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REPORT OF THE GOVERNMENT OF THE UNITED KINGDOM OF GREAT  
BRITAIN AND NORTHERN IRELAND ON THE ADMINISTRATION OF  
TOGOLAND UNDER BRITISH ADMINISTRATION FOR THE YEAR 1952

Note by the Secretary-General

The Secretary-General has the honour to transmit to each member of the Trusteeship Council four copies of the report of the Government of the United Kingdom of Great Britain and Northern Ireland on the administration of Togoland under British Administration for the year 1952.<sup>1/</sup>

Four hundred copies of the report were received by the Secretary-General on 6 November 1953:

RAPPORT DU GOUVERNEMENT DU ROYAUME-UNI DE GRAND  
BRETAGNE ET DE L'IRELANDE DU NORD SUR L'ADMINISTRATION  
DU TOGO SOUS ADMINISTRATION BRITANNIQUE POUR L'ANNEE 1952

Note du Secrétaire général

Le Secrétaire général a l'honneur de transmettre à chacun des membres du Conseil de tutelle quatre exemplaires du rapport du Royaume-Uni de Grande Bretagne et de l'Irlande du Nord sur l'administration du Togo sous administration britannique pour l'année 1952.<sup>1/</sup>

Quatre cent exemplaires de ce rapport sont parvenus au Secrétaire général le 6 novembre 1953.

<sup>1/</sup> Report by Her Majesty's Government in the United Kingdom of Great Britain and Northern Ireland to the General Assembly of the United Nations on the administration of Togoland under United Kingdom Trusteeship for the year 1952, London: Her Majesty's Stationery Office 1953. Colonial No. 296.

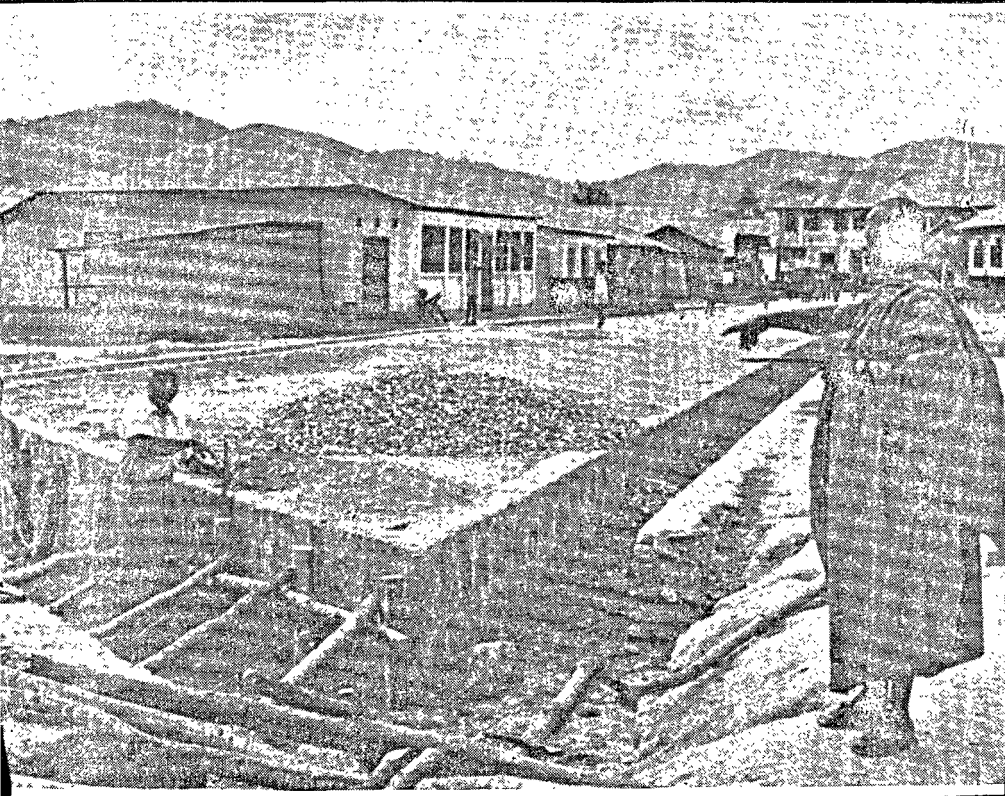


# Togoland

**UNDER UNITED KINGDOM TRUSTEESHIP**

*Report for the Year*

**1952**



*PUBLISHED FOR THE COLONIAL OFFICE  
BY HER MAJESTY'S STATIONERY OFFICE, LONDON, 1953*

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*The cover photograph shows Samuel Walter Atridom IV, Chief of Kpedze-Awline, inspecting the new drainage works going on in town. This is a community development project and a very important one for half the year when the rains fall unceasingly in the Togoland Hills around the town. The Ewe people are putting their wealth into community development projects.*

# REPORT

by Her Majesty's Government in the United Kingdom  
of Great Britain and Northern Ireland to the  
General Assembly of the United Nations  
on the Administration of

## Togoland

under United Kingdom Trusteeship  
for the Year 1952

LONDON: HER MAJESTY'S STATIONERY OFFICE  
1953



## NOTES

1. *The numbers in the margins refer to the numbers of the questions in the Trusteeship Council's Questionnaire (T/1010). The paragraph numbers of the answers to any question in the Questionnaire may be found by consulting Appendix XXV.*

2. *The term "Administration" has been employed to connote the Government of the Gold Coast as contrasted, on the one hand, with the Administering Authority (Her Majesty's Government in the United Kingdom) and, on the other, with local Government bodies.*

# FOREWORD AND MAIN EVENTS OF THE YEAR

THIS is the first annual report on Togoland under United Kingdom Trusteeship to be written in response to the Trusteeship Council's new questionnaire (Document T/1010). An attempt has been made to include as far as possible the information and statistical material sought by the questionnaire but it has not so far been possible in all cases to revise the existing systems for the collection of statistical material so as to enable all the material required by the questionnaire to be furnished.

There were notable developments in the Territory during 1952 in the political, economic, social and educational fields and the general progress of the Territory was maintained.

The second Visiting Mission from the Trusteeship Council arrived in August, which was earlier than rainfall records suggested was advisable. In the event, apart from two members of the Mission being prevented from reaching the Bawku area by the flooding of a small river, little difficulty in travelling was encountered and it proved possible for a visit to be made to the Southern Mamprusi area which had not previously received a Visiting Mission. After brief stays in Accra, the capital of the Gold Coast, and Tamale, the headquarters of the Northern Territories, where discussions were held and various training establishments and other central institutions were inspected, the Mission spent eleven days in the Trust Territory travelling from north to south. During that time the Mission attended many gatherings which had been arranged at the request of the people of the area and held an almost equally large number of impromptu meetings. The number of documents received, ranging from carefully prepared and formally worded addresses to printed handbills and scraps of paper with a few words hastily scribbled on them, amounted to some hundreds.

The Mission was met in the main centres of the Southern Section by large crowds which had for the most part been assembled by one or other of the political parties. The Mission was greeted with political slogans—written and oral—nearly everywhere it passed in the Section. Political activity reached its height and on one occasion a clash between the supporters of two different parties appeared imminent. It is not to be thought, however, that the people of the Southern Section normally live in such a fervent of excitement.

The Mission's report on the unification question (T/1034) was published in November and reflects accurately the wide diversity of opinion expressed to the Mission. When the report came before the Fourth Committee, four members of one political party came and gave oral support for that party's views. The report was considered in December by the General Assembly.

The Joint Council for Togoland Affairs held its first meeting during the year in Lome. The elections and other events leading up to this meeting and the departure at an early stage in the proceedings of the four members from Togoland under U.K. administration who attended are described in some detail and commented on in the Visiting Mission's report.

The constitution of the Gold Coast and the Territory underwent amendment twice during the year: the first amendment provided for the office of the Leader of Government Business to be replaced by that of Prime Minister. The Prime Minister must now be consulted over the appointment of representative Ministers and the allocation of portfolios to them. He presides in

Chiefly as a result of grants made by the Cocoa Marketing Board, there has been great activity in the Southern Section in the construction of feeder roads under the auspices of Local Development Committees.

The planning of the Volta River Project has been taken a stage further as the result of discussions between H.M. Government in the United Kingdom, the Gold Coast Government and the aluminium interests. The cost of the scheme has been estimated at between £100 million and £144 million according to the level of aluminium production aimed at. An account of the progress achieved will be found at Appendix XXIII.

Progress in the social field has been most marked in the improved medical services. The old hospital at Hohoe has been replaced at a cost of £87,700, by a modern and well equipped new hospital, containing 40 beds, which was opened by the Prime Minister in December. A second health centre for the Territory has been built in Bimbilla and this should be opened early in 1953. A new local authority dressing station has been opened at Golokwati and the construction of three others completed. A large new leper settlement was opened in May by the Worldwide Evangelisation Crusade at Nkanchina in the Gonja area of the Territory. The Ewe Presbyterian Church continued to operate its hospital at Worawora. The Assembly of God Mission, however, found itself unable to maintain clinics at both Nakpanduri and Saboba and regretfully had to close the Saboba clinic during the year.

A new water supply, filtered and pipe-borne, has now been provided at Hohoe. The wells constructed during the year by the Department of Rural Water Development bring the number provided in the Territory by that department up to 206.

A second wireless rediffusion station has been opened in the Territory at Hohoe.

The main event in the field of education was the introduction at the beginning of the year of free primary education. This has resulted in an intake of 9,860 children into the primary schools, which was almost twice that of 1951. The number of primary and middle schools in the Territory has increased by 95 to a total of 433 and the number of teachers employed in those schools rose from 1,025 to 1,311 though not all of these have been trained. Mawuli Secondary School at Ho continues to expand and good progress has been made on its buildings. Plans have been made for the extension of secondary education in the Territory by the opening at Kpandu early in 1953 of a new secondary day school.

A third teacher-training college was opened in the Southern Section during the year. The number of teachers-in-training in the Territory has risen to 226 and the number of students from the Territory undergoing teacher-training in the Gold Coast was 205. Fifty-nine students from the Territory were pursuing higher educational courses in the Gold Coast and elsewhere; forty-five of these were in receipt of scholarships.

Mass education and community development staff were again active in the Southern Section: literacy classes are being held all over the section. Twenty-eight thousand learners were registered during the year in the Trans-Volta Togoland region and literacy classes have been established in 425 towns and villages. The proportion of women to men who sat the literacy examination was nine to one. Preparations have now been made for bringing mass education to the Northern Section, including the printing of primers in the Mamprusi and Dagbani languages for the use of literacy classes.

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# TOGOLAND TERRITORY REPORT 1952

## PART I

### Introductory Description

#### Geography

TOGOLAND under United Kingdom Trusteeship is a narrow strip of territory averaging about 40 miles wide and about 320 miles long, lying between latitude  $6^{\circ} 20' N.$  and  $11^{\circ} 11' N.$  and longitude  $0^{\circ} 27' W.$  and  $0^{\circ} 54' E.$  Its southernmost boundary lies some 25 to 30 miles from the sea and it has, therefore, no coastline or ports. It comprises an area of 13,041 square miles, of which 7,196 square miles form the Northern Section and the remaining 5,844 square miles the Southern Section.

2. The *Northern Section* lies between latitude  $8^{\circ} 47' N.$  and  $11^{\circ} 11' N.$  and, except where the Gambaga Scarp cuts across it from east to west, consists of gently undulating savannah country between 500 feet and 850 feet above sea level, falling below 500 feet only in the valley of the river Oti. The Gambaga Scarp presents a steep cliff face to the north, rising some 800 feet above the course of the river Morago; some ridges on the scarp itself reach 1,700 feet above sea level. On its south side the scarp slopes away gently to merge with the lower lands of the Dagomba District, an area drained by the Oti river and its tributaries, the Mo and Basa. The Oti rises in the Upper Volta Colony and flows south-west and then south till it meets the river Volta south of the town of Kete Krachi.

3. At about  $9^{\circ} 30' N.$  and below that line the character of the country begins to change. On the eastern side begin the hills which form the watershed boundary between the French and British Trust Territories, and which from here extend southwards into the Southern Section and indeed beyond. The savannah country of the north gradually gives way to light forest. Soon after the *Southern Section* is reached the hills begin to include a number of peaks and ridges over 2,000 feet above sea level, the highest point, Torogbani, reaching 2,900 feet. This hilly forest country continues to about  $7^{\circ} 45' N.$  and the bush thins out gradually until the extreme south where it merges into the savannah land which continues to the coast. Near the southern border the land is a flat plain with one conspicuous hill (Adaklu—1,965 feet) in the centre, and a few smaller hills and ridges to the West.

4. With the exception of the Volta and Daka which form part of the western boundary of the Territory, the chief rivers all rise outside the Territory to its east and north.

5. Apart from a small area in the extreme north which is occupied by pre-Cambrian granitic rocks, the whole of the Northern Section is underlain by a flat or very gently dipping series of palaeozoic sediments known as the Voltaian system. The upper Voltaian rocks are mainly mudstone, shale, and arkose, with beds of conglomerate and sandstone. The Gambaga Scarp itself consists, together with lower Voltaian rocks, of a belt of upper Voltaian sandstone about 400 feet thick and 15 miles across. South of the scarp the ground slopes away to the undulating area of lower Voltaian rock containing the Oti, Daka, and Volta river valleys.

6. A number of different geological formations underlie the Southern Section. In the south, bands of intrusive igneous rocks separate the areas of Archaean gneisses. Further north, the Akwapimian system of the Gold Coast stretches across the Territory and up the eastern frontier, coinciding



with the hilly areas of the Togo range. Further north again is the Buem system of calcareous, argillaceous, sandy and ferruginous shales while the northernmost part forms part of the Voltaian system described above.

### **Climate**

7. The climate resembles that of other regions in West Africa lying within similar latitudes. It is of a seasonal nature and varies with the north and south movements of the inter-tropical front, the boundary between the moist south-westerlies (the monsoon) and the dry north-easterlies (the harmattan). During the months from May to October the inter-tropical front is well north of the northern boundary of the Territory and the whole area comes under the influence of a considerable depth of moist south-westerlies blowing from the Gulf of Guinea. These months constitute the rainy season. The remainder of the year, November to April, when the north-easterlies predominate, is the dry season.

8. While there is considerable variation in rainfall from year to year (at Kete Krachi annual totals of below 40 in. as well as over 65 in. have been recorded), a figure of about 40 in. is normal in the north and 70 in. in the hilly part of the south. The difference between these figures and between the months in which the rain normally occurs in the two Sections is due to the fact that as the inter-tropical front on its northward and southward movements crosses the Southern Section earlier and later respectively than the Northern Section, the Southern Section comes under the influence of the moist south-westerlies for a longer period.

### **Boundaries**

9. The Territory is bounded on the south and west by the Gold Coast, on the north and east by Togoland under French Trusteeship. The southern and western boundaries are defined in the Anglo-German Conventions of the 1st July, 1890, and the 16th February, 1900. The western boundary follows the Volta, the Daka, and Kulusulu rivers to about 9° 25' N. (most of its length); from that point to its northern extreme it does not follow any well defined natural features. The northern and eastern boundaries were fixed by the Anglo-French Boundary Commission of 1927-29 and are exactly described in the Boundary Protocol of 1929. They follow natural features for the greater part of their course.

### **Administrative Arrangements**

10. The Territory, as has been seen, is a very thin strip running roughly north and south, while climatic, economic, ethnographic and linguistic boundary lines in this part of West Africa run roughly east and west. As a result, the people of the Southern Section with the exception of a few groups in the northernmost part of the Section have more interests in common with the people of adjoining areas of the Gold Coast than they have with the inhabitants of the Northern Section. Similarly, the interests of the Northern Section lie with those of the Northern Territories of the Gold Coast. (This feature will be apparent in all parts of the report.) As a result, the administration of the Southern Section as part of the Gold Coast Colony and of the Northern Section as part of the Northern Territories of the Gold Coast is as much in the interests of the people as it is a matter of administrative convenience. In particular it has been found that local government organisation develops successfully only where the people grouped within the local government unit have traditions and interests in common.

11. The Northern Section comprises, from north to south, parts of the Mamprusi, Dagomba and Gonja districts.

12. The headquarters of the Mamprusi District, the major part of which lies outside the Trust Territory, is at Gambaga in the Northern Territories. The Government Agent for this District is assisted by administrative officers, of whom one is also stationed at Gambaga and one at Bawku. There are no large towns in the Mamprusi area of the Territory. The headquarters of the Mamprusi District Council is at Nalerigu in the Northern Territories, but there are sub-divisional chiefs residing in the Trust Territory. Nalerigu is the traditional seat of the Nayiri or Chief of the Mamprusi.

13. That part of the Dagomba District which lies in the Territory is about 6,000 square miles and comprises about half of the area of the Dagomba District Council and the whole of the area of the Nanumba District Council. The Government Agent for the District is stationed at Yendi within the Territory and normally has an Assistant Government Agent stationed there to help him. Yendi is the largest town of the Northern Section, having a population at the time of the 1948 census of nearly 7,700. It is also the headquarters of the Chief of all the Dagombas living both in the Trust Territory and in the Northern Territories of the Gold Coast and the seat of the Dagomba District Council.

14. The area of the Gonja District in the Territory is small with a population of only 3,821. The principal centre is Kpandae, the headquarters of the Alfai Local Council. District headquarters and the seat of the Paramount Chief (Yabumwura) are at Damongo in the Northern Territories. In practice the area within the Territory is administered from the sub-district headquarters at Salaga where also resides the Divisional Chief (Kpembewura) for this area.

15. The administrative boundaries of the Northern Section districts are based on areas of traditional authority and kinship. Where, as in the cases of Mamprusi, Dagomba and Gonja, the area of the traditional authority extends both into the Northern Territories of the Gold Coast and the Northern Section of Togoland, this is because all the people in those areas owe allegiance to one traditional head. The loyalty to the Head Chief regardless of frontiers is apparent even among the smaller, more primitive tribes. It is fundamental to the success of the local government system in this area, even to its very acceptance. Political solidarity is further strengthened by religion. Common worship of the same fetish constitutes a very powerful bond between different peoples. Thus the B'moba, anxious to demonstrate their unity with the Northern Territories, draw attention to the frequency with which they sacrifice at shrines in that country, while the Nayiri pays similar duties to gods who live in Togoland.

16. The *Southern Section* is sub-divided into three administrative districts of Ho, Kpandu and Jasikan. The division was made during the year to fit in with the disposition of local authorities and it is hoped to establish a district council in each of the three areas. A Government Agent is available to advise local councils in each district. The most northerly of these three districts contains the former Krachi District, the Buem State and certain other divisions. These now constitute four local councils to which a fifth will be added when the Likpe-Lolobi local council is set up. Thus the non-Ewe areas of the Southern Section have now been formed into a single district and the headquarters of the Government Agent and District Council situated at Jasikan. The Ewe areas form two districts each with a Government Agent and each to have a district council. Each district will include small Ewe areas outside the Trust Territory. One has its headquarters at Kpandae and includes the former Akpini and Atando Native Authority

areas and Anfoega division which now constitute five local councils. Ho District in the south also comprises five local councils covering the area of the Hokpe and Asogli states.

17. There are in the Southern Section four towns declared as such under the Towns Ordinance: Ho, Kpandu, Hohoe and that part of Kpeve which lies in the Section. The main centres together with the population of each in 1948 are set out in Appendix I.

### Flora and Fauna

18. Although most of the Northern Section is not classed as forest, many valuable trees grow there despite the bush fires which ravage them every year. Most prized are the following: shea (*Butyrospermum parkii*) which produces the nuts from which most of the cooking fat used by the indigenous people is extracted, the fat being also exported to Ashanti; dawadawa (*Parkia filicoidea*) which is valuable for the food in its pods and becomes the main ingredients of one of the most palatable soups. Dawadawa is also exported to Ashanti. The baobab and other trees provide edible leaves which are used as vegetables. The pods of the silk-cotton tree (*Eriodendron anfractuosum*) contain kapok suitable for stuffing pillows, etc.; and its seeds are used in soup; the kapok was exported during the recent war for the manufacture of life-belts. Other useful trees include the indigenous mahogany and the imported teak, neem, and mango. Gum arabic from cassia (two varieties) might be capable of development. The wild fig trees and the scrubby bush which occupies most of the uncultivated land have little value other than shade and (indirectly) soil conservation. Medicines, soap, dyes and a type of salt are, however, produced from many of the otherwise useless leaves, shrubs and grasses.

19. Much of the Southern Section falls into the category of forest. The hill ranges are constituted as forest reserves and a variety of timber exists in the more level country. In the forest areas of Krachi are to be found odum, mahogany, wawa and ebony, all important timber trees exploited to a limited extent by local sawyers.

20. Wild animals are generally more numerous in the Northern Section and the eastern part of the Krachi area. Lions and leopards roam in the uninhabited areas but the population of most villages is sufficient to prevent them becoming a menace to domestic livestock. In recent years the once common hyaena has almost disappeared. Elephants trek through the country at times; there are hippopotami in the Volta and Oti rivers, and many other rivers, ponds and dams contain crocodiles. Snakes, lizards, monkeys and baboons are numerous. Twenty-seven species of fish, the majority edible, are on record as having been caught in the Oti river, the most common being the Niger perch, carp, chrysichthys and characin.

21. In the Ho and Kpandu areas where the density of population is over 70 to the square mile there is a dearth of the larger animals due to the presence in the past of large numbers of hunters. Old records refer to larger game in profusion. In the remoter areas one can still find antelope, bush buck and kob. From time to time hunters report the presence of "bush-cow". Considerable numbers of baboons exist in the Kpetoe and Togo Plateau hills and there are monkeys but no longer in large quantities. Smaller animals are present in much greater numbers, of which the "cutting-grass" (cane rat), squirrel, rat, porcupine and tortoise are the best known. There are great numbers of bats. Of the rare types of small animal, the short-tailed lemur and the spotted forest genet are occasionally seen. Lizards and geckos are to be found everywhere and iguanas are sometimes seen. Snakes of many

kinds exist : of these the commonest are the green mamba, the gaboon viper, the python (some of which reach great size) and the black cobra.

22. Birds, especially the smaller varieties, exist in profusion throughout the area. Along the Volta there are numbers of kingfishers, herons and waders. Bush fowl and green pigeon are to be found in large numbers though they are not so plentiful as, say, ten years ago. Occasional wild guinea fowl are to be seen. Hawks and owls exist in large numbers. Bustards and vultures are not so plentiful. Weavers, bee-eaters and swifts abound.

### Ethnic structure

23. The population of the Territory at the last census and an estimate of the African population in 1951 will be found at Appendix I. Non-Africans in 1948 amounted to less than .03 per cent. of the population. All of these, except one Asiatic, were Europeans. Although the African population increases steadily there is as yet no serious land shortage, nor has any movement of population been on such a scale as to bring about any marked economic or social consequences. Q. 2 & 3

24. The African inhabitants of the Territory are of two main groups—those of Sudanese origin and those of the true negroid type. Each group includes a large number of tribes.

25. The population of the *Northern Section* is made up of a large number of different tribes which, except for those of the Gonja District, are predominantly of Sudanic origin. In the Mamprusi area the people belong to the Mamprusi, B'moba, Kusasi, Konkomba, Busanga and Yanga tribes. To the South in the Dagomba District, are the Dagomba, Nanumba, Konkomba, Komba, Bodasu, Kukumbong and Chakosi tribes. Excluding the Chakosi, all these tribes fall into two main groups: those speaking one or other of the dialects of the Mole language group and those speaking dialects of the Gurma or Gruma group. Q. 2

26. Among the first group the Mamprusi and the Dagomba are the most important tribes in their respective areas, where they provide the ruling classes. They are fundamentally of the same stock and their traditions place their original home in Tonga, between Lake Chad and Wadai whence they came to the Gold Coast and Togoland by way of Zamfara, in Northern Nigeria, and the kingdom of Melle. It is interesting to note that the Dagomba of to-day consider themselves as the kin of the people of Zamfara and have the same facial markings. The Mamprusi and the Dagomba came as an organised group and tradition has it that they established themselves first at Pusiga near Bawku. Later they settled at Nalerigu near Gambaga, which is still the headquarters of the Mamprusi. Soon after the group had established itself there the leader's young brother broke away with his followers and moved to Wale-Wale where they founded the Dagomba dynasty. From Wale-Wale they are said to have moved southwards and spent some time at Diari before finally settling in Yendi, where their headquarters has ever since been. It has always been recognised that Mamprusi is senior to Dagomba and it used always to be the custom that the Dagomba should seek the approval of the Nayiri when appointing a new Ya Na. The Mamprusi and Dagomba both came as invaders of the lands they now occupy. After killing many of the leaders, particularly in Dagomba, and driving out others, they imposed their language and customs on those of the earlier inhabitants who remained. These invasions took place about 300 years ago and to-day the assimilation of the original inhabitants with the invaders is virtually complete. The Nanumba are an offshoot of this same stock who

occupied their present territory by conquest in a similar way. Some of the Kusasi chiefs claim to be pure Mamprusi and the Kusal language belongs to the same Mole group, but they are not in fact a pure race as they contain Frafra and Mamprusi as well as aboriginal elements. The other peoples of the original stock, the Moshi, Busanga and Yanga (who like the Kusasi inhabit the country north of the Gambaga Scarp), are recent settlers from outside the Territory who have immigrated in numerous groups and now owe allegiance to the Nayiri (Chief of the Mamprusi).

27. The second group comprises the B'moba and the Konkomba, with the smaller and closely allied tribes of Komba, Bodasu and Kukumbong. The Konkomba are locally believed to have inhabited the whole of the Mamprusi and the northern part of the Dagomba areas of the Trust Territory for as far back as legend relates. They are certainly the earliest immigrants still identifiable and probably also came originally from the Sudan. They were driven into their present territory along the banks of the Oti by the Mamprusi and Dagomba conquerors, where they have maintained their tribal identity and language although owing allegiance to the Nayiri or the Ya Na. Owing to pressure on the land, considerable numbers of Konkomba have migrated southwards in recent years to the less populated parts of Gonja and Krachi. The B'moba, who are a comparatively recent migration from the East, are identical with the Moba who inhabit the north-western portion of Togoland under French Trusteeship. They also have very close affinities with the Gurma people living further east in the same Territory; but their long association with the Mamprusi has produced so close a community of interests between them that they sometimes claim actual kinship with Mamprusi and point to their facial markings as evidence of this identity.

28. The remaining tribe of this area, the Chakosi, is of Akan stock, coming from the south-western corner of the Gold Coast and speaking a language closely resembling Nzima and Aowin of the Agni-Twi Group. Coming north originally as mercenaries of the Nayiri, they have settled in Northern Togoland with their principal town in the territory under French Trusteeship at Sansanne Mango. Those on the British side serve the Ya Na through their own Chief of Chereponi.

29. In the Gonja portion of the Territory the people are either Gonja, Nchumuru, Nawuri, Basare or Konkomba. In contrast with the Mamprusi or the Dagomba who came as tribes to conquer and settle their present land, the Gonjas seem to have come as a small raiding band from the West which could do no more than establish a ruling class. They lost their own Mandingo language except for a few words and now speak Guang—a language of the Agni-Twi group which was possibly the language of the original inhabitants of the Gold Coast before the influx of the Akan tribes. This is the language also of the Nawuri who probably came with the Gonjas as mercenaries or allies and who finally settled in the most easterly areas of the Gonja conquest. They serve Gonja chiefs. In more recent times a considerable influx of Basares and Konkombas has taken place to the extent that these now constitute more than half the population of the area.

30. Finally the Northern Section contains communities of Hausa and Yoruba traders in every town of any size.

31. In two of the Districts of the Southern Section the population is predominantly Ewe. Local tradition places the cradle of the Ewes in the Niger valley, in common with a number of Gold Coast tribes. It seems probable that a considerable migration south-westwards from that area did take place under pressure from the East some 500 or 600 years ago and it

is likely that the Ewe people formed one of the early waves of these migrations. Small pre-Ewe indigenous groups are also to be found but the superimposition of the Ewes has been so complete that no significant aboriginal culture or social pattern survives.

32. Between these Ewe districts and the Northern Section lies the Jasikan District which comprises a number of different peoples most of whom use Twi as a *lingua franca*. In the south of the District the most important unit in the past has formed itself around the Lefana Chief of Buem. The Krachi area is inhabited by a number of small but distinct tribal units which are historically linked to the Krachis by common allegiance to the fetish Dente. They have very different origins and languages. Tradition gives the first home of the Krachi, for instance, as Larteh, in the Gold Coast, and that of the Adele as Osu (near Accra). The Adjuati are said to have come from what is now Kotokoli territory, the Akrosu from Ashanti and the Ntrubu from Togoland under French Trusteeship, while the Nchumuru are allied to the Gonja of the Northern Territories. Linguistic characteristics tend to support these traditions, though Twi has now become a *lingua franca* for the entire area.

33. Modern immigrants are the Konkombas and Basares (considerable and growing peasant communities in the Krachi area). Migratory and transitory groups of other northern peoples are to be found in the Southern Section—normally associated with seasonal agricultural pursuits.

### Religious and social structure

34. The general characteristics of the religious beliefs of the people of the Northern Section are acknowledgment of the existence of a Sky God, Yini, Wene or Wuni, and an earth goddess, Tenga, the wife of the Sky God. Before a soul comes into the world it dwells in Yini and there, with the approval of the god, it chooses the form its life on earth shall take. But if the realisation proves unsatisfactory it is possible for a man to change his fate. A medium is consulted who will indicate his particular fetish, perhaps a stone or a tree, an animal or even a musical instrument, at which he must make his offerings to God. The need to propitiate the spirits of his ancestors is perhaps of greater significance to the individual. Misfortune is frequently attributed to their neglect, and special care is taken to propitiate them whenever decisions on family affairs are to be taken. The head of a lineage or clan has special duties to the spirit of its founder. When a man dies his son learns from a medium into what particular article, such as a pot or a hoe, his father's spirit has gone. This article is then treated with great care and a house is built for it. If the medium advises, food and drink may be offered to it. A man must also be careful of his own soul and so he keeps it in his private grain store and a woman keeps hers in a calabash. Just as a man propitiates the Sky God through various shrines so he must propitiate the Earth Goddess. But this is done through the Tendana who is the trustee of the land and the servant of the goddess. Man's life in the bush is so closely bound up with the earth that there is hardly anything he can do in which the Tendana is not concerned. If blood is shed, if there is war, if adultery or assault is committed, he must purify the land. He controls the allocation of land and anything found on it which is not the finder's property belongs to him. He receives the first fruits of the harvest and also beer which is offered to the land. The shrines of the land goddess are generally stones in sacred groves, and sacrifices and prayers are made there for good farming, good hunting, fertility, avoidance of pain, and in thanksgiving.

35. The bush also exercises a supreme influence, for there are living spirits in all its trees against which protection is necessary. Trees are put by

the people into three classes: some near their homes are the shrines of human spirits, even of God; some are those under which they sit and which have already become friendly and to these they sacrifice; but all trees in the bush are bad trees. No offerings are made to them but there is special medicine for protection against them. Black crosses are painted on stones near crops to guard against bad trees. In the world of the bush, man's environment is earth and sky and trees and in these he finds his religion. His life is thus bound up with the unseen, the spirits living in the shrines of the Sky God, the Earth Goddess and his ancestors, and the evil spirits of the trees.

36. This account of the fundamental religious beliefs in the Northern Section was once true of the whole area but to-day it does not apply to the Dagomba and the Nanumba. A debased form of Islam, which was long ago introduced with the waves of Sudanese invaders from the North-East, had a tremendous impact on the old religious ideas. It seems that the Mallams (Muslim Priests) had an ancient alliance with the Chiefs and that through this alliance they have been able to extend their influence. To-day, Islam is considered by the Dagomba to be the established religion. The Tendanas no longer have any power, and even their trusteeship of the land has been wrested from them by the Chief.

37. The Hausa communities are all practising Muslims, as are many of the Yoruba. There are Christians to be found around the World-wide Evangelisation Crusade at Kpandae and the Assemblies of God Mission stations.

38. In the Mamprusi area the B'moba and Konkomba are matrilineal; the Mamprusi are patrilineal. The B'moba practise exchange marriage and their emergence from the family group stage, from which the Konkomba have not yet emerged, is thought to be recent. The Mamprusi have organised political and military structures and both the B'moba and Konkomba have accepted Mamprusi rule.

39. The social structure in the Dagomba area is based on the extended family or clan, which is patrilineal. It is said that there are traces of matrilineal descent among the Tendanas.

40. In the Gonja area the normal unit is the family compound. There is one Gonja chief in Kpandae who is responsible for the greater part of the area, and under him are Nawuri, Nchumuru, Basari and Konkomba headmen of villages consisting of groups of compounds.

### Southern Section

41. The religion of the Krachi peoples is a primitive paganism akin to that already described and it contains some interesting theories about the soul. The Krachi and Nchumuru believe that each man and woman has two souls, one in heaven ("Kanakra") and one on earth ("Okra"). In times of trouble they either make clay figures to represent both souls or paint their figures on the wall, and make sacrifices to them. At death some believe the "Okra" returns to heaven, others that it takes up its abode in a nearby tree. In any event the clay figures are thrown into the bush or the paintings washed off the wall. The Adele believe in reincarnation. A dead man's soul goes to heaven but may return to the body of a descendant. A common man's soul may return but once, a more important person's twice, and an elder's up to seven times. Thereafter the soul retires to heaven to be worshipped as an ancestor. The Adele believe that the souls of criminals and offenders against the gods can be killed with the body by a certain ritual method of execution to prevent reincarnation. The Krachi religions also show several Akan influences and are remarkable for the number of Fetishes. Dente (at Kete Krachi), Brukung (at Shiare), and Fireko (at Adele Dadiase)

have reputations reaching far beyond the District and are visited by supplicants from distant parts of the Trust Territory and the Gold Coast. This fetish worship is primarily a fertility cult and supplicants beg, with offerings, for children, good crops and prosperity in business. The fetishes are also consulted for the identification of witches.

42. Land tenure is based on the Asasewura who performs, to some extent, similar functions to the Tendana for tribes living further North. To-day, however, his authority is confined to religious observances, and effective control over land and its distribution has passed to the hands of the chief and the local authority. In language, mode of dress, social structure and religion, most of these tribes are more akin to the Akan peoples of the Gold Coast than to those of the Northern Section who have already been described. The affinity, however, is by no means complete—in none of them for instance is descent matrilineal. On the other hand, the stool is the symbol of tribal authority and it is surrounded with familiar Akan ideas.

43. The religion of the majority of the population of the rest of the Southern Section is animist, but the activities of the Missions are vigorous and evident throughout the Section. The two principal Missionary bodies are the Ewe Presbyterian Church and the Roman Catholic Church. The former is very largely managed by natives of the Territory. Islam enjoys the adherence of the Hausa and Yoruba communities.

44. The early organisation of the Ewes appears to have been a loose alliance of independent divisions under one of the divisional chiefs whose leadership of the alliance was traditionally accepted, and even in the course of numerous wars the organisation was little influenced by the highly military organisation of the Akan tribes. It is likely that in the past the loose alliance functioned only in times of stress, and that the Ewes, being a peaceful agricultural people, had as their unit of government merely the small compact division, and this has survived till the present day. Within the division, the organisation is in sub-divisions; and within each sub-division in clans, the head of each of which is a member of the council of the sub-division. The sub-division corresponds to the village. The chief, who comes from the ruling family by patrilineal descent (although in cases where no surviving male of the direct line exists, matrilineal descent has been known to be accepted), does not, however, succeed to the stool by right of primogeniture. He is selected from all the available candidates of his family by a committee of the Stool Elders, of whom the Stool Father has by far the greatest influence. After his selection, the sub-chiefs, and after them the assembly of the people, must indicate their acceptance of him as chief before his election becomes valid. A chief is not a despot in his division, but a strictly constitutional ruler. He can exercise no power and give no instruction without the consent of his Council. His power is further limited by the right of criticism vested in the Asafo, the warrior class of the young men, through their Asafofia, who is regarded as the people's bulwark against possible despotism on the part of the chief—occupying a position analogous in some degree with that of the "tribunus plebis" in ancient Rome.

### Historical Survey

45. Little is known of the pre-Ewe history of the Southern Section. Some Ewe divisions have traditions of meeting other peoples while other divisions relate that they found the country unoccupied. It is probable that the Akpafus and the Lolobis are descendants of the earliest known inhabitants. Nor is it possible to determine accurately the relative order of arrival of the Ewes who came from the east and the smaller groups—eg., the Nkonyas, Bowiris and Akans—who came from the west. It is likely that the migrations from both the east and west covered a long period of time. Q. 4



46. The traditional history of the Ewe people has it that after the migration from the Niger Valley, they settled down in Nuatje, in what is now Togoland under French Trusteeship, but that they left there some 300 years ago, and gradually became split up into their present divisions and settled down in their present homes. Shortly after this it appears that the Akwamus, a neighbouring warlike Akan tribe in the Gold Coast, established an ascendancy over most of the inland Ewe tribes, which lasted roughly through the 100 years from 1734 to 1833. In the latter year, the Pekis, the best organised of the Ewes, rose against this dominion, and there followed a series of tribal wars, in which the Akwamus were assisted by the Awunas and Ashantis, while Peki led a loose agglomeration of the inland Ewe tribes.

47. The main event of this period of warfare was an invasion by the Ashantis between the years 1868 and 1871, in the course of which the German mission stations at Anum and Ho were destroyed, and the whole area occupied by the Ewes ravaged. As a result of this, the Pekis solicited the help of the British and after some campaigning, peace was restored and the independence of the Pekis assured within the Gold Coast Colony.

48. In 1884 Germany declared a Protectorate over Togoland, but the frontier between it and the Gold Coast was the subject of discussion for several years. In 1888 the frontier was settled as far as the confluence of the Daka and Volta rivers, while a neutral zone was left undivided to the north of this point. This boundary divided the Ewes and caused some disintegration of the organisation of the northern people since it placed part of the Dagomba, Mamprusi and Gonja Kingdoms under German protection, and part under British protection. Even when the Dagomba were divided by the Anglo-German frontier they maintained their unity as far as they were able and the election of Chiefs in the Gold Coast continued to be influenced by the Ya Na in German Yendi.

49. The Germans opened up a station at Krachi in 1894 and Dr. Gruner led expeditions farther northward in 1895 and 1897. In the latter year he violated the neutral zone and this led the British Government to denounce the agreement of 1888. In the negotiations that followed, the neutral zone was divided between the two governments by a treaty of 1899, the part lying to the west of the Daka river, and including Gambaga, being incorporated into the Gold Coast, while the eastern portion, including Yendi, became German. The boundary was defined in the Anglo-German Conventions of 1st July, 1890, and 16th February, 1900. Each Power then proceeded to develop its sphere of influence in its own way. The German system was to develop an administration through the medium of the unit of the village and their policy, with one or two exceptions, was to disintegrate the states; and every division, whether consisting of one or of several villages, was treated as a separate unit. The German Government recognised chiefs in so far as they could be utilised and they were allowed tribunals with a limited jurisdiction.

50. On the outbreak of war in 1914, a small force from the Gold Coast marched into Togoland from the west while the French invaded from the north and east, and the country was divided into French and British spheres of administration. On 20th July, 1922, His Majesty's Government was given a Mandate over part of the territory of Togoland, which was then administered as an integral part of the Gold Coast. By the British Sphere of Togoland Order-in-Council, 1923, it was decreed that 10,576 square miles of the Mandated Territory should be administered as part of the Northern

Territories of the Gold Coast. Investigations were made into tribal organisation and law, and were followed by a voluntary amalgamation of groups of independent divisions under chiefs. The present system of indirect rule took the place of the former German system.

51. In the Southern Section the 1890 Treaty had placed the Ewe-speaking Pekis and Anlos under British rule while virtually all the rest of the Ewes came under German rule. When in 1920, the British took over the administration of the mandated area of Togoland, two main questions immediately presented themselves in the Southern Section. The first was the Peki claim to suzerainty over all the Ewes. This claim dated back some 100 years, and substance was given to it by the undoubted acceptance by most of the Ewe tribes of Peki leadership during the Akwamu, Awuna and Ashanti wars. Meetings were held with all the chiefs of the Section and practically all denied that they ever paid allegiance to Peki. They stated that they were only allies in warfare against Ashanti and the Akwamus.

