furthermore, the United Arab Republic is a **source** of supply to many Arab countries. Consequently, university teachers became expensive, scarce and rare. The University of Khartoum could overcome this problem, temporarily, by revising its terms of service from time to time. In 1956 its Council approved new terms of service which competed favourably in the international market.<sup>2</sup> Again, in January, 1958, the salaries of expatriate professors were raised. Nevertheless, other universities in Africa and Western Europe likewise revised their terms of service, and competition to attract university staff grew more intense.

Before 1956, the Inter-University Council in the United Kingdom used to handle the question of recruitment of expatriate staff on behalf of the University College.

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1. Hag Ali, N., Educational Problems in the Sudan in Sudan Notes and Records, Vol.XLI, 1960, p. 76.
  2. The University of Khartoum, Report and Accounts on the year ended 30th June, 1957, p. 25.

But after becoming an independent institution this responsibility had to be taken by the University itself. In 1959, the University established an office in London to handle matters of recruitment. The task of recruitment requires thorough knowledge of and close contact with the academic world. It looks as though this office was not a success because it was closed at the end of 1965 after six years of operation.

Another limiting factor is the discontinuity of the expatriate staff. Some of them terminate their contracts before expiry date, and those whose contracts expire do not wish to renew them. During the year 1958-59, for instance, there were seventeen resignations and retirements from amongst the teaching staff.<sup>3</sup> This was due to the growing demands for qualified teachers throughout the academic world. This position could hardly allow for continuity of teaching and research. It hampered the efforts to implement some of the recommendations of external examiners and visitors especially in the field of conducting more seminars and tutorials.

In his report for the year 1959-1961, the Vice-Chancellor of the University of Khartoum summed up the whole problem in the following paragraph.<sup>4</sup>

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3. University of Khartoum, Vice-Chancellor's Report for the year 1958-1959, p.8.
  4. University of Khartoum, Vice-Chancellor's Report for the year 1959-1961, p.8.

"There are various reasons for the staffing problem, which have been reported to Council, after each recruitment campaign, conducted by myself and the senior members of the administration, once in December-January and again in May-June every year. There is, first of all, the changing conditions in the world, as a whole, that make people less inclined to leave their homes and venture abroad and secondly the great development of higher education everywhere. Add to that, competition from national research activities in all countries, especially the developing ones, industry and the accompanying surge in cost of living and wages. The result of all that is constant change of salary scales, betterment of conditions of service by offering more allowances, post-service benefits, appointments of a more permanent nature and better housing facilities including basic furniture. The difficulty is further enhanced by the speed by which such expansion is being attempted. The demand by far outstrips the supply and exceeds it".

The University took important measures to remedy this situation. Three measures were temporary solutions and were meant to meet the immediate situation. The fourth measure was a long-term policy and was intended to give a permanent solution.

In 1956, a scheme of co-operation was established between the University of Khartoum and Northwestern University, Illinois, in order - 5

- "(1) to train Sudanese prospective members of the teaching staff for the University of Khartoum;
- (2) to provide staff members from Northwestern (or from outside Northwestern) for assignment to the University of Khartoum for a period of one year each;
- (3) to enable Sudanese members of the teaching staff to visit centres of learning in their own chosen field for a short period".

Under this scheme a number of young Sudanese had obtained higher degrees in Engineering and joined the University teaching staff.

A second measure was the establishment of the Reading-Khartoum Scheme in 1960-61. Under this scheme the Universities of Reading and Khartoum agreed to advertise for academic posts jointly and to second the appointed staff immediately to Khartoum for a period of four years.<sup>6</sup>

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- 5. Beshir, M.O., Co-operation between Khartoum and Northwestern University, in International Association of Universities Bulletin, Vol. VIII, 1960. No. 4, pp.332-333.
  - 6. University of Khartoum, Vice-Chancellor's Report for the year 1961-62, p. 2.

It was hoped that this arrangement would ease the exacting staffing situation.

Furthermore, other sources of recruitment were tapped by the University. The authorities extended the field of recruitment to include India, Pakistan, Ceylon, Western Germany, Yugoslavia, Czechoslovakia and Hungary.<sup>7</sup> But the language difficulty - the medium of instruction in Khartoum University being English - has, to some extent, limited the possibilities of recruitment in East European Countries.

The great hope of the University, however, rested in creating a core of Sudanese staff in every department of the University by training promising graduates for academic posts. This will achieve stability and cater for future developments in the staffing position. It is this long-term solution which will safeguard the future.

In this connection the following two paragraphs are quoted from a memorandum submitted by the Sudanese members of staff to the Vice-Chancellor of the University in 1961.<sup>8</sup>

"The staffing position may, in an expanding University which aims at maintaining and improving its standard, be

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7. University of Khartoum, Vice-Chancellor's Report for the years 1959-1961, p.9.

8. University of Khartoum, Confidential Note "Suggestions for Changes in University Policy and Organisation", Submitted by Sudanese members of Staff to the Vice-Chancellor, dated 12th August, 1961.

the bottleneck. The long-term solution lies in the training of adequate members of Sudanese graduates to join the staff. This is desirable not only because of the obvious advantages of Sudanisation but also because Sudanese can be trained in such a way as to fit the needs of developments. Until this can be achieved, the University could make more efforts to improve its recruitment system. The University should ensure that all potential sources of new staff are tapped and that the terms of service are not worse than those of similar institutions in other countries.

The Sudanisation of the University for its own sake and as a means to enable the University to fulfill its functions, has to be accepted as the policy to be followed. It has to be agreed that this should be a Sudanese University in Sudanese surroundings".

In 1958-59 the University awarded seventeen senior scholarships and research fellowships for higher courses abroad. This raised the total number of Sudanese on courses abroad to thirty-five compared to thirty in 1957-58<sup>9</sup>. The number of these awards increased from forty-one in 1959-60 to fifty in 1960-61. The funds

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9. University of Khartoum, Vice-Chancellor's Report for the year 1958-1959, p.9.

approved for this scheme rose from £S 44,000 in 1958-59 to £S 85,000 in 1960-61.<sup>10</sup>

But this policy was not allowed to hamper internal research. During 1961-62, twenty-three candidates registered for higher degrees, and research done by the staff covered various fields both cultural and scientific. Every effort was taken to ensure that an appropriate balance was struck between training scholars abroad and encouraging research in the University.

The following table<sup>11</sup> shows the distribution of academic staff in the University according to nationality between 1961-1964. It is clear that the number of Sudanese members of academic staff is growing steadily.

Total with Percentages

Nationality	1961-61	%	1962-63	%	1963-64	%
Sudanese	63	36	69	34	94	39
British	49	28	58	29	76	32
U.A.R.Nationals	27	15	19	9	18	8
Others	35	21	59	28	51	21
Total	174	100	205	100	239	100

The result of the Sudanisation policy was that in 1965 the University of Khartoum had 112 Sudanese on its

10. University of Khartoum, Vice-Chancellor's Report for the years 1959-1961, p.8.

11. University of Khartoum, Vice-Chancellor's Report for the year 1963-64, Table II of Statistics.

academic posts and 148 post-graduate students on courses abroad.<sup>12</sup> But nevertheless the University will need to recruit qualified expatriate staff for a long time to come.

The problem of staffing institutions of higher education in Africa was discussed by the Conference on the Development of Higher Education in Africa, in 1962. In this respect the Conference decided that the main factor controlling the smooth development of higher education in Africa was the staffing position. With this objective in view, it had, therefore, been recommended that 14,000 African staff and 7,000 expatriate staff should be trained and recruited for higher institutions during the period 1961-80.<sup>13</sup>

The University of Cairo (Khartoum Branch) depends entirely on Universities in the United Arab Republic for supplying it with the required teaching staff. It faces no such problem, as academic members of staff are normally seconded to it from Egyptian Universities. The authorities

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12. University of Khartoum, Vice-Chancellor's Speech on the Graduation Ceremony, March, 18th, 1965.

13. The Development of Higher Education in Africa, Report of the Conference on the Development of Higher Education in Africa, Tananarive, 3-12th September, 1962, Unesco 1963, Printed in France, ED. 62/D.20/A., p.69.

in the United Arab Republic had been keeping constant watch on the staffing position. They retained a long tradition of training their local staff, either internally or externally, rather than recruiting from abroad. But nevertheless, the projected expansion of staff in Egyptian Universities, shows that the number of teachers in secular subjects is expected to increase from about 5,200 in 1962 to 8,700 in 1980-81.<sup>14</sup>

The Islamic University of Omdurman depends on Universities in the United Arab Republic, for recruitment of staff, because of its religious nature. But, unlike the University of Cairo (Khartoum Branch), the authorities in the United Arab Republic are under no obligation to supply it with teachers. Nevertheless, they have so far, been extremely co-operative. During 1966, ten staff members were seconded from al-Azhar University while several others were seconded from the Universities of Cairo, Alexandria, 'Ein Shams and Assiut.<sup>15</sup> But like the University of Khartoum, the Islamic University of Omdurman has a long-term plan for building a core of Sudanese teachers.

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14. Ibid. p. 143

15. 'al-Sudan' al-Jadīd Newspaper, No.5903, dated 27.9.1966.

University education in the Sudan also faces financial difficulties. Both the University of Khartoum and the Islamic University of Omdurman depend almost entirely on the Government's Annual Grant-in-Aid. In 1959 the Sudan Government found itself in a very difficult financial situation because of the failure in the yield and marketing of cotton, the country's principal cash crop. Failing to get a sufficient Government grant to meet its urgent needs, the University of Khartoum was forced to sell its Fund of Stocks of one million pounds.

It is, therefore, strongly felt that the University should consider the possibility of finding other sources of income. Perhaps wide propaganda would be required to draw the attention of wealthy individuals and charitable institutions, both local and foreign, to extend their financial help to the University. If this support was gained, it would, undoubtedly relieve the financial difficulties encountered.

Another problem is that of autonomy. It is fairly accepted throughout the Western academic world that a university should be autonomous because it must be loyal to its own ideals. There should be no dictation from the government, to ensure that academic freedom, without

which the scientist and the scholar cannot work, is fully preserved. The function of a university in spreading knowledge and ideas for the benefit of humanity as a whole, cannot show fruit except in a free academic atmosphere.

A distinction has, however, been drawn between university autonomy and academic freedom, though they impinge on each other at several points. The essential feature about academic freedom is that academic members of staff of universities should be free to teach what they think fit and should not come under pressure on account of what they teach.<sup>16</sup> Academic freedom is, therefore, a privilege accorded to university teachers to enable them to perform their duty. But whereas the principle of academic freedom, as such, is widely accepted, there is considerable disagreement as to what constitutes university autonomy.<sup>17</sup> However, the accepted principle of university autonomy is that universities should not come under pressure from outside, i.e. from governments or political parties, and that they should be free to decide on academic matters, including the appointment of academic staff, the selection of students, the design of curricula and the determination of academic standards: it is also essential that universities

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16 Brook, G.L., The Modern University, Andre Deutsch, London, 1965, p.144.

17. Asby, E., Universities: British, Indian, African, A Study

should be free to allocate income received from the State or other sources among the different items of expenditure.<sup>18</sup>

But a threat to university autonomy frequently comes from the State. The dependence of universities on governments for a large part of their finances and income could subject them to direct or indirect control by the State. Another method of limiting universities' freedom is through the way in which government grants are, sometimes, tied to specific types or branches of university development. While forms of State control vary, and do not always follow the same pattern, the Malaysian Minister of Education, addressing the 1962 Convocation of the University of Malaya, expressed the view, which is common to many countries, that while a university should be given every freedom to seek the truth, to spread knowledge and to lead the community, it should also be checked when such knowledge or leadership fails to satisfy the needs and aspirations of the society and the people whom it serves.<sup>19</sup> Again a distinguished African scholar expressed the view that while the principle of academic freedom is accepted in Nigeria, 'an insufficiently perceptive university should be given

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18 Ibid., p. 296.

19. Howard Hayden, Higher Education and Development in South-East Asia, Vol. I., Directors' Report, Unesco and the International Association of Universities,

directions by the Government'.<sup>20</sup> This view was confirmed by the action of the Nigerian government when it made changes in the constitution of the University of Nigeria in 1961. The memorandum explaining the reasons for the constitutional changes made, stated that "whilst the principles of academic freedom are highly cherished and shall be scrupulously maintained and respected in the University, it is essential that the powers of its policy-making sector should be clearly defined".<sup>21</sup>

Even in Great Britain where the tradition of university autonomy is well-established, it is feared that financial dependence of universities on the State may lead to restriction of their academic freedom.<sup>22</sup> In Britain the University Grants Committee, which is the agent of the State, acts as a liaison between the Government and universities. The Government decides on the total amount of the grant to be made, but the detailed allocation of that grant among universities is made by the University Grants Committee. The Committee

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 20. Ashby, E. op. cit., p. 321.

21. Ibid, p. 315

22. Brook, G.L., op. cit., p. 146

also "provides a compromise between political interference in universities and complete academic autonomy". Although the Committee uses its powers with great discretion, nevertheless it is "obliged also to invade the sovereignty of universities" by deciding that it could not provide a grant for a specific project required by one university or another.<sup>23</sup> Furthermore, the Government has not only the right but the duty to ensure that the universities are making good use of the resources placed at their disposal. This was confirmed by the British Vice-Chancellors in 1947 when they stated that "the universities entirely accept the view that the government has not only the right, but the duty to satisfy itself that every field of study which in the national interest ought to be cultivated in Great Britain is in fact being cultivated in the university system and that the resources which are placed at the disposal of universities are being used with full regard both to efficiency and economy".<sup>24</sup>

The British universities provided many African universities, like the Universities of Khartoum and

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23. Ashby, E., op. cit., p. 295.

24. Carr-Saunders, A.M., Britain and Universities in Africa, in University Quarterly, Vol. 19, No. 3. June 1965, p. 231.

Nigeria, with 'patterns of academic government'. The Asquith Commission stated that 'Colonial universities should be autonomous in the sense in which the universities of Great Britain are autonomous'.<sup>25</sup> They meant that Colonial universities should not be subject to the direct control of the State and that their academic bodies should have full authority over purely academic matters. As a safeguard to university autonomy, the constitutions of African universities concerned, provided for two chief organs of government, a Council to be the supreme governing body and a Senate to be responsible for purely academic matters.

But recent events in some African universities proved that university autonomy could be eroded. Changes in the constitutions of the Universities of Ghana, Nigeria and Khartoum were made by the governments of these countries. In the University of Ghana this led to the concentration of power in the head of the State and the direct intervention of the government in the academic affairs of the University. In the University of Nigeria the result was the concentration of power in the University Council and the exclusion of the academic Senate. In the University of Khartoum the government

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25. Report of the Commission on Higher Education in the Colonies, June 1945, op. cit., p. 34.

aimed at putting itself into a position to exert direct control over the university's administration.<sup>26</sup> At the time a good deal of criticism against the military regime in the Sudan came from students of the University.