52. The second question was the introduction of some form of local government. It was clear that this could not be done successfully on a basis of the multitude of divisional units—some consisting of only one small village—into which the country had been divided by the Germans, and that some amalgamation was essential. It was agreed that this should be entirely voluntary, and steps were therefore taken to preach the doctrine of amalgamation, and to persuade the people of the advantages which unity would bring. This policy bore its fruits in 1929, when ten of the divisional chiefs met in Kpandu, created the Akpini State, and elected the Fia of Kpandu as their Fiaga (Paramount Chief). By the end of 1931, three States (Akpini, Asogli and Awatime) had been so formed, and the constitution of Buem (a predominantly Akan state in the far north of the section, the organisation of which the Germans had broken up) had been revived.

53. By the end of 1950 this process of amalgamation had been carried so far that with the sole exception of Anfoega, every Division or State within the Southern Section had been included in the area of a Native Authority. These Native Authorities were the forerunners of the present local councils. Their powers were centred round the operation of their treasuries, their courts and their local police. Their composition was predominantly representative of traditional chiefs, but the chiefs were themselves responsible to their subjects, and removable by them. The Native Authorities met with varying degrees of success, but without the experience they afforded both the people in their areas and their staff in the difficulties of local government, it would have been impossible to embark on the modern system of elected local authorities which has been such a feature in the Territory's development in the year under review.

54. At first the development of local government organisations took precedence over constitutional advance. But in recent years the Territory has been enabled to share the rapid constitutional advance taking place in the Gold Coast. In 1949 arrangements were made for the Southern Section to be represented in the Legislative Assembly while the new constitution which came into effect on the 1st January, 1951, provided for representation of the whole Territory in the new Legislative Assembly. In the Southern Section two stage elections by secret ballot were held while in the Northern Section and Northern Territories a single electoral college of 120 members conducted the elections. Since then with the introduction of the new local government system direct elections for members of local authorities have been held throughout the Territory: these were conducted by secret ballot in all except the Mamprusi District.

## PART II

# Status of the Territory and its Inhabitants

Q. 5

55. The basis of the administration of the Territory in law is the Trusteeship Agreement approved by the General Assembly of the United Nations at New York on the 13th December, 1946. The administration of the Territory in accordance with the Trusteeship Agreement is provided for by the Togoland under United Kingdom Trusteeship Orders-in-Council, 1949 and 1950, made under the Foreign Jurisdiction Act of 1890 together with the Administration (Togoland under United Kingdom Trusteeship) Ordinance (Cap. 96). The constitution of the Gold Coast and the Territory is set out in the Gold Coast Constitution Order-in-Council 1950, and the Gold Coast Constitution (Amendment) Orders-in-Council numbers 1 and 2, of 1952, the provisions of which are explained in Part V below.

Q. 6

Q. 7

56. Natives of the Territory, like natives of the Northern Territories of the Gold Coast, hold the status of British Protected Persons by virtue of the British Protectorates, Protected States and Protected Persons Order-in-Council, 1949, made under the British Nationality Act, 1948. In practice there is no difference in the Gold Coast or the Territory between British subjects and British Protected Persons: nor are any specific rights or responsibilities conferred in the Territory upon inhabitants of either sex which do not apply to persons living in the Gold Coast.

57. The peoples of the Territory enjoy in the United Kingdom and in its Colonies, Protectorates and other Dependencies the same guarantees as regards the protection of their persons and property as do the people of those Colonies, Protectorates and other Dependencies.

58. In law, members of immigrant communities, by which are meant non-natives of Togoland, have the same status as the indigenous inhabitants, except that (i) they are specifically prohibited by the provisions of the Administration (Togoland under United Kingdom Trusteeship) Ordinance (Cap. 96) from acquiring land, unless the permission of the public authorities has previously been obtained, and (ii) the suffrage for elections to the Legislative Assembly is confined to persons who are British Subjects or Protected Persons.

59. Aliens residing in the territory may acquire British nationality provided they fulfil the requirements of the regulations laid down for naturalisation. The law also provides that British Protected Persons who wish to become Citizens of the United Kingdom and Colonies may do so upon compliance with requirements less onerous than those applicable to aliens, but since for practical purposes in the Territory no distinction of status is made between British subjects and British Protected Persons, this is of purely academic interest to the Territory's inhabitants.

## PART III

# International and Regional Relations

60. During the year the West African Council was dissolved and its place Q. 10  
taken by a new body known as the West African Inter-Territorial Conference designed to adapt the machinery for inter-territorial consultation and collaboration to the advancing constitutional status of the territories concerned. Each of the British West African Governments is represented on the Conference by two members of their Executive Council (or Council of Ministers). The functions of the body are to consider (a) inter-territorial collaboration on research and on other social and economic matters; (b) international collaboration on such matters covered; (c) the estimates of the West African Inter-Territorial Secretariat; and (d) any other matters referred to it by the British West African governments.

61. The Conference's Secretariat is situated in Accra and includes amongst its duties the fostering of international collaboration with other non-British territories in West Africa, organising inter-territorial collaboration on technical subjects, supervising the administration of joint research services and co-ordinating the military and civil aspects of West African defence.

62. The first meeting of the Conference was held in Accra in July. It was attended by the Ministers of Agriculture and Natural Resources, and of Education and Social Welfare. Its discussions covered a wide range of subjects particularly in the field of research, a subject to which special reference is made in Chapter 9 of Part VIII of this Report.

63. The Commission for Technical Co-operation in Africa South of the Sahara (C.C.T.A.), comprising the Governments of Belgium, France, Portugal, Southern Rhodesia, the Union of South Africa and the United Kingdom, continues to maintain its programme of technical conferences, which during the past year have covered, among other subjects, housing research, nutrition and labour questions. Territorial representatives have participated in each of these conferences and Togoland has shared in the increasing exchange of knowledge and experience gained by the work of the Commission's four Information Bureaux and the Scientific Council for Africa which acts as scientific adviser to the C.C.T.A.

64. During the year representatives from the Administration attended a cattle trade conference with other British West African and with French authorities at Vom in Nigeria, a meeting of an Anglo-French civil aviation sub-committee to discuss the local application of recommendations made by the International Civil Aviation Organisation, and an international conference Q. 8  
on nutrition held at Pajara in the Gambia. The first meeting of the West African Regional Committee for Soil Conservation and Soil Utilisation which is sponsored by C.C.T.A. was held at Dakar in December and was attended by a representative of the Administration.

65. The Regional Committee for Africa of the World Health Organisation held its second session at Monrovia in August at which the Administration was represented. Since then visitors on behalf of the World Health Organisation and the United Nations International Children's Emergency Fund have visited the Gold Coast and projected measures of assistance have been discussed with them.

66. The work of the Mass Education and Community Development Section is recognised by UNESCO as an associated project. Requests were made to UNESCO during the year for an expert to advise on the running of mass education Rural Training Centres and for an expert to train editors of the Vernacular Literature Board in the preparation of literature in the vernacular. The work of the Mass Education Section in the Territory has been publicised by UNESCO in connection with its gift coupon scheme.

### Economic Association

Q. 11

67. In accordance with Article 5 (a) of the Trusteeship Agreement for Togoland under United Kingdom Trusteeship the Territory and the Gold Coast are treated as a single entity for purposes of administration and finance. Full economic equality exists between the Territory and the Gold Coast and there is no customs or other barrier between them. The economic life of the Territory is, to a great extent, bound up with that of the Gold Coast. All the main trading companies operating in the Territory have regional headquarters in Accra and it is in the urban centres of the Gold Coast that the principal natural markets for the Territory's exportable foodstuffs lie. The purchase of the cocoa crop is organised by the Gold Coast Cocoa Marketing Board (of the board of which one member is a Togolander) and other agricultural cash crops by the Gold Coast Agricultural Produce Marketing Board (see Part VI section 4, Chapter I). This latter Board has an arrangement with the Nigerian Produce Marketing Company, a company established by the Nigerian Produce Marketing Board, whereby the Company sells produce dealt in by the Gold Coast Board on an agency basis.

68. The Territory is not federated with neighbouring French territory for Customs or fiscal purposes, but arrangements have been made by which cocoa produced in the Territory is passed in transit through the sphere of Togoland under French Trusteeship and shipped from the port of Lome. Special customs and fiscal arrangements have been made by the Administration and the Government of Togoland under French Trusteeship; these were set out in Appendix III to the 1949 Report and have since been extended. There has been a similar extension of the range of goods which may be exported and imported between British and French administered Territory free of import and export controls. These measures are described in greater detail in Part X of the Report.

Q. 10

69. The people of the Territory do not view their future as one of isolation from their neighbours, and all envisage continuance of economic association with one or more neighbouring territories. Virtually the whole of the Northern Section of the Territory has for some time been demanding the integration of that Section into the Northern Territories of the Gold Coast. Groups in the Southern Section have for some time been variously demanding (a) the unification of the Territory with Togoland under French Trusteeship, (b) the unification of that part of the Territory inhabited by Ewe-speaking peoples with the areas of the Gold Coast and French Togoland inhabited by Ewe-speaking peoples and (c) the unification of the Territory with the Gold Coast. The demand for Ewe- and Togo-unification arose partly out of economic grievances but the movements have now become almost entirely political. The Visiting Mission in its report on the subject (T/1034) has made an assessment of the relative strength of the various groups. The Mission's report also records the attempt made during the year to establish a Joint Council for Togoland Affairs—an attempt which will be repeated in accordance with the General Assembly's resolution of the 20th December.

1952. This Council is designed to enable representatives of the people of the two Togolands to meet for discussion of all matters of common concern.

**Non-Governmental Bodies**

70. The only non-governmental bodies of an international character carrying on activities in the Territory are the missions, whose work is described in subsequent sections of the Report.

## PART IV

# International Peace and Security

71. The Gold Coast Police Force, which is raised and operated under Chapter 38 of the Laws of the Gold Coast, has the primary responsibility for internal order in the Territory. No special division of the Force has been constituted for use in Togoland, but one senior officer, 4 inspectors and 90 non-commissioned officers and constables are stationed in the Territory. These are administered as part of the Force as a whole and consequently no exact figures are available showing the division of cost between the Gold Coast and the Territory, but the estimated cost of policing the Territory during the year was £50,105.

72. The Police are normally unarmed, but are trained in the use of rifles. All subordinate officers are recruited from peoples of the Gold Coast including the Territory, while the senior grades are either natives of the Gold Coast and the Territory or are recruited from the United Kingdom. Detachments which are stationed in the Southern Section at Ho, Kpandu, Hohoe, Kete-Krachi and Kadjebi number 4 inspectors and 65 non-commissioned officers and constables, and are commanded by an Officer stationed at Ho. In the Northern Section there are detachments at Yendi and Saboba, totalling 25 non-commissioned officers and constables. These are generally reinforced after the rains by a detachment of mounted police from Tamale who carry out patrols in the Konkomba area. These Police are under the control of a Superintendent of Police stationed in Tamale.

73. With one exception all the local councils in the Southern Section run their own local police forces. The size of these is laid down by each council's establishing instrument; the 13 councils established by the end of the year are authorised to employ between them 7 inspectors, 29 non-commissioned officers and 76 constables. The powers of the local authority Police with regard to arrest with or without warrant and searching premises are similar to those of the Gold Coast Police whom it is their duty to assist whenever required to do so, but in practice their powers are restricted by the limited criminal jurisdiction of the local authority courts they serve. Recruitment is usually from among ex-servicemen with good records. The conditions of service have not changed substantially from those described at paragraph 117 of the 1951 Report, although rates of pay have been increased.

74. In the Northern Section local authority police forces are maintained by all four District Councils with an establishment in the Territory totalling 11 non-commissioned officers and 38 constables. In all cases the police are locally recruited and are generally natives of the States in which they are employed. As in the Southern Section conditions of service have altered little apart from increases in pay.

75. There are no military forces stationed in the Territory but its inhabitants are at liberty to enlist in the Gold Coast Regiment or in any of its auxiliary units. Units of the Regiment stationed in the Gold Coast would be available to serve in the Territory if required. The infantry battalions draw the majority of their recruits, all of whom are volunteers, from the Northern Territories of the Gold Coast (including the Northern Section of the Territory). Tradesmen must have received a middle school

education, and most of the recruits of this class come from applicants in the Southern part of the Gold Coast and the Territory. After passing a medical examination all recruits undergo a seven-month course of initial training at the Regimental Training Centre. The majority of officers are posted for a three-year tour of duty from United Kingdom regiments but already nine Africans have received the Queen's Commission and others are attending, or about to attend officer Cadet Training Units in the United Kingdom. One of these is a Dagomba.

76. The conflicting aims of the various political parties have resulted in a few minor breaches of the peace during the year, particularly when manoeuvring was taking place to produce the maximum impression on the Visiting Mission. Q. 13

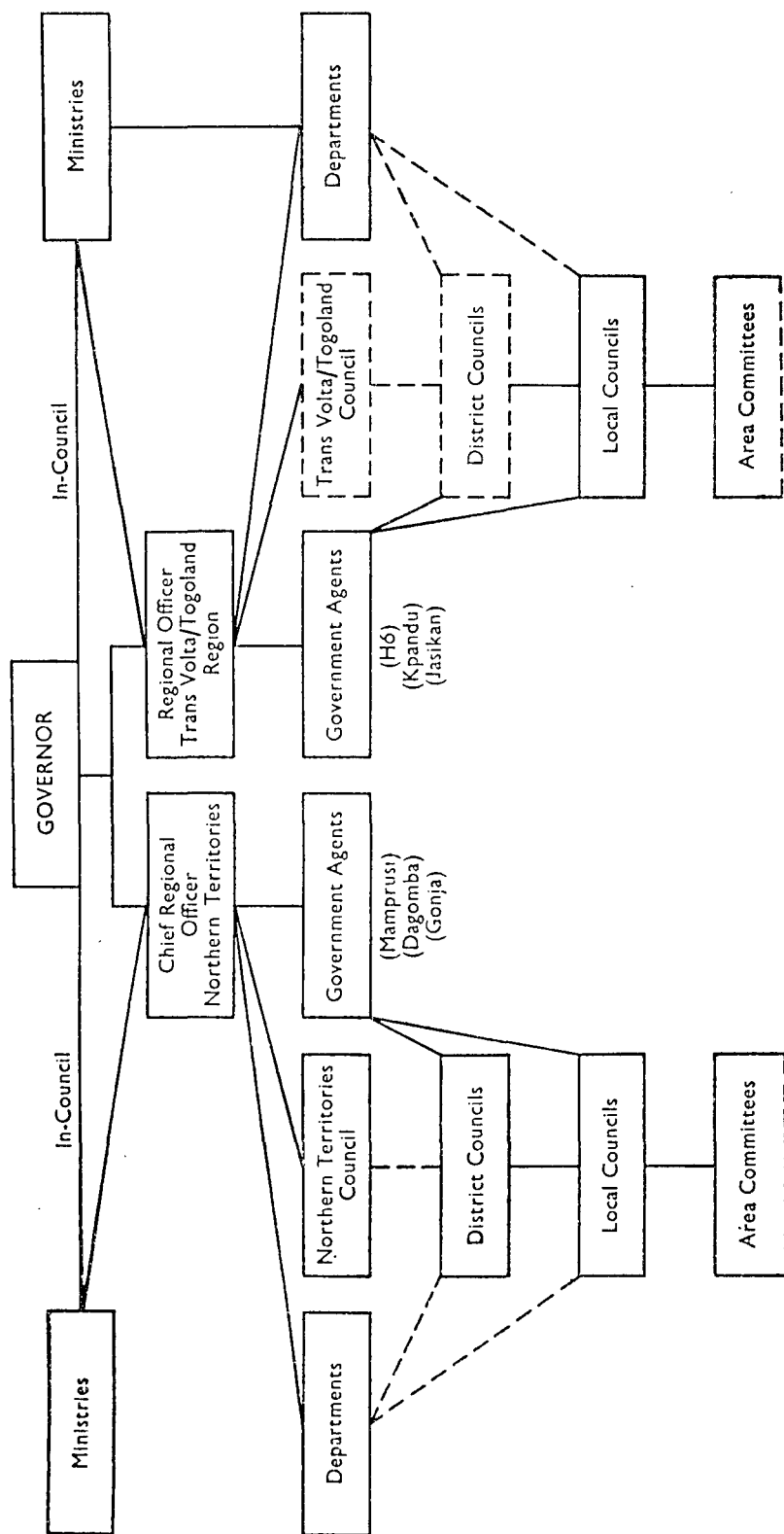
77. On the 7th June some 35 members of the Togoland Congress obstructed a road with a barrier at Goviefe Kowu with the intention of preventing the Prime Minister of the Gold Coast from travelling along the road. The barrier was removed by the Gold Coast Police and no further incidents occurred. Later fourteen persons appeared before the District Magistrate on charges of unlawful assembly and obstructing a public way. They were found guilty and two of them received a fine of £10 or 2 months' imprisonment and were bound over to keep the peace. The remaining twelve accused were bound over to be of good behaviour but their conviction and sentence was quashed on appeal. A similar incident occurred on the same day at Fume. Four persons who appeared before the District Magistrate on charges of unlawful assembly and obstructing the public way were fined £5 or one months' imprisonment in default of payment. They were also bound over to keep the peace.

78. At Hohoe on the 18th July, where some of the townspeople are opposed to the Convention People's Party, one of that party's propaganda vans was attacked and its occupants were assaulted. The van's loudspeaker was destroyed and its occupants had to seek the protection of the police, who gave them safe conduct to Kpandu. One person was later arrested and, having been charged with assault and causing damage, was found guilty, convicted and sentenced to two month's imprisonment.

79. In September, while the Visiting Mission was in the area, a fracas occurred between members of the Convention People's Party and followers of the Togo Union at Jasikan. A certain amount of damage was done but order was restored by the prompt arrival of the police. Sixteen arrests were made and fifteen persons charged with assault were found guilty. The disturbance is reported more fully as Appendix I of the observations of the administering authority on the Visiting Mission's special report on unification (T/1039). Thirteen of those charged were sentenced to nine weeks' imprisonment and the remaining two, who were women, were fined £3 and £2 respectively.



## THE STRUCTURE OF THE TERRITORIAL GOVERNMENT



NOTES: The Trans Volta/Togoland Council and District Councils in the Trans Volta/Togoland Region were not constituted at the end of 1952. No area committees had been set up by the end of the year.

## PART V

# Political Advancement

### CHAPTER 1.—GENERAL POLITICAL STRUCTURE

80. Her Majesty's Government in the United Kingdom is designated by **Q. 14** the Trusteeship Agreement for Togoland under U.K. Trusteeship as being **Q. 15** responsible for the administration of the Territory. A constitution has been provided for the Territory by Orders of Her Majesty the Queen in Council, made by virtue of the Foreign Jurisdiction Act of 1890. Her Majesty is advised by the Secretary of State for the Colonies on the appointment of the Governor and, as will be seen below, on the grant of her assent to certain bills reserved for her consideration. The Secretary of State is also responsible to the United Kingdom Parliament for the administration of the Territory.

81. While Her Majesty's Government in the United Kingdom exercises a broad general control over development in the Territory, the advancing constitutional status of the Gold Coast and the Territory, which are administered together as a single unit, has involved a greater assumption of control over day-to-day affairs by the elected representatives of the people themselves sitting in the Legislative Assembly. As will be seen, these representatives play an important part in the appointment and removal of the major part of the country's Executive; they discuss all legislation except the Constitution itself; and the entire budget of the country is presented for their scrutiny and is subject to their control.

82. The grant of greater responsibilities to the elected representatives of the people is considered to be the best way of preparing the Territory and its people to attain the objectives set out in the United Nations Charter.

83. The constitutional advance of recent years has been rapid, and the requirements of establishing a modern Government machine have inevitably involved a departure on a large scale from traditional systems and methods of government. Nevertheless care has been taken to ensure that neither the central legislature nor the new local Government bodies are divorced from the country's traditional authorities. These traditional authorities elect a number of members to the central legislature and approximately one third of the members of each local authority. They are not, however, required to elect these representatives from among their own number and in fact a high proportion of the representatives of the traditional authorities are not themselves traditional office-holders. Nevertheless in general their presence in the Assembly and local government bodies has helped to bridge the evergrowing gap between the people's tradition and the requirements of efficient and modern democratic government.

84. Constitutional advance is regarded as being a continuous process and was marked during the year by the establishment of the office of Prime Minister in substitution for that of Leader of Government Business. The functions of the office are described below. Dr. Nkrumah, who was Leader of Government Business, has been appointed Prime Minister. Moreover the Secretary of State after discussions with representative Ministers has

agreed to consider proposals for further constitutional reform to be submitted by the Gold Coast Government after consultations with the Chiefs and people of the country and the Territory. As a result the Prime Minister in October invited from all concerned recommendations under the following seven heads:—

(1) Whether all or any of the ex-officio Ministers should be replaced by Representative Ministers.

(2) Whether there should be any change in the procedure for appointing the Prime Minister and other Representative Ministers.

(3) The procedure for assigning portfolios.

(4) Whether the Assembly as at present constituted is the best form of representation of the country: whether a second House should be established, and, if so, in what form.

(5) The composition and terms of reference of a Commission of Enquiry into representational and electoral reform.

(6) The procedure for the determination otherwise than by the Governor of questions relating to local constitutional matters affecting the election and deposition of Chiefs, the disposal of stool property and political or constitutional relations between Chiefs under native customary law.

(7) Whether the provisions of the constitution relating to the Public Service should be altered.

85. The recommendations made will be collated and published. After considering them the Government will formulate its views and embody them in a White Paper for debate in the Assembly during 1953.

86. An important administrative reorganisation took place in the Southern Section during the year with the setting up of the Trans-Volta/Togoland Region and the appointment to it of a Regional Officer. Consequently amendments to that part of the Constitution relating to the election of the Territorial Members of the Assembly were made but these will become operative only when the next election of a Territorial Member takes place.

87. The most important advance of all took place in the field of local government with the implementation of the provisions of the Local Government Ordinance of 1951, which have involved the democratisation of local government councils, the modernisation of local government machinery and the readjustment, particularly in the south, of the units of local government so that these coincide most nearly with the wishes of the people. The year has been taken up first with the enquiries held in each area to ascertain local opinion on the proposed new councils and the areas to be covered by each, then in the drawing up of the instruments for each council, then in preparing the new registers of voters and the holding of elections and finally in making the new councils a living reality. During the year the local government reorganisation was completed in the Northern Section and all except one of the local councils in the Southern Section have been established. This remaining local council and the three district councils in the Southern Section should be established in 1953. It has been necessary to accept, in a number of areas, smaller units than were thought likely to achieve the maximum efficiency, since the people of those areas were reluctant to co-operate in larger units. This has involved some delay in the establishment of a number of local councils in the Southern Section and has also meant that the number of new councils is somewhat greater than was forecast in the Annual Report for 1951. There were already at the end of the year that the acceptance of a larger number of smaller units was being amply justified by the support given by the people to the new councils.

## CHAPTER 2.—TERRITORIAL GOVERNMENT

[*Note.*—A diagram illustrating in outline the structure of the Territorial Government is on p. 18.]

### (i) The Executive Council

Q. 17, 20

88. The present Constitution provides for an Executive Council (otherwise known as the Cabinet) which is the principal instrument of policy for the whole of the Gold Coast and the Territory. (The Governor must consult the Executive Council in the exercise of all his powers except a strictly limited number described below, which he is empowered to exercise in his discretion. Moreover the Governor must act in accordance with the advice of the Executive Council except in special circumstances described in the Royal Instructions.

89. The Governor is the Council's President but provision is made for the Prime Minister to preside in his absence. In addition to three ex-officio Ministers (Defence and External Affairs, Justice and Finance) the constitution provides for not less than eight representative members appointed from the Assembly, all of whom are Ministers and may or may not hold portfolios.

90. In appointing the Prime Minister, the Governor submits to the Legislative Assembly for its approval the name of the person, being a member of the Assembly whom he proposes. The Assembly is required to consider and resolve whether the Governor's choice should be approved. If the Governor's choice is approved the person concerned is then appointed by the Governor to be the Prime Minister. The Representative Ministers are appointed in similar fashion except that the Governor is required to consult with the Prime Minister before submitting a list to the Assembly for approval. Allocation by the Governor of portfolios to representative members requires prior consultation with the Prime Minister, as does any withdrawal or alteration of portfolios.

91. The Assembly may by a resolution supported by not less than two-thirds of all its members request the Governor to revoke the appointment of any member of the Executive Council and the Governor will revoke the appointment accordingly. A Representative Member may also have his appointment revoked by the Governor if, on the Governor's submission of a case and after consultation by him with the Prime Minister, the Executive Council so resolves.

92. Decisions are taken in the Executive Council by simple majority. A quorum is five in addition to the Governor or other member presiding.

93. From the above it will be seen that the constitution provides:

(a) for the Governor to act in most matters on the advice of the Executive Council and so for the Executive Council to exercise real control over Government policy;

(b) for the majority of the Executive Council to be appointed from the Assembly with the concurrence of the Assembly and to be removable by the Assembly;

(c) for a considerable measure of collective responsibility to be enjoyed by the Executive Council.

Q. 19

## (ii) The Legislative Assembly

94. The Legislative Assembly comprises representatives of all parts of the Gold Coast and Togoland under United Kingdom, Trusteeship without distinction between the various sections of the population. It consists of:—

a Speaker (elected by the Assembly but not necessarily from among its members);

three Ex-officio Members (the Ministers of Defence and External Affairs, Justice and Finance);

six Special Members (three elected by the Chambers of Commerce and three by the Chamber of Mines: only two of these members have votes on any question for decision in the Assembly itself); and

seventy-five elected members;

making a total of a Speaker and 84 members in all.

95. The elected members are divided as follows:—

<i>Gold Coast Colony:</i> (excluding that part in the Trans-Volta/Togoland Region).	4 members elected from the municipalities;
	16 members elected from rural constituencies;
	9 Territorial Members elected by the Joint Provincial Council—a body comprising the traditional heads of states in the Colony.
<i>Ashanti:</i>	1 member elected from the municipality of Kumasi;
	12 members elected from rural constituencies;
	6 Territorial Members elected by the Asanteman Council.
<i>Trans-Volta/Togoland Region:</i>	5 members elected from rural constituencies;
	3 Territorial Members elected by the Trans-Volta/Togoland Electoral College which is comprised of one representative of the traditional members of each local authority in the Region. One at least of these three members must be a native of the Southern Section of Togoland, owing allegiance to a traditional authority in the Section.

<i>Northern Territories including the Northern Section of the Territory:</i>	19 members elected by a special electoral college for the area.
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96. A Deputy Speaker is chosen by the Assembly from among its members.

97. The Legislative Assembly has power to pass laws (called Ordinances) for the peace, order and good government of the Gold Coast and the Territory, and to make its own Standing Orders.

98. Government policy is decided by the Executive Council and Government bills are introduced by Ministers for consideration in the Assembly. The Legislative Assembly debates the bills and may approve, modify or reject them. Any member may introduce a bill or propose a motion for debate ; but unless the prior consent of the Governor has been obtained the Assembly may not proceed upon any bill, amendment motion or petition which :—

- (a) would amount to a money measure ;
- (b) would affect the salaries or conditions of service of public officers ; or
- (c) would provide for the final determination of questions relating to constitutional matters affecting traditional authorities.

Two important limitations placed by the constitution on the legislative powers of the Assembly are, first, that any law which may be inconsistent with the Trusteeship Agreement in respect of the Territory is to the extent of that inconsistency void so far as the Territory is concerned, and, secondly, that no law may make persons of any racial community liable to disabilities to which persons of other such communities are not made liable.

99. In February of each year the Minister of Finance introduces the Appropriation Bill (containing the estimated financial requirements for expenditure on all Government services during the coming financial year). The Appropriation Bill and draft estimates are discussed by a Committee of the whole Assembly. Any member may if he wishes move that any item or sub-head of the estimates shall either be reconsidered, reduced or deleted. After approval of the Bill any proposals for expenditure on new services not covered by the Appropriation Ordinance or in excess of the total sums approved are referred to the Standing Finance Committee of the Assembly. This consists of the Prime Minister as Chairman, the Minister of Finance, one other Minister appointed by the Prime Minister and not more than nine other members appointed by the Speaker.

100. A detailed description of the method by which Assembly members are elected is provided in Chapter 4. The main qualifications required of a candidate are that he must not be the holder of a public office and must be a British Subject or British Protected Person of 25 years of age or more, he must have sufficient ability to speak and to read the English language to enable him to take an active part in the proceedings of the Assembly. A members' term of office normally lasts until the next dissolution of the Assembly.

101. The Assembly is dissolved by the Governor not more than four years from the date of the return of the first writ at the last preceding general election. There must be a session of the Assembly at least once in every year but a session may consist of a number of meetings. The 1952 session was opened on the 29th January and prorogued on the 18th October. There were three meetings, consisting of a total of 77 sittings, during the year.

102. A quorum of the Assembly is 25 members.

103. The proceedings are conducted in English. The Minutes of the proceedings are kept by the Clerk to the Assembly who must record the names of Members attending and all decisions of the Assembly. These are if possible circulated to members before the next sitting. An official report of the proceedings, which is as nearly as possible verbatim is also prepared. Arrangements have been completed for proceedings in future to be tape recorded and for a printed verbatim record to be made available to the public and members by 7.30 a.m. on the morning following the sitting.

## Q. 17 (iii) The Governor

104. The chief administrative officer for the Gold Coast and the Territory is the Governor and Commander-in-Chief. His Office is established by Letters Patent passed under the Great Seal of the Realm which also lay down who shall administer the government when the Governor is absent or for any reason unable to exercise the functions of his office. Royal Instructions have been issued to the Governor which require him to consult with the Executive Council in the formulation of policy and in the exercise of all other powers conferred upon him except certain powers which he is specifically authorised to use in his discretion. Examples of these exceptions are the power to appoint Ministers and the control of the Public Service. The Governor may, with the prior approval of the Secretary of State or without such prior approval if urgent necessity so requires, act against the advice of the Executive Council if he considers it "expedient in the interests of public faith, public order or good government".

105. Various rules as to procedure are laid down to be observed by the Governor and the Legislative Assembly in making laws. The Governor is prohibited from assenting to Bills which fall within certain classes without first having obtained Her Majesty's instructions. These classes include any Bill:—

- (a) for the divorce of married persons ;
- (b) affecting the currency of the Gold Coast or banking ;
- (c) imposing differential duties ;
- (d) providing for the final determination of questions relating to constitutional matters affecting traditional authorities ;
- (e) inconsistent with existing treaty obligations ;
- (f) affecting the discipline or control of Her Majesty's naval, military or air forces ;
- (g) of any extraordinary nature and importance which would prejudice Her Majesty's prerogative or the rights and property of Her Majesty's subjects residing outside the Gold Coast or the trade, transport or communications of any part of Her Majesty's dominions or protectorates ;
- (h) containing provisions to which the Royal Assent has once been refused.

The Governor may, if urgent necessity so requires, assent to any of such Bills (except one inconsistent with treaty obligations) but must immediately send to Her Majesty the Bill and his reasons for so assenting. Provision is made for the preservation of customary laws, rights and interests. The Governor is instructed, to the utmost of his power, to promote religion and education among the inhabitants, and he is especially to take care to protect them in their persons and in the free enjoyment of their possessions, and by all lawful means to prevent and restrain all violence and injustice which may in any manner be practised or attempted against them. Regulations are made for the exercise of the power of pardon in capital cases, and provision is made for the setting up of a Committee to exercise the functions of the Executive Council in relation to capital cases.

106. No use has yet been made by the Governor of his reserve powers. The following provisions are made for the exercise of these powers and for the constitutional control of their use. If the Governor considers that it is expedient in the interests of public order, public faith or good government that any Bill introduced or motion proposed in the Assembly should have effect and if the Assembly fails to pass such Bill or motion within such

time and in such form as the Governor may think reasonable and expedient, the Governor may declare that the Bill or Motion shall have effect. The expressions "public order, public faith or good government" in this context, include responsibility of the Gold Coast as a territory within the British Commonwealth of Nations and all matters pertaining to the creation or abolition of any public office or the salary or other conditions of service of any public officer. The Governor may not make any such declaration except under the following conditions:—

(a) in accordance with a resolution of the Executive Council ; or

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

The Secretary of State may revoke any such declaration other than a declaration relating to a Bill.

107. No Bill becomes law until the Governor has assented to it in Her Majesty's name or Her Majesty has given her assent. The Governor must, unless he has been authorised by a Secretary of State to assent, reserve for Her Majesty's pleasure:—

any Bill which is in any way inconsistent with the provisions of the Order in Council ; any Bill which determines or regulates the privileges, immunities or powers of the Assembly or its Members.

Any law to which the Governor has given his assent may be disallowed by Her Majesty.

#### (iv) Organisation of Government

Q. 16

108. The following table shows the allocation of portfolios at the end of the year and the grouping of departments under each Ministry.

##### *Office of the Prime Minister and Ministry of Development*

The Prime Minister's Office deals with all business in the Assembly. The Prime Minister also holds the portfolio of Development.

##### *Ministry of Defence and External Affairs (Ex-officio Minister)*

(This includes the Chief Secretary's Office which deals with such public service questions as are not the concern of the Public Service Commission.)

Regional Organisations,  
Information Services,  
Police,  
Printing,  
Overseas Representation.

##### *Ministry of Justice (Ex-officio Minister)*

Law Officers,  
Registrar-General,  
Stool Lands Boundaries Settlement Commission.

##### *Ministry of Education and Social Welfare*

Education,  
Prisons,  
Social Welfare and Community Development.



*Ministry of Finance (Ex-officio Minister)*

Treasury,  
Customs and Excise,  
Income Tax,  
Bulk Food Purchase,  
Statistics.

*Ministry of Agriculture and Natural Resources*

Agriculture,  
Animal Health,  
Fisheries,  
Forestry,  
Game,  
Soil and Land-use Survey,  
Tsetse Control.

*Ministry of Commerce and Industry*

Commerce and Industry,  
Geological Survey,  
Mines.

*Ministry of Communications and Works*

Civil Aviation,  
Electricity,  
Meteorological Services,  
Posts and Telecommunications,  
Public Works,  
Railways and Harbours,  
Transport,  
Rural Water Development.

*Ministry of Health and Labour*

Labour,  
Medical.

*Ministry of Local Government and Housing*

Local Government organisation,  
Lands,  
Surveys,  
Housing,  
Town and Country Planning.

109. Each Minister normally has a Ministerial Secretary to help him. These Ministerial Secretaries are appointed by the Governor, after consultation with the Prime Minister, from among the members of the Assembly and are the counterpart of Parliamentary Under Secretaries in the United Kingdom. The Ministerial Secretary to the Ministry of Labour is the Southern Togoland Territorial Representative to the Assembly. Another Ministerial Secretary, that to the Ministry of Development, was formerly the Secretary of the Dagomba Native Authority and although born just outside Togoland, has resided for many years at Yendi. Each Minister also has a Permanent Secretary who is a senior civil servant and who, subject to the general direction and control of the Minister, exercises supervision over the department or departments in the charge of his Minister.

110. The Territory is represented in the Legislative Assembly by the following members:

Mr. F. Y. Asare—Territorial Member elected by the Southern Togoland Council.

Mr. G. O. Awuma—Member for the Akpini-Asogli constituency.

Mr. Joseph Kodz—Member for the Buem-Krachi constituency.

Apart from Mr. J. H. Allasani, Ministerial Secretary to the Ministry of Development, mentioned above, two of the 19 persons elected by the Northern Territories Council to the Assembly are Togoland by birth and a further five are members of tribes living partly in Togoland although they themselves live near but not in the Territory.

#### (v) Administration of the Territory

Q. 18

111. As already stated, the provisions of Article 5 (a) of the Trusteeship Agreement for the Territory are carried into effect by the Togoland under United Kingdom Trusteeship Orders in Council, 1949 and 1950. These provide that the laws in force in the Gold Coast Colony and Northern Territories shall, except in so far as any of their provisions may be repugnant to the terms of the Trusteeship Agreement, be the laws in force in the Southern and Northern Sections of the Territory. In practice there are a few laws which apply solely to the Territory or its sections but for the most part the laws of the Gold Coast Colony and the Northern Territories are the laws of the Territory.

112. In the Northern Territories, including the Northern Section of the Territory the Governor is represented by a Chief Regional Officer (formerly known as the Chief Commissioner) whose headquarters are at Tamale in the Northern Territories. In the Southern Section he is represented by the Regional Officer in charge of the Trans-Volta/Togoland Region with headquarters at Ho in the Territory. Responsible to these two officers are administrative officers or "Government Agents" in charge of, or stationed in, districts. In the north, Government Agents are stationed at Bawku, Gambaga, Yendi and Salaga. In the Southern Section they are stationed at Ho, Kpandu, and Jasikan, the last named district comprising the Akan or predominantly non-Ewe areas of the section. These administrative officers are responsible for the general administration of their districts, and, in co-operation with the professional and technical departments, for the welfare of the inhabitants and for the guidance of local authorities. Although the Government Agent keeps in the closest possible touch with all aspects of local government in his area, he holds no statutory position within the local authorities. He may however advise them and report to the Minister of Local Government on their affairs. In the Northern Section and in the Krachi area of the Southern Section administrative officers also exercise magisterial functions.

113. Until the year under review administrative officers also exercised certain powers in constitutional matters which in some cases amounted to the power of reviewing a State or Divisional Council's finding on a constitutional issue. These powers are no longer exercised by administrative officers as a result of the enactment of the new State Councils Ordinances, but if, in the opinion of the Governor, a State Council is unable to arrive at a decision in a constitutional matter, he may appoint a Committee of Inquiry. The Governor's decision made in the light of the Committee's report is final and conclusive.

114. Administrative officers are normally members of the Colonial Administrative Service appointed by the Secretary of State who retains ultimate responsibility for their careers within the framework of the Unified Colonial Service. The basis on which officers are appointed is described in greater detail in the following chapter. During the year legislation was enacted which provided for members of the Junior Civil Service, for indigenous officers of the Senior Civil Service appointed after April, 1952, and for any existing officer of the Senior Service who so opted to become members of the local service of the Gold Coast and the Territory for which the Governor assumes a large part of those responsibilities formerly borne by the Secretary of State. It is also provided that after the 1st November, 1952, all expatriate officers appointed on non-pensionable terms for a specified period should be members of the Gold Coast Local Service.

#### Q. 20 (vi) Advisory Councils

115. The only body advisory to the Administration in the Northern Territories and the Northern Section is the Northern Territories Council, which has been in existence since 1946 but which was given statutory recognition by the Northern Territories Council Ordinance, 1952, enabling it "to meet from time to time for the purpose of deliberating upon the welfare and interests of persons in the Northern Territories" (including the Northern Section of the Trust Territory). The composition of the Council is determined by Regulations made during the year by the Governor in Council, and these prescribe that the Council shall consist of 22 members, 21 of them elected by District Councils in the Northern Territories and Northern Section, and one elected by a combined meeting of the Yeji and Prang Local Councils (both in the Northern Territories). The need for sectional representation of the population does not arise.

116. The following members of the present Northern Territories Council are resident in, or natives of, the Trust Territory:—

- (1) Mr. J. H. Allasani.
- (2) Mr. S. Sumani, Bogu-Na (Chief of Bogu).
- (3) Mr. S. S. Alhassan.
- (4) Mr. Amadu Seidu.
- (5) Mr. Adam Amandi.
- (6) Mr. Sambian Selim.

The first two were elected by the Dagomba District Council to represent the Karaga, Mion, Kworli, Sunson, Yendi, Chereponi, Gushiego, and Yelzori Local Council area, the first two of which are partly and the rest entirely within the Trust Territory. The third was elected by the Nanumba District Council, the area of which is entirely within the Trust Territory, to represent it. The fourth and fifth were elected by the Mamprusi District Council to represent four local council areas in Kusasi, which lies partly within and partly outside the Trust Territory, and the sixth was elected by the same District Council to represent (with one other member) six local council areas in South Mamprusi of which two (Yunyoo and Bunkpurugu) fall entirely within the Trust Territory.

117. The Northern Territories Council met twice in the year under review, the eleventh (an extraordinary) session taking place at Tamale (in the Northern Territories) on the 15th January, and the twelfth session taking place also at Tamale on June 3rd and 4th. The Council was reconstituted in October and a meeting of the new Council is to be held in January, 1953.

Discussion takes place in English and in the vernacular languages of the members (in the new Council only English is to be spoken) and a verbatim record is kept of the debates in English.

118. The Southern Togoland Council held two extraordinary and two emergency sessions during the year. It met on three occasions during emergency sessions and on five occasions at its ordinary session. The final meeting was held on the 19th of June.