The University College of the Gold Coast started with an ordinance providing for a council to control financial and administrative matters and an academic board to be responsible for purely academic affairs. The University of Ghana was established under the University of Ghana Act, 1961. The new constitution specified that the Head of the State should be Chancellor of the University. In this respect the University of Ghana was like the University of Khartoum, for the Amendment Act of 1960 specified that the Head of the State should be ex-officio Chancellor of the University. In both universities the Head of the State became responsible for the appointment of the Vice-Chancellor. But unlike the University of Ghana, the University of Khartoum was fortunate because this constitutional change did not lead to the intervention of the government in the academic affairs of the University. In the case of the University of Ghana, government intervention took

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26. Ashby, E., op. cit., p. 333.

a direct form. During 1962, for instance, the government decided that the University entrance examinations should be abolished. English Language, too, should be abolished as a compulsory subject for the purposes of obtaining a West African School Certificate for Ghanaian candidates. The President of the Republic announced that all candidates who failed in that certificate as a result of failing to pass the English Language should be granted passes.<sup>27</sup> Another example of the government's interference in the academic organisation of the University was the decision of the Head of the State to transfer the Faculty of Agriculture and the Institute of Education from the University of Ghana to other universities without consultation of the University authorities. Commenting on these and other similar incidents, the Vice-Chancellor of the University of Ghana confirmed in his 1965 congregation address that "the internal structure of the University was changed by a Government decision, its organisational autonomy disregarded and its constitutional processes overridden".<sup>28</sup>

Changes in the constitution of the University of Nigeria were also made by the Government in 1961. One

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27. Ashby, E., op.cit., pp. 329-330.

28. Ibid., p. 331.

of the main results of these changes was the reduction of the authority of the Senate and faculty boards and the concentration of power in a lay council, the majority of whose members were appointed by the State.<sup>29</sup> In the University of Khartoum, too, the membership of the Council was changed to enable the Government to appoint eight members, (out of a total of seventeen who are not members of the university staff), six of whom were originally elected by the Council and two nominated by the Sudanese Parliament. "The composition of the Council was changed, strengthening the hand of the government and reducing the influence of the graduates and the academic staff".<sup>30</sup>

As has already been mentioned the constitutional status of the University of Khartoum was challenged during the rule of the military government of the 17th of November, 1958. The initial constitution from which the 1956 University Act sprang became inoperative. During 1959, the University Students' Union insisted on being allowed to take active part in party politics.

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29. Ibid, p. 315

30. Ibid, p. 333

But as a result of the suspension of the country's constitution, all political parties were dissolved and political activity was banned. Accordingly, the University set up a special committee, in October, 1959, to define the objectives of the Students' Union. On the recommendation of the special committee, the University Council passed Statute 9, in 1960, defining the nature of the Students' Union as being 'non-political and non-partisan'.<sup>31</sup> The Statute was signed by the Chancellor of the University, who was also President of the Supreme Council for the Armed Forces, in April 1960. This action aroused the indignation of the Students' Union and their reaction took various forms of protest. During the state visit of the President of the United Arab Republic, they caused a series of political disturbances which resulted in the interference of the police force within the University precinct.

✓ The net result was the interference of the military government in University affairs. The University Act of 1956 was amended in 1960 by the University of Khartoum, Amendment Act, 1960.<sup>32</sup> These amendments affected  
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31. University of Khartoum, The Vice-Chancellor's Report for the years 1959-1961, p.3.

32. University of Khartoum Act, 1956 (As Amended by the University of Khartoum Amendment Act, 1960), See pp.2-6.

mainly the offices of the Chancellor and the Vice-Chancellor, the appointment of eight members to the Council from outside the University, and the election of representatives of the graduates on the Council.

In accordance with the 1956 Act, the Chancellor was appointed by the Head of the State on the nomination of the Council. The Vice-Chancellor was appointed by the Council with the consent of the Chancellor. Six members of the Council, who were not members of the University staff, were to represent the principal learned professions practised in the Sudan. Two more members were to represent the two Houses of the Sudanese Parliament, and yet another two were to be elected by the graduates in accordance with the Statutes. Furthermore, the Chairman of the Council and all its other members were to hold office for a period of three years.

According to the University of Khartoum Amendment Act, 1960, the Head of the State ex-officio, was to become Chancellor of the University. The Vice-Chancellor was to be appointed by the Chancellor after consultation with the Council. The six external members representing the principal learned professions

in the country and the two members representing the Sudanese Parliament, were to be appointed by the Council of Ministers. The two graduates were to be appointed by the University Council from a panel of eight graduates, to be elected by the graduates in accordance with the Statutes. Formerly, the two graduates were elected by the graduates in accordance with the Statutes. The Chairman of the Council and its other members were to hold office for a period of two years instead of three. Four clauses were also added to Section 9 of the 1956 Act. These became Clauses 9, (1), (x) and (xi) and 9, (2), (a) and (b) respectively of the 1960 Amendment Act. Clause 9, (1), (x) gave the Council the right to require the payment of fees and other charges by all or any of the Students enrolled for courses in the University. Clause 9, (1), (xi) empowered the Council to accept donations, with the consent of the Chancellor and in accordance with certain provisions. Clauses 9, (2), (a) and (b) dealt with certain provisions concerning the Council's power to make Statutes. Under these provisions the Council had to submit a draft of any Statutes made to the Attorney-General for advice on its legality and form. In this way, the Council's power

to make Statutes was, to some extent, restricted. There were also other minor amendments affecting the constitution of the Executive and Finance Committee of the University Council.

The military government had in mind other threatened constitutional amendments which could have strengthened its influence in the University, but these were never carried out.<sup>33</sup> It may be of interest to note that although the military government made attempts to limit the university's autonomy, it had not succeeded in doing so. Writing in 1967, the ex-Registrar of the University of Khartoum stated that the military government "though it never succeeded in directly limiting the academic freedom of the university, set about establishing a much firmer control over the University's affairs whenever it proved possible to do so. The University Act of 1956 was amended .....; the office of Honorary Treasurer was abolished, not it was believed, so much as a matter of principle but mainly as a means of getting rid of the holder of the office, who was not acceptable to the government; his powers were transferred to the Minister of Finance, with the object of tightening

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33. Ashby, E., op. cit., p. 333.

financial control; the membership of the Council was altered to allow the Government to fill by nomination eight places originally reserved for nominees of Parliament and the Council itself. Relations with the Government, previously conducted through the Minister of Finance, were put in the hands of the Minister of Education".<sup>34</sup>

The military regime was, however, overthrown by the October Revolution of 1964. The October Revolution re-established democratic government and re-instated the Transitional Constitution which was suspended by the military regime. The University Council was, therefore, re-constituted according to the original University of Khartoum Act, 1956. It is hoped that the restoration of the Act will enable the University to go ahead on a foundation of true academic traditions.

The Conference on the Development of Higher Education in Africa recognised the importance of academic freedom. "The principles of academic freedom are the basic tenets of University existence without which all true values in the academic community are lost. The African university must, therefore, preserve those principles inviolate,

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34. Wood, G.C., University of Khartoum, Sudan in Collected Seminar Papers on Relations between Governments and Universities, University of London, Institute of Commonwealth Studies, January-May, 1967, No.2., p.80.

assure their prerogatives and defend them without regard to pecuniary considerations. Higher education institutions in developing nations should, therefore, take measures to ensure that the principles of academic freedom to inquire, to debate and to disseminate as well as to acquire knowledge in its many ramifications should be held unimpaired for students, staff and all other members of the academic community. For if by chance the African university loses its freedom to teach and to learn, to work for and disseminate the results of its research, it loses its raison d'être". 35

Another very serious problem facing university education, is the lack of educational and economic planning. There is no machinery to plan the country's present and future needs for qualified personnel and specialists. There is, therefore, lack of information and lack of statistical data in this respect. The urgent need is for a comprehensive survey in which university development and manpower needs are investigated with a view to the preparation of a co-ordinated plan. The

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35. The Development of Higher Education in Africa, Report of the Conference on the Development of Higher Education in Africa, op. cit., p. 17.

biggest employer is the Government. It is desirable that an estimate of the annual requirements of the various Government departments and of private industry for graduates, be made available, so that the educational system can be planned on a sound basis. In this connection there is no effective co-ordination between Universities on one side and the Government and other industrial and commercial firms on the other.

This situation has resulted in an uneven distribution of graduates according to faculties. The number of graduates in Arts subjects is by far greater than that in professional and technical subjects.

The following tables <sup>36</sup> show the distribution of graduates from the University of Khartoum and its predecessors, from 1928 to 1965.

Number of Graduates 1928-1958 from the Higher Schools, the Gordon College and the University College of Khartoum.

Agriculture	Arts	Economic & Social Studies	Eng. & Arch.	Law	Medicine	Sc.	Vet. Sc.	Total
80	353	-	79	68	180	100	27	887

These graduates were awarded Final Certificates, Diplomas of the Higher Schools, the Gordon College and the University College of Khartoum and the Special External Degrees of the University of London.

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 36. University of Khartoum, Vice-Chancellor's Report for the year 1963-64, Table IV of Statistics. Statistics of graduates between 1963 and 1965 taken from Univer-

Number of Graduates with Degrees of the University  
of Khartoum, 1959-1962

Year	Agric. B.Sc. (Agric.)	Arts B.A.		Ec. & S.S. B.Sc. (Econs)		Eng. & Arch. B.Sc. (Eng.)	Law		Medi- cine M.B., B.S.	Science B.Sc.		Vet. Science B.V.Sc.	Total
		Gen. Hons.	Gen. Hons.	LL.B	B.Sh.L.		Gen. Hons	Gen. Hons					
1959	15	15	-	-	-	10	8	1	18	10	-	3	80
1960	15	21	8	6	4	11	19	-	22	6	3	9	124
1961	27	48	16	-	4	13	14 <sup>x</sup>	1	26	10	1	8	168
1962	15	35	6	32	5	18	25	-	22	20	5	6	189
Total	72	119	30	38	13	52	66	2	88	46	9	26	561

<sup>x</sup> 13 Certificates of Shari'a Law.

Number of Graduates with Degrees of the University

of Khartoum, 1963 - 1965

Year	Agric. B.Sc. (Agric.)	Arts B.A.		Ec. & S.S. B.Sc.. (Econs.)		Eng.& Arch. B.Sc. (Eng)	Law		Medi- cine M.B., B.S.	Science B.Sc.		Vet. Science BV.Sc.	Total
		Gen. Hons.		Gen. Hons.			LL.B	B.Sh.I		Gen. Hons.			
1963	15	45	5	33	11	35	13	-	32	21	8	10	228
1964	5	54	11	31	11	39	22	-	26	25	4	16	244
1965	6	45	19	33	9	29	19	-	34	40	12	14	260
Total	26	144	35	97	31	103	54	-	92	86	24	40	732

Graduates of Higher Schools etc.		
1928 - 1958	=	387
Graduates of University of Khartoum		
1959 - 1961	=	561
Graduates of University of Khartoum		
1963 - 1965	=	732
Total Number of Graduates from		
1928 to 1965	=	<u>2180</u>

A close analysis of the foregoing tables shows the following facts. The total number of graduates of the University of Khartoum and its predecessors between 1928 and 1965, was 2180. These were distributed among faculties as follows:-

Agric- culture	Arts	Ec.& S.S.	Eng.& Arch.	Law	Medi- cine	Science	Vet. Sc.	Total
178	681	179	234	190	360	265	93	2180

Graduates in Arts subjects are by far greater in number than any in other subjects. If to the numbers 681, 179 and 190, representing graduates in Arts, Economic and Social Studies and Law respectively, is added a total number of 817 graduates from the University of Cairo (Khartoum Branch), representing 341 in Arts, 189 in Law,

and 287 in Commerce (See Chapter III), then the total number of graduates of theoretical faculties in the Sudan, until 1965 would be 1867.<sup>37</sup> On the other hand, the total number of graduates in Agriculture, Engineering, Science, Medicine and Veterinary Science, until 1965, would be 1130. Excluding graduates in Science, this number would be reduced to 865 representing graduates in the technical and professional subjects.

At this stage it would be appropriate to refer to similar problems facing several developing countries in South-East Asia in recent years, including Burma, Thailand, Malaysia, Indonesia, South Viet-Nam and the Philippines.

In all countries of the region, except in specific fields such as public health and agricultural extension work, no manpower studies were made available for planning.<sup>38</sup> As in the Sudan, therefore, apart from assuming that more attention should be given to scientific and technical education, there was no attempt to

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37. These figures exclude graduates of the Omdurman Ma'had al-'Ilmī which was transformed into an Islamic University only in 1966.

38. Howard Hayden, Higher Education and Development in South-East Asia. Vol.I, Director's Report, Unesco and the International Association of Universities, 1967, p. 124.

plan education in relation to the requirements for economic development - This situation resulted in a number of discrepancies in enrolments and output of higher institutions.

In university institutions of the region there is a maldistribution in enrolments between the Arts and Law faculties on one side and the Science and professional faculties on the other. Enrolments in the Arts subjects including the Social Sciences by far exceed those in the scientific and technical subjects and teacher education, the ratio being 53 : 29 & 18 <sup>39</sup> In some of these countries Arts ratios were even higher. In Indonesia, for example, the percentage distribution between Science, technology on one side and Arts on the other was 22.4 per cent as against 77.6 per cent in 1962 - In Thailand the ratio was 27 per cent as against 73 per cent in 1961-62. As in the Sudan the result is, therefore, a growing output of graduates in Arts and Law. In the Sudan output in these fields increased rapidly in recent years as a result of the establishment of the University of Cairo (Khartoum Branch) in 1955. It may be of interest to mention that this university produced

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within a short period half the number of graduates in Arts and an equal number in Law as that produced by the University of Khartoum and its predecessors, during its longer life-time.

Again, except for Burma and South Viet-Nam, the rate of enrolment in the scientific subjects, as distinct from the technological and professional subjects, is extremely low. The result is a meagre output in the Natural Sciences in all countries of the region.<sup>40</sup> Even in the Philippines where the rate of students enrolled was relatively high, only one per cent of graduates in 1960 were in Science. This problem is also facing the Sudan. The total number of graduates in Science from the University of Khartoum and its predecessors was 265 in 1965. Writing in 1962, the Vice-Chancellor of the University of Khartoum drew attention to the fact that the Faculty of Science in the University was facing a shortage in enrolments in the final classes because the students prefer to join the professional faculties after successfully completing their preliminary courses.<sup>41</sup> This problem, he went on to say, must be solved by increasing their numbers in -----

40. Ibid. p. 77.

41. Dafalla, E, University Education in the Sudan in comparison with Central and West Africa, (in Arabic), Extra-Mural Studies Department, University of Khartoum. October. 1962. p. 15.

order to meet the needs of the country for scientists in Chemistry, Geology, Physics and Botany. In accordance with this policy, intake into the Science faculty was increased during recent years. But the problem still exists because the University of Khartoum embraces the only Science faculty in the country.

In recent years, most countries of the region increased their output in the professional and technological fields. Indonesia, for example, with the biggest population in the region (being over 95 millions in 1962) had already trebled the output of graduates in agriculture. By 1970 instead of producing 100 - 125 graduates a year from one faculty, a number of existing and other planned faculties will have begun increasing the annual output in this field.<sup>42</sup> In the Philippines, too, (with a population of nearly 29 millions in 1962) output more than doubled. During the period 1957-60 the number of graduates in agriculture rose from 359 to 789. In the Sudan (where the population was estimated at 12,630,000 in 1963)<sup>43</sup> the number of graduates in agriculture shows a steady

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42. Howard Hayden, Higher Education and Development in South-East Asia, op.cit., p. 77.