119. The functions of the Southern Togoland Council are to be taken over by the larger Trans-Volta/Togoland Council as forecast in paragraph 142 of the 1951 Report. The following persons were the representatives elected by the Native Authorities to the Southern Togoland Council:—

**Asogli:—**

Nene Noe Keteku II.  
Mr. Martin K. Osai.  
Togbe Tenkoloe Kwaku II.

**Atando:—**

Togbe R. K. Buami VI.  
Togbe J. Y. Q. Sekyere I.  
Mr. E. F. Tsogbe.

**Akpini:—**

Togbe D. K. Agboka V President.  
Mr. A. N. Y. Atakuma.  
Mr. E. K. Baku.

**Awatime:—**

Togbe Adjatekpor V.  
Togbe S. W. Atsridom IV.  
Mr. T. K. Doe.

**Buem:—**

Nana Appew IV.  
Nana S. T. Owusu IV.  
Mr. F. Y. Asare (Member of the Legislative Assembly).

**Krachi:—**

Nana Mprah Besemuna II.  
Nana Kwabena Gyamfi I.  
Mr. Albert K. Danson.

**Ayonkudo:—**

Mr. Nicholas Frank Prempong.  
Mr. Edwin Kwasi Mensah.  
Mr. Joseph Kwami.

The Council's minutes are kept in English.

120. The Trans-Volta/Togoland Council Ordinance became law on the 18th of April and makes provision for the establishment of a Trans-Volta/Togoland Regional Council. It will meet from time to time at Ho for the purpose of deliberating upon matters affecting the welfare and interests of persons in the Trans-Volta/Togoland Region. The council had not been formed by the end of the year and consultation was taking place as to its membership and the method of representation to be adopted. The Ordinance provides for the council to be constituted by representatives

elected by the local authorities. It has been widely accepted by public opinion that the creation of a council for the region would be preferable to the retention of a council exercising functions over the Southern Section only. This council will enable the neighbouring Ewe groups in the Gold Coast and the Ewes in this Section to work together in a common institution.

121. The conduct of the council's business and its records will be in English.

122. The State Councils (Colony and Southern Togoland) Ordinance, which came into force in 1952, provides for four state councils:—Akpini, Asogli, Hokpe and Buem. These councils may submit to the Governor in Council recommendations for the modification of customary law relating to any subject in force in their states. The Governor in Council may direct that the customary law declared or recommended by a state council shall be in force in any specified area. A state council may, in addition, impose customary constitutional sanctions and make any customary award up to the value of £50.

123. The membership of each state council is governed by the numbers of divisions in the state, each division having one representative on the state council. The relevant numbers are as follows:—Akpini State: 23, Asogli State: 28; Hokpe State: 10 and Buem State: 7.

### CHAPTER 3. THE CIVIL SERVICE

Q. 22

124. As a result of the adoption by the Administration of the Report of the Commission on the Civil Service of the Gold Coast, 1950-51 an entirely new structure for the civil service was introduced on the 1st April, 1952. Essentially the structure was based upon that of the United Kingdom Civil Service. The former division between the Senior Service and the Junior Service has disappeared and any junior officer now has prospects of promotion to a senior post through the introduction of the new executive class which is divided into Executive Officers, Higher Executive Officers and Senior Executive Officers.

125. On the 1st November, 1952, the Local Civil Service of the Gold Coast was established under the Local Service Order, 1952. This Local Service automatically included the holders of all posts on salary scales starting below £650 per annum. It also included African officers who were appointed to the public service after the 1st April, 1952, and all expatriate officers appointed or re-appointed to the Public Service on or after the 1st November, 1952, on non-pensionable terms for a specified period, whether the contract is renewable or otherwise.

126. The statutory Public Service Commission, which was set up during 1951, continued its functions of advising the Governor on questions relating to the appointment, promotion, transfer, dismissal and other disciplinary control of public officers and certain other matters affecting the public service. Its membership is to be increased from 3 to 4 making a composition of 2 overseas officers and 2 Africans.

127. In a report of the Select Committee of the Legislative Assembly appointed to consider the report of the Lidbury Commission, the Africanisation and recruitment policy of the Government was reaffirmed. This provides inter alia:—

(i) That when a vacancy occurs in any post (other than posts normally filled by promotion of serving officers) no consideration should be given

to the recruitment of an expatriate unless and until, after examination of the claims of all Gold Coast African candidates, the Public Service Commission is satisfied beyond reasonable doubt that no such qualified and suitable candidate is available.

(ii) That if no African candidate is available, an expatriate should be recruited, if possible on contract or temporary secondment.

(iii) That if an African is in training to qualify for the post, the duration of the contract offered to an expatriate should be determined by the date when it is expected that a qualified African will be available.

(iv) That if there are no reasonable prospects of local candidates becoming available in the foreseeable future, the length of the contract offered to an expatriate should be governed by the market conditions.

(v) That if it is not possible to engage expatriates on contract to fill posts for which no Africans are available, then expatriates may be recruited on pensionable terms.

(vi) That in every case where an expatriate officer is appointed on contract, suitable arrangements should be made to ensure that a Gold Coast African is available to take over at the expiration of his contract.

(vii) That there shall be no lowering of standards and in consequence no lowering of qualifications now prescribed for appointment.

(viii) That promotions within the Service should continue to be on merit alone without regard for colour, and the claims of meritorious Public Officers in the Service should take precedence over those not already in the Service.

(ix) That the retrenchment of expatriate officers in favour of Africans is not contemplated.

(x) That in filling vacancies, citizens of other neighbouring West African territories who apply in response to advertisements published locally should not be given equal claims with citizens of the Gold Coast and Togoland under the United Kingdom Trusteeship, but their applications for employment should be considered along with those of expatriate candidates.

(xi) That citizens of other neighbouring West African territories who have been resident in the country for 8 years or more should be considered for purposes of recruitment as citizens.

In applying these principles, no distinction is made between citizens of the Territory and citizens of the Gold Coast.

128. Recruitment into the Service is effected by selection from applicants who apply in response to advertised vacancies, following interviews by Selection Boards, and, where considered appropriate, by open competitive examinations. Various training schemes which have been formulated by departments and approved by the Public Service Commission have been used as the basis for training members of the departments to qualify for higher appointments. Where facilities for higher academic and professional training are not available locally, scholarships are awarded to suitably qualified Africans to train overseas to qualify for appointment to administrative, professional and technical posts. As has been previously stated, the people of the Territory are treated on equal terms in the matter of the award of these scholarships, as in appointments. Apart from English, which is the official language, there is no particular insistence that the inhabitants of the Territory should study any one or more local languages.

129. In accordance with the recommendations of the Lidbury Commission, a Recruitment and Training Branch has been established in the Chief Secretary's Office. This branch, which is under the supervision of a Director who has taken over the functions and duties of the former Commissioner for Africanisation, is responsible for the following:

- (a) planning of recruitment programme and policy;
- (b) liaison with the Public Service Commission;
- (c) review of qualifications of posts;
- (d) liaison with educational institutions, e.g. the University College of the Gold Coast, Kumasi College of Technology, etc.;
- (e) training policy and programme;
- (f) departmental training schemes;
- (g) scholarships and liaison with students abroad.

In order to speed up the Africanisation policy of Government, a working party on Africanisation was set up during the latter part of the year, under the chairmanship of the Director of Recruitment and Training, with the following terms of reference:—

To examine, in consultation with the respective ministries and heads of departments, the present state of each department in relation to the proportion of Africans in each grade and the means by which this proportion may be increased.

130. The working party has begun operations but it will be some time before its report will be ready.

131. At the end of the year 1952 there were 653 Africans holding senior posts in the Public Service, of whom eleven were citizens of the Territory. The proportion is admittedly low but with the acceleration of the educational programme and of scholarship awards, in which persons from the Territory participate equally with other citizens of the Gold Coast, an improvement in the proportion can be confidently expected in the future.

#### CHAPTER 4. SUFFRAGE

Q. 23

132. Elections to the Legislative Assembly were last held in 1951 and a full account of these elections appears in paragraphs 123–129 of the report on the Territory for that year.

133. The systems in force in the Northern and Southern Sections for the election of Members to the Legislative Assembly are entirely different. The reasons for this are explained in paragraph 128 of the Togoland Report for 1950. In the north all the 19 members of the Legislative Assembly for the Northern Territories and the Northern Section are elected by a single electoral college which is based on the Northern Territories Council. To this Council's membership of 16 are added further members elected by district councils on a basis of one for every 10,000 persons in each district council area (at present 104), with the result that the electoral college has at present 120 members. Both the Northern Territories Council and the district councils were at the time of the last elections representative of all Native Authorities in the Northern Territories and Northern Section. With the change-over from Native Authorities to local and district councils the Electoral College, when now it meets, is representative of bodies which are themselves constituted on the basis of a virtually universal adult suffrage.

Members of the electoral college must be adult natives of the northern area and have paid their rate for the current or preceding year. They may be of either sex. Candidates for election to the Legislative Assembly must be members of the electoral college and be proposed and seconded by other members of the electoral college. Their forms of nomination must be in writing and contain the name, address and description of both the candidate and his nominators and a certificate from the candidate that he is willing and qualified to stand for election. A list of nominations is widely published not later than ten days before the date appointed for the election meeting of the Electoral College. When the College meets each member goes separately into a room where he receives from the Returning Officer a copy of the list of candidates. The member records his vote by placing a cross against the name of each candidate, in respect of each vacancy in the Assembly, for whom he desires to vote. The marked lists are counted and the candidates, equivalent in number to the vacancies in the Assembly, who receive the highest number of votes, are declared to be elected.

134. In the Southern Section two systems are employed—one for the two rural members, another for the territorial member. The rural members are elected by constituencies in each of which the elections take place in two stages, both by secret ballot. Each constituency is divided into electoral sub-districts—consisting of about 1,000 people. For each sub-district a separate electoral list is prepared and revised annually. Registration Officers and assistants are appointed to prepare these lists and anyone who applies will, unless otherwise disqualified, have his or her name registered, provided they are of British nationality or protected status, are at least 21 years of age, have paid their local authority rate where this has been lawfully imposed and have been resident in their constituency for six months prior to the date of registration. Those sentenced to a term of imprisonment exceeding 12 months (unless five years or more have elapsed since release), those who are certified lunatics and those who have previously registered in another constituency are disqualified from registration. At the end of the registration period, the electoral lists are prepared and published in the sub-district concerned. Within a certain time limit any person may either object to his or her omission from the list or to the inclusion of a person whom they have reason to believe should be disqualified. These claims and objections are submitted to a Revising Officer (who must not be the same person as the Registration Officer) who considers them in a Court held for the purpose. When he has given his ruling on whether they should be allowed or not, the final lists of electors are prepared and published.

135. For the first stage of the election, the “primary” elections, public notice is given of the time and place at which registered voters in the sub-district concerned are invited to elect their representative to the electoral college of the constituency. Candidates nominated at these primary elections must be registered voters of the sub-district and be proposed and seconded by voters similarly registered. They can be either men or women. Elaborate precautions are taken to ensure the secrecy of the elections and to prevent fraud. If more than one candidate is nominated, each has allocated to him a distinctive symbol and colour, and ballot boxes equivalent in number to the persons nominated for election are provided. Each ballot box is clearly marked with the candidate’s name, symbol and colour so as to enable an illiterate to record his vote simply by going into an enclosure and placing a ballot paper on which it is unnecessary to write, into the ballot box of his choice. The votes are counted in public and the result then declared.

136. In the secondary elections, which take place not more than four days after the primary elections, a candidate for election to the Legislative



Assembly must be nominated in writing by three electors of the electoral district. An electoral district may nominate any candidate it wishes, provided that he is willing and qualified to stand for election. The principal qualifications are that the candidate must not be the holder of a public office and must be a British subject or protected person of 25 years of age or more and that he must have sufficient ability to speak and to read the English language to enable him to take an active part in the proceedings of the Assembly. A deposit of £50 is required from each candidate, which is returned to him unless he fails to obtain one-sixth of the total votes cast in the electoral college.

137. The Territorial Member for the Southern Section was elected by the Southern Togoland Council. This election is described in paragraph 126 of the 1951 Report on the Territory. Under an amendment to the Constitution made during the year, the three territorial members for the Trans-Volta/Togoland Region are in future to be elected by an Electoral College for the Region which will consist of one member elected by the traditional members of each district and local council in the Region. Of the three territorial members elected, at least one must be a native of the Southern Section of Togoland.

138. The General Elections of 1951 were not in Togoland marked by great party activity. In the Southern Section most of the candidates, both in the primary and secondary elections were known to be members of one of the two main political parties. These parties had given publicity to their programmes through rallies organised in most of the main towns and villages of the Section. There was little campaigning by the candidates themselves.

## CHAPTER 5. POLITICAL ORGANISATIONS

Q. 24

139. There are three main political parties in the Territory: the Convention Peoples' Party, Togo Union and the All-Ewe Conference.

140. Part of the platform of the Convention Peoples' Party is to work for the closer association of Togoland under United Kingdom Trusteeship with the Gold Coast, with a view to their sharing together the responsibilities and privileges of self-government at the earliest possible time.

141. The present policy of the Togo Union Party and the other groups affiliated to the Togoland Congress is to unite the two Trust Territories of Togoland forthwith and to place them under the provisional authority of the United Nations pending independence.

142. The All-Ewe Conference has as its basic aim the unification of all Ewe speaking people in both trust territories and in the Gold Coast. This party welcomed the setting up of the new Trans-Volta/Togoland Council as a first step to the unification of the Ewes. Nevertheless certain leaders of this party have recently given some public support to the movement asking for the unification of the two Togolands.

143. The parties derive most of their membership from the Southern Section. In the Northern Section, membership of the Togo Union is confined to a few strangers; but an alliance has been entered into between the Togo Union and a small group of Nawuris living in the Kpandae area who are dissatisfied with their position vis-a-vis the Gonjas. These Nawuris have no kin in Togoland under French Trusteeship and it seems likely that

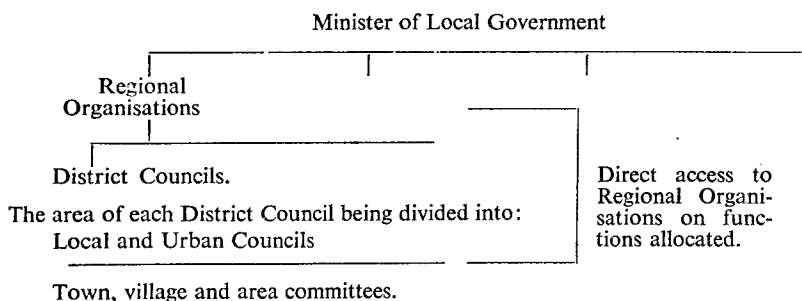
they have been persuaded that unification of the Togolands would in some way solve the particular problem of their relation with the Gonjas. A number of individuals in the larger towns such as Kpandae, Bimbilla and Yendi subscribe to the doctrines of the Convention Peoples' Party, but except at Yendi regular branches of the party do not appear to have been established, and the Yendi branch is not noticeably active.

144. All parties make impressive claims to membership, but their figures are difficult to verify: when added together they are out of all proportion to the total adult population of the Territory.

## CHAPTER 6. LOCAL GOVERNMENT

145. As stated in the 1951 Report the Local Government Ordinance passed into law in December of that year. This most important measure, which applies not only to the Northern and Southern Section but throughout the Gold Coast, may be said to have as its general object the introduction of a modern and democratic system of local government, based largely upon the pattern of the United Kingdom but with certain significant modifications designed to meet local needs and circumstances. Although of universal application, the provisions of the Ordinance have been applied with great flexibility: this has been made possible by the fact that every new local authority is established by a separate Instrument, which specifies such variable features as the area, functions, number of members, etc., of the council in question. It should be noted that detailed enquiries were held in the area of each council before the establishing Instrument was finally approved: in the course of these enquiries the views of the inhabitants of the area were sought, and such representations as were received were carefully considered. Q. 21

146. The pattern of the new local government structure may be shown diagrammatically as follows:—



It will be noted that the system in effect represents a "one-tier" structure of district, local and urban\* councils below the Regional Organisation. The distinction between district and lower councils, it is proposed, will consist largely of the functions to be exercised: clearly, certain functions can best be undertaken over a relatively large area, i.e., by a district council. There is at present no significant difference between local and urban councils, apart from the obvious distinction that the latter designation is applied to councils which are established in built-up areas. Town, village and area committees may be established, with the approval of the Minister, by the "parent" local or urban councils, who may delegate the majority of their functions

\* None established in Trust Territory.

to such committees. Details of the various local authorities, either in being or to be established in the Territory, are set out at Appendix IV, which also shows the grouping of the local councils into existing or proposed district councils areas. It may be added that the boundaries of these local councils, while intended to form convenient units of local administration, largely conform with the traditional organisation of the area in question. This is generally true also of the larger district councils.

147. The following are some of the more important general features of the new system :—

**(a) Composition of councils**

148. The composition of all councils in the Territory is the same : approximately one-third of the membership is reserved for "Traditional Members", that is to say, councillors who are appointed by the Traditional Authorities (State Councils or other traditional bodies) within the area of the council. The remaining councillors, who are styled "Representative Members" are elected by popular vote. Direct appointments and elections are made only to the local councils, the membership of district councils being formed by a process of "election up" by the lower councils from among their own representative and traditional members. In the Northern Section, provision exists for this procedure to be modified, and in that area the traditional members of district councils have been appointed direct by the traditional bodies.

**(b) Qualifications for voting and membership of councils**

149. The qualifications for voting for the election of representative members to local councils are as follows :—

Voters (including women) must :—

- (i) be 21 years of age or over ;
- (ii) *either* own immovable property, i.e., land or houses or some similar property, in the area of the council, *or*, if not owning such property, be resident in the council area and have lived there for at least six months out of the preceding twelve ; and
- (iii) be liable to pay a rate to the council, or to the district council, and to have paid such rate at least three months before the date of election.

Provision exists for women in the Northern Section to be exempted from liability to pay any rate, while maintaining their right to vote. There is also a general provision, designed to meet the special circumstances of individuals and communities whose place of work may not be the same as their place of residence, for qualification (iii) to be satisfied by the production of a rate receipt issued in respect of payment to some council other than the council in which the individual wishes to vote. Persons disqualified from voting are as follows :—

- (1) individuals who have been sentenced to death or to imprisonment for a term exceeding 12 months, or who have been sentenced to imprisonment for any offence involving dishonesty (this disqualification lapses five years after the termination of the period of imprisonment);
- (2) lunatics ; and
- (3) individuals disqualified under any law relating to offences connected with elections.

150. The membership of local authorities is restricted to voters, some additional categories of persons being also disqualified. These include undischarged bankrupts, employees of the local authority and of the Administration (except with permission), members of the armed forces and the Gold Coast Police and also, as far as the Southern Section is concerned, Paramount Chiefs. An additional disqualification which is not applicable to the Northern Section, is that no person who cannot read and write the English language may become a member of a District Council.

### (c) Life of Councils

151. Members of local authorities normally hold office for three years, local government "general elections" being held in April every third year. In the initial triennium, owing to the late establishment of certain councils, some councillors will retire before completing their full term of office.

### (d) Appointment of President and Chairman

152. Every local authority has a Chief as its president, either a single individual, or a number of individuals in rotation, being named for this purpose in the establishing Instrument. In the Southern Section, however, a president may preside only at the opening of the council and on other occasions—which will be normally of a social or ceremonial nature—when he is requested so to do by the council. The conduct of day to day business is regulated by the chairman of the council, who is elected by the councillors from among their own number. In the Northern Section, on the other hand, a council is empowered to elect its president to act as chairman.

### (e) The Committee system

153. Every local authority is required to appoint a Finance and Staff Committee, and may, in addition, appoint such other committees as are considered to be necessary. These committees, to which a council may delegate its functions (with certain limitations), may co-opt additional members who are not members of the council, up to a total of one-third of the membership of the committee. Committees are also empowered to invite any person to attend their meetings, including any member of a council who is not a member of the committee in question: such persons may participate in the deliberations of the committee but have no vote. Provision also exists (but has not yet been used) whereby two or more councils may join in establishing joint committees for any purpose in which they have common interests.

### (f) Local Authority Finance

154. Further information relating to local authority finance is contained in Part VI of this Report. At this stage, however, it may be convenient to refer to two, namely the local rate and the revenues which accrue from Stool lands; in these matters there are significant differences between the two Sections. In the Southern Section, the local councils have been established as the rating authorities and as such have the mandatory duty of levying an annual rate, known as the "basic rate", which is in effect a flat rate *per capita* on all persons of or above the age of 18. In addition, rating authorities may make and levy an additional rate based upon any one of the following systems:—

- (1) A graduated rate *per capita* on persons liable to pay the basic rate.

(2) A rate at a uniform amount per pound on the assessed annual value of immovable property.

(3) A rate assessed on possessions.

As may be seen from Part VI of this Report, although the basic rate has hitherto been the most important method of raising local revenues, both systems (1) and (3) have also been employed.

155. In the Northern Section, owing to the pattern of development of the Native Authority system now superseded, it has been found desirable for district councils to be the rating authorities. Councils which are not rating authorities, i.e. lower councils in the North and district councils in the Southern Section, receive their revenues from local taxation by means of precepting upon the rating authorities, such precepts being included in the rate which is levied. Non-natives whether Government officials or not, are not exempted from payment of rate, and are subject to a Council's authority in the same manner as anyone else.

156. In the Southern Section an additional source of revenue will accrue to local authorities from Stool lands. By definition, such lands comprise "any land or interest in land controlled by a Stool, head of a tribe or company captain for the benefit of the subjects of Stool, tribe or company, as the case may be. 'Stool' means the person or body of persons having such control." In respect of such lands, local councils have certain rights of management. They are empowered to act as the collectors of the accruing revenue and they may receive a share of this revenue by agreement with the stool concerned. Moreover any disposal for any valuable consideration, whether made by a stool or by any individual who occupies stool land, is subject to their concurrence.

#### **(g) Functions of Local Authorities**

157. The new local authorities have automatically inherited all the functions of the Native Authorities which they have superseded, and also the general functions, e.g., the right to make bye-laws, conferred by the Ordinance. Each council also has a suitable range of powers selected from the comprehensive list contained in the Ordinance, as set out in Appendix II (d) of the 1951 Report. On this question it is impossible to provide any general indication applicable to all councils, but the specimen Instrument at Appendix IV, which relates to the Yingor Local Council, shows a typical allocation of powers and functions.

#### **(h) Allowances to Members of local authorities**

158. Membership of a local authority carries with it no salary, but councillors are entitled to receive an attendance allowance, not exceeding 10s. a day, for any day or part of a day spent in attending meetings. Members who have to travel to the council offices are also entitled to receive a refund of their actual transport expenses.

#### **(i) The Control of local authorities**

159. The control of local authorities is exercised in four principal ways. First, there are specific controls set out in the Ordinance and relating to individual functions, e.g., bye-laws may be made only with the prior approval of the Minister of Local Government. Second, it may be exercised through the approval of estimates, which have to be submitted to the Minister. In the case of defaulting councils there is the sanction, not only of withholding grants-in-aid, but also of transferring the functions of the council to some other body, for example an ad-hoc committee of administration. Finally,

there is the right of audit, with power to surcharge, such audit being undertaken by the Administration's Audit Department. It would not be administratively possible for the Minister to exercise the full range of powers conferred upon him by the Ordinance, and it is for this reason that a number of these powers have been delegated, so far as the Trust Territory is concerned, to the Regional Officer. In addition to these legal controls, a limited extent of day-to-day supervision is exercised through the Government Agents, who act in respect of local authorities as the local representatives of the Minister. These officers have been empowered to attend all meetings of councils within their respective District; they have also full rights of access to the records of local authorities.

**(j) The relationship of local authorities to other bodies**

160. The new local authorities are entirely self contained, and, though of course subject to the ultimate control of the Legislative Assembly through the Minister of Local Government, are otherwise completely independent of other Government bodies and councils. The only connection that local authorities have with regional councils lies in their representation on such councils or in co-incidence of memberships. Thus the Northern Territories Council consists of members elected by 9 district councils and two local councils, the Trans-Volta/Togoland Council will be representative of local authorities, and many of the traditional members of local authorities may at the same time be members of State or Divisional Councils; but the local authorities exert no executive authority over the territorial bodies nor are they subject to any such authority in their turn. In regard to the Joint Council for Togoland Affairs, the relationship of local authorities was confined to their electoral functions which in the north were entirely the prerogative of local authorities and in the south were shared with advisory and traditional councils and with political party organisations.

**(k) The relationship between local authorities and traditional councils**

161. Parallel with the new system of local government there exists the organisation of traditional authorities, dealing with customary matters, stool disputes, etc. During the year under review these latter bodies have been the subject of separate Ordinances, "The State Councils (Colony and Southern Togoland) Ordinance" applying to the Southern Section and "The State Councils (Northern Territories) Ordinance" to the North. In both cases the purport of the new legislation is the same: the ordinances restrict the activities of traditional authorities to customary and constitutional functions, in which spheres their power and obligations are defined. State and Divisional Councils, in their respective areas, are given jurisdiction to determine any matter of a constitutional nature, including questions relating to the installation, abdication, etc., of chiefs. The appointment and tenure of office of chiefs is thereby placed wholly on a customary basis, although provision exists under the ordinances for the Governor, in his discretion, to appoint a Committee of Enquiry to enquire into any dispute of a constitutional nature. Moreover, in cases relating to installation, abdication, etc., of Paramount or Head Chiefs, or in respect of disputes arising in any area in which there is no Paramount or Head Chief, an appeal from the decision of the traditional council lies to the Governor, who may refer the matter to an Appeal Commissioner before determining the issue in dispute.

162. In theory, apart from this right to appoint one-third of the members of local authorities, the only link between the two types of council lies in the Presidency of the local government bodies, to which office a Chief is invariably appointed.

**(I) Proposed Changes**

163. Experience of the reformed system of local government gained during the year, has confirmed that it is sound in concept and well suited to meet the needs of local circumstances. Minor amendments to the Ordinance, however, have been found to be desirable, and an amending Ordinance is to be introduced in 1953. Of the modifications proposed, perhaps the most important relate to local authority rates. It is intended to provide that the alternative rating referred to above shall no longer be mutually exclusive. It is proposed to extend the power to exempt women from payment of the rate, which is at present applicable only in the Northern Section, to local authorities in the Southern Section. Moreover the form of the basic rate, which is at present payable by all adults without distinction of sex, is to be altered to permit a lesser rate to be paid by women. It is hoped by these means to produce a more equitable system of local rating.

**CHAPTER 7. THE JUDICIARY**

Q. 25, 27 164. The Courts system of the Territory consists of Native Courts, Magistrates' Courts and the Supreme Court, which serve the Gold Coast and Togoland alike. From the Supreme Court appeals lie, in cases of sufficient importance, to the West African Court of Appeal which serves all the British West African territories.

165. Leaving aside for the present Native Courts, which are dealt with below, initial jurisdiction, except in land cases, is exercised by a Magistrate who may be a professional lawyer appointed as District Magistrate or the local Administrative Officer sitting as a Magistrate. There is a District Magistracy covering most of the Southern Section: in the Krachi area and the Northern Section, Administrative Officers perform all magisterial duties. The District Magistrate is stationed at Ho but also hears cases at other centres in the Southern Section. A District Magistrate has power to award a fine of £100 or imprisonment for one year in criminal cases and has jurisdiction to deal with civil cases in which the amount involved is not more than £150: Administrative Officers sitting as Magistrates have power to award a fine of £50 or 6 months' imprisonment in criminal cases and have jurisdiction to deal with civil cases in which the amount involved is not more than £100. In the north there are Magistrate's Courts at Yendi in the Territory and at Salaga, Gambaga and Bawku just outside it.

166. A criminal case too serious to be tried by a Magistrate is normally the subject of a preliminary enquiry by a Magistrate who, if he finds that there is a *prima facie* case against the defendant, commits him to the Assizes which are presided over by a Judge of the Supreme Court. Civil cases which exceed the jurisdiction of a Magistrate are heard by a Judge of the Supreme Court. While most land cases are in practice first tried in Native Courts the Lands Division of the Supreme Court has both original and appellate jurisdiction in land cases arising in the Southern Section. In the Northern Section this power is held by the Court of the Chief Regional Officer.

167. In practice the larger number of cases, both civil and criminal, are disposed of in native courts. In the Southern Section there are 26 of these, established under the Native Courts (Southern Section of Togoland) Ordinance. The reorganisation of local government which took place during

the year has made it possible for virtually every area of the Southern Section to be brought within the jurisdiction of a native court. Anfoega Local Council area is being granted a native court early in 1953.

168. Provision is made under the Ordinance for grading native courts in grades A, B, C and D. Of the 26 courts in the section, 22 are graded "B" and three of these are area appeal courts. The remaining four courts are graded "C". Courts of "B" grade can in criminal cases impose a maximum penalty of a fine of £25 or three months' imprisonment while courts graded "C" may impose a maximum penalty in criminal cases of a fine of £10 or of two months' imprisonment in default of payment. The ordinance gives powers to the Governor to make orders conferring powers on native courts to administer the provisions of any ordinance; jurisdiction has been conferred on native courts to deal with a large number of the less serious crimes under the Criminal Code, and to hear cases under a number of other ordinances, such as those dealing with the control of mosquito breeding and control of prices. The power of courts to hear rent control cases was revoked in June, 1952. Each native court in the Southern Section has a panel of about 30 members and a duty roster is drawn up so that the three or five members needed to constitute the court are available. Some of the courts sit in a number of divisions so that people living in inaccessible places are not inconvenienced by long journeys.

169. Native courts in the Northern Section are established under the Native Courts (Northern Territories) Ordinance. They have specified criminal jurisdiction in respect of rules and orders made by local authorities, of certain of the simpler common law offences specified in the laws and also of some offences, criminal only by virtue of customary law (such as adultery), as prescribed by Order of the Governor. Native courts also have defined jurisdiction in civil actions. There are three grades of native court—A, B, and C. "A" courts may inflict fines up to £50 and imprisonment up to six months, "B" and "C" courts may inflict fines up to £25 and £5 and imprisonment up to three months and one month respectively. All courts can order corporal punishment up to 12 strokes with a light cane for juvenile male delinquents. No such awards of corporal punishment were made during the year. In civil cases native courts can try actions for debt, demand and damages; divorce and other matrimonial suits; and cases involving succession to property and paternity of children. An "A" court is limited to suits involving not more than £50, a "B" court not more than £25, and a "C" court not more than £10. "A" and "B" grade courts also have jurisdiction to hear cases relating to the ownership of land.

170. The Dagomba District Council area has one "A" court and seven "C" courts with jurisdiction in the Territory and the Nanumba District Council area one "A" court and three "C" courts. In the northerly Mamprusi area of the Territory a division of the Kusasi court has been constituted to exercise jurisdiction within the East Agolle Local Council area (i.e. entirely within the Trust Territory). This court consists of members drawn from the same area. The Gonja area of the Territory is served by a grade "C" court, newly established during the year, at Kpandae, exercising jurisdiction within the Alfai Local Council area. The maximum number of members who may sit in the Northern Section is five, the minimum three. There are Native Courts of Appeal at Yendi and Bimbilla in the Trust Territory.

171. Where there are Native Courts of Appeal these hear appeals from the native courts of original jurisdiction. Appeals lie from Native Courts of Appeal and, in areas where there are none, from the native court of



original jurisdiction to Magistrates' Courts and thence to the Supreme Court. There are two exceptions to this—appeals in land cases in the Southern Section lie direct from native courts to the Lands Division of the Supreme Court and appeals from Magistrates' Courts in all civil cases in the Northern Section lie to the Court of the Chief Regional Officer. Further appeals lie in cases of sufficient importance to the West African Court of Appeal and from there to the Judicial Committee of the Privy Council in London.

172. In addition to these systems of appeal, Government Agents, and in the Southern Section, the Judicial Adviser (stationed in the Colony) have powers to review the decisions of native courts. These powers are rarely used but are available as a speedy means of remedying any real miscarriage of justice. Similarly the findings of Magistrates in criminal cases are liable to review by the Chief Justice or by the Judge of the Supreme Court for the Judicial division in which they lie.

173. Apart from the fact that non-Africans are not normally subject to native courts and cannot become members of them, the Courts of the Gold Coast and the Territory do not differentiate in any way on grounds of race, sex or nationality. Judges are appointed by the Governor on behalf of the Queen and hold office during Her Majesty's pleasure. The rules and procedure relating to the appointment and dismissal of magistrates are the same as for other government officers in similar grades. Magistrates and Judges may be Africans or non-Africans and there is nothing to prevent suitably qualified women becoming members of native courts, Magistrates or Judges. Three out of the nine judges of the Supreme Court and one of the Justices of the Court of Appeal are at present Africans.

174. Members of native courts in the Southern Section are appointed by the Governor in Council subject to the advice of the local council first having been sought. This advice is almost always accepted. The power of appointing substitutes for those members who are unable or unwilling to continue serving or whom the local council may wish to remove is delegated to the Regional Officer. The Governor in Council's powers of appointment in the Northern Section are delegated to the Chief Regional Officer of the Northern Territories. Any member of the public may become a member of a native court provided he enjoys the respect of his fellow citizens. In the Southern Section panels are revised once a year; in the Northern Section members hold office as long as they conduct themselves properly. In the Northern Section the native courts normally consist of a head chief with a number of other chiefs and elders, one of whom is normally versed in Mohammedan law, sitting with him. Care is taken to see that in any area where immigrant communities form an important portion of the population at least one member of each such community is on the native court panel. Registrars are appointed by the Local Councils, subject, in the Southern Section, to the provisions of the Native Courts Regulations. Only persons "of African descent, provided that the mode of life of such person is that of the general community and that such person is in his country of origin subject to African Customary law" are subject to the jurisdiction of native courts. Native courts hear cases in the native language but the court records are written in English. In all other courts proceedings are conducted in English, but anyone has a right to speak in his own language and have the proceedings interpreted to him; and this is the invariable practice when one or more of the parties is not conversant with English.

Q. 26

175. Court interpreters are required to have a good knowledge of spoken English and a normal knowledge of the vernacular language or languages most commonly spoken in the neighbourhood to which they are posted. No special conditions are applied to their recruitment, which is done locally.

176. Trials in the Supreme Court and in Magistrates' Courts are held in accordance with a procedure laid down by the Rules made under the Courts Ordinance (Cap. 4) in Civil Cases and by the Criminal Procedure Code (Cap. 10) in criminal cases. These are substantially the same as the Rules of Procedure applied in Courts in England.

177. Trial by jury is practised in criminal cases in the Colony and the Southern Section of the Territory. The Criminal Procedure Code (Cap. 10) provides that trials of all cases punishable by death shall be with a jury; but the Governor in Council may provide by Order for the trial by jury of any offence and he has in fact done so in the case of all offences punishable by imprisonment for life. All other indictable offences in the Colony and the Southern Section of the Territory are tried by the court with assessors. In the Northern Section all indictable offences are tried by the Supreme Court with assessors. In land cases a Judge of the Land Court may sit with assessors where he thinks it desirable either generally or where a question of native customary law is involved. Regulations have been made by the Governor as to procedure in the Native Courts of the Southern Section. In many respects these are similar to the Rules of Court of the Supreme Court and Magistrates' Courts but they have been made to suit the more limited jurisdiction of native courts. The procedure of native courts in the Northern Section is not governed by precise rules, although the English practice is followed broadly as a result of supervision by Government Agents and of the dictates of the courts to which appeals lie. The method of ascertainment of fact is the hearing of evidence on oath and cross-examination. Where a civil case before a Magistrate's Court or the Supreme Court is cognisable by a native court, the Court is required to refer the parties to that native court and to cease further hearing of it.

178. The Procedure Regulations applicable to the Southern Section (Regulations No. 23 of 1949) lay down the scale of fees to be charged in Native Courts. In the Northern Section a flat fee of 5s. is paid on a first hearing and of 10s. on appeal, and it is the general practice of the courts to require both parties to deposit the fee, the successful party recovering his deposit at the conclusion of the hearing.

179. Members of the Gold Coast bar may appear on behalf of any party in the Supreme Court or a Magistrates' Court. No barrister, solicitor, proctor or attorney may be employed in any cause brought before a Native Court. Free legal aid is provided for persons accused of indictable offences in the Divisional Court.

180. Only penalties specified by law can be imposed by the Courts. All sentences of imprisonment are carried out in Government prisons on warrants issued by the courts. Warrants of imprisonment issued by native courts require endorsement by an Administrative Officer before they can be given effect. Corporal punishment may be awarded to adult males only by a Judge of the Supreme Court and only for the offence of housebreaking with weapons. Wherever practicable juveniles and young persons sentenced to imprisonment are transferred to the Borstal or to an Industrial School respectively. Corporal punishment may be awarded to youths by Magistrates' Courts and in the Northern Section by Native Courts for serious offences. In practice no award of corporal punishment was made by a Court in the Territory during the year.

181. The Governor in Council may make a deportation order against an individual who is native neither to the Gold Coast nor the Territory, who has been convicted of an offence punishable by imprisonment and who

has been recommended for deportation by the Court convicting him. A deportation order may also be made against a non-native if the Governor-in-Council deems it to be conducive to the public good. In the case of a British subject or protected person certain limitations are placed on the power to make a deportation order. Deportation as between the Gold Coast and the territory is not possible.

182. Any person charged before a Magistrates' Court may, if the court considers that the circumstances of the case warrant it, be discharged without being convicted, provided he signs a bond to be of good behaviour and to appear before the court if required at any time during a prescribed period which must not exceed three years. A similar procedure can be adopted in respect of persons convicted on information of any offence punishable by imprisonment.

183. The Court may similarly make a probation order should it think that the offender's youth, character, antecedents, home surroundings, health, mental condition or other extenuating circumstances warrant it. In such cases the offender must express his willingness to abide by the provisions of the order in preference to accepting summary punishment.

184. A probation order may have effect for between six months and three years from the date of the order and require the offender to submit to the supervision of a probation officer. It may also specify a particular area or place of residence. Details of the provisions regarding the probation of offenders are contained in Ordinance No. 24 of 1944.

185. The law contains no other provision relating to forced residence.

## CHAPTER 8. LEGAL SYSTEM

Q. 28

186. Broadly speaking, the legal system follows that of England. The common law, the doctrines of equity and the statutes of general application in force in England on the 24th July, 1874 are the law in the Gold Coast and the Territory, except in so far as they have been modified by a local ordinance. Criminal law has been codified in the Criminal Code.

187. The great majority of legal relationships existing between persons arise as a result of African customary law. Most property (including interest in land) is held, and most domestic and contractual obligations arise, according to customary law, and the Supreme Court and Magistrates' Courts are empowered to enforce its observance where the parties are Africans and it is not contrary to "justice, equity and good conscience" or to any ordinance. Indeed, even where one party is not an African, the strict enforcement of the English law is not required where substantial injustice would be done. On the other hand, where it appears that parties, even though African, intended their obligation to be governed exclusively by English law, the customary law is inapplicable.

188. The interpretation of the law briefly set out in the previous paragraph has occupied much of the time of the courts, with interesting results. Thus customary gifts of land and customary "death-bed dispositions" of property and customary mortgages have received recognition. But a claim based on a history of slavery has been held contrary to good conscience, and squatting has in certain circumstances been held to result in a possessory title, notwithstanding that wrongful occupation of land for any period, however long, would not in customary law result in any title.

189. With regard to native courts the law provides that native customary law within the area of jurisdiction of the native court is administered, provided it is not repugnant to natural justice, equity and good conscience, nor incompatible either directly or by necessary implication with any ordinance for the time being in force. There is a further proviso with regard to criminal offences which are only such by virtue of native customary law, limiting jurisdiction to seven offences set out in the first schedule to the Native Courts (Southern Section of Togoland under United Kingdom Trusteeship) Ordinance. These include offences such as "putting into fetish" and "recklessly or unlawfully swearing an oath". The maximum penalty which can be imposed depends upon the grade of the court in which it is tried. In the case of a "B" court it is a fine of £25, or in default imprisonment not exceeding three months.