43. Ministry of Agriculture, Khartoum, A Brief Note on Agriculture and Education in the Sudan.

decrease from 15 in 1962 to 6 in 1965. (See tables on pages 446-447).

Again in most countries of the region the output of engineering graduates had more than doubled between the period 1953-54 and 1961-62. In 1953-54, for instance, Burma produced 52 graduates, Malaysia, 64 and Thailand 108. In 1961-62 these numbers more than doubled rising to 244 in Burma, 159 in Malaysia and 234 in Thailand. In the Sudan, too, the number of graduates in engineering shows a steady increase from 10 in 1959 to 39 in 1964.

Although the output of graduates in medicine does not show the same rapid increase as in agriculture or engineering, nevertheless progress has been fairly maintained throughout the region.<sup>44</sup> Most countries of the region had worked out plans for increasing their supply to obtain reasonable doctor-population ratios either by opening new medical schools or expanding existing faculties. Although the output of the Sudanese Medical faculty shows some fluctuation, nevertheless there was a steady increase from 18 in

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44. Howard Hayden, Higher Education and Development in South-East Asia, op. cit., p. 78.

1959 to 34 in 1965. But in Veterinary Science the number of graduates rose from 3 in 1959 to 16 in 1964 (the highest figure recorded) and again dropped to 14 in 1965. The reason for the meagre output in agriculture and veterinary science (in the Sudan) is that students normally prefer to join medicine or engineering where better future careers are guaranteed and life in urban areas is more certain.

Over 60 per cent of the active population of South-East Asia is engaged in agriculture; hence the essential need for all countries of the region is the development of agricultural productivity.<sup>45</sup> It follows, therefore, that universities should train an increasing number in agriculture, engineering, health and education in order to meet the supply of manpower necessary for economic growth. Writing in 1967, Guy Hunter stated that "in an expanding and modernising economy with over 60 per cent of the population engaged in agriculture, there will be a need to expand the proportion of manpower with university education or post-secondary

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45. Guy Hunter, High-level Manpower for Development in Higher Education and Development in South-East Asia, Summary Report and Conclusions, Unesco and the International Association of Universities, 1965, p.30.

training to man the growing modern sector in agriculture, industry, government, education and health services".<sup>46</sup>

The same needs apply to the Sudan as it is also an agrarian country with a higher percentage of the population engaged in agricultural pursuits, than in the countries already mentioned. Its need for technical and professional training was recognised by the International Commission for Secondary Education in the Sudan. "It seems to be universally accepted that the Sudan needs and will continue to need, as many highly educated men as can be produced. Such men are urgently required for government and administration, for the professions and especially for medicine, engineering and agriculture and for industry and commerce."<sup>47</sup>

In the field of agriculture the Sudan needs and will continue to need more graduates and more and better planned research. Expert knowledge of graduates in agriculture, is of vital influence to the advancement of the country, as long as it continues to remain agrarian.

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46. Guy Hunter, Higher Education and Development in South-East Asia, Vol.I, Part III, High-level Manpower, Unesco and the International Association of Universities, 1967, p.23.

47. S.G. Report of the International Commission on Secondary Education in the Sudan, February 1955, op. cit. p.21.

The total number of graduates in this field, being 178 until 1965, seems to be pitifully meagre. The Dean of the Faculty of Agriculture, University of Khartoum had confirmed this fact, when he wrote in 1965, "The Ten Year Plan of Economic and Social Development of the Republic of the Sudan estimates on the conservative side, a need for about 1,000 trained administrators, researchers and professional agriculturists by 1972. At the present rate of development, this Faculty can aspire at best to graduate an additional 500 by 1972. So in quantity we are unable, (despite our modest achievements) to satisfy the community because development is necessarily limited by socio-economical, historical and geographical factors".<sup>48</sup>

The background against which the Sudan's need for veterinary scientists can be judged, may be visualised by consideration of the Sudan's animal wealth in 1965, Accurate figures of animal population are not available, but the following figures,<sup>49</sup> appearing in the latest report produced by the Ministry of Animal Resources, may

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48. Nour, M.A., The Silver Jubilee of the Faculty of Agriculture, University of Khartoum, December, 1965, p.11
49. El-Karib, A., The Role of the Veterinary Doctor in Sudanese Community, (in Arabic), Department of Extra Mural Studies, University of Khartoum, p.2.

be accepted as reasonably accurate.

Cattle	=	8 - 9 millions
Sheep	=	8 millions
Goats	=	7 millions
Camels	=	2 - 3 millions

This means that an enormous wealth of at least twenty-five million animals is taken care of by ninety-three Veterinary Officers graduating from the University of Khartoum and its predecessors. Excluding expatriate staff, the ratio would approximately be, one Veterinary Officer per 250,000 animals. For comparison, it would be desirable to quote similar ratios in a number of countries, as in 1954. These were as follows:<sup>50</sup>

England	=	1	=	3,000
U.S.A.	=	1	=	6,000
Yugoslavia	=	1	=	2,000
Egypt	=	1	=	7,000

The result of this shortage in Veterinary Scientists and experts is that the Sudan's animal wealth is not reasonably exploited. Today, the country imports tinned meat, tinned milk, cheese, cream and tanned skins in spite of its enormous animal wealth.

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50. Dafalla, N., Veterinary Education in The Sudan, (in Arabic), in El Baittar, Vol.2, September, 1959, p.3.

As already stated, the urgent manpower needs in South-East Asia are also for professionals, technologists and scientists. In his study of high-level manpower requirements for South-East Asia, Hunter defined these requirements as "the minimum requirements of manpower trained in modern skills to make possible sustained economic growth and modernisation and to provide a gradually improving health service".<sup>51</sup> In conformity with this definition he reached some general conclusions based on the economic situation of the region and of the existing and projected development plans of the several countries. These conclusions include the creation of a strong agricultural service (including veterinary service) and a higher output of scientists (a proportion of three in support of one field officer is suggested) to provide the scientific backing for the agricultural and field staff.<sup>52</sup>

The conclusions reached by Hunter also include the creation of a strong medical force for the whole region. In this connection the significant point is,

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51. Guy Hunter, Summary Report and Conclusions, op.cit.p.27

52. Guy Hunter, Higher Education and Development in South-East Asia, Vol.III. Part 1., High-level manpower, Unesco and the International Association of Universities, 1967, p.20.

perhaps, the high rate at which output has to be increased in order to produce impacts on the doctor-population ratios, owing to the high rate of population growth. Thus, for example, Burma with an annual output of 166 doctors in 1962 and a doctor-population ratio of 1 : 14,000 has to increase the annual output to 250 by 1970 and 350 by 1975 so that ratios of 1 : 10,000 and 1 : 6,000 could be obtained in each case.

In this connection it may be of interest to mention that the doctor-population ratio in most of these countries in 1962 was much higher than that obtaining in the Sudan in 1966. The only exception is Indonesia, with the biggest population in the region, and possibly Cambodia. In the Sudan this ratio was estimated as 1 : 35,000 in 1966.<sup>53</sup> Indonesia had an annual output of 350 doctors in 1962 and a ratio of 1 : 50,000. The suggested target is an annual output of 700 doctors by 1970 and 1,500 by 1975 to produce ratios of 1 : 22,000 and 1 : 13,500 in each case.<sup>54</sup> In 1962 Cambodia had an annual output of 40 doctors and a ratio of 1 : 36,000. It is suggested that the annual output should be increased from 40 in 1962 to 120 in 1970 to produce a ratio of 1 : 10,000.

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53. 'Al-Sudan 'al-Jadīd, Daily Newspaper, No. 5878 dated 29th August, 1966.

54. Guy Hunter, Higher Education and Development in South-East Asia, Vol. III, Part I, op.cit. Table in p.29

Thus it seems that the Sudan's need for medical officers is even more urgent than many developing countries in South-East Asia. The statistics (in page 448 ) show that the total number of medical graduates in the Sudan, until 1965, was 360. According to Sudan Almanac, the total number of doctors in the Sudan, in 1965, was 494.<sup>55</sup> 'Al-'ayyan Newspaper claims that an estimated census, undertaken by the Department of Statistics, shows that the population of the Sudan in 1967, was 14,737,000 or nearly 15,000,000 people.<sup>56</sup> Taking the figures given by Sudan Almanac, i.e., about 500 doctors, against this background, there would be approximately one doctor responsible for 30,000 persons. In 1966, the Dean of the Faculty of Medicine, University of Khartoum, stated that there was one doctor responsible for 35,000 persons. To raise this ratio to become 1 : 10,000, taking into consideration that the population of the Sudan will become eighteen million by 1976, according to Unesco reports, means that the Sudan will need 1,400 additional doctors

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55. Sudan Almanac, 1965-66, An Official Handbook, The Republic of the Sudan, Government Printing Press, Khartoum, p. 141.

56. 'Al-'ayyam Daily Newspaper, No. 5144, dated 14.9.1967.

by 1976. In his opinion this was impossible because the expected output of the Medical Faculty, according to its present rate of development, was 239 graduates during the next five years, i.e. an annual output of 48 graduates. The solution, he stated, was to build another Faculty of Medicine in the Gezira or El Obeid, but this seemed to be handicapped by financial problems.

It has been stated that the recent trend of expansion of higher education both in South-East Asia and the Sudan has resulted in a higher output of graduates in Arts and a relatively lower output in the technical and professional fields where need is greatly felt.

In the Sudan, this situation has created a problem of unemployment amongst Arts graduates during the last four years. Expansion on the Arts side was made at a rate ahead of the country's capacity to provide remunerative employment for all graduates.

In a leader, in 1966, the editor of 'Al-'ayyam newspaper drew attention to the importance of establishing

close relationship between the country's development plans and those of higher education.<sup>57</sup> It became obvious, he went on to say, that co-ordination between the country's development plans and those of university education was so weak, that there was unemployment, for the first time, amongst university graduates. It was an odd situation to find an unemployed graduate in a developing country. Expansion of university education should be planned according to the country's need for trained manpower in the various fields. There is also lack of co-ordination between the newly-established Islamic University and the University of Khartoum. This lack of co-ordination may produce unnecessary expensive duplication in the fields which the University of Khartoum already serves. The editor concluded his article by stating that higher education generally and university education especially, need more scientific planning, if it were to contribute fully to the promotion of the community.

Again in an article entitled "Graduates of the Khartoum Technical Institute face unemployment problems", 'Al-'Ayyām newspaper stated that it was customary for  
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57. 'Al-'Ayyām daily newspaper, dated 2.8.1966.

all government departments, ministries and private firms in the past years to absorb graduates of the Institute and each year the demand was greater than the supply.<sup>58</sup> But during 1965 out of a total output of 135 graduates from the Institute, only 64 or 47 per cent were absorbed by the Government. The reason for this, he stated, was the financial stringency which the Government was facing, but it was a dangerous phenomenon to find a big number of unemployed qualified technicians in a developing country.

It is not uncommon to find similar problems in developing countries of South-East Asia. These problems are due to over-expansion of some branches of university education beyond the limited capacity of some of these countries to absorb graduates before the creation of employment possibilities. This "unrestricted educational expansion may well result - indeed, has frequently resulted in creating unemployment among graduates, and at a great financial cost".<sup>59</sup> Today, countries like Burma, the Philippines and South Viet-Nam are suffering

58. 'Al-'Ayyām, daily newspaper, dated 28.7.1965.

59. Guy Hunter, Higher Education and Development in South-East Asia, Vol.III, Part I, op.cit., p.19.

from over-expansion of higher education beyond employment opportunities.<sup>60</sup> In Burma, for example, there was a considerable number of newly graduated students in engineering during 1962-63 (up to 40 per cent in some branches of engineering) who failed to find employment in posts for which they were qualified. In South Viet-Nam, too, there is a danger that the education system is over-producing graduates before creating corresponding employment opportunities.<sup>61</sup> The danger is at present hidden by the fact that large numbers of graduates are absorbed by the armed forces and by the impact of American and other aid on educational and other services. In Hunter's view, further expansion of higher education in South Viet-Nam should only be made in fields such as agriculture, medicine and teaching where the government can provide the posts essential to the economy.

It may be argued that to expand higher education without regard to employment opportunities is justified on the grounds that higher education is an investment  
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60. Ibid. p. 20.

61. Howard Hayden, Higher Education and Development in South-East Asia, Vol.I. op.cit., p. 177.

and that its expansion would add to the stock of educated men and women in any one country. While this argument can be justified on those or other grounds, there is still the risk that over-expansion would produce unemployed graduates or graduates who are "misfits" in their jobs. At the same time unemployed or wrongly-employed graduates are often a source of political discontent and constitute an embarrassment to governments in developing countries. This has been so in the Sudan during the last few years.

Again, the creation of new institutions would require adequate supplies of qualified staff, laboratories and equipment which is often difficult to provide especially in a developing country. The result would be the production of low-quality graduates who find difficulty in getting employment. The dangers of expanding higher education beyond employment prospects were summed up by Guy Hunter:<sup>62</sup> "The attempt to expand higher education far beyond employment opportunity will be (painfully and expensively) halted by hard economic factors. For, although foreign aid

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62. Guy Hunter, Higher Education and Development in South-East Asia, Vol.III, Part I, op.cit. pp. 19-20.

has somewhat masked this fact, ultimately the national budget can only afford an educational investment for which the productive economy can pay. A highly costly investment in university education which produces unemployed lawyers and engineers, who work as clerks and taxi-drivers, is most unlikely to be the wisest use of resources. Moreover, it delays that growth in national income by which new universities could later be properly financed. In practice, the attempt to overinvest in higher education is frustrated by economic stringency (in particular, shortages of trained teachers, laboratories and equipment), and results in large outputs of failed or low-quality students who have difficulty in finding employment".

It follows from the previous analysis that there is an acute shortage, in the Sudan today, of graduates in the technical and professional subjects like medicine, veterinary science, engineering and agriculture. The increasing demand for experts and professionals should be an established principle accepted by all institutions of higher education. It is in the public interest that

these institutions should seek to spread the flow. The Conference on the Development of Higher Education in Africa made a recommendation to this effect. "In view of the special need of developing countries for qualified graduates in the scientific and technological fields, including medicine and agriculture, the proportion of all African students enrolled in scientific and technological subjects should reach not less than sixty per cent by 1980 - a goal already established at the Addis Ababa Conference of 1961".<sup>63</sup>

To solve these problems, it seems obvious that educational and economic planning should go hand in hand if higher education is to contribute fully to the advancement of the community. There should also be closer co-ordination between institutions of higher education on the one hand, and the various Government Departments on the other. During the year 1966, however, the question of setting up a national commission to look into the problems of and the framework for higher education, had been the subject of discussion at various levels.

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63. The Development of Higher Education in Africa, Report of the Conference on the Development of Higher Education in Africa, op.cit., p. 28.