190. *Southern Section.*—Native customary law knew no such distinction as exists in English law between criminal and civil cases. While there were, of course, offences punishable by fines, propitiation of the spirits, or death, the real basis of such punishments was the maintenance of the balance of power between family and family, clan and clan, etc., a balance which was upset by such offences as stealing, murder, or even defamation of character which lowered the prestige of the unit affected. Lawsuits could be started in one or two different ways—by oath or by complaint. The historical significance and character of the oath are closely connected. When the whole tribe or the chief met with some great misfortune, the chief made the incident or the day on which it occurred into his oath. Thereafter, the name of the event of the day could not be mentioned in ordinary usage. For example, the evening on which the Ashantis first invaded Ho was so disastrous that it was forbidden to mention it in every-day conversation, but it was reduced to an oath formula. Hence a Ho man who says "I swear by the evening of Ho", is making a very solemn declaration of his own innocence; it obliges the chief to investigate his grievance, and it does great harm to the person who has aggrieved him. This is a tribal oath, but there are, in addition, chief's, clan and divisional oaths. The use of oaths, if mentioned lightly or frivolously, is to curse the "owner" of them.

191. The procedure of commencing a lawsuit by complaint was very simple, involving merely an appeal to the chief, who then sent for the party complained against and judged between the parties. Any party who brought a case, whether by complaint or by oath, had to pay fees, which were distributed among the chiefs and elders according to rank and age.

192. The laws relating to succession are exceedingly abstruse. While, as has been said above, public offices run in a patrilineal succession wherever possible, succession to personal property appears to partake equally of the patrilineal and matrilineal systems. It appears however that in general immovable property passes patrilineally, while personal movable property may pass matrilineally, although the sons and paternal brothers of the deceased have certain rights of inheritance of movable property.

193. The Ewes are, in the main, monogamous. Marriage is usually performed according to native custom, which varies to some degree in the different localities. The following conditions are however essential:—

(a) consent of the woman;

(b) a series of conventional presents or services by the groom to the bride and her family.

The woman retains her own family ties during the period of marriage, and at death is buried by her brothers. The development throughout the last forty years of a money economy has, to some extent, simplified the old customs. From the time of marriage onwards both husband and wife keep a record of expenses made by the husband in respect of his wife. If the woman should at any time seek divorce she must repay to her husband most of the presents he has given her. Concubinage, at one time a general custom, is slowly disappearing. In the case of adulterous concubinage, the children of the union belong to the woman's husband.

194. The social organisation and structure of the community except for specific customs repugnant to natural justice or morality are recognised at every stage by the Administration which carries out its work in sympathy with the accepted social customs of the indigenous population. In the Southern Section native courts, established under the Native Courts (Southern Section of Togoland under United Kingdom Trusteeship) Ordinance (No. 8 of 1949), are responsible for the interpretation of native customary law and can, as far as customary law is concerned, be regarded as the judicial authority. The State Councils are empowered to declare native customary law.

195. *Northern Section.* Native custom and law in the Northern Section should not be regarded as static, for in fact it is constantly developing and undergoing change. Many of the old ideas and conceptions are breaking up and the ties of the family and clan are also loosening. For example, the Konkombas, who still farm their old lands by the banks of the River Oti, live in isolated family compounds but many of those who have migrated southwards have adopted a village economy on the lines of the Dagombas.

196. The changing position of women clearly demonstrates the changes that are taking place throughout the social order. A father still tries to maintain that it is his right to arrange his daughter's marriage but, since no compulsion is permitted by law, girls now insist on choosing their own husbands. The younger generation is beginning to voice the ideas acquired from travel and education and from the greater opportunities which now exist for public debate. Although there is no doubt that the advice of the Administration and economic pressure stimulate much modification of native law and custom, the demand must, to be acceptable, come from the people themselves. When it does so and is not repugnant to natural justice it has the support of the courts and the Administration in the same way as existing custom.

## PART VI

# Economic Advancement

### SECTION 1: FINANCE OF THE TERRITORY

#### CHAPTER 1. PUBLIC FINANCE AND TAXATION

197. The finances of Togoland under United Kingdom Trusteeship have, Q. 29 since the Territory was first placed under Mandate—and indeed even before that—been integrated with those of the Gold Coast. There is no separate budget for the Territory nor is any distinction made between revenue derived from the Gold Coast and that derived from the Territory. The reasons for this arrangement have been discussed at some length in the past, especially in the Committee on Administrative Unions and so it does not appear necessary to rehearse them here. Nevertheless each year the revenue which has been derived in and in connection with the Territory and expenditure incurred in and in connection with the Territory are estimated as accurately as is possible and are furnished for the information of the Trusteeship Council. These figures will be found in Appendix VI.

198. The public budget for the Gold Coast and the Territory is presented to the Legislative Assembly by the Minister of Finance, and is considered in detail in Committee of Supply. Each Minister is responsible for the preparation of the estimates of those Departments under his control and he defends them in Committee of Supply. The allocation of funds to each Ministry is decided in advance by the Cabinet. An Appropriation Ordinance is passed by the Assembly, and consented to by the Governor, who then issues his warrant authorising expenditure in accordance with the approved estimates. Supplementary provision for items of unforeseen expenditure is authorised by the Governor during the course of the year, with the consent of a Standing Committee of the Assembly.

199. Copies of the Gold Coast Estimates and of the Finances and Accounts for the year 1951-52 have been forwarded to the Library of the United Nations.

200. Ordinary and extraordinary expenditure is normally covered by budgetary revenue. Development expenditure is however largely financed out of the Development Funds which were established by the Cocoa Duty and Development Funds Ordinance of 1951 and are made up of additional duties imposed on the export of cocoa. Separate Development Estimates have been provided for the years 1952-53 and 1953-54.

201. The revenue estimated to have been derived from and in connection Q. 30, 32 with the Territory and the expenditure estimated to have been incurred in and in connection with the Territory during the financial year ended on the 31st March, 1952 is given at Appendix VI. The system by which these estimates have been compiled is fairly elaborate and there is not a fixed proportion, common to each head of revenue, between the amount actually collected in the Territory and the amount collected elsewhere but estimated to have been derived from the Territory; indeed the relative proportions vary widely as between the various heads. In the case of expenditure, however, the variation between the proportion spent inside and outside the Territory is less great.

202. By far the greater part of the revenue is actually received outside the Territory, since all export duty on cocoa and excise and most income tax and some licensing fees are paid in Accra and most of the import duties is collected at ports. In the case of export duty it is possible to calculate the Territory's share fairly accurately, but many other items of revenue, including import duties and income tax, on the other hand have inevitably to be estimated. The proportion of the expenditure shown which is actually paid out in the Territory is consistently higher than is the proportion of revenue shown which is received in the Territory. Even here, however, projects undertaken in Togoland (e.g. by contractors with head offices in Accra) may be actually paid for outside the Territory. Moreover the central government expenditure—on the Governor's office, on ministries and on the Legislature—and that of certain Government departments established wholly in the Gold Coast is incurred outside the Territory and the percentage of such expenditure which it is thought can appropriately be "charged" to the Territory (it is normally between 5 per cent. and 10 per cent.) has to be assessed separately in each case.

Q. 31

203. While the figures of revenue and expenditure given are only approximations, the picture given of the Territory's finances is probably more or less correct. The revenue of £1,526,604 shows an increase of £486,718 over the figure for 1950-51, which increase is largely attributable to increased collection of import duties, and the addition of a new item of revenue amounting to £293,227 consisting of a transfer from the Development Funds which was used to finance development projects carried out during the year. In practice the additional Cocoa export duty paid to these Funds in respect of the Territory's cocoa crop was £607,035. Thus it can be calculated that the sum of £313,808 may be regarded as having been accumulated in the Development Funds for expenditure in subsequent years on development projects which benefit the Territory, both those carried out in Togoland itself and those which, like the new harbour at Tema, are particularly likely to benefit it.

204. Expenditure, both ordinary and development, amounted to £1,316,366 which is £279,561 more than the figure for 1950-51. This increase reflects both greater activity and higher costs.

205. The estimated collection of ordinary revenue (i.e. revenue excluding the contribution from Development Funds and under the United Kingdom's Colonial Development and Welfare Act) exceeded ordinary expenditure by £196,639. This reflects the favourable financial position of the Gold Coast generally at the end of the financial year which was due on the one hand to a higher rate of export duty on cocoa, though the yield from import duties was also greater, and on the other hand to certain physical limitations on expenditure (e.g. the difficulty of obtaining supervisory staff and some types of constructional material).

Q. 33

206. Grants from the Administering Authority are given for specific projects proposed by the Administration and no conditions are attached except that they should be expended on the projects for which they have been made. These grants are for the Gold Coast and the Territory generally, and no amounts have been specifically earmarked for the Territory; those which were of particular benefit to the Territory were for teacher training colleges, scholarships for higher education, the educational building programme, water supply and for the preliminary survey in connection with the development of the Volta River basin. The total amount to be made available over a period of 10 years by Her Majesty's Government to the

Gold Coast and the Territory as a whole is £4,250,000. The main grant during the year was for preliminary investigation of the Volta River Project of which a portion has been charged against the Territory.

207. The public debt of the Gold Coast has been incurred mainly to Q. 34 finance railway construction and the building of Takoradi Harbour. While the Territory, especially the Northern parts benefit to some extent from these, the amount of that benefit is so difficult to assess that in the interests of simplifying the Territory's financial position for the purpose of the report it has not been considered appropriate to regard any portion of this debt as being charged to the Territory.

208. As has been seen the bulk of the revenue comes from indirect tax- Q. 36 tion, notably import and export duties. Import duties are collected by the Customs Department chiefly at the ports but also on the land frontiers. The rates of import duty are given in Appendix VII. An appeal against an assessment by the Customs lies to the Governor in Council.

209. The only product of the Territory on which export duty is collected is cocoa. Under the Cocoa Duty and Development Funds Ordinance, the rate of export duty chargeable varies with the value, free on board, of the crop according to the following formula :

(a) Where the value for duty does not exceed £110 per ton, one-ninth of such value for duty or £10 per ton, whichever is the less ; or

(b) Where the value for duty exceeds £110 per ton, an amount per ton equal to the amount by which the value for duty exceeds £100.

Export duty paid in excess of the rate of £20 a ton, but not exceeding £15 a ton, is paid into a Special Development Fund. The excess duty over £35 a ton, but not exceeding £10 a ton, is paid into a Reserve Development Fund to which is also paid three-fifths of the amount by which the duty exceeds £45 a ton. Moneys accumulated in both funds will be applied exclusively to such development projects as may be authorised by the Ordinance in the case of the Special Development Fund and by the Legislature in the case of the Reserve Development Fund.

210. Other indirect taxation collected by the Administration includes stamp duties, excise on locally produced beer, and licence fees for auctioneers, dogs, domestic servants, firearms, goldsmiths, hunting, letter-writers, prospectors, money-lenders, motor vehicles, pawnbrokers, river steamers and surveyors and for sellers of petrol, wine, beer and spirits.

211. The only direct tax collected by the Administration is the income Q. 35 tax payable by individuals and companies under the Income Tax Ordinance. A memorandum on this tax will also be found in Appendix VII. Income tax owed may be sued for in a civil action by the Commissioner of Income Tax. A right of appeal against an assessment exists to the Supreme Court or, at the option of the taxpayer when tax on the disputed portion of the income does not exceed £50, to a Board of Commissioners, an impartial body of non-official persons appointed by the Governor. An appeal lies from the Board to the Supreme Court and where the income assessed is not less than £1,250, from the Supreme Court to the West African Court of Appeal.

212. All the above taxation is payable by indigenous inhabitants and others alike without discrimination.



**CHAPTER 2.—LOCAL AUTHORITY FINANCE AND TAXATION**

**Q. 29, 32** 213. The revenues of local authorities are declared by the Local Government Ordinance to be as follows :—

(a) Assets taken over from the predecessor Native Authorities.

(b) Revenues accruing from the following sources :—

(i) moneys derived from rates imposed under the ordinance ;

(ii) moneys derived from licences, permits, dues, charges or fees specified by any bye-law made by a council ;

(iii) moneys payable to a council under the provisions of any other ordinance ;

(iv) receipts derived from any public utility concern, or any service or undertaking belonging to or maintained by a council either in whole or in part ;

(v) rents derived from the letting or leasing of any building or land belonging to a council ;

(vi) grants-in-aid out of the general revenue of the Gold Coast, or other public revenue ;

(vii) any particular public revenue which may lawfully be assigned to a council ;

(viii) any sums of money which may lawfully be assigned to a council by any public corporation ;

(ix) interest on the invested funds of a council ;

(c) In the Southern Section, an agreed proportion of the revenues from Stool lands.

(d) Precepts, where appropriate.

Expenditure is controlled in the following ways :—

(1) by the fact that the approval of the Minister of Local Government is required for each Council's estimates as a whole.

(2) by the Minister's power to issue instructions, known as Financial Memoranda, for the control and management of local authority finances.

(3) by a twice yearly audit by an Auditor appointed by the Minister of Local Government.

(4) by regular inspections of accounts by the Minister's local representatives.

214. Local Authority estimates are prepared in draft form by the Finance Committees of District and Local Councils with the assistance and advice of administrative officers and officers of technical departments. They are then subjected to scrutiny and discussion and possibly to amendment at full meetings of the Council concerned before being submitted to Chief Regional or Regional Officers to whom the Minister's power of approval has been delegated. The execution of estimates is in the hands of the Council's own officers, subject to the control of Finance Committees of the Council, and to inspection by the Auditor and the Minister's representatives.

215. It should be noted that the financial relationship between local authorities and the Administration conforms closely with their functional relationship. Local authorities have their own sphere of action, in which the Administration provides them with support and assistance. On the financial side, the local authority estimates are restricted to activities which come within the scope of the Ordinance ; at the same time the Administration

provides generous grants-in-aid, certain reimbursements and special capital grants for development. The nature and extent of this assistance, related to the financial year 1951-52 (i.e. related to the since superseded Native Authorities) is set out in Appendix VI, which also sets out the main items of local authority revenue and expenditure for the same period.

216. The grants-in-aid system comprises four main elements. First, there are all-purpose grants based generally upon the amount of revenue derived from local rates. In the Northern Section, this grant is paid on the basis of one pound per every pound raised from local rates two years previously. In the Southern Section the grant is reduced to 17s. 6d. per pound of local rate, but supplemented by an additional grant calculated on a basis of 30s. for every hundred inhabitants. A second form of grant is designed to assist in the payment of Staff Salaries. Prior to the 1st April, 1952, this grant amounted to one-fifth of the actual expenditure by Native Authorities/local authorities on personal emoluments, but after that date the contribution was raised to 40 per cent. of such expenditure. A third form of grant, applicable to the Northern Section only, related to education. Finally, on the establishment of the new local authorities, certain Development Grants were made available, on a phased programme, for the construction of new offices and the provisions of essential equipment. Details of these last-named grants are also shown in Appendix VI. It should be added that local authorities in the Northern Section also receive reimbursements in respect of the maintenance of main roads.

217. The revenues and expenditures of local authorities do not directly supplement the finances of the Administration, to which no part of the revenues is directly remitted. To this rule there is, however, one exception, in that the new local authorities in the Southern Section, once established, are required to make a certain contribution to the expense of education. This contribution in 1952 should have amounted to 20 per cent. of the salaries of primary school teachers, plus equipment grants and grants for the maintenance and construction of primary school buildings. In respect of middle schools, the Administration provided a substantial block grant, local authorities being asked to find all other sums due. In practice, however, this division of responsibility has not been observed, and although final figures for the financial year 1952-53 are not yet available, it is clear that local authorities were unable to meet their full commitments, which were discharged by the Administration in addition to its own. In other respects, local authorities may be said to provide in their estimates for certain services:

(a) in areas where it is impracticable for the Administration to provide them;

(b) of a kind which are more suitably provided by local government bodies than by a central government;

(c) on a scale which is appropriate to local authorities, but not necessarily to the central administration. (For example, whereas the central administration might be responsible for large-scale piped water supplies, a local authority might undertake the provision of wells and bore-holes.)

218. The introduction of the reformed system of local government has Q. 35 been accompanied by a change in the structure of local taxation. As has been stated earlier in this Report the new rating authorities must levy a basic rate and they may also impose *either* a graduated rate *or* a rate on property *or* a rate on possessions. All such rates are imposed by an order made by the rating authority and are subject to the approval of the Minister

of Local Government, who has in fact delegated his powers of approval to the Officer-in-Charge of the various regions. Notice of every rate has to be given to the public. It should be explained at this stage that the graduated rate is intended to provide a form of local rating which is related to the income of individual rate-payers, on the lines of an elementary form of Income Tax. Details of this graduated rate, however, have not yet been considered, and in the absence of any definition the provision has been used, in the Southern Section, to impose an additional rate on adult males, who pay the same basic rate as their women-folk. To this extent the rate has been "graduated" between men and women, but the true development of the graduated rate has yet to come. Apart from paupers, exemptions from rates are normally granted to the aged, the infirm and to persons attending educational institutions. They are not in any event imposed upon persons under the age of 18 years and in the Northern Section all women receive special exemption. Apart from such exemptions, which are prescribed by law, all persons, irrespective of nationality, income or status are liable to pay the rates imposed by local authorities.

Q. 35, 36, 37 219. Rates under the new Ordinance were first imposed during the financial year 1952-53, i.e., with effect from the 1st April, 1952. Details of the various rates authorised are given in Appendix VI. It will be seen that the rate on possessions, which has been applied in the Northern Sections only, consists in essence of a tax on cattle.

220. Other local revenues are raised by a variety of fees, tolls and licences; further details are also given in the Appendix. Such fees are not payable on the same activities as are liable to the Administration's indirect taxation. They are all, however, subject to approval by the Minister before they become enforceable. No labour for communal purposes is exacted, although voluntary labour is frequently offered and accepted for the effectuation of some specific project of benefit to the community.

221. As to the procedure for collecting rates, every rating authority maintains nominal rolls of rate-payers, setting out the names and addresses of persons liable to pay, and, in the case of the rate on cattle, the extent of their liability: these nominal rolls are revised each year. All rates being at present for fixed amounts, the question of assessment does not arise. The collection of rates is undertaken by local councils. The method of collection varies: some local councils employ regular, salaried officials for this purpose; in other areas the collectors work on a "commission" basis, while a further variation of technique is for each chief, or headman, to be made the collecting agent in the area of his authority. Receipts are invariably given for all forms of rates and fees, while payment in kind or in labour is not accepted. Before the Minister's approval is given to a rating order, the rate-payers are at liberty to petition him against the rate as proposed by the rating authority; once his approval is given the only appeal an individual can make is by raising his defence on a charge of having failed or refused to pay. If a person fails to pay a rate due from him, the Council concerned is entitled to collect it as a civil debt together with costs; if he refuses to pay he is liable to a fine not exceeding £50 or in default to a term of imprisonment not exceeding six months. Land may not be foreclosed nor labour exacted in default of payment.

## SECTION 2: MONEY AND BANKING

222. The currency in circulation in the Gold Coast and the Territory is West African currency issued by the West African Currency Board which operates under the authority of the Secretary of State for the Colonies and has its headquarters in London. Its regulations provide for the automatic issue and redemption of currency on demand and the maintenance of a full sterling backing. Q. 38

223. The laws and regulations governing the issue and circulation of currency are:—

(a) Imperial—

Gold Coast and Dependencies Coinage Order, 1912.

Gold Coast and Dependencies Coinage Order, 1913.

Gold Coast and Dependencies Coinage (No. 2) Order, 1920.

(b) Local—

The Currency Ordinance (Cap. 180).

The Coins Ordinance (Cap. 191).

The West African Currency Notes Order by the Governor-in-Council.

224. Both the main banks, the Bank of British West Africa and Barclays Bank (D.C. & O.) now have branches at Hohoe in the Territory and full banking facilities are available. In addition, all Post Offices and 14 Postal Agencies in the Territory transact Savings Bank business.

225. No bank or other agency is authorised to issue currency in the Territory.

226. The provisions controlling the use of foreign exchange (based on the United Kingdom Exchange Control regulations) are contained in the Exchange Control Ordinance. Residents in the Territory are required to surrender for sale to the banks as authorised dealers their holdings of specified foreign currencies. Similarly, banks have authority delegated under the provisions of the Ordinance to authorise payments for purchase of goods from countries outside the sterling area. All other payments to foreign countries must receive the prior approval of the Exchange Control. Investments in the Territory by persons resident outside the sterling area are normally allowed by the Exchange Control and repatriation of the funds is permitted at a later date. There are no restrictions regarding payments within the sterling area. Q. 39

227. The official rates of exchange are those fixed by the Bank of England and published in the Press. There were no major fluctuations which have influenced the economy of the Territory during the year. Q. 40

228. The following facilities are available for small depositors and borrowers: Q. 41

(i) *At the Bank of British West Africa Ltd. Hohoe.*

Fixed deposits are accepted for a period of six months and under one year with interest at 1 per cent. per annum.

Fixed deposits are accepted for a period of one year at  $1\frac{1}{2}$  per cent. per annum. A special rate of 2 per cent. is allowed for local authorities.

Savings Bank deposits are accepted at a rate of 2 per cent. per annum per pound for each completed calendar month.

(ii) *At Barclays Bank (D.C. & O.) Hohoe.*

Savings Bank accounts may be held up to a maximum of £1,000 with interest at 2 per cent. per annum on the minimum monthly balance. Interest earning deposits are limited to £50 monthly.

Interest rates on fixed deposit accounts are the same as those allowed by the Bank of British West Africa Ltd.

The rate of interest charged on loans varies according to the circumstances and nature of the security offered.

(iii) *At Post Offices and Postal Agencies.*

Six Post Offices and 14 Postal Agencies in the Territory conduct Savings Bank Business. Deposits of 1s. upwards are accepted and interest is paid at  $2\frac{1}{2}$  per cent. per annum. Amounts up to £3 may be withdrawn on demand.

## SECTION 3

## CHAPTER 1. ECONOMY OF THE TERRITORY

Q. 43

229. The Territory is predominantly an agricultural country with no known mineral resources of commercial value and no important industrial activity. It is therefore on its agricultural industry that its economy is based. Agricultural activity in the Territory is divided between the production of foodstuffs for local consumption in the Territory and the Gold Coast and the growing of other crops for export outside West Africa. Of the latter, cocoa is of overwhelming importance, and it is largely the wealth of the cocoa industry which provides indirectly for the financing of development. This dependence on cocoa endangers the economic stability of the Territory and the Administration is fully alive to the need to increase production of a wider variety of good quality cash crops and to encourage industry other than agriculture. Measures adopted to this end are described in greater detail elsewhere in the Report.

230. Agriculture is carried on under a system of shifting cultivation, with the exception of the cocoa growing areas and the extreme North Section. This system is recognised to be wasteful of the resources of the land and unsuited to the needs of an increasing population. If an adequate and balanced diet for all is to be ensured in the future and a higher standard of living achieved, more efficient farming methods must be taught. Other problems are presented by the scattered nature of peasant holdings which hinder the introduction of improved farming methods and the lack of financial resources available to farmers who, under the existing system of land tenure, have little security to offer against loans for improvement of their farms.

231. It is the Administration's policy to encourage as much as possible increased food production, to achieve greater diversification of agriculture and to improve methods of marketing and distribution. At the same time it is its desire to bring about a basic improvement in living standards and a betterment of social conditions. These aims are reflected in the Development Plan adopted by the Legislative Assembly in 1951. It has since been decided, owing to rising costs, to concentrate planning to the period from April, 1951, to March, 1956, during which period it is expected that some £56 million can be made available for development in the Gold Coast and the Territory, not including any expenditure which may be incurred

on the Volta River Project or the construction of Tema harbour. This expenditure is already placing a heavy burden on the economy and is one of the most important single factors now influencing Government decisions on economic policy.

232. Capital expenditure of the magnitude planned utilises manpower and materials and, though spread over a period of years, temporarily gives no real return in goods and services, and therefore has an inflationary effect on internal prices and costs, unless measures are taken to prevent this. An increase in aggregate income which is not accompanied by an increase in the supply of domestic foodstuffs and imported consumer goods would inevitably cause hardship to those sections of the community whose incomes did not rise proportionately with prices and would endanger the Development Plan by raising the cost of the goods and services, and particularly of labour, which are vitally necessary for its success. Equally important is the need to ensure that increases in the incomes of one section of the community do not exert pressure on the general level of prices of foods and other consumer goods.

233. The objectives of the Development Plan and the aims underlying this programme imply an acceptance of the necessity to forego to some extent immediate improvements in the standard of living in expectation of a higher standard in the future.

234. To ensure now that these objectives will be achieved the most important consideration is to establish internal price stability. To this end, changes in prices resulting from short-term or violent fluctuations in income must be avoided and increases in income should be related to increased domestic output.

235. The most important contribution can probably be made by providing an increased supply of food, improved distribution and lower transport costs, and the training of manpower to supply the skilled labour force that is needed for development.

236. 1952 has been noteworthy as the first complete year of work under the Development Plan. Internal prices have steadied and the increases in wages and salaries do not appear to have given additional impetus to the upward trend in costs which was so dangerous a feature in 1951. Considerable progress has been made in capital investment by Government and this has been achieved without any signs of undue strain.

237. Companies based overseas operate in the Territory only for the purpose of marketing and trade and are of comparatively small importance in the structure of the Territory's economy. A high percentage of the retail trade is in the hands of independent traders; and the Co-operatives, which are entirely African in their membership, are now one of the principal buyers of cocoa in the Territory.

238. There are no figures available at present of the national income Q. 43 but the Administration is proceeding with work on this subject.

239. Companies which are members of the Gold Coast Chamber of Commerce have branches in the Territory. Two other bodies, the Associated Gold Coast Chambers of Trade and Gold Coast Merchants Association, offer membership to African traders and merchants both in the Gold Coast and in the Territory. These bodies provide a forum for discussion and a vehicle for corporate approach to the Administration on any issue which may affect commerce and trade in the Territory. No details of membership are available. Q. 44

## CHAPTER 2. DEVELOPMENT

Q. 45

240. The planning of development in the Gold Coast and the Territory is undertaken by the Ministry of Development. This portfolio is at present held by the Prime Minister. The Ministry is responsible for the furtherance of the Development Plan, a copy of which is available for reference in the United Nations Organisation's library. This plan is not so much a statement of projects to be carried out as a statement of objectives which it is hoped to attain over an unspecified period of time. It is the Ministry's concern to fit into this overall plan, and award priorities to, the projects which departments wish to carry out in furtherance of approved policy. Any proposals put forward by the Ministry require the approval of a Standing Committee of the Cabinet.

241. When the Development Plan was drawn up it was recognised that if it were to succeed in its purpose it would require not only the active participation of efficient local authorities, capable of accepting responsibility for development projects of more local application, but also the wholehearted support of the people. It was recognised as essential that the general public should be aware of the advantages to be derived from development and that they should develop an enthusiasm for raising their standard of living by their own local initiative. A scheme to encourage development at the district and village level was begun in 1949 through the formation of Local Development Committees in all districts and the provision of funds to assist with the execution of local development works planned by the committees in accordance with local wishes. Resulting from provision made in the Plan, grants have continued to be paid to local development committees in the Territory. The committees have carried out much useful work and done much to develop a spontaneous spirit of self help and initiative. Details of their work are given below.

242. It has been possible now to plan in detail the projects which it is hoped to be able to complete with the funds available. The need to allocate a large share of these funds to economic and productive services, in particular communications and water supplies, is appreciated. Even though the Territory is in need of more social services, more schools and more hospitals, there is a real danger in extending the country's social services without developing the resources needed to provide for the increased cost of those services' maintenance. In practice for reasons largely outside the Administration's control it has so far been possible to make much more rapid progress on those sections of the plan devoted to social and common services, and the need to place even greater emphasis on development projects which will increase the country's productive capacity is accepted.

243. Of great importance to the development of the Territory is the construction of a new harbour at Tema, about 20 miles east of Accra, on which preliminary work began during the year under review. For this purpose the Assembly has approved the appropriation of £10½ million, with a further £10 million to be made available for the creation of the new township around the port. Work on the project has so far been mainly preparatory involving surveying and early constructional work on the Accra-Tema railway line and improvement and reconstruction of the Accra-Tema roads. Construction of the harbour breakwater is expected to begin shortly.

244. The 1951 Statement on the Volta River Project was attached as Appendix XVI to the 1951 Report. Developments in connection with the scheme during the year under review are summarised in Appendix XXIII.

These developments are to be discussed by the Legislative Assembly early in 1953, and on the assumption that the proposal to set up a Preparatory Commission will be acceptable to the Legislative Assembly, this will probably start work soon thereafter. It can be expected that the Commission will pay particular attention to the problem of manpower and sources of recruitment.

245. In the 1951 Report stress was laid on the fact that the Development Plan covers development within both the Gold Coast and the Territory and that many of the schemes are central projects of wide communal benefit (the Volta Scheme and Tema Harbour are parallel cases) and that it was therefore impossible to provide an accurate estimate of what part of the expenditure planned would be spent in the Trust Territory.

246. It may be convenient, however, to summarise here some of the projects most directly affecting Togoland which have been or are being carried out:—

(a) Completed							Estimated total cost £
<i>Road Construction and Improvement :</i>							
Main trunk road Kadjebi to Papase	...	...	...	...	...	...	77,250
New bridge, Kpetoe	...	...	...	...	...	...	13,620
<i>Education :</i>							
Teacher Training College, Hohoe	...	...	...	...	...	...	72,000
<i>Health :</i>							
Hospital, Hohoe	...	...	...	...	...	...	87,700
Extension to Hospital, Yendi	...	...	...	...	...	...	1,500
Health Centre, Kpandu	...	...	...	...	...	...	10,000
<i>Rediffusion Stations :</i>							
Ho	...	...	...	...	...	...	7,050
Hohoe	...	...	...	...	...	...	5,670
<i>Posts and Telecommunications :</i>							
Trunk Circuits—							
Ho-Palime (British Section)	...	...	...	...	...	...	2,000
Kpandu-Nkonya Ahenkro	...	...	...	...	...	...	1,300
Accra-Hohoe	...	...	...	...	...	...	2,000
Jasikan-Borada	...	...	...	...	...	...	910
Post Offices—							
Kadjebi	...	...	...	...	...	...	2,800
Hohoe Post Office Extensions	...	...	...	...	...	...	7,105
<i>Police Stations and Quarters :</i>							
Kpandu	...	...	...	...	...	...	14,950
Kadjebi	...	...	...	...	...	...	11,650
<i>Forestry :</i>							
Office, Yendi	...	...	...	...	...	...	2,150
<i>Meteorological Services :</i>							
Kete-Krachi Housing and Offices	...	...	...	...	...	...	2,785
Yendi Housing and Offices	...	...	...	...	...	...	8,635
<i>Rural Water Development :</i>							
Minor Rural Supplies	...	...	...	...	...	...	5,222
Hohoe piped supply	...	...	...	...	...	...	14,093
<i>Social Welfare :</i>							
Kpandu Community Centre	...	...	...	...	...	...	500



**(b) Under Construction or under way***Agriculture :*

						Estimated total cost £
Extension to Agricultural Station, Kpeve	...	...	...	...	...	10,720
Cocoa Industry Reconstruction	...	...	...	...	...	13,100
Soil Conservation and Land Planning	...	...	...	...	...	Not stated separately.

*Posts and Telecommunications :*

Trunk Circuit—Jasikan—Worawora	...	...	...	...	...	3,480
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*Rural Water Development :*

Piped Supply, Yendi	...	...	...	...	...	17,051
Boreholes and Wells	...	...	...	...	...	Not stated separately.

*Education :*

Secondary School, Ho	...	...	...	...	...	296,000
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*Medical :*

Health Centre, Bimbilla	...	...	...	...	...	14,000
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*Roads :*

Surveys, reconstruction and improvements	...	...	...	...	...	Not stated separately.
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*Official Buildings :*

Quarters for Junior Staff	...	...	...	...	...	22,430
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**(c) Planned for early construction***Animal Health :*

Quarantine Station—Pusiga	...	...	...	...	...	3,000
Veterinary Station, Yendi	...	...	...	...	...	17,400

*Rural Piped Water Supplies :*

Kpetoe	...	...	...	...	...	15,000
Kpandu	...	...	...	...	...	50,000

*Broadcasting Rediffusion Stations :*

Yendi	...	...	...	...	...	6,000
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*Education :*

Kpandu Secondary School	...	...	...	...	...	52,000
Teacher Training College, Jasikan	...	...	...	...	...	155,000
Teacher Training College, Pusiga	...	...	...	...	...	70,000

*Social Welfare and Mass Education :*

Rural Training Centre	...	...	...	...	...	13,500
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*Medical :*

Isolation Block, Maternity and Children's Ward, Ho	...	...	...	...	...	10,000
Hospital	...	...	...	...	...	25,000
Medical Stores and Offices, Ho	...	...	...	...	...	

*Forestry :*

Forestry Buildings Yendi	...	...	...	...	...	2,000
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*Housing :*

Housing Loans Scheme	...	...	...	...	...	Not stated separately.
Rural Housing	...	...	...	...	...	Not stated separately.
Official Buildings, Workshops, etc.	...	...	...	...	...	Not stated separately.

The following projects were completed or in progress during 1952, being undertaken by Local Development Committees working in co-operation with the local people:—

**Projects completed during 1952 :***Funds spent*

	£
Shia Bridge ... ..	1,349
Dressing stations:	
Kpedze ... ..	300
Liati Gbledi ... ..	300
Likpe Mate ... ..	550
Nkonya Wurupong ... ..	250
Drains: Dzolo Gbogame and Borada ... ..	230
Latrines: Kpandu, Jasikan and Worawora ... ..	856
Roads:	
Dzolo Gbogame—Kpedze road ... ..	45
Awate—River Volta ... ..	250
Road N.T.9—Atafie ... ..	600
Water supply: Teteman ... ..	300
Market at Nkonya Ahenkro ... ..	300
Community Centre at Nkonya Ahenkro ... ..	200
Recreation Ground: Kete-Krachi ... ..	160
Pauper hostel: Kete-Krachi ... ..	40
Lorry Park: Banda ... ..	300

\*Extensions to dams at Chereponi and Zabzugu.

\*Construction of new dam at Gboggo, near Gushiagu.

\*Road improvements:

Gushiagu—Somayili—Mamprusi boundary.

Zabzugu—Kwerli Road.

Zabzugu—Shieni Road.

\* Separate figures of funds spent are unavailable.

**Projects begun but not completed during 1952 :**

<i>Project</i>	<i>Funds allocated</i>	<i>Percentage completed</i>
<b>Feeder Roads:</b>	£	%
Lume—Ave—Shia ... ..	150	60
Ziavi—Anfeta ... ..	150	35
Goviefe—Kpeve ... ..	25	95
Agotime Kpetoe—Adedome ... ..	20	75
Abuadi—Waya—Adedzi ... ..	1,160	50
Abuta Kloe—Juapong ... ..	300	80
Amedzofe—Kpedze ... ..	170	35
Ashanti Kpetoe—Honuta ... ..	800	40
Shia—Klave—Ho ... ..	300	25
Matse—Lume—Shia ... ..	255	95
Ho—Hedzo ... ..	700	95
Agotime Afegame—Be ... ..	140	10
Dain—Papa ... ..	90	—
Alavanyo—Gbi Wegbe ... ..	5,000	5
Kpandu—River Volta ... ..	2,000	5
Asato—Apesokubi ... ..	5,556	5
Akaa—Abotoase ... ..	5,500	50
Krachikrom—Takrabe ... ..	500	30
Hohoe—New Ayoma ... ..	9,000	30
Atonkor—Guaman ... ..	500	20
<b>Culverts:</b>		
Toketoe ... ..	50	25
Mankra ... ..	100	—
Drains (at numerous centres) ... ..	1,624	—
<b>Dressing Stations:</b>		
Vanc ... ..	340	60
Vakpo ... ..	350	50
Ahamansu ... ..	550	10
Ayoma ... ..	516	40
Maternity Clinic: Dzolokpuita ... ..	4,000	—
Community Centre: Anfocga ... ..	1,000	40
Farmers Assembly Hall: Okadjakrom ... ..	2,400	90
Postal Agency: Fodome ... ..	200	60
Water Tank: Abutia ... ..	442	10
Meat Stall: Banda ... ..	190	—

247. These projects were financed in part by grants from the Administration and in part by grants from the Cocoa Marketing Board and in part by the efforts of the local communities themselves.

248. The development of secondary industries is assisted by loans available at 5 per cent. interest from the Industrial Development Corporation. A Board has now also been set up for the administration of agricultural loans.

### CHAPTER 3. INVESTMENTS

Q. 47 249. The outside private capital invested in the Territory is negligible, consisting only of commercial and mission buildings and properties. Some of the firms are registered in foreign countries, and some of the missions are international organisations.

### CHAPTER 4. ECONOMIC EQUALITY

Q. 48 250. The immigration laws of the Gold Coast and the Territory are designed to afford economic protection to the inhabitants of the Gold Coast and the Territory against persons from all other areas. The Immigration Ordinance prohibits the entry into the Gold Coast or the Territory "of any persons or classes of person whose intended occupation may, in the opinion of the Governor in Council, prove detrimental to the economic development of the inhabitants". The only classes of person so far prohibited are (1) persons intending to set up in retail trade and (2) persons desiring to establish other new businesses or professional practices who are not in possession of capital sums of £5,000 and £1,500 respectively.

251. Apart from the special position accorded to natives of the Gold Coast and the Territory described above, no distinction as regards economic or commercial matters is made in the laws on grounds of race or nationality. The only economic activities carried on by nationals of members of the United Nations other than the Administering Authority are by general firms in the Southern Section, viz., La Compagnie Française de L'Afrique Occidentale (French) and La Société Commerciale de L'Ouest Africain (French), and by other nations, viz., the Union Trading Company (Swiss).

252. No non-indigenous group enjoys by law a special position in any branch of the economy of the Territory. In practice the main trading firms are registered in Europe. Other functions undertaken by non-indigenous persons include transport to and from the Northern Section, fishing which is undertaken almost entirely by the Adas from the Gold Coast Colony, and petty trading in the Northern Section by Yorubas from Nigeria. All these African non-indigenous groups, if they reside within the Territory, enjoy the same privileges and pay the same taxes as the local people.

### CHAPTER 5. PRIVATE INDEBTEDNESS

Q. 49 253. Indebtedness is not a serious problem in the rural areas of the Territory but there is a tendency for it to be heavier and more permanent among salaried workers, with higher standards of living and more calls on their purses because of the family system, than among wage-earners.

254. Money-lending is controlled by the Moneylenders Ordinance (No. 21 of 1940). This requires that all money-lenders (which term is presumed to apply to any person lending money at interest) should take out a licence and

that interest on loans secured by a first charge must not exceed 15 per cent. on the first £500 and 12½ per cent. on any amount in excess of £500 and that interest on unsecured loans must not exceed 30 per cent. Money-lenders are required to keep a record of all their transactions.

255. The formation of a National Bank which will make loans at reasonable rates of interest more readily available to the general public, is a development which is hoped will discourage usury on any significant scale. Such few cases of rural indebtednesses as may continue to occur may be expected, as in the past, to receive the attention of the Co-operatives.

## SECTION 4: ECONOMIC RESOURCES, ACTIVITIES AND SERVICES

### CHAPTER 1.—GENERAL

#### (i) Statutory Board and Corporations

256. In order to improve the economic organisation of the Gold Coast Q. 50 and the Territory and to further the material advancement of these countries, it had been the policy of the Administration to set up a number of statutory bodies exercising specialised functions. Broadly speaking, the intention of the Administration in setting up these statutory Boards and Corporations was to devise a machinery for dealing with certain economic and commercial matters which, on the one hand, were so vital to the prosperity of the country that the Administration could not divest itself of all responsibility regarding them, but, on the other hand, were of such a nature that they could not be effectively handled unless, within the limits of the controls imposed, the authorities created for this purpose were free to operate independently. The controls vary in every case, but they follow a common pattern. The members of the Board, including the Chairman and Managing Director, are appointed by the relevant Minister with the prior approval of the Governor-in-Council; in certain cases provision is made for giving them directions in any general or particular matters; they have to make reports and submit accounts to the Administration; they have certain statutory functions, some of which require special approval before they can be exercised. Within these limits, the Boards and Corporations are free to carry out the duties for which they have been constituted without reference to outside authorities.

257. The first of these Boards, the *Gold Coast Cocoa Marketing Board* was established in 1947 as a permanent purchasing and marketing organisation for the cocoa crop of both the Gold Coast and the Territory. The history leading up to the establishment of this Board is described in paragraphs 378-380 of the 1951 Report. By virtue of Ordinance No. 16 of 1947 the Board is given legal authority to purchase the whole cocoa crop, to fix the prices to be paid to the producers and to be responsible for the disposal of the cocoa. In 1951 the Board was re-organised by the passing of the Gold Coast Cocoa Marketing Board (Amendment) Ordinance (No. 8 of 1951), which brought the structure of the Board more in keeping with the present day conception of public corporations and renders it accountable in its operations to a greater degree through the Minister of Commerce and Industry to the Legislative Assembly.