The Dean of the Faculty of Agriculture, University of Khartoum, drew attention to the importance of setting up a full-time commission to inquire into the problems of higher education in the Sudan and to plan its future development.<sup>64</sup> He suggested that this Commission should be appointed by the Council of Ministers and should have five terms of reference. First, to inquire into all the problems of University and other higher education and to make specific recommendations on the country's need for highly trained personnel, putting in mind as a primary consideration, the question of promoting underdeveloped regions. Secondly, to inquire into the country's needs for graduates of post-secondary institutions, below University level, and to find means of satisfying such needs according to the country's financial resources. Thirdly, to advise on the role which can be played by those institutions for the advancement of the community. Fourthly, to examine the question of co-ordinating scientific research between Universities and other research institutions and councils with a view to

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64. 'Al-'Ayyam daily Newspaper, dated 9.8.1966.

directing such research to promote the Sudanese community. Fifthly, to advise and recommend on the possibility of the establishment of a University or Universities, both on the academic and technical levels, with a view to satisfying the present deficiency in Sudanese rural areas as a whole.

The Vice-Chancellor of the University of Khartoum was, however, in favour of establishing a Council for Higher Education.<sup>65</sup> In his opinion, such a Council should be responsible for planning and should lay down an educational policy based on scientific basis and in accordance with the country's requirements for highly trained personnel. It should also be responsible for the employment of graduates. Accordingly, he submitted a memorandum for consideration by the University of Khartoum Council at its meeting on 29th August, 1966.

The memorandum contained two main suggestions.<sup>66</sup> First, the establishment of a Council for Higher Education to serve as a connecting link between the State and institutions of higher education in the Sudan.

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65. 'Al-'Ayyam daily newspaper, dated 23.8.1966.

66. University of Khartoum, Memorandum submitted to the University Council at its meeting on 29.8.1966.  
(in Arabic)

Its function would be to lay down an educational policy for higher education, both quantitatively and qualitatively, with the object of satisfying the country's need for man-power, in accordance with available financial resources. Secondly, the State should undertake to make a human survey, as quickly as possible, defining the limits of the available, expected and required man-power in the field of higher education. This would necessitate the creation of a permanent machinery, under the supervision of the suggested Council, to review the situation in accordance with the country's development plans.

The University of Khartoum Council did not agree to the above proposals. Instead, it was agreed to make a recommendation to the Government, to set up a full-time commission, including members from the Sudan and from outside, to inquire into the problems of higher education in the Sudan.<sup>67</sup>

The work of the University of Cairo (Khartoum Branch), as well as of other Egyptian Universities, is

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67. 'Al-'Ayyam daily newspaper, dated 1.9.1966.

co-ordinated by the Egyptian Supreme Council of Universities. The functions of the Supreme Council are to plan the general policy concerning University education in the United Arab Republic, to promote research in Universities in accordance with the social, economic, cultural and scientific requirements of the country, to co-ordinate the academic work and activities of Egyptian Universities in so far as courses of study to be pursued, degrees to be awarded and academic staff required are concerned, to advise on the amount of government grant-in-aid granted annually to each University, to advise on all matters referred to it by the Minister of Higher Education or any University and to declare an opinion on all matters relating to education in the United Arab Republic in general. (See Chapter V, pp. 355-356).

The Conference on the Development of Higher Education in Africa had, however, made a specific recommendation concerning the machinery for the planning of higher education. "To aid the development of higher education, it is recommended that countries which require it, set up a machinery covering all

aspects of higher education with a view to planning their development, recommending their finances and co-ordinating their activities".<sup>68</sup>

It is hoped that by solving those and other salient problems and by the sound planning of higher education, the Sudan will be able to achieve its main objective of building a modern state. For, it is mainly by the contribution and wise leadership of highly trained graduates that the Sudan's present racial, political and economic problems can be solved.

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68. The Development of Higher Education in Africa, Report of the Conference on the Development of Higher Education in Africa, op. cit., p. 28.

APPENDIX A.Copy Letter addressed byLord Kitchener of Khartoum and Aspall, to  
the Public Press on the 30th November, 1898.

Sir, - I trust that it will not be thought that I am trespassing too much upon the goodwill of the British Public, or that I am exceeding the duties of a soldier, if I call your attention to an issue of very grave importance arising immediately out of the recent campaign in the Sudan. That region now lies in the pathway of our Empire, and a numerous population has become practically dependent upon men of our race. A reasonable task is henceforth laid upon us, and those who have conquered are called upon to civilise. In fact the work interrupted since the death of Gordon must now be resumed.

It is with this conviction that I venture to lay before you a proposal which, if it met with the approval and support of the British public and of the English-speaking race, would prove of inestimable benefit to the Sudan and to Africa. The area of the Sudan comprises a population of upwards of three million persons, of whom it may be said that they are wholly uneducated. The dangers arising from that fact are too obvious, and have been too painfully felt during many years past for me to

dwell upon them. In the course of time, no doubt, an education of some sort, and administered by some hands, will be set on foot. But if Khartoum could be made forthwith the centre of an education supported by British funds and organised from Britain, there would be secured to this country indisputably the first place in Africa as a civilised power, and an effect would be created which would be felt for good throughout the central regions of that Continent. I accordingly propose that at Khartoum there should be founded and maintained with British money a College bearing the name of the Gordon Memorial College, to be a pledge that the memory of Gordon is still alive among us, and that his aspirations are at length to be realised.

Certain questions will naturally arise as to whom exactly we should educate, and as to the nature of education to be given. Our system would need to be gradually built up. We should begin by teaching the sons of leading men, the heads of villages and the heads of districts. They belong to a race very capable of learning and ready to learn. The teaching, in its early stages, would be devoted to purely elementary subjects, such as reading, writing, geography, and the English language. Later, and after these preliminary stages have been passed, a more advanced course would be instituted, including a

training in technical subjects, especially adapted to the requirements of those who inhabit the Valley of the Upper Nile. The principal teachers in the College would be British, and the supervision of the arrangements would be vested in the Governor-General of the Sudan. I need not add that there would be no interference with the religion of the people.

The fund required for the establishment of such a College is one hundred thousand pounds. Of this, ten thousand pounds would be appropriated to the initial outlay, while the remaining ninety thousand pounds would be invested, and the revenue thence derived would go to the maintenance of the College and the support of the staff of teachers. It would be clearly impossible at first to require payment from the pupils, but as the College developed and the standard of its teaching rose, it would be fair to demand fees in respect of this higher education, which would thus support itself and render the College independent of any further call from the public. It is for the provision of this sum of one hundred thousand pounds that I now desire to appeal, on behalf of a race dependent upon our mercy, in the name of Gordon, and in the cause of that civilisation which is the life of the Empire of Britain.

I am authorised to state that Her Majesty the Queen has been graciously pleased to become the Patron of the movement. His Royal Highness the Prince of Wales has graciously consented to become Vice-Patron.

I may state that a General Council of the leading men of the country is in course of formation. Lord Hillingdon has kindly consented to accept the post of Hon.Treasurer. The Hon.George Peel has consented to act as Hon.Secretary, and all communications should be addressed to him at 67, Lombard Street, London, E.C. Subscriptions should be paid to the Sirdar's Fund for the "Gordon Memorial College at Khartoum", Messrs.Glyn, Mills, Currie & Co., 67, Lombard Street, London, E.C.

Enclosed herewith is a letter from the Marquess of Salisbury, in which he states that this scheme represents the only policy by which the civilising mission of this country can effectively be accomplished. His Lordship adds that it is only to the rich men of this country that it is possible for me to look, yet I should be glad for this appeal to find its way to all classes of our people.