258. The Board is responsible to the Administration and now consists of nine members who are all appointed by the Minister of Commerce and Industry with the prior approval of the Governor-in-Council. It is now constituted as follows:—

- (a) a Chairman ;
- (b) a Managing Director ;
- (c) three members representing producers ;
- (d) three members who have wide experience in commercial matters ;
- and
- (e) one member, an official in the Ministry of Finance.

The Managing Director and the representative of the Ministry of Finance are at present Europeans ; the others are Africans, and include Mr. J. K. Martin who is a native and resident of Southern Togoland.

259. The functions of the Board are clearly defined in the Ordinance, Section 6 (1) of which states: " It shall be the duty of the Board to secure the most favourable arrangements for the purchase, grading, export and selling of Gold Coast cocoa, and to assist in the development by all possible means of the cocoa industry of the Gold Coast for the benefit and prosperity of the producers ".

260. The Board has continued the policy of its predecessor in paying a fixed price for each crop, thereby eliminating intra-seasonal price fluctuations and ensuring to the farmer a guaranteed price for his crop. The price at the principal buying centres varies slightly according to their distance from the rail head or Senchì ferry where the standard price is payable. The price payable for the main crop season which opens in October is normally determined by the Board and announced in the previous September. Among the factors taken into consideration in determining the price are the expected level of world prices for the coming season and the state of the Board's stabilisation reserve.

261. In order to reduce the variation in price between seasons and to enable the price to the farmer to be kept up when prices are low, the Board has built up a stabilisation fund. This stands at £51,000,000, or the same figure as at the end of the 1950-51 crop year.

262. Apart from making up other reserves which stand at £12,000,000 the remainder of the Board's surplus on operations is under the Ordinance to be devoted to " any purpose likely, in the opinion of the Board, to benefit cocoa producers ". Before any payment is made under this provision of the Ordinance the approval of the Governor-in-Council is required. Expenditure under the provision made in 1950-51 was described at page 73 of the Report on the Territory for 1951.

263. During the year a further grant of £1,000,000 was made for the rehabilitation of the cocoa industry in the Gold Coast and the Territory. Reserves were augmented as follows : the general reserve was increased by £2,400,223 and a further £125,000 was paid into the Local Development Grant Reserve. From the last reserve payments amounting to £198,000 were made, of which £42,542 was made available to the Territory during that crop year. The scholarship allocation of £1,000,000 made in 1950 had been increased by interest at the end of the crop year so that it stood at £1,050,613. In addition the Board paid the last instalment of a loan totalling £2,300,000 for the purpose of financing extensions to Takoradi Harbour.

264. The majority of the sum of £42,542 made available by the Board for local development in cocoa growing areas of the Territory has been allocated to the construction of feeder roads, the details of which are given in section 3 below.

265. The price paid to the producer for the 1951-52 crop was fixed at 80s. 0d. per load of 69 lb. less a transport differential, depending upon the distance from Senchi ferry or Palime rail head. The price of 80s. 0d. per load is equivalent to £149 6s. 8d. per ton. The world market selling price varied from a minimum of about £200 per ton to a peak of £328 f.o.b. The average price obtained was £245 f.o.b.

266. The following abstract of costs per ton shipped may be of interest:—

	£	s.	d.	£	s.	d.
Price paid to Producer ... ..	149	6	8			
Allowance to Buying Agents ... ..	11	17	10			
Storage Time Allowance ... ..		2	0			
				161	6	6
Export Duty ... ..	70	0	2			
Railway and Road Transport ... ..	2	19	0			
Ligherage, etc. ... ..		19	2			
				73	18	4
Finance and Bank Charges ... ..					4	0
Administration (Salaries, Office Expenditure, Board Meetings, etc.) ... ..					3	6
Cost per ton f.o.b. Gold Coast ... ..				£235	12	4

267. The season's operations resulted in a net surplus (after taking into account interest from investments and loans) of £3,529,777, or 6·8 per cent. of total sales. This compares with a figure of £20,109,279 for the previous crop year. The decrease was largely accounted for by the payment of £14,741,321 in export duty.

268. The principal purchasers of the season's cocoa were the U.S.A. (74,700 tons) and the United Kingdom (52,871 tons). Germany, Holland and the U.S.S.R. were the other principal importers.

269. For the new season the price to the farmers was reduced from 80s. to 70s. a load, partly to offset an expected decline in world prices and partly to reduce the risk of further inflation. It is of interest that despite the fall in price the Territory's crop for 1952-53 season is expected to reach a record figure of about 27,000 tons, according to the latest estimates.

270. During the year the Cocoa Purchasing Company Ltd., a subsidiary to the Board was incorporated with an authorised capital of £2,000,000. This cocoa buying agency which is subject to the same regulations as affect all licensed buying agents, aims at enabling farmers from the Gold Coast and the Territory to invest their savings locally and to take part in the control of the Company. Allowances usually paid to middlemen will go to farmers and farmers' groups who will sell direct to the Company.

271. Report of the Chairman of the Cocoa Marketing Board together with the Board's accounts covering the crop year 1951-52, is at Appendix IX.

272. With functions somewhat parallel to those of the Cocoa Marketing Board the *Gold Coast Agriculture Produce Marketing Board* operates both in the Gold Coast and the Territory.

273. This is a permanent purchasing and marketing organisation now established by Ordinance No. 17 of 1952, and charged with the duties of purchasing and grading produce in the Gold Coast and the Territory, the sale,

by export or otherwise, of such produce and the promotion of the development of producing industries to the benefit and prosperity of the producers and the areas of production.

274. Certain scheduled produce is sold to the Board by licensed buying agents, and the Board is empowered to fix the price to be paid to the producer and to be responsible for its disposal. The scheduled products comprises palm oil, palm kernel, and palm kernel oil, copra and coconut oil, shea nuts and shea butter and coffee.

275. The Board consists of a Chairman, a Managing Director, four members representing producer's interests, two members representing commercial interests and the Director of Agriculture. One of the produce members comes from Kete Krachi in the Territory. The Chairman, all the producer members and one of the commercial members are Africans.

276. The Board made a surplus of £43,517, during the year compared with nearly £93,000 in 1951, and reserves now stand at £377,744. A grant of £7,913 was made during the year to the West African oil palm research institute at Benin in Nigeria.

277. The fall in trading profit was largely due to a loss of nearly £30,000 incurred in the marketing of copra. Whereas the price to the producer had been increased to £50 per ton there was a substantial fall in the market price during the year. The favourable price to the producer resulted in a greatly increased tonnage being purchased from sources hitherto untapped. On the other hand there were no coffee purchases in the Territory during the year, most of this crop being attracted elsewhere by the prevailing free market. Prices for coffee were however doubled with effect from the 1st August as a result of a contract with the Ministry of Food. It is not yet possible to judge the effect of the new price on production in the Territory.

278. A three year contract with the Ministry of Food for the purchase of palm kernels proved most advantageous, the actual average market price for two quarters having fallen below the total cost per ton to the Board. Supplies made available for export by the Board increased from 2,614 tons in 1951 to 6,177 tons in 1952.

279. The Report and Accounts of the Board for the year 1952 are shown in Appendix IX.

C.45

280. Two statutory corporations are charged with fostering developments. The first of these, the *Industrial Development Corporation* was established by Ordinance No. 22 of 1951 with the duty of securing the investigation, formulation and carrying out of projects for developing the country, and the Ordinance gives wide latitude as to the ways in which this duty may be performed. The amount set aside as the capital of the Corporation is £1 million, of which it is expected that, by the end of the present financial year (31st March, 1953), some £460,000 will have been expended or earmarked. Experience has shown that the policy of making small loans is difficult and unproductive, whereas there is a good opening for properly conducted industrial enterprises on a larger scale. The successes of the Corporation have been mainly in this field up to date, and it is on this type of project that the Corporation will concentrate in future.

281. The Corporation's activity during the year has in fact been very limited while policies have been reviewed. These are likely to be greatly influenced by the recommendations of Professor T. D. Lewis from Manchester

University, who was appointed to report on priorities of economic development in the Gold Coast and the Territory. Publication of his report is still awaited.

282. The second corporation, the Agricultural and Fisheries Development Corporation, as it is now called (Fisheries is an addition during the present year) has similar functions to those of the Industrial Development Corporation, though in the agriculture sphere. It is also similarly financed, but its progress has been slower; up to the end of the year under review some £59,000 had been expended. During this time the main activity has been the preliminary planning of schemes which it is proposed to launch during 1953.

283. Both of these corporations have African chairmen and the majority of members are also Africans.

284. The Territory, particularly the Northern Section, also derives some benefit from the activities of the *Gonja Development Company*. This company was set up in 1949 to carry out a mechanised agricultural pilot project covering an area of approximately 32,000 acres at Damongo in the Northern Territories. Modern methods of agriculture require capital expenditure on mechanical equipment, improved water supplies and soil conservation measures which the small farmer is unable to provide for himself. This is one aspect of the scheme, another is the development of food supplies which will become increasingly important as industrial development proceeds in the south of the country. A third aspect is to find a means of securing to small farmers settled on individual holdings in village groups the benefit of mechanisation and improved essential services, while not interfering with the powers of the farmers to increase their incomes by their own efforts. At the present stage, and for some years to come, all those aims must be regarded as experimental, though progress made up to date has been encouraging.

285. On 31st March, 1952, the fixed assets of the Company amounted to £296,000 and current assets to £226,000. The former were mainly made up of plant and machinery, roads and buildings: such an investment though large is by no means excessive when it is remembered that the project is situated in a practically uninhabited area, possessing poor communications and at a considerable distance from the main centres. The latter consists mainly of amounts due to the Company in respect of work carried out by it as contractors for road buildings, land contouring, etc. These contracts have enabled the Company to spread the heavy overhead costs of the machinery which had to be purchased for agricultural purposes, and enabled the Government to carry development works in the north which would otherwise have been impossible.

286. The cultivated area at the end of 1952 was 1,130 acres and the cleared (including cultivated) area was 2,560 acres. Crops tried up to date have included groundnuts, rice, tobacco and sorghums.

## (ii) Trading Concerns

287. A number of limited liability companies owned and operated by Q. 50 Africans are registered in the Territory. These are listed in Appendix IX. In addition there are numerous small trading firms in existence operating under private ownership, but as these are not registrable as companies, no list of names is available. A number of incorporated trading companies whose main offices and branch business depots are established in the Gold Coast also extend their activities into the Territory. A list of these companies is included in Appendix IX.



### (iii) Monopolies

288. No monopolistic organisation either private or public exists in the Territory, with the exception of the Cocoa Marketing Board and the Agricultural Produce Marketing Board already mentioned. The predominant position in trading is held by the several large European firms, who have established themselves in this position by their commercial initiative which has been consolidated over many years of trading within the Territory. The major proportion of the imported commodities sold in the Territory is imported by these long established companies, but there is nothing to debar any of the inhabitants of the Territory from entering into the trade, as the same facilities are available to all in trade matters. Although general indications are to the effect that in the Gold Coast the number of African firms who participate in the direct import trade is steadily increasing, the same statement cannot be made with regard to those in the Trust Territory who apparently still prefer to obtain their requirements from the main European companies who operate in the Territory, or travel to Accra or other towns in the Gold Coast to obtain supplies.

289. The interests of African traders receive some protection from the Administration's immigration policy. Except in most exceptional circumstances no expatriate may establish a new retail business and no existing firm may be granted permission to employ additional expatriates for the purpose of retail trade. Firms are encouraged to train Africans to take over the more responsible posts, particularly those which may become available in the course of natural expansion. Every attempt is made to give African firms an opportunity to gain experience in the handling of larger quantities of goods; import allocations of those few commodities which are still subject to specific licensing are issued to them in proportion to their proven ability to import and distribute.

290. So far as those sections of the economy are concerned which are controlled either directly by the Administration, or indirectly through the statutory bodies mentioned above, it is the intention to transfer to the indigenous inhabitants ever increasing responsibility for the control and development of the community's economy. Steps have been taken to encourage the formation of a single African Chamber of Trade and Commerce in the Gold Coast with a view to co-ordinating action in an effort to secure for individual importers a stronger position than they hold at present in the commercial activities of the country, and membership will be open to any African company or individual trader operating in the Territory. It is hoped that such an organisation will be established in 1953.

### Co-operation

291. The Administration has been active in the development of many forms of co-operation, especially in the marketing of cocoa. Co-operatives act as agents for the Marketing Board on the same terms as the large trading firms, which means that they handle the cocoa from the time it is purchased until the time it is placed on board ship, and they receive a commission from the Board for doing so. The Administration is confident that in the spread of co-operation a sure means exists of developing the resources and economy of the Territory in the interests of its inhabitants.

### Marketing Co-operatives

292. The cocoa marketing primaries remain firmly established, and at the end of 1952, numbered 24. During both the mid crop of 1951 and the main crop of 1951-52 the 22 societies received from their 4,057 members and

sold eventually to the Gold Coast Cocoa Marketing Board 5,275 tons of cocoa. This output amounted to about 22 per cent. of the crop of the Territory, and its quality was very high, about 99 per cent. of it being of the first grade. Sales are made in the first instance through the two unions in the Territory, and next through the Gold Coast Co-operative Marketing Association, which is the central agency for all produce marketing societies in the Territory, as well as the Gold Coast.

293. The Gold Coast Co-operative Marketing Association, with headquarters at Accra, enjoys guarantee from the Administration for funds borrowed from the commercial banks for financing cocoa marketing, and is able through the two unions to extend the benefits of this facility to marketing primaries in the Territory. Nearly three-quarters of the £769,500 paid to farmers for their cocoa was made available in the first instance from such loans. Besides, the Marketing Association maintains through its committee and general meetings close supervision over the affairs of these primaries, and also supplies them with stationery and equipment at reasonable cost.

294. In addition to cocoa marketing, the primaries serve as organs through which loans mostly from the Gold Coast Co-operative Central Bank (with headquarters at Accra) pass to farmers. These loans are mostly of a short duration of up to nine months, and are usually for such purposes as family maintenance, farm labour expenses, medical, and children's education fees. The total given to farmers in this way in the Territory amounted to about £15,700 during the year. Besides, an extra £13,000 was granted to primary marketing societies for the erection of sheds for storing cocoa. The rate of interest on all types of loans never exceeds 10 per cent. per annum, and constitutes one of the main forces attracting farmers into membership. Steady efforts are made by both the Bank and Department of Co-operation also to encourage the habit of thrift, and farmers in the Territory saved a further £9,900 in special private deposit accounts by the end of March, 1952.

295. The two secondary unions continue to be the link between primaries and the respective national apex organisations for cocoa marketing and general financial transactions. They even serve as media through which the two consumer societies send cash for the goods they have bought from their respective headquarters as Jasikan and parent society in Accra. The Northern Union is the stronger with 14 primaries. The other eight primaries belong to the Southern Trans-Volta Co-operative Union with headquarters at Tsito, just outside the Territory. Each Union maintains transport for distributing cash to primaries; but the Northern Union does more—it keeps a fleet of trucks for transporting farmer members' cocoa.

### Consumer Co-operatives :

296. In addition to the consumer co-operative at Tsito, a second exists at Jasikan to serve the Northern Trans-Volta Union district. During the year ending on the 31st of March, 1952, the two societies sold goods amounting to £7,114, and had 437 members. Both purchased almost all their stocks from the central society, the Gold Coast Co-operative Wholesale Establishment, which serves all consumer societies from Accra. This central society also operates on a government guarantee and an interest-free government loan, which enable it to overcome the handicap of funds. However, the two consumer societies continue to respond to the appeal of the Establishment for capitalisation, and had been able to subscribe shares amounting to over £1,040 at the end of March, 1952.

### Thrift and Loan Societies

297. Now that the members of the two teachers' thrift and loan societies are almost all scattered beyond the societies' areas of operations, only interest from new, potential members will make revival possible. Such interest, however, has unfortunately not been forthcoming, and the winding up of these societies is under consideration. Meanwhile, the employees of all types of societies in each union district are considering starting a thrift society of their own, the Department of Co-operation giving them all necessary assistance.

## CHAPTER 2. COMMERCE AND TRADE

Q. 51  
Q. 52

298. The Territory's exports may be divided into two categories—first those which are produced for export outside West Africa; these are purchased on behalf of the two marketing boards by a number of agents—chiefly the main European firms and now to an increasing extent by producers' co-operatives; and, secondly, foodstuffs surplus to the Territory's requirements which are mainly exported to the urban centres of the Gold Coast; this trade is entirely in the hands of a large number of Africans mostly natives of the Territory and the Gold Coast, dealing for the greater part in comparatively small quantities and moving their purchases out of the Territory by a number of different routes. The functions and activities of the two marketing boards have been described in the previous chapter.

299. Imports from outside West Africa and products manufactured in the Gold Coast are imported into the Territory by larger European firms established in the Gold Coast and with branches in the Territory, by a few Lebanese retailers, by a number of African businessmen, by African petty traders and to some extent by the consumers themselves who purchase their requirements while outside the Territory and return with them. The share of this trade in the hands of each of these groups is not known but it is probable that the large European trading firms have a larger share than any of the other groups. For the Southern Section most of such imports pass through Accra; for the Northern Section they probably arrive via Kumasi and Tamale. Sales are made by the branches in the Territory of the main firms both retail to the consumer and wholesale to African middlemen. Another class of imports are foodstuffs from the Gold Coast—mainly salt, fish and shallots—which are imported exclusively by African traders.

300. There are flourishing markets at every main centre and at these locally grown foodstuffs and a range of other goods change hands. The womenfolk of the Territory are the main traders in foodstuffs; they also deal in cloths and a number of imported commodities. There are also a number of itinerant traders who for the most part come from outside the Territory—from Nigeria and countries to the North of the Territory.

Q. 53

301. There is a Government Department of Commerce whose function is to ensure that the country's essential needs are met, that distribution is satisfactory and that special trading conditions do not allow traders to make excessive profits. The Department fixes the selling prices of goods in short supply at levels considered fair to both the seller and buyer. Controls are removed as soon as supplies become equal to the demand and in practice there is only at present a very small number of articles subject to price control. No controls are imposed over distribution but the relations between the Department and principal traders are such as to enable any inequalities in distribution to be eliminated by a process of discussion.

Q. 54

302. The Territory is subject to the same system of import and export licensing as the Gold Coast but the proportion of total trade effected by licensing is small. The majority of the commodities imported are authorised

entry under open general licence and only a minority are subject to specific import licensing. The principal factors governing the system of licensing are those of availability of supplies and currency. During the year under review it was necessary to impose restrictions on the importation of certain classes of goods from non-sterling sources, owing to balance of payments difficulties of the sterling area. The commodities affected were those generally classified as non-essentials, and including certain types of cotton textiles, silks and artificial silks, beer, motor cars, etc., which were temporarily removed from open general licences. Importations from Japan were limited on exchange control grounds and restrictions continued to be applied to supplies from dollar sources. The principal commodities for which a specific licence was necessary were:—

Flour from dollar sources,  
Butter,  
Canned corned beef,  
Fresh meat,  
Tobacco from dollar sources,  
Lubricating oils,  
Grease, and  
Motor spirit.

303. Exports to the Gold Coast are not subject to any controls. But as regards exports outside the Gold Coast and the Territory a wide range of goods is subject to control. There is a virtual prohibition on the export, other than by the two marketing boards, of the agricultural produce of which they are authorised to be the sole purchasers; the export of most goods imported from outside West Africa especially those purchased with foreign exchange requires an export licence. But special dispensations exist for the export over the frontier with French Togoland of most of these goods in non-commercial quantities.

304. The customs laws apply to the Territory in the same way as they do to the Gold Coast. There are no customs agreements with neighbouring territories other than the Gold Coast. Goods which originate or are produced in Togoland under French Trusteeship and all West African raw foodstuffs are admitted into the Territory free of duty. The Gold Coast and the Territory enjoy their position inside the British Commonwealth so far as preferential import duties on their exports are concerned.

305. On the other hand, no preference is given to the United Kingdom or any other country in the customs tariff on imported goods. Drawback of duty is not granted on goods exported overland, other than by air.

306. New rates of import duty which took effect from the 5th February, 1952, were:—

	<i>Rates of duty prior to 5.2.52</i>	<i>Present Rates of Duty</i>
(1) Sewing machines ... ..	£2 each	12½% ad valorem
(2) Asphalt and Bitumen ... ..	20% ad valorem	Exempt
(3) Tar ... ..	3d. the gallon	Exempt
(4) Pitch ... ..	¼d. the lb.	Exempt
(5) Disinfectant and Germicides ... ..	20% ad valorem	Exempt
(6) Racquet, ball or net intended for use in tennis...	20% ad valorem	Exempt

307. No changes were made in the duty on the export of cocoa, which alone of the export duties in force effects the Territory. The duty on cocoa is explained in chapter 1 of section 1.

## CHAPTER 3. LAND AND AGRICULTURE

## General

Q. 55

308. The greater part of the Territory consists of land which is in theory capable of cultivation but partly owing to lack of water and partly owing to the system of shifting cultivation, only a comparatively small proportion is under crops at any one time. In the Southern Section, especially along the eastern boundary, there is a considerable area sufficiently covered with trees to fall within the definition of closed forest. As one travels further north the vegetation takes on the characteristic of savannah woodland gradually becoming more open until replaced by extensive areas of grassland. It is estimated that about 14 per cent. of the Territory is under forest and 6 per cent. under cocoa. There are two main areas of comparatively undeveloped sparsely inhabited country, amounting in all to some 800 square miles. One is between parallel 8° 20' and 8° 50' N. lying between the River Oti and the eastern frontier; the other is south of this on each side of the River Oti between parallels 8° 20' and 8° 05' N. Two other much smaller areas lie along the riverine tract of the Morago river on its northern bank, and along its southern bank along the eastern portion of the Gambaga scarp. The prevalence of tsetse fly is probably the principal reason for lack of development but in the Oti River areas lack of water is also a restricting influence. The area lying along the eastern portion of the Gambaga scarp is being placed under Forest Reserve, this being the most economic use for the land. In the other areas there are indications that farmers are gradually working their way into them and slowly bringing more land into cultivation. Only in limited areas of Kusasi and of the Nkonya area in Southern Togoland is there pressure of population on the land. In Kusasi pressure is more probably the result of soil deterioration than of any unnatural increase in population: large scale movements of people are not involved. Land Planning Areas to which reference is made below may require minor readjustments of settlement, but the prime intention of land planning is to forestall the necessity for movement, and in the whole of the large Tamne area, for instance, present indications are that only one compound will have to be assisted to resettle.

309. All matters affecting the land, whether it be fishing rights, the improvement or protection of water supplies or the creation of forest reserves are in frequent discussion, both in local and district councils and in the territorial councils.

## Utilisation and Conservation

Q. 55, 61

310. The Southern Section is an area where the rainfall is just sufficient to maintain tropical closed forest of a dryish type if the forest were undisturbed. It has been very considerably affected by man's activities throughout the ages, and due to farming and burning very large areas have been reduced to savannah woodland where the forest now occurs only on the hilltops.

311. So far as is known human occupation over the last 200 years has been highly inimical to good land utilisation and conservation. Lying between the two large slave raiding states of Ashanti and Dahomey, the Ewes were subject to constant disturbance and for safety established their villages high up on the hills and mountains and cultivated patches on the hilltops. They never developed any anti-erosion agricultural techniques such as terracing or walling which are fairly common among permanent hill tribes. After the pacification of the country at the end of the 19th

century there was a general tendency for the population to move down off the hills to be nearer permanent water supplies, and the commonest location for towns and villages in the Southern Section now is just at the base of the hill ranges. Where, as in the high northern part of the Logba Hills and the Togo Massif, the rainfall is greater, and perennial water is found at quite high altitudes, the villages, such as Vane and Amedzofe, have remained in the hills.

312. The soils at the bottom lands are generally heavy clays or silts which tend to become water-logged in the rains and dry out to a considerable depth in the dry season. They would therefore require considerable cultivation and possibly draining before they would be suitable for arable crops. Under present conditions of cultivation they are generally utilised only for cassava and occasionally yams. Cultivation therefore continued very largely on the lighter soils on the hill sides when the villages moved down to their base. This tendency was emphasized when the cash crops of cocoa and coffee were introduced, as cocoa especially, flourishes in the Territory only on a forest soil, and very large areas of forest have been destroyed to establish it. In many cases this has been disastrous as no proper selection of sites was made. Cocoa is here on the very margin of its potential area and in some areas cleared and planted to cocoa it has died out and the areas have been degraded to savannah woodland, as only with rigid fire protection could the closed forest re-establish itself.

313. Two further natural factors must also be mentioned if the full picture of the human-vegetation-soil problem of the Southern Section is to be given. First the hill ranges run either from north to south or from north-east to south-west and are therefore more nearly in line with the rain-bearing south-west monsoon than across it, and are less effective in inducing rain in consequence. They are formed by rocks of the Akwapimian and Buem formation which have a general dip from north-west to south-east and the hills therefore generally have a steep scarp face on the west or north-west and a more gentle slope following the dip on the east or south-east. The soils on the dip slopes are, however, shallower and easily eroded. Owing to the gentler slope they were more commonly cultivated, and many areas have been degraded through erosion to a very shallow soil on the bed rock with large outcrops of bare rock and carry a vegetation of very stunted savannah woodland species and poor grass. A common sight in the Southern Section is a wooded, very steep west or north-west hillside with high forest in all gullies while the easterly or south-easterly slopes carry savannah woodland or grass.

314. Under present agricultural practice in the Territory the hill or forest soil is more valuable than the heavy soil in the plains and valley bottoms, especially as only the former might grow cocoa. This is recognised in the system of land tenure where all the hill or forest land of the Ewes is held in customary ownership by extended families, while the savannah woodland and grassland are much more loosely held and in certain divisions are considered communal land which any individual may enter to farm and grow cassava on.

315. In the circumstances referred to in the preceding paragraphs and also in view of the fact that the population is steadily increasing, the carrying out of a carefully planned policy of land conservation and forest reservation is considered to be essential to the interests of the community; the concept of land planning areas at present confined to the Northern Section, has been a direct consequence.

### Land Planning

Q. 55, 50, 45 316. It has been mentioned that such population pressure as exists in the northern Kusasi area of the Territory is probably the result of soil deterioration through over cultivation but that careful land-use planning should be able to forestall any need for consequent movement of population. To this end local land planning committees, composed of representatives of the main Government departments concerned and of local inhabitants, have been set up. Their work is co-ordinated by the Central Land Planning Committee of which the Chief Regional Officer of the Northern Territories is Chairman. This organisation draws up overall land-use plans for such areas as it may define. The implementation of a land-use plan may mean that land which cannot safely be cultivated on a sustained production basis has to be treated in such a way that it becomes comparatively safe from further deterioration. This may involve regulating the method of cultivation or the type of crop which should be grown, the construction of anti-erosion barriers, turning the land over to permanent woodland or grazing, or allowing certain areas to lie fallow. No compulsion is used; the importance of land preservation coupled with careful manuring is readily appreciated by the farmers in the neighbourhoods concerned and opposition to land planning areas is exceptional.

317. Paragraph 220 of the 1951 Report on the Territory made reference to the projected Zugu Land Planning Area, south of Pusiga. The project was revised during the year and the boundaries of what is now known as the Tamme Land Planning Area were determined.

318. Although no comprehensive plan for the whole area has yet been produced, a livestock and population survey is taking place and a proposed forest reserve has been demarcated.

### Land Tenure

319. A detailed examination of native customary land law is not within the range of this report. Generally speaking, however, land in the Southern Section is owned by stools, kinship groups (clans, extended families), or individuals, and rights in land can be divided into:—

(a) allodial rights, which are the greatest estate known in customary law, and which are of an absolute nature;

(b) perpetual, inheritable and alienable usufructs which are subject to the rights of the allodial owners, with whom remains the ultimate reversion in the land;

(c) perpetual and inheritable, but non-alienable usufructs, subject to superior rights of the allodial owners;

(d) temporary usufructs, which are linked with the method of shifting cultivation, and which in practice are simply rights to farm within an area;

(e) share tenancies (abusa), which are tenancies granted upon payment to the land owners of one third of the produce, in cash or kind;

(f) building rights, which are rights in buildings as distinct from rights in the piece of land on which the building is erected;

(g) common rights of various nature, such as rights of way, fishing rights, hunting rights, grazing rights, etc.

320. Land can be transferred by sale or by a grant involving the payment of nominal dues to the grantor as acknowledgment of his superior rights, or by free gift. Succession to land by inheritance is in nearly all cases patrilineal. Land can be pledged for debt, in which case the lender obtains use of the land until the debt is redeemed.

321. In the *Northern Section* the concept of land still embodies a religious aspect. Rights in land, which are of a usufructuary character, are equivalent to those which are met elsewhere. Share tenancies however are not known, and sales of land do not occur except occasional sales of buildings in trade centres. There is no pledging of land. The caretakers of the land, called *Tendanas*, are usually heads of kinship groups having also functions connected with the religious aspect of the land. But in the major part of *Dagomba* and also in *Kusasi* and *South Mamprusi* their lay duties are exercised to a great extent by chiefs acting in their capacities as tribal heads.

### **Alienation of land**

322. By virtue of the Administration (Togoland under United Kingdom Q. 56 Trusteeship) Ordinance, Cap. 96, it is not lawful for any native of the Northern or Southern Section of Togoland without the previous consent of the Governor to alienate any estate, right or interest in, or with respect to any land in Togoland to a non-native of that section. In 1951 eight alienations of small pieces of land were authorized amounting in all to 3·739 acres.

323. Non-natives of Togoland are also restricted in their acquisition of rights to land in Togoland by the Concessions Ordinance which applies to the Southern Section and by the Land and Native Rights Ordinance and the Minerals Ordinance which apply to the Northern Section. The Concessions Ordinance, read in conjunction with Order-in-Council No. 9 of 1926, requires that any grant by a native of rights over land (except land situated in a town), or over the minerals, timber or other products thereof, shall be subject to judicial enquiry if the area of the land exceeds five acres in the case of a grant to a non-native and 25 acres in the case of a grant to a native. It is the duty of the Court at the enquiry to ensure that a just bargain has been made and that the essential rights of natives living in the area are protected. The Ordinance limits the grant to a term of 99 years. There are no extant Concessions under this Ordinance in the Southern Section.

324. The Land and Native Rights Ordinance (Cap. 121), provides that, Q. 84 subject to the preservation of all rights to land existing before the date of application of the Ordinance, all land is native land and is placed under the control of and subject to the disposition of the Governor and shall be held and administered for the use and common benefit of the natives or non-natives for terms not exceeding 99 years. If a rent is demanded on the granting of a right of occupancy the Governor may from time to time cause to be remitted to the appropriate local authority a proportion, not being less than one half, of the rents received. Rights of occupancy over more than 5,000 acres to a non-native and leases of more than five acres where a reduced or nominal rent is proposed, must be approved by the Secretary of State in London. No natives have applied for certificates of occupancy but they may do so in the future if long-term cash crops create a need for greater security of tenure than exists under customary law. In addition under Section 3 of the Land and Native Rights Ordinance a person who proves that he acquired land in the Northern Section before the date of the Ordinance may be granted a Certificate of Proof of Title. Non-natives who have obtained certificates fall into two classes:—

(i) three traders in *Yendi* all Africans, who have small plots for their stores and

(ii) certain Missions.

The Roman Catholic Mission holds 22 acres at *Bimbilla*, the Assembly of God Mission has 4 acres in *Yendi* and 4½ acres at *Nakpanduri* and the World-wide Evangelisation Crusade 3 acres at *Kpandai*. All certificates of occupancy



are registered in the offices of the Chief Regional Officer of the Northern Territories and the Commissioner of Lands. The area covered by such certificates (excluding that in Krachi now transferred to the Southern Section) amounts to less than one tenth of a square mile.

325. In the *Southern Section* alienation of land on a tenancy basis has been in the main to Ewes from that part of the Gold Coast adjoining the Territory. There has recently been a marked influx of Ewes into the Krachi area where they rent and cultivate land under the Abusa and Abonu systems. Under the latter system the Northern Ntrubus (formerly Adeli-Ntrubus) have alienated about one half of their stool land, most of it for cocoa farming.

326. A small amount of land is also held by Missions for their schools and mission stations. In cases where these existed prior to the Mandate of the League of Nations the land may have been acquired absolutely but in other cases the usufruct has been given to the Missions by the Chiefs concerned, usually gratis. Apart from land held by the Missions a few small sites are held on lease by the United Africa Company on account of the ferries which the Company operates on behalf of the Administration across the Oti, Asukokor and Volta rivers.

327. In the Territory as a whole, rights of occupancy have been issued in respect of a total area of approximately 30 square miles of which the great majority is now in the Southern Section. Rights covering 5,045 acres were granted to Africans in the Krachi district during the year. In addition, leases affecting 1.1 acres were approved to European trading concerns and banks for varying periods not exceeding 99 years.

### Government Acquisitions

Q. 57

328. Land in the Southern Section which is required for the public service can be acquired by voluntary negotiation or by compulsory acquisition under the Public Lands Ordinance (Cap. 113). When likely only to be required for a limited period of years it may be acquired under the Public Land (Leasehold) Ordinance, No. 55/1950. In the Northern Section land is acquired under the terms of the Administration (Northern Territories) Ordinance (Cap. 95). Notice of the intention to acquire must be given and compensation claims are settled by the Government Agent with an appeal to the Chief Regional Officer. Compensation is paid in respect of growing crops and disturbance or interference with any building work or improvements on or near land taken.

329. All the land in the Territory is held by the indigenous inhabitants except for the areas specifically mentioned in this chapter. No figures are available for the proportion which is held individually, but it is much less than half the area of the Territory.

330. The area of land held by the Administration in the Southern Section is 2.8 square miles, and in the Northern Section 2.5 square miles, making a total of 5.3 square miles on which 5.1 are held under Certificate of Title and 0.2 are leased.

331. Acquisitions and leases by the Government during the year included three small areas for the Police, Public Works and Rural Water Development departments and an allocation of 386.7 acres to the department of Agriculture for the Kpeve agricultural station. In the Northern section two small areas were made available for a Post Office and a Health Centre at Bimbilla. Approximately 0.3 of a square mile was released from acquisition during the year.

**Land disputes**

332. In the *Northern Section* land disputes are infrequent, though there are occasional petty quarrels over farm boundaries, usually easily settled without recourse ever being had to Native Courts. Q. 55.

333. In the *Southern Section* the development of formerly unoccupied and vacant lands for the cultivation of economic crops, particularly cocoa has given rise to a number of disputes between clans and families. As each clan or family advances its clearings into the vacant land they ultimately meet and in the result there is a "boundary" dispute. It is hoped that the operation of the Stool Lands Boundary Settlements Ordinance (No. 49 of 1950) which allows for the settlement of disputes by a special commissioner, will curtail the number of disputes leading to expensive and prolonged litigation.

**Agriculture****Agricultural Products**

334. Cocoa farming remains the main source of the Territory's agricultural wealth and it is estimated that some 22 per cent. of the total adult population draw their main income from it, although its cultivation is entirely confined to the Southern Section—especially to the central area of that Section where the highest rainfall occurs. The 1951-52 crop amounted to 23,568 tons, one of the highest figures on record, but there are indications that this figure may be well exceeded in the 1952-53 crop year. Some 2,000 acres are under coffee and palm kernels and cotton are also exported, though to a limited extent. Q. 58

335. The Southern Section is more than self-supporting in the principal staple food crops but there is considerable internal movement between the different areas which it comprises. Cassava is the main staple food crop and is often interplanted with maize, though in the more Northerly part of the Section particularly in the Krachi area yams are of still greater importance. Twelve or more varieties are grown and considerable quantities are transported to the more southerly areas and to centres in the Colony such as Accra, Akuse and Keta. Plantains and cocoyams are grown in the wetter localities and groundnuts in the open savannah. Cowpeas, guinea corn and rice are also grown in considerable quantity, and are included in the exports to the coast in return for which dried fish, shallots and salt are imported; local supplies of fish and meat are generally inadequate.

336. In the Northern Section agriculture centres around the production of staple foods for local consumption and, with the exception of the Gonja area and to a lesser extent the Nanumba area, there is only a small surplus available for export. The staple foods are, in the far North, millet and guinea corn, and in South Mamprusi, Dagomba and Gonja, yams, guinea corn and maize. The Gonja area of the Territory continues to increase in importance as a food producing area producing considerable quantities for export. Here too there has been a notable increase in acreage under rice, a crop, the cultivation of which is being encouraged by the Local Development Committee.

337. The people of the Northern Section are for the most part very conservative and have a reluctance, strengthened by their social custom, to adopt new methods. New crops are viewed with suspicion but, when established, tend to spread remarkably quickly, and the cultivation of maize and cassava, though a comparatively recent innovation, is now common where conditions are suitable. Dry season gardening is being encouraged by advice and the

distribution of seed. In the Bugri and Pusiga cantons of Kusasi such gardening is on the increase. The most successful crops are onions, tomatoes and bananas; carrots and lettuces have recently been introduced.

### Agricultural Methods

338. In the Northern Section there are two main types of farm—the bush farm and the compound farm. The former are cultivated with a rotational bush fallow and occur mostly in the more sparsely populated areas. The compound farms consist of fixed cultivation around the farm compound the land being fertilized both with human and animal manure. Such farms occur particularly in the Kusasi area.

339. Farming methods continue to improve, encouragement being given to mixed farming with bullock ploughing, the use of pen manure and contour planting. Much of the credit for this improvement must go to the scheme fostered by the Kusasi Agricultural Development Committee, which Committee, as mentioned in Appendix XIV, has now been registered as a co-operative society. It is the primary aim of the scheme to introduce better farming methods and to that end the Committee makes loans to farmers which enable them to purchase a plough and two bullocks. The farmer in turn signs an undertaking to observe certain rules of good farming and husbandry; such as the making of farm-yard manure and ploughing along the contour. The scheme also serves as a demonstration of the advantages of the good storage of produce and its efficient assembly for transporting: for the members' crops of groundnuts—a cash crop—are bought by the Committee, stored and sold at the high end-of-season prices. The profits so made are used to pay off the farmers' loans.

Q. 58

340. Farmers, though living in widely scattered and often remote settlements have continued to receive the guidance of Agricultural Officers of the Administration and local authorities, and it is to their efforts that much of the improvement in agricultural methods in the area covered by the Kusasi scheme is due. The principal limitation to a more widespread extension of mixed farming is the capital investment required before a poor people can acquire bullocks and ploughs—a difficulty far more easily overcome than the traditional conservation of farmers. Farms tend to be irregularly shaped and fragmented, a family holding usually varying from between five to ten acres. The use of the plough has, however, tended to increase the size of holding which in itself allows for more comprehensive and efficient cultivation.

341. In the greater part of the Southern Section a system of shifting cultivation is employed; after clearing of the bush either maize or yams are planted as a first crop and then, after two years' cropping, the land is usually left fallow for a minimum of another five years. Yams, especially in the Krachi area are often intersown with paddy, maize, guinea corn, groundnuts, cowpeas or cassava. After the yams are harvested some of these crops may again be grown in pure stands and the ground then left to fallow.

Q. 61

342. The seasonal nature of the Territory's rainfall is such as to make necessary a policy of water and soil conservation in the areas where cultivation is either static or not rapidly shifting if the Territory's fertility is to be maintained. There is not, however, as yet any area of the Territory where in a normal year foodstuffs sufficient to feed the local population are not produced and each family has its own store of grain.

Q. 59

Q. 45, 55, 58 343. The farming community is continually advised against the practice of arable farming on hill sides. As an alternative it is proposed to encourage the planting of trees, orchard and semi-perennial crops. To this end eight

established nurseries are being extended. From there farmers may obtain various types of citrus, Ceylon coconuts, oil palm, cola coffee and cashew seedlings and pine apple and banana suckers.

344. The dangers attendant on the annual burning of land areas have been impressed on the general public and where the practice has been found impossible to stop, the value of early burning has been demonstrated. The Forestry Department has also co-operated in this work as well as in the establishment of forest reserves designed to protect the headwaters of rivers and soil on the hill tops generally.

345. The inhabitants of the Territory are in no way subject to compulsion or to restriction of any kind in respect of the growing of food and economic crops except in areas of forest reserve (see below). Even in such reserves certain farming activity, such as the working of previously established coffee and cocoa farms, is permitted under licence. Q. 60

### Cocoa

346. All the cocoa in the Territory is produced on fairly small African-owned farms which are for the most part under the canopy of the high forest trees.

347. The Administration assists the cocoa industry by demonstrating improved methods of caring for farms and crop treatment and visits are arranged for farmers at the Administration's expense to the cocoa research institute at Tafo in the Gold Coast. An Inspector of Produce, stationed at Hohoe is in charge of the inspection of all marketed crops to ensure the maintenance of quality and arrangements are in hand for different prices to be paid for next season's cocoa in accordance with the grade of cocoa marketed.

348. Of more immediate importance to the Territory's cocoa industry is the work being carried on by the agricultural survey officers stationed in the Territory. These have continued the intensive survey of all cocoa areas with the prime object of locating and dealing with outbreaks of swollen shoot disease, and have now completed the survey of the Kpeve area. In the course of these surveys the extent of the cocoa area is mapped and recorded together with information regarding the age and condition of the cocoa. Where cocoa is densely planted, the extent of food farming land, of secondary bush and of high forest is also recorded. During the year, 371,487 acres were surveyed and found to contain 47,150 acres of cocoa (12·7 per cent.), and 30,512 acres were re-surveyed. All known outbreaks of the disease in the Territory—six in number—have been treated by the cutting out of infected trees and are now under routine re-inspection and retreatment where necessary. There are, however, a number of outbreaks in the Peki area adjoining the Territory which have not yet been brought under control, and which constitute a threat to nearby areas in the Territory.

349. Technical advice and planting material are offered to cocoa farmers and plots demonstrating better planting methods have been established. Introduced types of cocoa which may prove superior to the local Amelonado, are being grown under the control of the Department and kept under observation.

**CHAPTER 4. LIVESTOCK**

Q. 62

350. The work of the Department of Animal Health in the Territory is supervised by staff stationed in adjacent areas of the Gold Coast. There are, however, African veterinary assistants stationed in the Northern Section controlled from Pong-Tamale in the Northern Territories. Veterinary assistants are stationed at Yendi, Gushiago and Pusiga. The Veterinary Officer, Accra, also extends his work into the Southern Section. The veterinary laboratories at Pong-Tamale and Nungwa serve the needs of the Northern and Southern Sections respectively.

351. The first aim of the Department since 1931 has been the control of disease, in particular the epidemic diseases of bovine pleuro pneumonia and rinderpest. Two outbreaks of rinderpest occurred during the year, one in the Yunyo Division and one at Gbagbaliga. Control was effected by slaughter of infected animals and the use of lapinised virus and the situation was restored to normal within a month. Research work into the control of rinderpest by the use of lapinised virus continues.

352. The services of the Department are also available for the control of other animal diseases, such as trypanosomiasis, anthrax and tick-borne diseases. Preventive vaccine is used for anthrax and curative drugs for the others. Close liaison exists between the British and French veterinary authorities, monthly reports of disease situations being exchanged.

353. The second aim of the Department is the improvement of the quality of stock, which is generally very poor. The emphasis has been on improving local stock which has acquired a high degree of resistance to disease. A large breeding farm is maintained at Pong-Tamale from which bulls of improved standards are issued out to serve village herds.

354. The Department of Agriculture has, in recent years, embarked on large-scale pig production, and the Animal Health Department has been able to concentrate on the investigation of diseases of pigs while the Department of Agriculture concentrates on their rearing. There is close liaison between the two Departments.

355. The cattle are predominantly of the humpless, so-called West African Shorthorn, type. Considerable crossing has, however, taken place, especially in the North, with Zebu types. The cattle are small and produce little in the way of milk; and their deadweight is approximately 250 lbs.

356. The sheep are mainly of the usual West African type, small and meagre, weighing about 30 lbs., though there is, in certain localities in the South, a larger animal of the Fulani type. These animals are larger in the body and longer in the leg. It is considered that this type of indigenous sheep is well worth encouraging and a few for breeding purposes and observation have been obtained and are now on the Nungwa veterinary station.

357. The goats are the usual short legged and uneconomic type found throughout the Gold Coast. Anglo-Nubians have recently been imported from the United Kingdom to the Nungwa farm and, later, when these animals are acclimatised, an effort will be made to improve the native goat by these means.

358. Pigs are chiefly of the small, black, long-snouted African type but interest in the large white breed is being shown especially in the South.

359. Obstacles to the satisfactory development of livestock include the communal system of grazing and ownership and illiteracy among the farming community. The inadequacy or lack of water supplies is a further limiting factor in the increase of stock numbers. Propaganda and advice by members of the Department of Veterinary Services were continued but the general standard of animal husbandry and breeding remained low. Breeding follows no set plan and on the whole may be described as indiscriminate, except in those cases where the example of veterinary stations has had effect and been followed by cross-breeding with other approved types.

360. Cattle are exported on the hoof from the Mamprusi area to the South of the Territory and the Gold Coast. Cattle owners from the North readily sell their cattle to traders dealing in the markets of the South. Although the export of immature cattle is prohibited, farmers are tempted to meet the demand of the market by selling bullocks before they are mature.

361. The principal products of the livestock industry are meat, hides and milk though the last is unimportant as fresh milk has not yet become popular as a major article of diet. Beef is normally consumed locally only when the animal is not suitable for sale and export.

## CHAPTER 5. FISHERIES

362. The Development of the Territory's fisheries is the responsibility of Q. 63 the Fisheries Department, the headquarters of which is at Accra. The most productive waters are the Volta river and its tributary the Oti. The Volta borders the Territory from the point of its confluence with the Dakar river to that at which the Dayi enters it, a distance of 140 miles. Throughout this stretch the east bank lies within the Territory, though the river itself and its west bank are in the Colony of Ashanti. No distinction can be made between the catches landed on either bank, as the fishermen work impartially from both, or from islands in the middle of the river. The Oti forms the eastern boundary of the Territory from Kpani to Demon; from that point to its confluence with the Volta, some 20 miles south of Kete Krachi, both its banks are within the Territory.

363. The methods of fishing chiefly in use are by seine nets and set nets, with cast nets and lines making smaller though considerable contributions. Seines and set nets are subject to legislative control under the Fisheries (Amendment) Regulations. These provide that seines may be used only under permit from a Government Agent, that their wings must not be more than 80 yards in length, and that the mesh in their bags must not be less than 2 inches. Set nets may work freely, but their depth must not exceed 12 feet and their mesh must not be less than 2 inches.

364. During the 1952 season eight seines fished in the Territory, seven of them in the Volta and one in the Oti. In the latter stream fishing is chiefly by set nets, the number working these being unknown.

365. The river fisheries are an important source of food. Catches vary from year to year, but the seines alone may well yield a total of some 60 tons. No estimate can be given of the catch to set nets, cast nets, and lines, but it is certainly substantial. Almost the whole of the catch is preserved by smoking, this being done by the women of the fishing camps. Some of the smoked fish is exported to the markets of Ashanti, and the rest is sold within the Territory.

366. The river fisheries are capable of some measure of further development, but their expansion must be watched with care as the waters are of limited extent and the stocks might be endangered if fishing were to become too intense. Seining might be pursued more actively in the Volta, but the Oti is not suited to this method of fishing and extension in this river should rather be by a wider use of set nets, cast nets and lines. Hitherto fishing in the Volta and its tributaries has been practised almost exclusively by immigrant fishermen from the Tongu villages of the lower river; it would be greatly to the advantage of the inhabitants of the Territory if they would themselves take an active share in the utilisation of their waters.

367. The Fisheries Department has therefore had two principal objectives: (i) to protect the river stocks from undue depletion, by the control of existing fisheries, and (ii) to impart instruction in suitable methods of fishing, with a view to enabling local people to participate therein.

368. As a step towards the achievement of these aims, instruction schemes have been organised in collaboration with the Dagomba District Council. Two such schemes were in operation on the Oti river in 1952. One was at Kpalaba, where Konkomba youths had received training since 1949, and the other was at Sabari, where Dagombas were under instruction. Most of the students gained a high degree of proficiency in the making and application of various types of gear and in the handling of canoes, and it is hoped that they will take up fishing on their own account on the conclusion of their period of training.

369. Edible shell fish are found in the rivers of the Territory, though not in great quantity. Prawns are caught in basket traps and by hand. These fisheries make minor additions to local diets, but they are not capable of material expansion.

370. No processing facilities other than those for smoking are available in the Territory.

371. One effect of the encouragement of fishing may have been an increase in the incidence of onchocerciasis or river blindness which also affected members of the Department's staff. A team of specialists has now arrived in the Mamprusi area and will be extending its field of work into the Territory. Efforts were being made at the end of the year to introduce a fish called *Varicorhinus* from the Belgian Congo which feeds on the larvæ of the *Simulium* fly, the vector of onchocerciasis.

## CHAPTER 6. FORESTS

Q. 64

372. The forest law provides for the constitution of forest reserves in order to safeguard water supplies, to assist the well-being of the forest and agricultural crops therein and in the vicinity, and to secure the supply of forest produce to the neighbourhood; for their management by duly appointed Forest Officers; for the settlement of rights in reserved areas; for the protection of the forest and the punishment of offenders. A Forest Trees and Timber Ordinance (No. 20 of 1949) protects certain valuable timber trees while immature.

373. The Forestry Department, which is charged with responsibility for giving effect to the law, has selected and secured approval for the constitution of eleven reserves totalling 223 square miles of which 183 square miles are in closed forest and 40 square miles in savannah woodland. Only three have so far been fully constituted but constitution of the remaining eight under the Forests Ordinance is proceeding.

374. To ensure that no injustice to individuals is done during the course of reservation, the Forests Ordinance provides that a Reserve Settlement Commissioner shall be appointed and shall serve due notice and receive all claims to rights over the proposed reserve. The Reserve Settlement Commissioner must then make full enquiry into all claims as to rights of any nature and for this purpose forms a Court. Where rights are proved as established the Reserve Settlement Commissioner can admit them wholly or in part or prohibit them wholly or in part, the decision to admit or prohibit being determined by the effect the exercise of the right would have on the forest reserve. Rights—such as the right to cut canes or lianas or to perform fetish rites in groves—which are not damaging to the forest, are admitted wholly; rights to remove produce such as firewood or poles which, if carried to excess, would destroy the forest, are admitted but with restriction of the amount to that which the forest can bear; the right to farm in such a manner that the forest would be destroyed is prohibited except in the case of farms actually in being and bearing relatively permanent crops such as coffee or cocoa at the time of demarcation of the reserve. Where rights cannot be permitted and must be prohibited, the Reserve Settlement Commissioner assesses compensation in the form of a lump sum, on payment of which the right is commuted. Where rights which do not involve individual ownership are prohibited no compensation is payable, and the same is true where the exercise of a right is partially restricted in order to secure its preservation in perpetuity. It is clearly laid down in the Forests Ordinance that ownership is not altered under reservation and forest revenues are payable to the owners.

375. Where a community of any size is contained in an area selected to be a reserve, the policy is to try to obtain land elsewhere and to treat the inhabited portion (usually a watershed) as a Land Planning Area where soil and water conservation work is undertaken.

376. In the Northern Section a number of local authorities are very alive to the value of forest preservation and have passed rules controlling, and in certain areas forbidding, the custom of annually setting fire to the grass and bush. They have also forbidden the felling without licence of certain specified trees.

377. There is little opposition in the North to the creation of Forest Reserves. Two proposals for reserves at Gushiego and Karaga have in fact been welcomed by the Chiefs and Elders; they have no objection to a proposal which is aimed at headquarters protection. In the Southern Section the attitude is not so favourable; owing largely to the system of land tenure which obtains over a large portion of this area and owing to the ever-increasing demand for new sites for cocoa farms, the creation of forest reserves is viewed with some suspicion, and it is only in the north of this Section where the land is still effectively controlled by the Stool that there is a greater appreciation of the need for reservation.

378. There are no timber concessions in the Territory. Management plans Q. 65 for two forest reserves have now been approved. Plantations continue to be extended in both Sections. There are now some 460 acres of plantation, 28 acres having been added during the year and 42 acres allotted for next year's planting. These plantations are largely designed to improve the local supply of forest products.

379. The inhabitants of the Territory are dependent upon forest products Q. 66 for many everyday purposes. Sawn timber for building and furniture is produced by local pit sawyers in the wealthier southern districts. In the north, the simple round houses have rafters of poles obtained from nearby forests



and are thatched with grass. The only local fuel throughout the Territory is wood, either in the form of firewood or charcoal. Other minor forest products of importance include edible fruits, medicinal barks, dye stuffs, native rope, shea butter, flosses and leaves and cane used for mat and basket making and also for thatching and stock grazing. Such trade in these articles as there is is mostly of a very local nature, most people collecting their own requirements. There is a small trade to Ashanti and the Colony in dyes, floss, mats, hats, baskets and shea butter.

380. Plans for improving the direct value of forests by increasing their yield under the taungya system are in hand, but owing to their situation, the nature of the ground and the distance to ports there is little immediate prospect of their developing into a significant source of valuable exports.

## CHAPTER 7. MINERAL RESOURCES

Q. 67, 69 381. The only known mineral deposits are iron ores occurring in the hills along the frontier between the two Togolands between Shiene and Kubalem, approximately 40 miles south-east of Yendi. These deposits are apparently similar to the Banjeli deposits in Togoland under French Trusteeship some 22 miles to the north-east but unlike the latter do not seem ever to have been worked even by primitive methods. The iron ores, which are siliceous, haematitic replacements of shales and tillite, form steep sided knife-edge ridges. Large quantities are available but they vary appreciably in quality both lineally and in depth. The inaccessibility of these deposits is such that detailed geological work on them has not up till now been considered justified.

Q. 68 382. In the Northern Section, as in the Northern Territories, all minerals are vested in the Crown by virtue of the Minerals Ordinance (Cap. 131) but provision is made for mineral rights to be leased. Any fees, rents and royalties which might be received would be dealt with like rents from native lands, i.e. a proportion would be passed to the local authority of the area. Leases may be determined if the lessee commits a breach of the Ordinance or ceases mining operations for six months.

383. In the Southern Section the disposal of mineral rights is the subject of the same controls as apply to the transfer of land. In addition the Concessions Ordinance further regulates the terms of any disposition to a non-native of any subsoil or surface rights.

384. Other legislation controls prospecting (The Prospecting and Digging Licences Regulations), mining (The Mining Rights Regulation Ordinance), and the mining and sale of radio-active minerals (The Radio-Active Minerals Ordinance). Provision is made for compensation to be paid for any damage done to the surface of the land or to stock by the holder of a prospecting right.

385. A duly authorised officer may inspect the land on which prospecting or mining operations are being conducted and may examine the workings of any mine.

## CHAPTER 8. INDUSTRIES

Q. 70 386. The Territory is not well endowed with the requirements of industry  
Q. 72 and in consequence no large scale manufacturing industries or establishments  
Q. 73 exist nor are any important developments planned. There is no system  
Q. 74 of industrial licensing. The only potential source of industrial power is the River Volta. Developments in the "Volta Scheme", which involves harnessing the river for electric power, are described in Appendix XXIII.

387. Local industries are encouraged provided they have an economic future, and loans for suitable projects are made available by the Industrial Development Corporation to which reference was made in Chapter I, at an interest of 5 per cent. Technical advice is also made available. Every encouragement is being given to the manufacture of bricks and tiles, which are in short supply, and the Ziga pottery works, where the first batch of glazed pottery was fired in 1951, is now firmly established. The proprietor of these works was awarded an artisan's scholarship in the United Kingdom and in January began a course of training lasting approximately 18 months. He is at present attending the Farnham School of Art where his course covers every aspect of pottery manufacture and design. Q. 72

388. Another artisan from the Territory, Mr. M. K. Asamany of Kpandu, is also in the United Kingdom with an artisan's scholarship on a mechanic's and fitter's course. This course involves a preliminary 26 weeks at a Government training centre, followed by about 15 months with an employer where he learns something of every branch of his trade. He is at present with a large firm of motor manufacturers. Facilities for industrial and technical training are described in detail in Part VIII, chapters 1 and 5 below.

389. Carving in wood and ivory is carried on at various places and in the Northern Section spinning, weaving, basket and mat making are carried on as home industries, usually subsidiary to work on the farms. Q. 70

390. Weaving is still carried on in the Southern Section particularly in Awatime, where the industry in the past has received considerable assistance from the Industrial Development Corporation. In January it was decided that the industry had been placed on a working basis and that the weavers should be able to manage by themselves from then on.

391. The Industrial Development Corporation provides a marketing agency for this and for other local handicrafts at its stores in the main centres in the Gold Coast. In the case of the cloth, however, it has been found impossible to sell it at anything approaching an economic price at these centres. Demand for the cloth, the cost of which is considerably greater than imported cotton cloths, is extremely scattered and local, depending on local fashion and taste. It has been found that the weavers themselves are much better able to locate these markets and supply cloth in suitable quantities than is the Corporation which is obliged to deal in bulk and has no sales organisation except in such Gold Coast centres as Accra and Takoradi. The weavers have now formed their own corporation for administering the industry. Q. 71

392. The Territory's climate makes it unsuitable for any tourist industry. Q. 70

## CHAPTER 9. TRANSPORT AND COMMUNICATIONS

### (i) Postal Services

393. In addition to the head office and agencies mentioned in paragraph 413 of the 1951 Report seven new postal agencies were opened during the year—at Poasi, Matse, Podome Xelu, Sokode Gbogame, Logbe Alakpeti Vane and Kpandae. These and other services already existing are illustrated in the road map at back cover. Q. 75

394. The frequency of the mail services to and from Accra was increased to thrice weekly and was satisfactorily maintained by the Government Transport Department. It collects and delivers mails at three head offices—Ho, Hohoe and Kpandu—and at many agencies. The remaining agencies

are connected to the thrice weekly motor service by the Chiefs' and local authorities' carrier services. The weekly Ho—Palime service, the twice weekly Kpandu—Kete—Krachi and Ho—Keta services and the thrice weekly Hohoe—Kadjebi services were satisfactorily maintained. A thrice weekly service was also run between Tamale and Yendi and twice weekly between Yendi and Kpandae.

395. The issue and payment of money orders is conducted at all head offices and at Kpeve agency. Money Orders are issued at Dodi Papase, Kpedze, Kpedze Avatime—and Jasikan agencies.

## (ii) Telephone services

396. Ho, Hohoe, Kpandu, Kadjebi, Golokwati, Jasikan, Kpeve, Agotime Kpetoe, Nkonya Ahenkro and Shia are connected to the main telephone trunk services of the Gold Coast, the two last named places being connected during the year. As will be seen from comparison with last year's figures there has been a considerable increase in telephone facilities. There is now a telephone route mileage of 280 miles (an increase of 55) and a wire mileage of 560. New trunk lines were constructed between Kpandu and Nkonya Ahenkro, Ho and Nyive and between Jasikan and Borada. There is no telephone system in the Northern Section.

397. Telephone rentals vary according to the number of subscribers. When the number of subscribers on an exchange does not exceed 20, the private rate of subscription is £8, and the business rate £13 6s. 8d., per annum. No charge is made for local calls, but for distances between 5 and 200 miles charges vary from 2d. to 4s. 10d. for a three minute call. Beyond 200 miles a flat rate of 6s. is charged. At night time all calls beyond a 50-mile radius are charged 1s. 2d. Below 50 miles they are charged half rate.

398. A radio telephone service operates from Accra connecting the Gold Coast and the Territory with other West African territories, certain countries in Europe, Canada and the United States of America.

## (iii) Telegraphs

399. All offices connected to the telephone system are provided with telegraphic facilities. There is also short-wave wireless telegraph communication between Yendi, Kete Krachi and offices in the Gold Coast. The Mamprusi area relies upon the Post Offices at Bawku and Gambaga, just inside the Northern Territories which have regular mail services and telegraphic facilities.

## (iv) Roads

400. The main trunk roads in the Territory and the links with the Gold Coast are shown in a map at back cover.

401. *Northern Section*: The following are the principal motorable roads within the Section; all, with the exception of 14 miles of the Yendi—Tamale road, are maintained by the local authorities concerned, with financial assistance from the Administration:

## A. All-weather trunk roads

	<i>Miles</i>
1. Southern Section Boundary—Yendi	79
2. Yendi—Tamale	14
3. Yendi—Sabari	30
4. Yendi—Demon	16
5. Yendi—Yawgu	78
6. Yendi—Karaga	55
7. Nakpanduri—Gambaga	6
8. Pulimakom—Bawku	16
9. Pulimakom—Widana	2
10. Pusiga loop road	3
	<hr/> 299

## B. Dry-weather roads

	<i>Miles</i>
1. Bimbilla—Gjoe	35
2. Sabari—Nakpali	35
3. Nakwayile—Nakpali (part)	28
4. Demon—Chereponi	54
5. Wapuli—Saboba	16
6. Gushiago—Nakundugu	16
7. Gushiago—Kpatinga (N.T's)	12
8. Sisi—Garu (part)	12
9. Buguwia—Worikambo—Kpikpira	9
10. Wurinyanga—Tempane—Garu (part)	9
11. Garu—Kagbiri—Bugri (part)	7
12. Kuka—Bugri—Kongo (part)	13
13. Zongo Market—Zabzunde	3
14. Bonkpulugu—Timbale	36
15. Nakpanduri—Bimbago	7
16. Kpandae—Ekumdiye	17
17. Katiajeli—Bladjai	12
18. Kpandae—Nkanchina	6
	<hr/> 327

402. There are in addition numerous short dry-weather roads feeding the main trunk roads from nearby villages and these are used chiefly for transport of food to the markets. An important link road is under construction between Gushiago and Nalerigu. When completed it will lessen the motorable distance between Yendi and Nakpanduri by more than 75 miles.

403. *Southern Section*: The Administration maintains a total of 594 miles of all weather road of which 172 was maintained during the year by local authorities with funds provided by the Administration. The local authorities in addition maintained a further 234 miles of all weather roads with their own funds. Another 263 miles of feeder roads were under construction during the year with funds partly provided by local authorities, partly by the Cocoa Marketing Board, partly by local development committees and assisted generally by communal effort. These were listed in detail in chapter 2 of section 3 above. Of those roads maintained by the Administration 25 miles are maintained by the Public Works Department and the remainder under the supervision of Government Agents. New construction and maintenance involved the building during the year of 17 bridges and 34 culverts. The bridges included a permanent bridge over the river Todzie at Kpetoe at a cost of £13,600. Extensive repairs were carried out to three other bridges south of Kete Krachi. The Administration purchased five tractors with graders and six tipping lorries during the year for use on those roads in the section maintained by Government Agents.

404. The main road from Accra to the Territory, a distance of 102 miles, is maintained by the Public Works Department as a Class I trunk road. At present 74 miles have bituminous surface. The remainder has a gravel surface as have all roads maintained by the Administration. During 1952 a survey party has been established in the Territory to survey and plan the improvement and continuation of this route via Have-Etoe, Fume, Hohoe and Jasikan to link up with the newly completed 19½ miles of Class I road between Kadjebi, Papase and Ahamansu. It is intended eventually to extend this road to Nkwanta and thence to Katiajeli near Kpandae on the existing main road from the south to Yendi, but final plans must await a decision on the Volta scheme and detailed knowledge of the exact area to be flooded.

405. Traffic censuses indicate an average of 93 vehicles per day leaving the Territory southwards at Kpeve and 54 vehicles per day leaving Yendi for Tamale.

406. Maintenance costs in the Southern Section amounted to approximately £50,000 during the year.

407. During the year a central roads advisory committee was established to advise the Administration on priorities of road construction. The Territory is represented on this Committee by Mr. J. Kodjo, M.L.A. Plans were also made for the establishment in the early part of 1953 of a special regional advisory committee for the Trans-Volta/Togoland Region.

#### (v) Ferries

408. There are three main ferries in the Territory—at Kete Krachi (across the Volta) at Otisu (across the Oti) and at Akrosu. The management and operation of these and a number of other ferries in the Gold Coast is leased out to a company who, in accordance with the terms of the lease, are permitted to deduct annually a fixed sum from the ferry toll receipts before handing over the balance to the Administration. From this sum all costs of running and maintaining the ferries have to be met. All ferries are subject to inspection and tolls are fixed by law. Government officers and employees and Government transport are allowed free passage.

#### (vi) Transport

409. The Government Transport Department remained responsible for transporting Government stores and materials required for development purposes, as well as for the conveyance of officers to and from stations in the Territory. The Department's certifying and examining officers continued to visit the Territory to test applicants for driving licences, examine vehicles for road worthiness and examine vehicles involved in road accidents.

410. Road transport services are principally in the hands of small private operators, operating either single lorries or perhaps a small fleet, for the transport of passengers and goods. European owned trading companies only operate transport sufficient for the transport of their merchandise and evacuation of produce, and are of small significance to the Territory's transport facilities as a whole.

411. Head-loading of goods and produce is still carried on between farms and the nearest road point, but the recently greatly increased mileage of feeder roads has considerably reduced the extent to which this is necessary.

412. Special arrangements have been made with the authorities of Togoland under French Trusteeship to facilitate transport between the two territories. Lorries from British Trusteeship Territory may visit Palime and Lome

for periods up to 24 hours without any formalities being necessary. Reciprocal arrangements are provided for French transport along certain roads in the Territory. Arrangements for foreign transport in the Territory are otherwise governed by the International Convention relating to the Circulation of Motor Vehicles (1926) and the Convention regarding the Taxation of Foreign Motor Vehicles, with Protocol (1931).

### (vii) Railways

413. There are no railways in the Territory.

Q. 75

### (viii) Air Services

414. There are no regular air services to or from places in the Territory but the West African Airways Corporation operates a tri-weekly service between Accra (Gold Coast) and Tamale (Northern Territories), 60 miles from Yendi. The Territory benefits from the international airport at Accra, from which there are regular air services to other parts of Africa, Europe and North America. Emergency air landing strips are maintained at Yendi and Kete-Krachi.

### (ix) Meteorological Services

415. The following meteorological stations were operated during the year:—

*Southern Section:* Two synoptic stations, one at Ho and one at Kete-Krachi. Both take full meteorological records, the latter throughout the 24 hours. At Ho records are taken by daylight only.

One climatological station at Kpeve taking records of rainfall, temperature, humidity and sunshine.

Twelve rainfall stations at Kpechu, Kadjebi, Mpeyo, Akpafu, Amedzofe, Botoe-Kpetoe, Leklebi-Dafo, Honuta, Jasikan, Worawora, Kpandu and Hohoe: They are operated by schools, missions and other Government departments.

*Northern Section:* A synoptic station at Yendi taking full meteorological records throughout the 24 hours. This station was first opened in 1951 and has been steadily improved. An office and four quarters for staff were completed there during the year.

416. The reports from the synoptic stations are transmitted to Accra where they are used in preparing weather forecasts for aviation and for domestic use. The reports are also broadcast at three hourly intervals for the use of other meteorological services.

### Training facilities

417. Technical training facilities supplied by the Administration are Q. 76 described in detail in Part VIII below. In addition, the Administration runs a Telecommunications Engineering School at Accra which was inspected by the Visiting Mission during its stay in Accra. Here trainees, including a number from the Territory receive a comprehensive course designed to bring them up to a standard comparable with that of telecommunication engineers in the United Kingdom.

## CHAPTER 10. PUBLIC WORKS

### (i) General

Q. 78

418. In addition to the road construction programme referred to above and to numerous projects undertaken under the auspices of the Local Development Committees and referred to in Section 3 above, the following list comprises the principal works carried out during 1952.

#### (a) By the Administration:—

Four Meteorological staff quarters at Yendi (completed).  
 Health Centre, Bimbilla (almost completed).  
 Development Officer's house at Pusiga (for Tumu Land Planning Area).  
 Hohoe Hospital and bungalow for Medical Officer (completed).  
 New Post Office, Kadjebi (completed).  
 New Police Station, Kadjebi (completed).  
 Rediffusion State, Hohoe (completed).  
 Prison extension, Ho (in progress).  
 Hohoe Police Barracks extensions (in progress).  
 Public Works Department yard, Ho (just begun).  
 Three senior staff bungalows, Ho (60 per cent. complete).  
 Ho hospital improvements.  
 District Magistrate's Court, Hohoe (completed).  
 Mawule secondary school (in progress).  
 Five Meteorological staff quarters, Kete-Krachi (completed).

#### (b) By local authorities:—

Extension to the primary day school, Kpandae.  
 New market stalls, Kpandae.  
 Improvements, Kpandae—Nkanchina road.  
 Drift over the Oti river at Sabari (partly constructed).  
 Court housed at Chereponi and Zabzugu.  
 Thirteen bridges, Sakkogo—Nakpanduri—Bunkpurugu road.  
 Extensions, Bunkpurugu school.  
 New day school, Obankurugu (partly completed).  
 Extension, Worikambo school.  
 Teachers' quarters, Worikambo.  
 Local Council office, Tempene.  
 Teacher quarters, Bugri.  
 Dressing stations at Nakpanduri and Kpedze.  
 Pan Latrines at Kpetoe, Papase, Ahamansu, Okadjakrom and Hohoe.  
 Market sheds at Kpetoe, Kpandu, Matsi, Hohoe, and improvements to markets in the Buem and Akan areas.  
 Drains at Gbefi and in the Akan and Buem Local Council areas.  
 Numerous wells and other water supply projects.  
 Local Council offices at Kadjebi.

**(ii) Expenditure**

419. Expenditure on public works by the Administration during the financial year 1951-52 was as follows—

<i>Recurrent Expenses :</i>							£
Share of Head Office, Accra District and Tamale District overheads ... ..							7,000
Maintenance of buildings and roads ... ..							67,861
<i>Works extraordinary carried out by the Political Administration :</i>							
Northern Section ... ..							5,248
Southern Section ... ..							13,773
<i>Other works extraordinary and development :</i>							
Hohoe hospital construction ... ..							27,754
Ho hospital improvements ... ..							133
Hohoe District Magistrate's Court (completion) ...							285
Kadjebi Post Office ... ..							2,800
Kadjebi Police Station ... ..							9,670
Kadjebi-Papase road construction ... ..							16,970
Share of expenses, tar-spraying and improving Gold Coast section of Accra-Togoland road ... ..							7,338
Kpandu model health centre ... ..							970
Hohoe rediffusion station ... ..							4,900
Ho rediffusion station ... ..							6,664
Road surveys ... ..							3,000
Share of works at Government headquarters, Accra and Tamale and other centres serving the Territory ...							31,956
							<hr/> 206,322 <hr/>

**(iii) Water Supplies**

420. The Department of Rural Water Development continued to be responsible for the installation of water supplies throughout the whole of the Territory and for the training and general supervision of labour employed by local authorities in the construction of minor rural water supplies. Q.78  
Q.61

421. In the Northern Section improvements were made to the Yendi water supply by the construction of a weir across the River Kulpeni below the intake works in order to impound additional water to tide over the dry season when the flow in the river ceases. The necessary additional pumping plant and purification plant were ordered but did not arrive in time for installation during the year. It is, however, hoped that construction may be recorded as being completed when the report for 1953 is submitted.

422. In the Southern Section the initial programme of construction of minor rural supplies was brought to a close with the construction of five wells, making a total of 206 in the area. A small gravity supply taking water from a spring and leading it to a supply tank was constructed for the village Taviefe Avenya near Ho, and a somewhat larger gravity supply, again using a spring as the source, was constructed at Kpeve to serve both the village and the Agricultural Experimental Station.

423. The construction of Hohoe water supply, put in hand last year, was completed and commenced operation on the 3rd September. This is a



fully purified supply with a capacity of 80,000 gallons per day. Water is obtained from the River Dayi and after the necessary treatment is pumped to supply through a series of distribution mains and public fountains.

424. Considerable further improvements to the Territory's water supplies are planned. For the small town of Kpetoe the necessary materials for the construction of a piped supply have begun to arrive and construction will be put in hand shortly and, it is hoped, completed before the end of 1953. Surveys will shortly be put in hand for a piped water supply to Kpandu. In the case of Ho town itself the present supply is not adequate for a town of this size, which is expanding rapidly and has several large and important institutions. It is considered that the best chance of augmenting this supply is from boreholes, and it is hoped that investigatory work will begin very shortly.

425. The headquarters of the Department of Rural Water Development is in Kumasi, in Ashanti, but a district office was opened in Ho to serve the Southern Section, and this is at present staffed by an Inspector of Works with a number of artisans and the necessary clerical staff. When accommodation permits, it is hoped to have an engineer permanently in this area. The Northern Section is controlled by the Assistant Director of the Department, stationed at Tamale.

## PART VII

# Social Advancement

### CHAPTER 1.—GENERAL SOCIAL CONDITIONS

426. Part 1 of this Report describes the ethnic and linguistic structure of the peoples of the territory, including notes of general interest. The paragraphs below are designed to expand on the remarks made therein on the people's religious and social structure, and to describe the impact of modern social trends on the life of the people. Q. 79

427. The number of Christians is increasing yearly as a result of the devoted work of the Missions, but there are still large groups of the population whose belief is in the power of the various fetishes (animist). The number of fetishes in the south is considerable and in fact every small village or even clan within a village may have its own fetish, with characteristic customs connected with its worship. The law permits the various types of fetishes and the practices attached to them, provided that they are not opposed to public morals or the dictates of humanity, but does not recognise any privileges or restrictions in connection with them. In the Southern Section the majority of the people are Ewes although there exists, for instance in the Buem State, an Akan element akin to the Ashanti of the Gold Coast.

428. The organisation of Ewe Society is based upon the family, and through it upon the clan, sub-division and division.

429. The Ewes had in the past the small compact division as their unit of government, a unit suitable to a peaceful agricultural people. Within the division, the organisation is in sub-divisions; and within each sub-division in clans. The head of each clan is the member of the Council for the sub-division, and the sub-division corresponds to the village. The chief, who comes from the ruling family by patrilineal descent, has to be elected by a committee of the stool elders, and does not succeed to the stool by virtue of primogeniture.

430. There are migratory groups in the Southern Section such as Hausa, Dagomba, Kabere, Yamba and Fulani. They cannot be said to amount to an integral part of its social structure and they are chiefly associated with seasonal agricultural pursuits or itinerant petty trading.

431. In the Krachi area the smallest social unit is the family living in a compound; this unit varies from the simple family of parents and their children to the extended family group, and the most significant unit is probably the extended family group. These groups are linked under a headman into a clan which may not however live in a village group, although this is a natural tendency. The clan is the social, the village the political group. The tribes, or groups of villages, are not always united under a single head chief. In Ntrubu and Nchumuru there is no head chief, although to-day one or other of the more important village chiefs tends to become politically paramount. The Krachiwura (the Chief of Krachi) enjoys the prestige of paramountcy only by virtue of his position as chief of the most important town in the neighbourhood and as President of the Local Council. The Adele and Adjuati do not afford him any political recognition at all, while

such obligations as the other tribes of the district owe him rest entirely upon the ownership by Krachi of the fetish Dente and the allegiance to the latter which they all admit. There are, moreover, in the south of the Krachi district considerable numbers of Christian converts.

432. Although in the Northern Section there are many different tribes the pattern of the social structure is in general similar; the social unit to which a man primarily owes allegiance is the family, living and supporting itself in its own compound and obeying its own head. In most areas compounds are grouped to form villages, the inhabitants of which are usually, though not invariably, members of one tribe. At the level of the village, men have obligations not only to the village headman or sub-chief but also to the Tendana or priest-in-charge of the particular area of land they occupy; and above that level, whole regions are administered by chiefs and head chiefs who may not always be of the same tribe as the majority of the inhabitants. In this way, a great many different tribes in Mamprusi, Dagomba and Gonja nowadays all recognise obligations to the Na-Yiri, the Ya-Na and the Yabumwura respectively. While these obligations at various levels will in general be punctiliously discharged it is nevertheless true to say that it is his own particular family that has the first call upon a man's natural loyalty: as regards his own blood his sense of duty never falters.

433. In matters of religion it is again the Tendana of his own particular locality who interprets to a man the will of God, and who directs the penances and penalties to which he must submit for his transgressions. An obvious contrast exists therefore between the extreme localism of a man's social and religious background and the more comprehensive political organisations in which he finds himself by reason first of conquest by other tribes and later, in recent times, by the development of local government in the form of Native Authorities, and trial and district councils.

434. The law recognises no distinction between the various ethnic groups, nor are the groups distinguished from each other as such by special privileges and restrictions. Where privileges are found they pertain to individual office-holders; thus a Tendana has a claim to any property found on the land which he controls if the proper owner cannot be discovered, and in some places he receives the first fruits of the harvest, while chiefs enlist the support of their people in making their farms and building their houses and receive from hunters one leg from any animal killed. Again such privileges are not recognised by law and they cannot be, and are not, enforced; but they are in fact admitted cheerfully and without complaint by virtually all the indigenous inhabitants as complementary to the duties which chiefs and Tendanas must discharge on their behalf.

435. No social stratification exists, and even in the case of chiefs they lead precisely the same sort of lives as those of the people among whom they live, farming in many cases their own farms.

### **Voluntary Organisations**

Q. 80, 88, 106, 160 436. In 1952 the Missions continued to be the most important voluntary organisations engaged in the Territory. In the Southern Section the two main missionary bodies were the Roman Catholic Mission, Trans-Volta (with headquarters at Keta, outside the Territory) and the Ewe Presbyterian Church, with headquarters at Ho, to which are attached expatriate missionaries from the Church of Scotland and from the Presbyterian Church in the United States. By far the greatest number of Christians in the Territory belong to one of these two denominations; but the Anglican Church, the

Methodist Church, the African Methodist Episcopal Zion Mission and the Salvation Army have each a number of adherents but no missionaries resident in the Territory. The Apostolic Revelation Society, an entirely African religious body which originated in the Keta district outside the Territory, and the First Century Gospel Mission, each have a number of adherents.

437. All these religious bodies with the two last-named, are recognised Educational Units. The overwhelming majority of the public primary and middle schools in the Territory are at present under the management of either the Ewe Presbyterian Church or the Trans-Volta Roman Catholic Mission, though the financing of these schools is almost exclusively undertaken by grants from local authorities and from the Administration. The Anglican Church and the Salvation Army each have one school but neither the Methodist Church nor the African Episcopal Zion Mission maintain schools within the Territory.

438. The Ewe Presbyterian Theological Seminary at Peki Blengo, just outside the Territory, trains candidates from the Territory for the Presbyterian ministry.

439. Attached to the Ewe Presbyterian Church are 12 missionaries (including wives) resident in the Territory. These are distributed as follows: four of American nationality at Ho, two (Scottish) at Amedzofe, two (Scottish) at Jasikan, four (German, one American) at Worawora. Of the four at Ho, two are on the staff of the Mawuli Secondary School, one being the Principal; the other two are their wives. The two missionaries at Amedzofe are the Principal of Amedzofe Ewe Presbyterian Training College and his wife, whilst those at Jasikan are the Principal of the Teacher-Training College and his wife. The four missionaries at Worawora are engaged in medical work. They consist of a German doctor and his wife and two assistants in charge of a hospital maintained by the Mission.

440. There are 13 missionary priests of the Roman Catholic Mission, Trans-Volta, all of Dutch nationality working in the Territory. These are distributed as follows: Ho two, Kpandu three, Jasikan one, Kete-Krachi one, Teteman one, Liati two. There are also six missionary sisters, of Irish nationality, two at Ho and four at Kpandu. Lastly, there is one lay missionary (with his wife) who is Principal of St. Francis' Roman Catholic Training College at Hohoe.

441. In the Northern Section all schools with the exception of a small Ewe-Presbyterian School at Yendi are managed by the local authorities and the work of the two other Missions established there, the Assembly of God and World-wide Evangelisation Crusade, lies in the fields of proselytisation and medicine. The Assembly of God maintains a dispensary and clinic at Nakpanduri in the Mamprusi District which is run by two American nurses while the work of the World-wide Evangelisation Crusade is particularly directed towards the treatment of leprosy. This work is described with that of other medical work by missions and voluntary organisations below.

442. Figures for the number of adherents and income of the various missions and churches are not available. No restrictions were imposed on missionary activities during the year.

443. *The Society of Friends of Lepers*, which is a voluntary organisation depending on local subscriptions has done valuable work in providing amenities at leper settlements. Arrangements are now in hand for training and employing, in co-operation with the Department of Social Welfare,

workers whose main function will be the resettlement of discharged lepers, who, with modern methods of treatment, are leaving the settlements in greater numbers than ever before.