I further enclose a letter from the Baroness Burdett-Coutts, whose devotion to the cause of Africa has been not the least of her magnificent services. I forward besides

an important telegram from the Lord Mayor of Liverpool, and letters of great weight from the Lord Provost of Edinburgh and the Lord Provost of Glasgow. I would venture to address myself to the other great Municipalities of the Kingdom.

Above all, it is in the hands of the Press of this country that I place this cause. I look with confidence to your support in the discharge of this higher obligation.

I have the honour to remain,

Yours faithfully,

(Signed) Kitchener of Khartoum.

APPENDIX B.

Table showing the dates on which institutions of higher education in the Sudan were opened.

Institution.	Date opened.	Remarks.
Kitchener School of Medicine.	29th Feb., 1924	<u>University of Khartoum.</u> The Gordon Memorial College was first opened by Lord Kitchener as a primary school on 8th November, 1902.
Khartoum School of Law.	1936	In January, 1945 the Higher Schools were integrated to form the Gordon Memorial College.
Khartoum Veterinary School.	Jan. 1938	On 1st September, 1951, the University College of Khartoum was established.
School of Agriculture.	Sept. 1938	On 24th July, 1956 it reached full University status.
School of Engineering.	Jan. 1939	<u>The Islamic University of Omdurman.</u> al-Ma'had al-'Ilmī was opened in 1912.
School of Science.	Jan. 1939	The Higher Section of the Omdurman Ma'had was opened in 1921.
School of Arts, (including Law and later Administration)	Jan. 1940	In 1962 the College of Islamic Studies, Omdurman was instituted. The Islamic University of Omdurman was established in 1966 (bill has still to be passed by the Constituent Assembly).

APPENDIX B. (Contd.)

Institution.	Date opened.	Remarks.
University of Cairo, Khartoum Branch.	15th Oct. 1955	
Khartoum Technical Institute.	1950	
Intermediate Teachers' Training College, Bakht er Ruda.	Jan. 1949	
Girls' Intermediate Training College, Omdurman.	1962	
Higher Teachers' Training Institute, Omdurman.	July, 1961	
School of Hygiene.	1944	First opened in 1932 as a Class in the Kitchener School of Medicine.
Khartoum Nursing College.	Sept. 1956	
Shambat Institute of Agriculture.	1954	
Sudan Military College.	1948	First opened in May, 1905 as a Military School.
Prisons' Service Training School.	1950	
Sudan Police College.	1948	First opened in 1935 as a Police Training School.

APPENDIX C.

(62 & 63 Vict.) Gordon Memorial College at Khartoum  
(CH.16.)

Act, 1899.

Chapter 16

An Act to give powers to the Executive Committee of the Gordon Memorial College at Khartoum to invest Trust Funds in certain Securities. (1st August, 1899).

Whereas by a deed poll bearing date the eleventh day of July, one thousand eight hundred and ninety-nine, The Right Honourable Horatio Herbert Baron Kitchener of Khartoum, G.C.B., K.C.M.G., Sirdar, or other the Governor-General of the Soudan for the time being, the Governor of the Bank of England for the time being, The Right Honourable Evelyn Viscount Cromer, G.C.B., G.C.M.G., K.C.S.I., C.I.E., The Right Honourable Nathaniel Mayer Baron Rothschild, The Right Honourable John Baron Revelstoke, The Right Honourable Charles William Baron Hillingdon, Ernest Cassel, K.C.M.G., and Hugh Colin Smith, Esquire, were appointed the Executive Committee of a College proposed to be formed at Khartoum in the Soudan, in memory of General Gordon, and to be known as the "Gordon Memorial College at Khartoum", and to be endowed

by public subscription and otherwise for the purposes and with the objects, and as in the said deed more particularly defined, and trustees of the funds subscribed and to be subscribed for the purposes of the same were appointed:

Be it therefore enacted by the Queen's most Excellent Majesty, by and with the advice and consent of the Lords Spiritual and Temporal, and Commons, in this present Parliament assembled, and by the authority of the same, as follows:

1. The Executive Committee and Trustees named in the deed herein-before recited, may invest the trust funds now or at any time in their hands or under their control for the purposes of the said College in the stocks, bonds, or obligations of the Egyptian Government, or in investments the principal and interest of which is secured by the guarantee of the Egyptian Government, or entitling the holders thereof to payment of principal and interest out of moneys payable by the Egyptian Government on such stock, bonds or obligations, deposited with trustees or otherwise, or in the purchase of any lands, buildings, hereditaments, and property in the Soudan or other parts of Egypt that may be required for the purposes of the said College, or in any other security in which trustees may lawfully invest, and may vary any such investments.

2. This Act may be cited as the Gordon Memorial  
College at Khartoum Act, 1899.

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Printed by Eyre and Spottiswoode,

For

T.Digby Pigott, Esq., C.B., the  
Queen's Printer of Acts of Parliament.

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APPENDIX D.Directors of Education.

Currie, J	=	1900
Crowfoot, J.W.	=	1914
Corbyn, E.N.	=	1927
Mathew, J.G.	=	1927 - 1931
Winter, R.K.	=	1932
Cox, C.W.M.	=	1937
Roseveare, R.V.H.	=	1940
Williams, C.W.	=	1945
Hibbert, D.H.	=	1950
‘Awad Sattı	=	1954 - 1956
Nasr El Hag ‘Ali	=	1956 - 1958
‘Abdel Halim ‘Alı Taha	=	1958 - 1964
Mohamad Hassan ‘Abdalla	=	1964 - 1966
El Tigani ‘Ali	=	1966 - 1967
Mandour El Mahdi	=	1967

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APPENDIX D. (Contd.)

Principals, Gordon Memorial College and  
University College of Khartoum and Vice-  
Chancellors of University of Khartoum.

Tothill, J.D.	=	1945 - 1947	(Principal)
Wilcher, L.C.	=	1947 - March, 1956	"
Grant, M.	=	1956 - June, 1958	(Vice-Chancellor)
Nasr El Hag 'Ali	=	July, 1958 - 1962	"
El Nazeer Dafa'lla	=	1962 -	"

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APPENDIX E.The Gordon Memorial CollegeResolution.

In pursuance of the proposals put forward by Lord De La Warr's Educational Commission of 1937, and of the Resolution of the Executive Committee of the Gordon Memorial College held on the 11th October, 1938, the Executive Committee of the Gordon Memorial College in virtue of the powers given in Clause 10 of the Trust Deed dated the 11th July, 1899, do hereby (in substitution for the Delegation to the Governor-General of the Sudan for the time being of the local management of the said College) delegate to a body to be known as "The Council of the Gordon Memorial College" (constituted as hereinafter mentioned) the local management of the College with the powers hereinafter mentioned provided that in all respects the said Council shall have strict regard to the terms and provisions of the original foundation of the College as set forth in the said Trust Deed and that nothing in this Resolution contained shall authorise the Council to commit the Executive Committee to any expenditure beyond the revenue in each year available

and under the control of the Executive Committee.

The Council shall consist of:-

The Governor-General for the time being as President.

The Director of Education, the Civil Secretary, the Financial Secretary, the Legal Secretary and the Principal of the Gordon Memorial College, all for the time being as ex-officio members. Six Members nominated by the Governor-General. Two members nominated by the Director of Education. Not more than twenty elected members.

The Council may make such regulations as to the election of members and convening and holding of meetings and otherwise for the conduct of its business as it may determine.

The Council shall have power:-

- (i) To make byelaws and regulations for the administration of the College, the admission of candidates to be received as scholars therein and the expulsion of such scholars, the charging of fees to be paid by such scholars, the maintenance of discipline and the appointment, discharge and payment of teachers and other staff provided that the appointment of the Principal of the College shall be subject to the approval of the

Executive Committee.

- (ii) To consider matters of general policy relating to the College and to advise the Executive Committee thereon from time to time.
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