**Q. 160** 444. *The Gold Coast Boy Scouts Association*, which is a voluntary organisation officially recognised by and in receipt of grants-in-aid from the Government has continued its activities in the Territory. Through the efforts of the Scout District organisations in Southern Togoland—Ho, Kpandu, Liat, Hohoe and Jasikan, Scouting continues to attract young people. Results are on the whole satisfactory, though lack of trained leaders has led to a slight decrease in membership. At the end of 1952 there were 554 Scout Groups with a total membership of 1,254 made up of 99 Cubs, 1,089 Scouts, 23 Rovers, 36 Scouters and 7 Commissioners. A site at Hohoe has been inspected for possible development as a Training Centre to achieve the desired standard in adult leadership.

445. At the end of 1952 there were companies of *Girl Guides* or Brownie packs at Ho, Gbezeme, Hohoe, Okadjakrom, Leklebe-Duga, Jasikan, also at Peki Blengo near the Territory border. Several Guides attended a central Gold Coast training course held at Achimota in December. It is expected that the increase of activities and membership will continue and lead to the establishment of Guiding on a firmer footing in the Territory.

**Q. 80, 180** 446. *The British Council* continued its activities during the year. Its film van visited the Territory and gave some programmes in teacher training colleges and other educational establishments and some in collaboration with the Department of Extra-Mural Studies and the People's Educational Association. The distribution of periodicals to educational establishments and Social Centres has continued.

**Q. 113** 447. *The British Red Cross Society* operates a mobile maternity and child welfare clinic based on Ho which visits fourteen centres in the Southern Section. A full-time trained midwife runs the clinic and is employed by the Society. Mothers are charged 2s. 6d. for their first attendance and children 1s., which is reduced to 1s. and 6d. respectively for subsequent visits, in order to contribute to the cost of medicines. Free treatment is provided for the dressing of ulcers, and visits are paid to homes to provide advice on mothercraft. With the help of school teachers Junior Red Cross links have been formed in the schools and members train in first aid, hygiene and sanitation; they help to dress sores, visit the sick, aged and infirm and crippled children and escort patients from the remote villages to dispensaries and hospitals, besides giving general instruction in hygiene and sanitation.

**Q. 86** 448. *The Togoland United Nations Association* continued to disseminate information on the United Nations, its various organs and specialised agencies and began to organise branches in local council areas. Its work was assisted by a government grant towards administrative expenses. The Association's office and library were visited during the year by Mr. J. F. Ennals, Secretary-General of the World Federation of United Nations Associations and by the Visiting Mission.

### Information Services

**Q. 86** 449. The aims and objects of the Administration's Information Services Department are to interpret and explain the intentions of Government to the people of the Gold Coast and the Territory; to report to the Administrative reactions (which may include misapprehensions) of the public to its policies; and to create, by the ironing out of social misunderstandings and

by the propagation of information on general subjects, an atmosphere in which the people can assume an increasing interest in and responsibility for the government of their country. No less is it the duty of this Department to enrich the cultural life of the community by improving existing standards of entertainment and appreciation of the arts and sciences, and to stimulate creative interest. It is also the policy of the Department to publicise as widely as possible in the outside world developments and progress being made within the country.

450. The six major sections of the Department Films, Cinema, Publications, Photographic, Broadcast Engineering and Programmes—are all co-ordinated towards these ends.

451. The Publications and Press Section of the Information Services Department continues to circulate information in the form of the printed word and of pictures as widely as possible. In addition, it sends out of the country photographs and illustrated feature stories to agencies and newspapers all over the world showing current progress and development in the Gold Coast and the Territory.

452. Within the Territory the principal medium of disseminating news of Government activities is through the columns of the Press. During 1952 1,814 Press Releases were issued, 97 per cent. of which were used by local newspapers. The total number of insertions made by local newspapers in respect of these items of news during the year 1952 was 9,472. Fifty-eight Press Releases dealt specifically with the affairs of the Territory and 56 were published. In addition 18 Press Conferences were arranged with Ministers at their Ministries. Another very popular and useful medium of publicity is the photo poster representing photographs taken by the Department, pasted on to wall sheets with suitable captions and stories. During the year 109 of these were issued to Togoland containing at least 500 photographs. "The Gold Coast Weekly Review" serves to bring news of Government activities in a simple form to many parts of the country where newspapers are difficult to obtain. Indeed in some such areas newspapers are virtually unknown. In the Northern Section, for example, the "Gold Coast Weekly Review" is used, together with a special Northern Territories Page produced in Tamale, by Messenger Interpreters who travel from town to town and village to village explaining the contents to the villagers. One million seven hundred and fifty thousand copies of the "Review" are printed each year, 122,200 of which are distributed in the Territory. It is distributed free of charge. Another medium of disseminating information is the booklet, many of which are produced by the Department. Of particular interest during 1952 are "The New Local Government" of which 5,000 copies were distributed in the Territory; "Rent Control" of which 5,000 copies were distributed in the Territory; "Africanisation Progress Report" of which 2,350 copies were distributed in the Territory; "Progress in Damongo" of which 2,350 copies were distributed in the Territory. Booklets on nurses in training and on the cocoa industry were also printed in the United Kingdom for distribution during the year 1953.

453. A table showing the newspapers published in the Gold Coast and Togoland, and the frequency and number of their total circulation, is given in Appendix XVIII.

454. There is a Government-owned station (ZOY) at Accra which transmits daily for 4½ to 5 hours news, music, talks and entertainments in English and six African languages. The latter include Ewe and Twi, spoken in the

Southern Section, and Dagbani and Hausa, spoken in the Northern Section. When the local broadcasting station is not transmitting, rediffusion stations relay the British Broadcasting Corporation's General Overseas and West African Regional Programmes from London for 6½ hours on weekdays and 13 hours on Sundays, when there is no transmission from ZOY.

455. A Rediffusion Station—the first in the Territory—was opened at Ho on 29th November, 1951, and a second rediffusion station at Hohoe was opened on 15th October, 1952. The construction of a rediffusion station at Yendi has been delayed due to difficulties in selecting a site, but this question has now been settled, and construction was due to start in April, 1953. Experimental Radio Kiosks have been installed at Yendi, Bimbilla and Kedjebi. Six members of the programmes staff of the Information Services Department (one of whom is a Programme Officer on salary scale £650 × £25–£800 and another an Assistant Programme Officer on salary scale £430 × £25–£580) are Ewes and concentrate on special programmes for Ewe speaking areas.

Q. 86

456. There are no commercial cinemas in the Territory. The Cinema Vans of the Information Services Department undertook regular tours in 1952 throughout the Territory and gave 167 performances at 173 towns and villages. The total audiences were 166,760.

457. Films of general and educational interest are shown on the regular tours, but in addition cinemas vans are used for special campaigns on behalf of Ministries and Government Departments—e.g., cocoa industry rehabilitation and mass education. It is the practice of the Department to supplement cinema shows as much as possible with practical demonstrations by appropriate Government Departments, and with photographs, pictures and booklets when available.

458. Some of the films shown are made by the Gold Coast Film Unit which is a section of the Information Services Department and is financed from Development funds. The object of the Film Unit is to make films in Africa for Africans by Africans. Three kinds of film are produced:—

(i) Short 10-minute magazine films showing such Government works as Takoradi Harbour, the University College, work of Mass Education teams, etc.

(ii) Story-telling films to interest the country people in improving their standard of living, e.g., "Amenu's Child" on health which was filmed in the Trust Territory. "Kofi the Good Farmer", a colour film for encouraging the improvement of the cocoa industry, will shortly be shown in Togoland.

(iii) A start has been made on the production of full length feature films not only to interest health and social workers in Gold Coast, but also to show to the world that the Gold Coast is capable of making its own films through its own artistes. The first film is "The Boy Kumasenu" which was short-listed by the British Film Academy for the award of the best world film in 1952. The opening sequences of this film have an Ewe background.

459. The resources of the Information Services Department described above ensure that adequate arrangements exist for making known to the general public information concerning current developments of local and international significance, as well as information concerning the aims and activities of the United Nations. United Nations film strips are circulated in the Territory for showing on Departmental projectors loaned to educational institutions.

All Government and Mission Schools are included on the distribution list for selected publications, including material supplied by the United Nations. The arrangements for the supply and distribution of United Nations publications have been improved as a result of discussions and correspondence between H.M. Government and the U.N. Secretariat. An official of the Ministry of Defence and External Affairs in Accra has been appointed a U.N. Volunteer Education Centre in order to co-ordinate arrangements for the distribution of material which is now being received from the U.N. itself and its specialised Agencies. Subscriptions have now been placed for copies, to be distributed free of charge in the Gold Coast and the Territory of the U.N. Bulletin and U.N. Reporter.

## CHAPTER 2. HUMAN RIGHTS AND FUNDAMENTAL FREEDOMS

460. The constitution of the Gold Coast and the Territory provides specifically that no law shall make persons of any racial community liable to Q. 81 disabilities which persons of other such communities are not made liable.

461. In the General Assembly of the United Nations Organisation the representative of H.M. Government in the United Kingdom voted in favour of the adoption of the Universal Declaration of Human Rights and in the House of Commons the Prime Minister stated that H.M. Government subscribe generally to the ideal embodied in the Declaration and will continue to work towards it. This policy, which is applied in all British Colonies and Trust Territories alike, ensures that in Togoland under United Kingdom Trusteeship all elements of the population are secured in the enjoyment of human rights and fundamental freedoms without discrimination as to race, sex, language or religion and are subject to the same laws with regard to the safety of their persons and property.

462. Copies of the Universal Declaration have been distributed in the Territory and subsequent U.N. publications have kept those interested in the Q. 83 matter abreast of recent developments in the field of Human Rights.

463. In the ordinary course the English law of arrest prevails with its concomitant safeguards.

464. There is no slavery in the Territory and the Criminal Code prohibits practices resembling slavery, in particular the placing or receiving Q. 82 of any person in servitude as a pledge of security for debt. While such practices undoubtedly occurred in the past no complaints have been received in recent years.

465. Similarly in the past a number of traditional customs have been inconsistent with what have come to be regarded as human rights e.g. some of the peoples of the Territory used to permit the betrothal of children in circumstances where subsequent repudiation was difficult or impossible. Nowadays there has been a modification of most of these customs—in the case of such intended marriages, a party who feels strongly opposed to it can be released from the obligation—if necessary in the last resort by appealing to the Administration. No abuses arise as a result of the adoption of children. At present there is no provision of the law Q. 89 which permits adoption.



Q. 82 466. Certain simple customary services are granted willingly to chiefs by their subjects but are not enforceable at law, and minor communal services of types permitted under the International Labour Organisation Convention on forced labour are still performed gratuitously and cheerfully.

Q. 85 467. No restrictions which are inconsistent with Article 29 of the Universal Declaration are imposed on the publication and circulation of newspapers and periodicals.

468. The British tradition of freedom of the Press is now firmly implanted in the Gold Coast and the Territory and the courts would give effective protection to anyone whose liberties had been infringed. The entry into the Gold Coast and the Territory of only a small number of publications is banned on grounds that they are pernicious, demoralizing or grossly misleading. During the year public meetings in a limited area required\* the prior permission of the police but in practice such permission was on no occasion refused.

Q. 87 469. Full freedom of thought and conscience is ensured to all inhabitants, as in the free exercise of religious worship and instruction. Indigenous religions are recognised by the Administration, in so far as legal oaths may be sworn according to such local beliefs. No active measures have been taken to safeguard fetish worship, but the policy of the Administration is one of complete religious toleration. Supervision of some fetish cults has been necessary from time to time where malignant and anti-social practices have been apparent; no such manifestations were observed during the year under review.

Q. 88 470. A description has been given in Chapter I above and in Chapter 7 below of the activities of the Christian Churches.

Q. 90 471. The immigration laws, except in so far as they exempt certain groups (i.e., natives of the Gold Coast and the Territory, Government officials, and foreign consuls accredited to the Administration) from their provisions, are completely non-discriminatory. These laws are administered by the Police under the supervision of the Ministry of Defence and External Affairs and are designed to keep out of the Gold Coast and the Territory only undesirable persons and persons whose activities are likely to prove detrimental to the economic development of the inhabitants of the country. In practice all firms established in the Territory which employ non-Africans are granted allocations for such employees which may not be exceeded without the permission of the authorities. These allocations may be increased where the Administration is satisfied that an expansion of the firms' activities would not be detrimental to the economic development of the inhabitants of the country. In practice new retail stores operated by non-Africans cannot normally be established. No control over movement between the Gold Coast and the Territory exists and no separate immigration statistics for the Territory are available.

Q. 84 472. The Visiting Mission commented favourably on the freedom of speech in the Territory† and the number of petitions which have been received by the Trusteeship Council and its Visiting Missions leaves no room for doubt that the right of petition is universally known in the Territory.

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\* This requirement has since been revoked.

† Chapter I(c) of T/465.

## CHAPTER 3. STATUS OF WOMEN

473. The status of women in civil law is not inferior to that of men, and women may appear before the courts for the hearing of their claims to recognised rights and for the enforcement of their substantiated claims. Q. 91, 92

474. Women enjoy under native custom rights of ownership of property and wealth. While matrilineal succession as in Ashanti is not practised, women's property is in most areas heritable matrilineally, i.e., either a daughter or a maternal sister normally inherits a woman's property. A woman has a right to a certain share in the family land, and subject to her providing enough vegetables for the members of the family any extra produce is hers to dispose of as she wishes.

475. Native customary law regarding a husband's liability for his wife's debts and vice versa is not always clearly defined, since indebtedness of any sort, particularly in the Northern Section, is rare. Normally a woman is not responsible for her husband's debts, but a husband is responsible for the normal debts incurred by his wife *qua* wife. It is to be noted that a woman on marriage still maintains close ties with her family (i.e., blood relations). If, in trading on her own account, she incurs debts, her husband might disclaim responsibility if the woman had kept for herself or for her family (in the sense mentioned above) the proceeds of the trading. In this case the woman would herself be responsible, and it would be for her family to come to her aid.

476. Women are entitled to hold public office and discharge public functions, but they rarely do. Both the Dagomba and Mamprusi have a certain number of women chiefs and women generally are taking an increasing interest in public and political affairs. Whether married or unmarried they are not debarred by custom or law from taking employment as wage or salary earners in any particular occupation though physical incapacity may be a limiting factor. Women generally occupy themselves with household duties and the lighter tasks of agriculture, and the trade in food and certain imported goods in the local markets is very largely in their hands. Excellent opportunities exist for women to train as teachers or nurses and an increasing number of women have found employment in these professions. Others find regular Government employment in such occupations as assistant Mass Education Officers, welfare workers, telephone operators, and increasing numbers are taking on clerical duties formerly undertaken by men. Q. 93, 94, 95

477. Training institutions exist in the Gold Coast for all these occupations and use of them is made by girls from the Territory.

478. With very few exceptions marriages are conducted under customary law. The alternative is marriage under the Marriage Ordinance (Cap. 105) which entails the authority of a Registrar's certificate. In this case parental consent is required if one of the parties is less than 21 years of age. Q. 96

479. Native customary law with regard to marriage varies according to locality. There is no minimum legal age for marriage but even in cases where in theory the consent of both parties is unnecessary, it is certainly required in practice. In the Northern Section parental consent is required in theory up to any age, but in cases of dispute between parents and children there is resource to the Government Agent of the District who invariably is able to prevail upon the former to yield to the wishes of the latter. Among the Mamprusi the normal form of marriage is by elopement, though even

here parents are usually privy to the intentions of the parties and are careful not to get in the eloping couples' way. Ewe custom also requires parental consent. It is the duty of the parents to satisfy themselves that the groom is self supporting and that both parties have reached puberty before wedding celebrations. Compulsory marriages are unknown.

480. The custom of a payment being made from the bridegroom's family to the bride's family exists throughout the Territory except amongst the Mamprusi. The money or chattels transferred cannot however properly be regarded anywhere as direct payment for the bride. The money, which in Ewe areas may be as much as £20 or more, is usually spent by the bride's parents on buying household articles and clothes which the bride will use during her married life. It also constitutes a form of insurance premium paid to secure the impartiality of the bride's family in any disputes that may arise between husband and wife, for if the woman seeks divorce she must repay to her husband most of the presents he has given her.

481. Polygamy under customary law is possible though certainly not general. The Ewes are in the main monogamous and in the Northern Section it is only the richer members of the community who are able to afford more than one wife.

482. Cases of female circumcision have been known among only one tribe in the Northern Section. Public opinion which is the only satisfactory method of dealing with such social and customary problems is being stimulated and educated against this practice.

Q. 97 483. Several women's associations of a social character exist. They are frequently promoted by the Missions but have received a special impetus as a result of the community development campaign, over 40 new women's groups being established. Their main interests are centred on child care and nutrition and it is intended to recruit a senior woman officer during 1953 to take charge of these groups and to develop this as yet another aspect of mass education.

Q. 135

#### CHAPTER 4. LABOUR

Q. 101

484. The Labour Department of the Gold Coast is also the responsible labour organisation for the Territory. The headquarters of the Department is situated in Accra which is also the headquarters of a recently opened sub-region. This is under charge of a Senior Labour Officer and is designed to reinforce and co-ordinate the activities of the Department in the Eastern districts of the Gold Coast and in the Southern Section of the Territory. The work of the Department in the Northern Section is supervised from Tamale, the Department's northern regional headquarters.

485. The establishment of the Department consists of a Commissioner of Labour, a Deputy Commissioner, 2 Chief Labour Officers, 2 Senior Labour Officers, 4 Labour Officers, 10 Assistant Labour Officers, 1 Factory Inspector, 1 Labour Officer (Technical), 1 Resettlement Officer, 5 Employment Exchange Managers, 1 Administrative Assistant, 6 Higher Executive Officers (clerical), 6 Senior Labour Inspectors, 16 Labour Inspectors, 3 Executive Officers, 36 Clerical Officers, 130 Sub-Clerical and 19 other grades.

486. The Labour Advice Centre at Hohoe continues to operate. Should any matters of immediate importance arise which are beyond the scope of the labour clerk in charge, the Government Agents at Kpandu or Jasikan

are available to deal with them. Administrative Officers in the various districts, the Gold Coast Legion and local authorities all assist in obtaining employment for those who apply.

487. The functions of the Department are as follows:—

(a) To inspect places of employment and to secure the enforcement of all legal provisions regarding conditions of work and the protection of workers.

(b) To facilitate the free movement of persons seeking work and to advise them where employment under satisfactory conditions can be found.

(c) To maintain camps and medical facilities along the main routes used by migrant workers on which normal facilities do not exist.

(d) To keep under constant review the wages and the living and working conditions of the lowest paid class of employees.

(e) To investigate industrial accidents and diseases and to examine claims under the Workmen's Compensation Ordinance and to assist in their settlement.

(f) To look after and repatriate to their homes destitute and incapacitated workers.

(g) To assist the resettlement of ex-servicemen.

(h) To supervise the conditions under which labour is employed under public contracts.

(i) To afford technical information and advice to employers and workers.

(j) To encourage and assist the development of responsible trade unions.

(k) To adjust differences and foster good relations between employers and employees.

(l) To keep under review the local application of international conventions regarding labour.

(m) To undertake the registration and identification of industrial workers.

(n) To complete and afford statistical information regarding employment, the fluctuations of wage rates, et cetera.

(o) To administer the War Pensions Military Division.

(p) To encourage and supervise apprenticeship schemes.

488. There are no manufacturing industries in this Territory and labour is mostly engaged in agricultural pursuits. Of these only the cocoa industry gives rise to any marked internal migration of labour or attracts a seasonal flow of additional labour from neighbouring territories, though increased building activity and general development, coupled with an increase in wage purchasing power is providing an attraction to labour from outside the area, though not to the same degree as in the Gold Coast. This increase in building activity is in particular providing new openings for tradesmen and artisans. Q. 98

489. Cocoa farming continued to be productive during the year and attracted the normal seasonal immigration of labourers from the north. This seasonal migration of labourers is an integral part of the life of the community and no need for organised recruiting has been felt. It is never so large as to create any serious problems and workers can easily return to their homes when necessary. The cocoa season in the south coincides with the off season for farming in the north and supplies a welcome and readily accessible source of additional income to farmers of the Northern Section

who at the end of the cocoa season return to their homes to prepare their farms for the approaching rains and planting season. There is thus virtually no unemployment in the Territory and normally sufficient unskilled labour to meet all demands.

490. No special arrangements exist for the recruitment of labour from outside the Territory nor in view of the natural supply is there any need for it. A steady transitory flow of labour exists from areas to the north and west of the Territory through to the industrial and coastal areas of the Gold Coast, and the Department maintains labour camps for use by those labourers if required. Plans are being made to assist these labourers in a variety of ways, particularly by the provision of free medical aid, so that they may reach their destination sound and fit.

Q. 98 491. The conventions and recommendations of the International Labour  
Q. 99 Organisation accepted by the Administering Authority for the Gold Coast  
Q. 100 have equally been applied to the Territory and are incorporated in the Labour Ordinance (as amended in 1949), which is applicable to the Territory. Full information on the application of International Labour Conventions is contained in the Administration's latest report to the International Labour Organisation, forwarded to the Secretary General of the United Nations in connection with the information transmitted under Article 73 (e) of the Charter.

Q. 103 492. The registration and regulation of trade unions is governed by the Trades Unions Ordinance, 1941 as amended by Ordinances No. 29 of 1942, No. 30 of 1948 and No. 19 of 1950. Any five or more persons can form a trade union but all trade unions must be registered and accounts must be kept and audited. The establishment of trade unions has been actively encouraged by the Administration with the assistance of experts in the development of the trade union movement from the United Kingdom.

493. At the suggestion of the Trade Union Congress, educational classes are now organised for workers by the Trade Union Education Committees, comprising in addition to three Congress representatives, representatives of the Extra Mural Department of the University College, the Peoples Educational Association, the Ministry of Labour and the Labour Department.

494. The following trade unions, all of which are affiliated to the Gold Coast Trade Union Congress, have branches or members in the Territory:—

The Public Works Department Employees Union.

The Post Office Employees Union

The Postal Engineering Workers Union

The Gold Coast Meteorological Staff Union

The Gold and Silversmiths Association

The United Africa Company Employees Union

The Union Trading Company Employees Union

The Gold Coast S.C.O.A. Employees Union

The C.F.A.O. Employees Union

The Gold Coast Health Workers Union

The H.M. Customs and Excise Employees Union

The Association of Government Teachers, Gold Coast, and

The Agricultural Employees Union.

There are also members of the Junior and Senior Civil Servants Association in the Territory.

495. Nearly all the trade unions take part in central or national negotiating committees comprised equally of workers and management representatives which meet at least twice a year to negotiate on terms and conditions of employment; nearly all have local committees in the Territory. The unions of Government employees were during this year each invited to negotiate with the appropriate heads of Departments on the new wages and conditions introduced by the Lidbury Commission and Gbedemah Committee, and similar negotiations took place with other unions and their employers in connection with the consequent adjustment of non-government wage rates. Q. 100

496. No disputes involving workers in the Territory occurred during the year. Settlement of such disputes is regulated by the Trade Disputes (Arbitration and Inquiry) Ordinances No. 20 of 1941 which provides amongst other matters that disputes shall not be reserved for settlement by outside arbitration where special arrangements already exist in the trade or industry for settlement of disputes by conciliation or arbitration unless with the consent of both parties to the dispute, and unless and until there has been failure to obtain a settlement by these means. Q. 104

497. The right to strike is recognised provided the sole object of the strike is the furtherance of a trade dispute within the trade or industry in which the strikers are engaged; and provided it is not a strike designed or calculated to coerce the Government either directly or by inflicting hardship upon the community. The position is regulated by the Conspiracy and Protection of Property (Trade Dispute) Ordinance No. 12 of 1941.

498. Every effort is made by the officers of the Labour Department to settle any dispute that may arise before resort is had to strike measures. They provide assistance and advice to both employers and workers in all matters affecting labour and conditions of employment. Q. 102

499. The labour legislation regulates those matters affecting terms and conditions of employment listed in question 100 as follows:— Q. 100

(a) Negotiation, conciliation and arbitration procedure. The Trade Unions Ordinance (No. 13 of 1941) and the Trade Disputes (Arbitration and Inquiry) Ordinance (No. 20 of 1941).

(b) Contracts and sanctions—the Labour Ordinance No. 8 of 1948.

(c) Hours of work, holidays, etc.—the Labour Ordinance.

(d) Remuneration, including payments in kind—the Labour Ordinance.

(e) Provision of rations—the Labour Ordinance.

(f) Housing and sanitation—the Labour Ordinance.

(g) Discrimination—no such discrimination as described exists.

(h) Medical inspection and assistance—the Labour Ordinance.

(i) Workers' compensation—the Labour Ordinance.

(j) Employment of women—the Labour Ordinance.

(k) Employment of Juveniles—the Labour Ordinance.

(l) Night work—the Labour Ordinance.

(m) and (n) Freedom of movement—there are no restrictions.

(o) Use of labour passes or works books—these are not required.

(p) Apprenticeship—the Labour Ordinance.

(q) Industrial homework—no legislation.

(r) Industrial safety—the Factories Ordinance, 1952.

No prosecutions for offences against any labour laws or regulations were conducted during the year. Q. 105

## CHAPTER 5. SOCIAL SECURITY AND WELFARE SERVICES

### (i) General

Q. 106

500. General social advancement is a process to which all agencies, voluntary, governmental, commercial and local contribute, but there were certain social welfare activities which did not fall readily within the sphere of the existing departments of government and for which no other provision was made. Eight years ago a Department of Social Welfare and Housing was therefore set up to promote and develop social welfare in the Gold Coast as well as to undertake rehousing of urban populations. During the period since then fully trained social workers have been recruited and African staff has been trained in social welfare techniques; a large proportion of the staff originally trained for urban welfare was diverted to Community Development or Mass Education work which was first started in Togoland and which is dealt with in greater detail below. In 1950 it was decided that the Social Welfare and Community Development activities were of such potential importance that they required the sole attention of a senior officer; and the Department was accordingly split up and a separate Department of Social Welfare under the control of a Director established under the Ministry of Education and Social Welfare.

501. The Department maintains three sections, one for the organisation of probation and the control of delinquency, the second for urban and industrial welfare and the third, called the Mass Education and Community Development Section, for the promotion of Mass Education. It is the third section which is of principal importance to the Territory at present and its activities are described in Part VIII below. Delinquency is not reported to be a serious problem, and although the services of institutions for rehabilitation of young offenders are open to the courts in the Territory, it is not at present possible or necessary permanently to post special social workers, such as probation officers, to this area. While urban conditions present greater demands for trained welfare officers in rural areas priority of supply is given to mass education staff. A number of natives of the Territory, however, were assisted in various difficulties by welfare officers of the Department working in the Gold Coast.

Q. 108

Q. 106

502. The Department's staff stationed or working in the Territory has continued to expand and during 1952 comprised the following:—

1 Community Development Officer

2 Mass Education Officers

17 Assistant Mass Education Officers, of whom 6 were born in the Territory.

32 Mass Education Assistants of whom 12 were born in the Territory

1 Technical Instructor born in Togoland.

Of these, nine were women. The Community Development Officer in charge for the first nine months of 1952 was an Ewe: he has since gone to the United Kingdom for further training. This staff was recruited and is being employed to follow the mass education and community development work which was started experimentally in 1948 in the Southern Section of the Territory. In the North, a Dagomba mass education team has been recruited and trained and its activities extend into the Territory. All of these officers have been provided with forms of transport which enable them to trek off main roads with the minimum of inconvenience and delay.

**(ii) Social Security and Welfare**

503. International conventions dealing with social security and welfare already applied to the Territory by legislation are those relating to workmen's compensation in case of accidents, and maternity protection. Pensions are paid to retired government officers and local authorities in the Northern Section have decided to pay pensions in addition to gratuities to their own retired staff. The rates to be paid have been standardised by agreement at the Territorial Council. Soldiers disabled during the two world wars also receive pensions from the Administration. Native custom provides many other forms of social insurance and protection. The Labour Department provides limited funds for the repatriation of destitute labourers, and the Krachi local council maintains a small hostel for paupers with accommodation for six persons. No special legislation for social welfare was enacted during the year.

504. The work of the principal voluntary agencies has been described in Chapter 1.

**CHAPTER 6. STANDARDS OF LIVING**

505. It has not up to the present been possible to carry out a detailed survey of family incomes and expenditure in the Territory. The Administration is at present engaged on a pilot survey in Accra which should provide valuable guidance as to the planning of other household surveys to be undertaken elsewhere when circumstances permit.

506. Figures are kept of the prices of local foodstuffs at six centres in the Gold Coast and at Ho in the Territory. The combined index average and the figures for Ho are given in Appendix XVI. From these it is possible to surmise that the prices of local foodstuffs remained remarkably stable in 1952. In Accra the retail prices of imported goods fell during the year—especially in the case of textiles where the fall in price was heavy—and it is likely that comparable reductions in the prices of imported goods took place in the Territory.

507. At the same time it will be recalled that an important increase in wage and salary levels took place in April. It is fair to conclude in these circumstances that the standard of living, at least of wage- and salary-earners rose noticeably. This is reflected in an important increase in the consumption of wheaten flour: import figures show also a marked increase in the consumption of beer.

508. As has been made clear in previous Annual Reports, one of the major factors influencing the cost of living is the price paid to the farmer for his cocoa crop. At a time when some limitation is placed by physical factors on the amount and range of imported goods which can be made available and while the output of local manufacturing industries is negligible, an important increase in the price paid to the farmer for his cocoa must have a markedly inflationary effect. It seems likely that the stability of local food prices and the reduction of the prices of imported goods coming as they did at a time of increasing wages, are very largely if not wholly attributable to the reduction of the cocoa price which took place during the year. And a report written during the year by two leading economists on the economics of the Gold Coast whose conclusions apply in considerable measure to the Territory, makes it clear that for some time to come the need to control inflation must form a major factor when determining the price the farmers should be paid for cocoa. The heavy rate



of export duty now in force removes from the Cocoa Marketing Board much of the responsibility for weighing the risk of inflation against other factors.

509. The Administration's development plans are an indication of the way in which it is hoped to improve the standard of living. Not only will they provide improved communications, improved health services and educational facilities but also they should provide, especially if it becomes possible to include the Volta River Project among them, ample employment for some years to come.

## CHAPTER 7. PUBLIC HEALTH

### (i) General Organisation

Q. 112 510. The Medical Department is divided into two branches: a Medical branch (engaged largely on curative medicine) and a Health branch (engaged largely on preventive medicine). Both are under the direction of the Director of Medical Services acting in conjunction with the Ministry of Health, and in accordance with the policy approved by the Minister.

511. In the Northern Section, medical officers, whose duties are combined with those of Medical Officers of Health are responsible to the Assistant Director of Medical Services at Tamale. In the Southern Section they are responsible to an Assistant Director at Cape Coast but will in future be responsible to a Senior Medical Officer to be stationed at Ho.

512. Towards the end of 1951 it was announced that the Administration had decided to appoint a Commission of Inquiry into the health needs of the Gold Coast and the Territory. The Commission's membership was distinguished, consisting of a former Permanent Secretary of the Ministry of Health in the United Kingdom (Sir John Maude) a serving principal medical officer of that Ministry who is a member of the General Medical Council in the United Kingdom, a medical officer with experience as a Director of Medical Services in the Sudan and as an adviser elsewhere in the tropics and a local lay member. Its terms of reference required it to review the measures taken or projected in the Gold Coast and the Territory either by the Government or by private enterprise, for the development of preventive and social medicine, including health education; for the development of curative medicine, including provision of hospitals, health centres and dressing stations and the training of personnel; and for medical research, to examine the adequacy of the administrative structure and organisation of the Medical Department in relation to such development; and to make recommendations.

513. The Commission began their work in February and within a short time of their arrival at Accra were visiting various centres in the Territory.

514. The Report was published in July and with one or two reservations its recommendations were accepted by the Administration, and steps are now being taken to implement these recommendations. The Report will form the basis of the Ministry of Health's policy during the next few years. The Report lays emphasis on the urgent need for expansion of medical auxiliary services and on the development of preventive medicine by the early and rapid extension of medical field units of the type which have, as described in the 1951 Report, been operating in the Territory. The work of these field units consists in survey, treatment and education by mobile teams, and it is proposed that their work should be supplemented by sanitary measures undertaken by local authorities, by mass education teams suitably

briefed and by other methods set out in recommendations contained in the Commission's Report, such as the provision of health centres from which preventive as well as curative work can be organised.

515. The following new legislation affecting Public Health was introduced Q. 111 during the year:—

(a) Regulation No. 48 of 1952—"The Control of Certain Drugs (Amendment) Regulations 1952".

(b) Order No. 136 of 1952—"The Pharmacy and Poisons (Extension of schedule) Order, 1952".

(c) Regulation No. 27 of 1952—"The Nurses (Amendment) Regulations, 1952".

(d) Quarantine (Aerial Navigation) (Amendment) Regulations, 1952.

516. The text of these orders and regulations appears in the volume of legislation being sent to the United Nations Library.

517. There is a regular interchange of epidemiological information between Q. 114 the Administration and the World Health Organisation. Such information is also supplied to neighbouring Territories and other Governments.

518. Meetings are held annually between the Directors of Medical Services of the British West African territories and every encouragement is given to Medical Officers to contact the medical authorities in neighbouring French territories. Officers of the medical field units are encouraged also to meet their French colleagues and discuss plans for the conduct of campaigns against small-pox, yaws, trypanosomiasis, etc.

519. The local population are associated with the work of the Health Q. 115 and Medical departments chiefly through the medium of the local authorities many of which operate dressing stations and maternity clinics and undertake general health measures such as, mosquito larvæ inspections, and the operation of incinerators and latrine clearance. Each hospital has a visiting committee, which with the exception of the Secretary (the Medical Officer) and the Chairman (an administrative Officer) consists of members of the local community.

520. Recurrent expenditure by the Medical Department on the Territory Q. 116 exceeded £61,000. Including capital expenditure on medical services and facilities the total amounted to approximately £100,000 or about 8 per cent. of the Territory's total expenditure during the year. To this figure should be added the expenditure of local authorities (see Appendix VI) and expenditure by Missions and other voluntary bodies, details of which are not available.

## (ii) Medical Facilities

521. Government medical officers have been stationed throughout the year Qs. 121, at Yendi, Hohoe and Ho and there is also a medical officer at Bawku just 122 outside the Territory. Two private medical practitioners and a Missionary doctor are practising in the Territory. The Territory receives the same treatment as the Gold Coast in the provision of Medical Officers from the Colonial Medical Service, but recruitment still falls short of requirements. Every effort is being made to increase the flow of qualified medical practitioners so that the target of two medical officers per hospital laid down in the Maude Commission's Report may be reached. Government scholarships are awarded to as many suitable candidates as come forward, within the limits imposed by existing vacancies in medical schools.

522. The registration of doctors and dentists is regulated by the Medical Practitioners and Dentists Registration Ordinance (Cap. 57). Under this Ordinance, in order to practice medicine in the Territory, a person is normally required to be in possession of a diploma which would entitle him to registration in the United Kingdom. The Director of Medical Services may, however, allow a person to practice holding some other diploma if he considers that conditions, particularly the lack of doctors, warrant it.

523. Pharmacists are required to be in possession of a certificate of competency issued by the Pharmacy and Poisons Board. Nurses are required to be registered by the Nurses' Board which recognises either the qualification of "State Registered Nurse" (which can be obtained either in the United Kingdom or at the Nurses Training School, Accra and is granted reciprocal recognition by the Council of Nursing of England and Wales) or the local qualifications of Qualified Regular Nurse (Q.R.N.) which involves a shorter course of training. A special training is required of state registered health visitors (S.R.H.V.) under the Medical Practitioners and Dentists Registration Ordinance. It is an offence for an unqualified practitioner to practice medicine or surgery in the Territory. Though the benefits to be derived from scientific medicine are becoming more widely appreciated, cases are still brought to light from time to time of practice by unqualified practitioners. During 1952 three persons were prosecuted under the Ordinance and two were convicted. Treatment by traditional herbalists is not regarded as practising medicine.

Q. 119 524. The Midwives Ordinance (Cap 74) provides for the training and registration of midwives and regulates their practice; only registered midwives are permitted to practice in areas scheduled under this ordinance. At present it has been possible to schedule only certain urban areas, none of which is in the Territory, since the number of registered midwives in private practice is insufficient. More are being trained each year and it is proposed to extend gradually the areas scheduled under the Ordinance. The Administration encourages registered midwives to take up private practice outside the scheduled urban areas by paying a subsidy to them. In addition to the subsidy a bonus of 10s. is paid per delivery up to a total of 30 deliveries per quarter. There are no registered midwives engaged in private practice in the Northern Section as yet but there are some in the Southern Section, one of them being employed at the local authority maternity clinic in Jasikan. Rules regulating the practice of registered midwives are applicable in the Territory.

Q. 119 525. Facilities for the confinement of women and pre-natal and post-natal  
Q. 117 clinics exist at all Government hospitals and midwives attached to the hospitals also attend women in their own homes. A very popular clinic has been established at the Kpandu Health Centre which is run by Roman Catholic sisters on behalf of Government. Ante-natal and child welfare clinics are also run by the Administration, missions or local authorities at Ho, Hohoe, Bawku (just outside the Territory), Nakpanduri, Saboba\*, Yendi, Kpandae and Jasikan. At Jasikan the clinic which is at present run jointly by the Akan, Buem and Togo Plateau local councils includes 12 beds for lying-in cases. A fee of 10s. is charged for each delivery. Post-natal charges are made only to cover the cost of medicines. The clinic is under the charge of a qualified midwife employed by the local councils. The British Red Cross Society operates a mobile maternity and child welfare clinic based on Ho which visits various centres in the Southern Section. A full time trained midwife runs the clinic and is employed by the Society. The clinic at Nakpanduri, which is run by the Assembly of God Mission has two qualified nurses on its staff and concentrates mainly on maternity and child welfare work.

\* Closed by the Mission in August, 1952.

526. During the year a special course was organised by the Medical Department for instructors on child care and nutrition at the School of Social Welfare in Accra. Four lady workers from the territory attended. The course was designed with particular reference to the problems of rural areas. Propaganda work on child care and nutrition is carried on extensively in the Territory with the aid of locally made instructional films. An example of these, "Amenu's Child" was shown to the Visiting Mission during the year. Q. 119  
Q. 135

527. The Territory's medical facilities are illustrated in a map at the cover of this Report and details are provided in Appendix XIX. During the year a new and well equipped 40 bed hospital which includes catering facilities was open at Hohoe, and in the Northern Section, a new model health centre at Bimbilla was built. There are additional facilities existing just outside the Territory of which full use is made by its inhabitants. Examples of these are the 27 bed hospital at Bawku, the hospital at Salaga and the local authority dressing stations at Karaga and Garu. Specialist facilities in addition to those mentioned below, are available at the well equipped central hospital at Korlebu, Accra. Q. 117

528. A specialist tuberculosis officer was appointed during the year. He has paid visits to both sections of the Territory and is at present carrying out a survey prior to formulating a detailed scheme for tuberculosis control.

529. The Medical Field Units to which reference has been made above pay special attention to the control of yaws and trypanosomiasis. An area is first of all surveyed and a scheme of treatment planned. This scheme is then put into effect by treatment teams. In addition to yaws and trypanosomiasis their work includes the survey and treatment of malaria, bilharzia, guinea worm, and onchocerciasis.

530. Special teams formed to carry out mass vaccination have been carrying on this work in the Territory during the year.

531. Tsetse control is the concern of a special department which has carried out extensive clearing in the Kpandae neighbourhood, particularly for the protection of the new Mission leper settlement at Nkanchina. This settlement which is in the course of establishment is operated by the World Wide Evangelisation Crusade with a staff of four Europeans consisting of two nurses, an administrator and a teacher. There are 120 in-patients and it is planned to increase the capacity to about 200. The question of Government financial assistance to the Mission to help them in the excellent work they are doing for lepers is under consideration. The Mission also operates clinics at Banda, Buya and Kpandae, all in the Northern Section. Daily attendances averaged 430. Q. 113

532. There are two Government leper settlements in the Territory, one at Ho and the other at Yendi. Admission of patients from the Territory and the Gold Coast is voluntary; treatment and food are provided free of charge. There are also numerous clinics at which leprosy treatment is available. In the Northern Section these are organised by a Leprosy Control Officer under the supervision of the Medical Officers at Bawku and Yendi, and in the Southern Section by a Leprosy Control Officer, seconded from the British Empire Leprosy Relief Association, who is resident at the Ho leper settlement.

533. The Ewe Presbyterian Mission operates a small hospital in temporary building at Worawora in the Southern Section with a European doctor and nurse. In addition to those already mentioned, dispensaries are run by the Assemblies of God Mission at Saboba and Nakpanduri in the Northern Section, at Jasikan by the Salvation Army and at Dzodze (just outside the

Territory) by the Roman Catholic Mission. Fourteen dressing stations are run by local authorities in the Southern Section and six in the Northern Section.

534. Fees are charged at Government hospitals and dispensaries in accordance with the Hospital Fees Regulations (No. 56 of 1942). It is at the discretion of the medical officer whether a fee is charged or not, in any particular case. For out-patient attendance the fee ranges from 6d. to 2s. 6d. Patients suffering from certain diseases such as tuberculosis, venereal disease, florid yaws, etc. are treated free.

535. Research work which is of course applicable to the Territory as to other parts of the Gold Coast is mainly carried out at the Medical Research Institute, in Accra and in connection with the work of Medical Field Units. The following scientific papers were published by officers of the Institute during the year.

Edington, G. M. and Sarkies, J. W. R. "Two cases of sickle cell anaemia associated with microaneurysms". Trans. R. soc. trop. Med. Hyg. 46, 59 (1952).

Edington, G. M. "Sickle Cell Trait in the Newborn" British Medical Journal (i) 763 (1952).

Edington, G. M. "Haemosiderosis in the Gold Coast African" (in the press) Proc. Nutrition Conference C.C.T.A., Gambia.

Harris, F. C. A. "Field trial of Miracil D in the mass treatment of bilharzia in the Gold Coast." W.A.M.J. April, 1952, Vol. 1. 56.

Gamble, M. and Harris, F. C. "Pseudomonas pyocyanea simulating enteric fever and development during antibiotic therapy" (in the press).

Harris, F. C. "Vitamin K in the prevention of neonatal haemorrhage in the Gold Coast African". (In the press)

Hughes, M. H. "Some observation on the bionomics of *S. damnosum* Theo. in the Southern Gold Coast". W. Afr. med. J.I. 16 and 88 (1952).

Hughes, M. H. "Two fatal cases of Bismuth Poisoning" W. Afri., med. J.I. 63 (1952).

### (iii) Preventive Measures and Sanitation

Q. 112 536. The health branch, under an Assistant Director in the Head Office at Accra, is responsible to the Director of Medical Services for preventive medicine and sanitation measures. As explained in previous Reports, it is neither possible nor desirable in rural areas to separate preventive services entirely from curative services, and the medical officers at Yendi, Ho, Hohoe and at Bawku, just outside the Territory, perform the functions of medical officers of health in their respective areas, supervising the work of the health staffs of the Administration and local authorities. Government sanitary inspectors are stationed at Yendi, Ho, Hohoe, Kete-Krachi and Kpandu. Other Government health workers are stationed in towns and villages throughout the Territory and include vaccinators and village overseers. In addition, local authorities employ village overseers in most areas and, in the Northern Section, vaccinators also. In most cases local authorities provide assistance for health and sanitary services, particularly at Jasikan, Kadjebi, Worawora, Ahmansu, Borada and Papase.

Q. 130 537. In the Southern Section the bucket conservancy system is used at Ho, Hohoe, Kpandu and Kete-Krachi. In places where this is insufficient, septic tanks and pit latrines have been constructed as well. In the smaller towns and villages, pit latrines only are in use but efforts are being made to replace them gradually by septic tank latrines. In the Northern Section, the bucket conservancy system is used at Yendi, where there are also a few septic tank latrines.

538. Pipe-borne water supply became available in Hohoe during the year. Q. 124 The water is pumped from the river Dayi and, after sedimentation and filtration, is distributed by means of stand pipes in the town. Ho has a simple gravity water supply from which water is drawn at central points in the town. Similar systems operate at Kpeve and Taviefe Avenya. A pumped water supply has been installed at Yendi by the Department of Rural Water Development who control it and will be responsible for sampling and analysis. Elsewhere water is obtained from streams and wells; the wells are wholly or partially lined with concrete according to ground conditions to prevent the access of surface water which would otherwise contaminate the supply. Many large buildings have attached to them water tanks in which rain water from roofs is collected.

539. In the dry season many wells dry up and in certain months less satisfactory supplies have to be used in areas where there are few perennial streams. Much of the population lives within easy reach of the larger rivers such as the Volta, Oti and Daka so as to be assured of enough water. There are also a number of small dams and reservoirs but the geological formation is not in general suited to them.

540. Stagnant pools are oiled with anti-malarial and paris green to prevent mosquito breeding. In certain cases dense shady trees and shrubs near rivers and pools which are favourable to tsetse habitation are cleared. Q. 126

541. Slaughter houses or slabs are available at most of the larger centres including Yendi, Pusiga, Bimbilla, Gushiago, Chereponi, Kpandae, Wulesi, Kete-Krachi, Ho, Kpandu, Hohoe and Kadjebi where cattle are slaughtered for sale; all cattle are inspected by health staff before and after slaughter. Markets exist in towns and villages and these are regularly inspected and kept in good sanitary condition by the Government and local authority sanitary staff. In some markets there are fly-proof meat stalls at which all meat must be sold. Q. 125

542. Reference has already been made to the Medical Field Units which have been carrying out vaccination in various parts of the Territory. Their work is supplemented at the main centres by that of the Government sanitary inspectors who at the same time are vaccinators. At Magonori in the extreme north and at Chereponi north east of Yendi, vaccination and disinfestation stations are planned, and will deal with migrant labour entering the Territory from across the frontier. Q. 130

543. Special vaccinators are already stationed there but there are as yet no facilities for disinfestation. Measures against malaria and other communicable diseases are carried out as a routine procedure by the Medical and Health Staff while treatment for venereal and other diseases is available at all hospitals and at some dispensaries.

#### (iv) Prevalence of Diseases

544. The following are the principal diseases occurring in the Territory and the number of cases treated in Government institutions in 1951:— Q. 127

Malaria (all forms) ... ..	6,249
Tuberculosis ... ..	156
Syphilis ... ..	12
Gonorrhoea ... ..	1,302
Yaws ... ..	17,927
Bronchitis ... ..	2,236
Pneumonia (all forms) ... ..	291
Trypanosomiasis ... ..	13
Diseases of the Eye ... ..	1,299

*Note : Figures for 1952 not yet available*

545. Of these the following are endemic:—bronchitis, trypanosomiasis, malaria, yaws, conjunctivitis, guinea worm, and tropical ulcer. There was no epidemic in the territory during the year.

Q. 128 546. The principal causes of deaths in the Territory during the year were malaria and pneumonia.

547. The following were the causes of deaths occurring amongst infants and children:—

Prematurity	Meningitis
Pyrexia	Cerebral Malaria
Convulsion	Pulmonary Atelectasis
Whooping Cough	Blue Asphyxia
Multiple ulcer of skin	Anaemia
Malaria	Dysentery
Malnutrition	Cancrum Oris
Broncho Pneumonia	Tetanus
Pneumonia	Umbilical Sepsis
Haemorrhage from Umbilical Cord	

Q. 129 548. Health and epidemiological statistics have been obtained from the hospitals and dispensaries at which cases have been treated. They cannot be said to cover fully all the cases that may occur in remote areas and not come to notice, but as medical facilities expand so will the statistics represent more accurately the incidence of various diseases in the Territory.

#### (v) Training and Health Education

Q. 131 549. Training of dressers for the staffing of local authority dressing stations is undertaken at the hospitals at Ho, Hohoe, Yendi and Bawku.

550. Candidates from the Territory are eligible on the same terms as candidates from the Gold Coast for the award of Government medical and dental scholarships tenable in the United Kingdom. They also enjoy the same facilities as people of the Gold Coast for attendance at the various training institutions run by the Administration. These institutions comprise a Nurse's Training College at Accra, two midwifery training schools, a school of hygiene and two new schools opened during the year, one at Tamale and one at Kintampo, to train sanitary inspectors for rural work. The Kumasi College of Technology provides a four year course leading to the Certificate of Competency of the Pharmacy and Poisons Board, with facilities for courses leading to the degree of Bachelor of Pharmacy of London University. The periods of training and the educational standards required are:—

Category	Educational Standard required from Candidate	Length of Course
Nurses (SRN) ... ..	Cambridge School Certificate ... ..	3½ years
	Primary School Certificate or Entrance Examination ... ..	4½ "
" (QRN) ... ..	Primary School Certificate ... ..	3 "
Midwives ... ..	Qualified Registered Nurses or State Registered Nurses ... ..	1½ "
	Primary School Certificate or Entrance Examination ... ..	3 "
Pharmacists ... ..	Cambridge School Certificate ... ..	4 "
Laboratory Assistants ... ..	Cambridge School Certificate ... ..	3 "
X-Ray Assistants ... ..	Cambridge School Certificate ... ..	3 "
Sanitary Inspectors, Grade I and II	Cambridge School Certificate ... ..	3 "

551. Health education constitutes one of the primary functions of the health staff. Sanitary inspectors, vaccinators and village overseers in their visits educate the people in health matters and carry out routine house to house inspections. Practical examples are given by the construction of model sanitary structures and water supplies in the larger village. An important part in this work is played by the Mass Education Teams of the Department of Social Welfare and Community Development. Each team includes a trained sanitary inspector and a nurse seconded from the Medical Department to assist in the work of stimulating a spirit of community effort to raise standards of health and hygiene. After the visit of a team, an Assistant Mass Education Officer is stationed in the district and follows up the work initiated by the team in close co-operation with the Local Development Committee. Films on village sanitation and hygiene are used for illustration of the lessons taught and vernacular pamphlets are in the course of preparation. Q. 132

#### (vi) Nutrition

552. There is very little gross malnutrition in the territory. Mild cases of nutritional deficiency are not uncommon, and are usually amenable to treatment. Work on nutrition during the year has, however, suffered a severe setback, a fully trained nutrition officer no longer being attached to the Medical Department. Every effort is being made to recruit one but, so far, without success. Q. 133  
Q. 135

553. Advice on nutrition is given to mothers attending ante- and post-natal clinics at the various hospitals and dispensaries and the Mass Education Teams of the Department of Social Welfare and Community Development have continued to give courses on nutrition to groups of women from the villages. Mention has already been made of the special course run for instructors on nutrition and child welfare and of the propaganda work being carried out by means of films and vernacular literature. Recently skimmed milk has been supplied to hospitals and clinics for the supplementary feeding of children. It has been noticed that its use results in a noticeable fall in the rate of mortality, and is of particular use in cases of Kwashiorkor, a disease which was the object of a special study by a team of two experts who visited the Gold Coast in 1950.

554. These experts observed that the disease occurred in its severest form among people whose basic foods are cassava, plantain, yam and maize but that animal proteins such as those contained in meat, fish and milk had a preventive effect. Cassava, plantain, yam and maize are all important as staple foods in Togoland but are largely supplemented by millet, beans, peas, rice, palm and groundnut oil and shea butter. Q. 134

555. The Fisheries Department has been active in teaching improved fishing methods to encourage a better supply of fish which is normally imported in considerable quantities from the coastal areas. There has been a noticeable increase in the imports of milk, sugar and wheat-flour; bread is rapidly becoming a staple food in the Southern Section.

### CHAPTER 8. DRUGS

556. The manufacture, production, sale, exportation, importation, labelling and distribution of narcotic drugs is controlled by the Dangerous Drugs Ordinance (Cap. 60), the Pharmacy and Poisons Ordinance (No. 21 of 1946) and the Customs Ordinance (No. 40 of 1947), though in effect no drugs are manufactured in the Territory or exported from it. Q. 136  
Q. 139



- Q. 137 557. The population of the Territory is not addicted to the use of narcotic drugs. The undermentioned types and quantities of drugs were consumed during 1952, all by medical practitioners:—

	Lbs.	Ozs.	Drms.	Grains
Ampoules Morphine Hcl. ...	—	—	—	218
Liq. Morphine Hcl. ...	2	—	—	—
Liq. Opium Sed. ...	4	—	—	—
Liq. Opium Conc. ...	2	3	—	—
Ext. Opium Liq. ...	2	—	—	—
Tr. Opium Camphor Conc. ...	12	12	—	—
Codeine Phos. ...	—	—	—	480
Diamorphine Hcl. ...	—	—	—	120
Cocaine Hcl. ...	—	—	—	240
Nepenthe ...	—	4	—	—
Tr. Chloroform at Morph. Co. ...	1	—	—	—

- Q. 138 558. Apart from legislation, the following measures have been taken to regulate the traffic in and use of dangerous drugs:—

- control of imports and exports by the Administration;
- completion of returns by medical practitioners, dental surgeons, veterinary surgeons and registered pharmacists showing accurately consumption and stocks of dangerous drugs;
- surprise inspection of stocks and records.

## CHAPTER 9. ALCOHOL AND SPIRITS

- Q. 140 559. Under the Customs Ordinance No. 40 of 1941, spirits are required to be imported through the main ports and must be accompanied by certificates of age and origin in accordance with the terms of the Liquor Traffic Ordinance (Cap. 166) and the regulations made thereunder. This Ordinance also forbids local distillation. Only by such measures is it possible to provide adequate control and arrange for testing at the ports of entry of purity and alcoholic content.

560. The entry of spirituous beverages and wines into the Northern Section is prohibited under the Liquors (Northern Territories) Ordinance Cap. 170, though this does not prevent the sale of beer under licence.

561. The local brewing of beer is permitted in both Sections but the needs of the south are supplied by imports and by the produce of the brewery at Accra. In the north considerable quantities of "peto", a local beer made of maize or millet, are brewed. In the Southern Section palm wine (the fermented sap of the oil palm tree) takes the place of peto. This wine is also the material used for illicit distillation which has not been entirely stamped out.

562. Stringent regulations exist governing the issue of licences to sell spirits, wine and beer, particularly if consumption on the premises is to be permitted. The issue of a licence depends, *inter alia*, on the character of the applicant, the type of store and the quality of its equipment. The hours between which liquor may be sold are restricted and, by virtue of the Young Persons (Exclusion from Licensed Premises) Ordinance, passed during the year, it is illegal for young persons under the age of sixteen to be in the bars of licensed premises.

563. The following figures relate to the import and consumption of spirits in the Southern Section during the year:—

	<i>On hand 1/1/52</i>	<i>Imports gallons</i>	<i>Sales gallons</i>	<i>On hand 31/12/52</i>
Gin ... ..	91	1,201	1,194	98
Whisky ... ..	1	181	179	3
Rum ... ..	21	168	189	—
Brandy ... ..	27	283	302	8
Total 1952 ... ..	140	1,833	1,864	109

564. It is estimated that over 515,000 gallons of beer were imported into the Territory during the year.

565. Import duties on spirituous liquors, wines, beer and other fermented beverages are set out in Appendix VII. No liquor containing more than 24·5 per cent. pure alcohol is deemed to be wine and no liquor containing more than 10 per cent. pure alcohol is deemed to be ale, beer, cider, perry, porter or stout. Q. 141

## CHAPTER 10. HOUSING AND TOWN AND COUNTRY PLANNING

566. There are no mining or industrial areas or plantations in the Territory. The standard of housing throughout the Southern Section is generally speaking commensurate with the social and economic development of the people. The usual material for building is “swish”, i.e., sun dried laterite soil, which forms an adequate but impermanent structure. In the past floors have usually consisted of beaten earth, but the use of concrete for this purpose is becoming common. Corrugated iron, aluminium or asbestos roofing is gradually replacing thatch, especially in the towns and large villages. The standard of furnishing varies. In the Northern Section it is likely to be sparse and rather primitive but in the south is unlikely to exclude tables, chairs and cupboards sufficient for the family’s needs. Sprung beds are not uncommon though some members of the family may sleep on mats. Q. 142  
Q. 109

567. The Towns Ordinance (Cap. 69) contains provisions regarding thickness of walls, types of roofing, spaces between houses, etc., and these are generally observed in the scheduled towns (Ho, Kpandu, Kpeve and Hohoe). As far as old buildings are concerned, observance is insisted on only if hardship is not likely to be caused. New buildings in the scheduled towns must conform to the required conditions, and the result is a slow but steady improvement as old buildings become obsolete and are replaced by new. There are signs that the people are becoming increasingly aware of the value of sound, well-constructed buildings.

568. Experiments in building with “landcrete”, a combination of the concrete and pise-de-terre type of construction, have continued. This material was used by the Buem Native Authority when constructing both the maternity clinic at Jasikan and its offices. The results obtained appear highly successful.

569. The Department of Housing working under the Ministry of Local Government and Housing is responsible for the execution of housing policy, the carrying out of housing schemes and for town and country planning. During the year new layout plans for a number of towns and villages in the Territory were in the course of preparation, particularly for Ho and Hohoe where contour surveys have been prepared. Urban or village boundaries

have been surveyed at Jasikan, Dodi Papase, Ahamansu and Kadjebi. Arrangements have been made for the preparation of a contour survey for Kpandu.

570. It is hoped to be able to post a Planning Officer to the Territory in the near future which will enable a more detailed application of such knowledge as may be obtained of social and domestic housing requirements and building techniques to the Territory's housing plans.

571. Laboratory tests were made and technical information supplied on samples of soils to be used for building and road construction purposes, but much remains to be done on the practical application and popularisation of soil stabilisation techniques.

572. During the year a new Rent Control Ordinance (No. 2 of 1952) was enacted which enables, subject to the Minister's approval, the setting up by local authorities of rent assessment committees representative of the local authority, tenants and landlords. Also enacted during the year was an Ordinance to establish Housing Loans Boards, which empowers such Boards to advance money for the building of houses subject to the provision of proper security. In connection with the Rent Control Ordinance a Rent Control Officer has been posted to Ho to assist local authority rent assessment committees in their work. Although the Housing Loans scheme has not yet got under way in the Territory many applications for loans have been received and been investigated. It is hoped that special Loans Boards will shortly be established within the Territory.

## CHAPTER 11. PENAL ORGANISATION

Q. 145

573. There are four prisons in the Territory. They are situated at Ho, Kpandu, Kete-Krachi and Yendi. These prisons are treated as an integral part of the prisons system of the Gold Coast and the same methods of recruiting and training prison staff apply. There are 31 prisons in all under the Prisons Department, classified as follows:—

Central prisons	...	...	...	...	...	5
Local prisons	...	...	...	...	...	17
Female prisons	...	...	...	...	...	4
Contagious Diseases prison	...	...	...	...	...	1
Borstal Institution	...	...	...	...	...	1
Prison camps	...	...	...	...	...	2
Central prison for women	...	...	...	...	...	1

574. Central prisons receive all classes of prisoners irrespective of the length of their sentences. A local prison receives all classes of prisoners sentenced in the district but retains only those awarded imprisonment under two years.

575. The Borstal Institution receives youths between the ages of 16 and 21, whether sentenced to imprisonment or ordered to be detained at the Institution. In addition to the prisons specially for women certain parts of local prisons are set aside for the accommodation of women prisoners with short sentences.

576. The Staff of the Prisons Department and their duties are as follows:

- 1 Director of Prisons
- 1 Deputy Director of Prisons
- 1 Inspector of Prisons
- 1 Principal Prison Superintendent

- 7 Senior Prison Superintendents
- 10 Prison Superintendents
- 2 Instructors of Industries
- 2 Assistant Instructors of Industries
- 20 Civil Service clerks
- 8 Junior Teachers (Literary Education)
- 7 Agents for Discharged Prisoners' Aid Society
- 1 Farm Bailiff
- 1115 Warders
- 20 Matrons.

577. Senior Officers are either trained Prison Officers from the United Kingdom Prisons Service or African Officers from the junior staff who have been selected and have completed special training courses of which 18 months are spent in the Gold Coast and 6 in the United Kingdom.

578. Applicants for service in the Department are interviewed by a departmental selection board, if successful, they undergo a course of training for two months. Normally, candidates are required to possess the primary school leaving certificate. The course of training includes lectures on penal administration, the treatment and training of prisoners, the control of men and methods of instructing in physical training and drill. On conclusion of the course the recruits are posted to the type of prison for which by character and language they appear most suitable.

579. The warder staff is divided into 92 staff warders ; 914 first to fourth class warders ; 69 trade instructors, and 40 recruits. Staff warders undertake reception duties, the duties of officers-in-charge of halls, or may be appointed to be keepers of local prisons. They may also perform clerical duties in the prisons. From their ranks are promoted chief warders, principal warders and keepers of prisons. Suitable first to fourth class warders are selected to fill vacancies in the staff ranks when they occur. First to fourth class warders perform general supervisory duties.

580. There are instructors of industries, assistant instructors of industries and trade instructors who are responsible for the technical and industrial training of the prisoners.

581. Although an offender may be sentenced to hard labour or simple imprisonment there is in practice no distinction between the classes of labour. All prisoners who are fit to do so performing the same work. Q. 146

582. Prisoners normally work from 7 a.m. to 11.30 a.m. and after a break of one and a half hours for the midday meal resume work at 1 p.m. and continue until 4.30 p.m. The law lays down a minimum period of six and a maximum of eight hours a day. Prisoners at labour are supervised at their work by warders or trade instructors under conditions approximating those outside the prison.

583. Prisoners are employed mainly on agricultural and conservancy work. Ho and Kpandu they are also engaged in building work for the prisons and pig farming. They are employed beyond the confines of the prison only for work for the Administration. There is no employment of prisoners by private persons. Other prisoners are employed on cane and basket work.

584. Prisoners receive no remuneration for their work, as they work for the Administration and where prison produce is sold the proceeds are credited to general revenue. There is however a scheme whereby a prisoner or an inmate can earn, by good conduct and industry, a monthly wage of between 2s. and 3s.

Q. 147

585. The prisons in the Territory are staffed by warders of the Prisons Department with a Staff Warder as keeper of each prison. The Government Agent of the district concerned is the officer-in-charge and is responsible for the general administration of each prison.

586. During the year 1952, the daily average number of prisoners in custody, and the staff at each prison in the Territory was as follows:

<i>Prison</i>	<i>Staff</i>	<i>Daily average number in Custody</i>
Ho ... ..	1 Keeper of Prison 16 Warders	40.73
Kpandu ... ..	1 Keeper of Prison 18 Warders	50.81
Yendi... ..	1 Keeper of Prison 12 Warders	24.09
Kete-Krachi ... ..	1 Keeper of Prison 9 Warders	30.14

587. The following is a general description of each prison.

*Kpandu.*—This prison is the largest in the Territory. It is well built and planned. Prisoners are employed on a large prison farm, pig-keeping, and sheep-rearing, conservancy and general work.

*Ho.*—The prisoners are normally employed on farming, conservancy, building and general work. The prison, which was planned for 30 prisoners, is being extended to provide accommodation for 120. Seven new cells were under construction at the end of the year. Construction of additional underground reservoirs and other necessary ancillary buildings is also in progress.

*Yendi.*—General repairs and alterations to the prison are carried out by prison labour. The prisoners are mainly employed on farming and general duties.

*Kete-Krachi.*—The small number of prisoners is employed on farming and general domestic duties. A kitchen has been built on the prison premises and the prison diet is now prepared in the prison.

588. Structural alterations have made classification possible in all the Territory's prisons.

589. All women prisoners sentenced to one month or over are transferred to Sekondi, where classification is possible. Women prisoners serving a sentence of less than one month are retained at the female section of local prisons.

590. Owing to the small number of prisoners and their short sentences little educational work is possible at the prisons concerned. School classes are held in nearly all local prisons. Religious services take place weekly and ministers of all denominations are permitted to visit the prisons. Library books are available at all prisons and no restrictions are placed upon the number of books which a prisoner may read.

591. The sanitary conditions are satisfactory; bucket latrines are enclosed in wooden boxes and are screened off. Medical Officers visit the prisons regularly. Sick prisoners are generally treated in the prison infirmaries; serious cases are admitted to the local hospital for treatment.

592. Prison offences are defined in Prison Regulations. Major offences are remanded to the Director of Prisons or the Visiting Committee. The powers of punishment are restricted to cellular confinement, forfeiture of remission, reduced diet, loss of privileges, e.g. by fining of earnings. Such powers are limited by law.

593. Cellular confinement as a punishment is not often used and there is a decreasing tendency in the use of reduced diets. Forfeiture of remission and loss of privileges such as the earning scheme, attending concerts and lectures and extra work are the more normal punishments.

594. A Visiting Committee alone has the power to impose a sentence of corporal punishment with a light cane up to a maximum of 24 strokes. The prior approval of the Governor in Council must be obtained for flogging which may be recommended only for mutiny or a serious assault on a member of the prison staff.

595. In general, the policy now followed is to grant certain privileges to prisoners on admission and to place the onus of retaining them on the prisoners. There is also in existence a special system of grades, each of which carries a small additional privilege such as a gratuity. The payment scheme, smoking, educational classes, concerts and lectures are valuable aids to discipline.

596. The discipline of the prisoners at the prisons concerned is shown by the following table:—

	<i>Close confinement and reduced diet</i>	<i>Forfeiture of remission</i>	<i>Corporal Punishment</i>	<i>Loss of privilege</i>
Ho ... ..	3	8	1*	1
Kpandu ... ..	6	4	—	—
Yendi ... ..	—	12	—	—
Kete-Krachi ... ..	—	2	—	—
Totals ... ..	9	26	1*	1

\* NOTE.—This represents a whipping awarded to a prisoner for violence to a warder.

597. On the whole prison discipline remains satisfactory but breaches against prison discipline in 1952 were more numerous than in 1951. This is attributable to the larger prison population. The growing prison population of the Gold Coast and the Territory was temporarily checked by the increase at the end of 1951 in the rate of remission of sentence from one-fourth to one-third, but this relief was, unfortunately, short lived. By the end of February, 1952, the number of prisoners had already risen to above that before the increase in the remission was granted.

598. It is expected that the extension to Ho prison which is in progress, and the proposed new central prison, near Nsawam, in the Eastern Province of the Colony, will provide accommodation to relieve the overall congestion of the prisons.

599. The average share of space available for each prisoner at the following prisons was as follows:—

<i>Ho</i>	<i>Kpandu</i>	<i>Yendi</i>	<i>Kete-Krachi</i>
189 cub. ft.	325 cub. ft.	310 cub. ft.	355 cub. ft.

600. Although the amount of space available for each prisoner at Ho is below the optimum figure, it was greater than in 1951. Ho prison has standard accommodation for a daily average of 30 prisoners whereas the daily average number of prisoners during the year under review was 40-73.

601. Although the prisoners occupy the cells only at night, the need for ample space for each prisoner is constantly before the Administration and the extension of the Ho prison, which was started during the year, is progressing rapidly. It is the intention of Government to raise Ho prison to the standard of a sub-central prison in the Territory.

602. Prisoners serving sentences of two years and over are transferred to Central Prisons in the Gold Coast, where adequate arrangements for industrial and educational training are in force.

603. Prisoners suffering from leprosy and tuberculosis are transferred to the Contagious Diseases' Prison near Cape Coast. Criminal lunatics are transferred to the Mental Hospital at Accra, as soon as they are certified by a Government Medical Officer or the Psychiatrist Specialist.

604. All prisoners who have been transferred are provided with free transport to their homes or places of conviction, whichever is the nearer, on discharge.

605. Arrangements are also in force whereby the relatives of prisoners serving long sentences at Central Prisons can visit them at Government expense. Alternatively, this class of prisoners may, on request, be transferred to the local prison nearest their homes for two weeks to enable their relatives to visit them.

606. All convict prisoners sentenced to a term or terms of imprisonment exceeding one month, can by good conduct and industry earn remission of one-third of their sentences. The remission of sentence is absolute except in the case of prisoners who have been convicted of certain offences involving fraud and dishonesty, and who have been sentenced to a term of imprisonment of two years or over. Such prisoners are released on licence for the residue of their sentences.

607. The provision of industrial and educational training will, it is hoped, assist prisoners in rehabilitation on release by preparing them for employment in skilled trades. Evening handicraft classes are encouraged as a means of developing the creative abilities of prisoners. Prisoners are obliged to save at least half of their earnings and are encouraged to save more. The money saved is paid to them on the day of release.

608. Agents for the Discharged Prisoners' Aid Society visit the prisoners and interview prisoners. They render assistance, and offer advice, and endeavour to arrange for future employment wherever possible.

609. Subsistence, clothing and tools are granted on the recommendation of the Agents to discharged prisoners.

610. The following developments are being undertaken:—

(a) Selected first and second offenders are accommodated in prisons at Ankaful, near Cape Coast, and James Camp, near Accra.

(b) General improvements and extensions in classification, earnings scheme, industrial and educational training and mechanical farming continue.

(c) Arrangements are being made for suspected lunatics other than criminal lunatics no longer to be lodged in prisons for observation and a special annex to the Mental Hospital at Accra has been constructed for this purpose.

(d) The training of additional staff to reduce the hours of duty to 86 per fortnight is being accelerated.

(e) The number of hours that prisoners are locked up in cells is being progressively reduced.

(f) Latrine buckets are now being enclosed in wooden boxes, and efforts to extend this convenience to the remaining prisons are in progress. A revision of the regulations about prison diet has been completed, to allow for more variety in the diet and to make it more flexible and palatable.

(g) An increase in the number of trade instructors is making possible a greater distinction between "instruction" and "production" in the industrial training of the prisoners.

611. The selection of a site and the drawing of plans for a new central prison are still being pursued. The new prison is intended to provide communal sleeping, dining and recreational accommodation. On each cell or dormitory-landing, there will be flush latrines and wash-basins. Bunk beds with canvas stretchers will replace the sleeping mats at present in use.

612. Young offenders are defined as being between the ages of 16 and 21 years. Males of this age group who are convicted of offences can be ordered to be detained at the Borstal Institution, Accra. When a young offender is sentenced to imprisonment he is automatically transferred to this institution and is treated in the same way as inmates serving periods of training and detention. Nine boys from the Territory attended the institution during the financial year 1951-52 and 9 during 1952-53. Q. 149

613. At the Borstal Institution detention does not normally exceed a maximum of three years; and no inmate is detained beyond the age of 23 years. After a period of 6 months or at any time thereafter, an inmate may be released on licence.

614. Special types of training, both industrial and educational, are in force, and they embrace farming, carpentry, building, shoemaking, tailoring and brick and tile-making. Adequate facilities are provided for recreation and the inmates take part in football, cricket, hockey and volley ball. Instruction is also given in Physical Training and Gymnastics.

615. An After-Care Officer is on the staff of the Institution, and undertakes the welfare and rehabilitation of the inmates.

616. The Territory has no social problems tending towards crime which are peculiar to it and unlike those of other rural areas in Africa. In Hohoe alone has there grown up something of an urban atmosphere, but even there the problems associated with the transition from rural to urban conditions are not yet serious. Those attracted by glitter of large towns are more likely to be drawn to the large urban centres of the Gold Coast. Thus the paradoxical situation exists that the limited number of social workers available may be able to do as much good for that part of the Territory's population which needs attention by remaining outside it as they could by transferring their activities into the Territory itself. In any event it is considered that the large urban centres of the Gold Coast must be given priority in the supply of social welfare workers. Prostitution and brothel keeping are virtually unknown in the Territory and create no problem. Q. 144



617. The figures of persons convicted in Magistrates' Courts and the Supreme Court of criminal offences during the year shows some increase over the figure for 1951 but the increase over the figure for 1950 is negligible.

618. In particular the numbers of juveniles convicted of offences continues to remain low and juvenile delinquency is not a serious problem.

619. Legislation exists enabling juvenile courts to be established and such courts have been set up in parts of the Gold Coast and have proved a success there. They can be operated only in conjunction with an adequate probation service and neither the supply of probation officers nor the amount of juvenile delinquency in the Territory warrants their establishment there.

620. Juveniles are defined by law as persons under 16 years of age. Juveniles found guilty of offences, or those who are destitute, can be sent by a Magistrate, if it is considered necessary for a period of special training to the Industrial School at Swedru in the Gold Coast which is under the Department of Social Welfare; there they are looked after and given either trade-training or schooling under specialist guidance. The period of detention is for three years or until the child reaches the age of 16 years, whichever is the longer, and can be extended, with the consent of the Governor, for a further period of one year. After the period of six months from the date of the Magistrate's order, a child can be discharged on licence.

621. In addition to receiving a general elementary education at the Industrial School, a child is taught farming and, if he has aptitude, receives practical instruction in woodwork, tailoring, leather-work and shoe-making, or mat and basket-making. Only boys are admitted to the School; juvenile delinquency among girls who are more closely controlled in the family is virtually non-existent in the Territory. A girls' Remand and Probation Home is about to be opened in Accra and girls under 16 from the Territory may be sent there for a period of training.

622. A system of after care extends to every corner of the country and juveniles discharged are visited as regularly as possible by After-Care Officers and Probation Officers.

623. Eight of the boys discharged from the Boys' Industrial School, Swedru were natives of the Territory. They are doing well. Periodically they are visited by the School's After-Care Officer or Probation Officer. In the same year 12 juveniles, natives of the Territory, were committed to the Boys' Industrial School.

## PART VIII

# Educational Advancement

### CHAPTER 1. GENERAL EDUCATIONAL SYSTEM

624. Education in the Territory is regulated under the Education Ordinances and Rules (Cap. 97 for the Southern Section and Cap. 98 for the Northern Section), and under the Accelerated Development Plan for Education. The latter came into effect in January, 1952, being part of the far-reaching Development Plan that was approved by the Legislative Assembly in August, 1951. No new legislation was enacted in 1952. Q. 150

625. The main objective of educational policy is to develop a balanced educational system designed to equip the people of the Territory to participate with judgment and success, to a continuously increasing extent, in the administration of their affairs, and in their economic, social, cultural and political advancement. It is important that, at all stages of its development, the educational system should be as far as possible a balanced whole; that is to say, it must provide a sufficient foundation of primary education, a sufficient supply of secondary education of all kinds both academic and technical, and the necessary facilities for higher or post-secondary education. Though at any given moment in the development of education one or other of these elements may, to some extent, outstrip the others in its expansion, as a matter of general policy each element as far as possible expands proportionately to the others. The Accelerated Development Plan for Education, while speeding up the development of Education at all levels, seeks to secure such a balanced system of educational advancement.

#### **Participation of the indigenous inhabitants in the formulation of educational policy**

626. General educational policy is formulated by the Minister of Education and Social Welfare. In the Northern Section all but a small minority of schools are administered directly by the District Councils. In the Southern Section local authority representatives are members of the Ho/Kpandu/Jasikan District Education Committee. The functions of this body are to advise the Central Government on the local application of educational policy and to recommend the establishment and grant-aiding of new primary and middle schools. Indigenous inhabitants of the Southern Section also participate in the administration of education, as members of the governing bodies of secondary schools and training colleges, through the Educational Units as school managers and, in increasing numbers, as members of the clerical and supervisory staff of the Education Department.

627. The approved establishment of the Education Department for administration and inspection consisted in 1952 of a Director of Education, 2 Deputy Directors of Education (one of whom deals exclusively with Technical Education), 6 Assistant Directors of Education, 9 Principals of Teacher-Training Colleges, 18 Senior Education Officers, 97 Education Officers, 1 Accountant, 2 Assistant Accountants, 1 Examinations Officer, 1 Development Officer, 178 Assistant Education Officers, 12 Senior Executive Officers, 12 Higher Executive Officers and 25 Executive Officers. In addition for Technical Education there was an approved establishment of 6 Principals Q. 151

(Technical Education) for Secondary Technical Schools and Technical Institutes, 3 Principals (Trade-Training Centres), 12 Senior Masters and Mistresses and 38 Masters and Mistresses. There were also approved establishments of 262 clerks, stenographers and typists and 474 teachers serving in Government schools.

628. In order to maintain and improve the efficiency of the primary schools it is important that they should be visited by senior officers as frequently as possible. In the year under review, it was not found possible to recruit the full establishment of Education Officers, and 51 vacancies were outstanding. The efficiency and frequency of local supervision was however much increased in 1952 by the increase of the establishment of Assistant Education Officers to 178, of which 32 vacancies remained to be filled at the end of the year. A number of new Assistant Education Officers appointed late in 1952 attended a residential course at Winneba in the Gold Coast in December. The course was designed, among other things, to acquaint these newly appointed officers with the duties of supervision and inspection that they would be required to undertake at primary and middle schools.

629. Of the six posts of Assistant Director of Education, two are filled by specialists who advise on the education of women and girls and teacher-training. Three Assistant Directors of Education are stationed at Cape Coast, Kumasi and Tamale, in pursuance of a policy for the decentralisation of administration, and one Assistant Director is stationed at the Headquarters Office in Accra.

630. One of the Principals is in charge of the Government Teacher-Training College at Winneba to which reference has been made above, while a second is responsible for the Government Training College at Tamale. A third Principal is to take charge of the Government Teacher-Training College to be established at Berekum in Ashanti in 1953; the remaining six posts are for other colleges provided for in the Accelerated Development Plan for Education.

631. One of the Principals (Technical Education) is head of the Government Technical School, Takoradi, and another is in charge of Tarkwa Technical Institute. The other four posts are a second secondary technical school and for the Accra, Kumasi and Takoradi Technical Institutes. The three posts of Principal, Trade-Training Centre, are for the centres at Asuansi, Mampong-Ashanti and Tamale.

632. The duties of Senior Education Officers, Education Officers and Assistant Education Officers include general educational administration, the inspection of schools, the development of the teaching of special subjects (such as housecraft and agriculture), the training of teachers, and teaching in Government secondary schools.

633. At the beginning of the year under review the administration of education in the Southern Section of the Territory was the responsibility of the District Education Officer, Ho, who was responsible to the Assistant Director of Education (Colony) at Cape Coast. Subsequent, however, to the setting up of the new Trans-Volta/Togoland Region, of which the Southern Section of the Territory forms the greater part, there has been a change in organization. As from 1st November, 1952, the District Education Office, Ho, became the Regional Education Officer, Trans-Volta/Togoland, responsible direct to the Director of Education in Accra. At the end of 1952, the staff of the Education Department within the Southern Section of the Territory consisted of 1 Senior Education Officer, 1 Education

Officer, 6 Assistant Education Officers, and 6 junior staff. In January, 1953, one Assistant Education Officer (of Togoland extraction) was transferred to the Territory from Tamale, whilst four newly appointed Assistant Education Officers were posted within the Territory.

634. There is no separate educational organization for the Northern Section of the Territory, which is administered as an integral part of the Northern Territories. The Education Department, through the Assistant Director of Education (Northern Territories) at Tamale controls and supervises all education in the Northern Section. The Education Department directly manages the Middle Boys' and Girls' Boarding Schools, the Boys' Secondary School and the Men's Teacher-Training College, at Tamale, institutions which serve the northern part of the Territory as well as the Northern Territories as a whole. The administrative and inspecting staff of the Education Department in the Northern Territories consists of 1 Assistant Director of Education, 2 Education Officers, 9 Assistant Education Officers and executive and clerical staffs.

635. There is a Central Advisory Committee on Education which sits to advise the Director of Education, and through him the Administration, on educational matters in the Colony, Ashanti and Trans-Volta/Togoland region which includes the Southern Section. Members of the Committee represent the principal Educational Units (that is the missions and churches which conduct schools grant-aided by the Administration), the Education Department and the Gold Coast Teachers' Union. One member represents the interests of womens' and girls' education. In addition, the Committee includes outstanding members of the community who have made a study of educational affairs.

636. This Central Advisory Committee was established in 1942 and has proved a notable success in achieving co-operation among the various organisations which are responsible for the management of the educational system and for its development. It is a valuable means of keeping educational administration in touch with public opinion on educational affairs, and of explaining to the people educational policy and the reasons that lie behind it. The Committee meets quarterly at Accra and each session is one or two days' duration.

637. This Central Advisory Committee is supplemented to an increasing extent by a system of District Education Committees. These are local advisory bodies on education which have been growing up in the last few years in the Colony, Ashanti, and Trans-Volta/Togoland, and now cover the entire area. They advise on the local application of educational policy and consider schools for grants-in-aid from funds administered by the Native Authorities. It is also the duty of the District Education Committee to make recommendations on the opening of new schools, when applications are made by local authorities and Mission bodies. In carrying out this duty, the Committee has regard to the needs of the areas concerned, and the availability of teaching staff and funds for the payment of the staff; care is taken to avoid uneconomic duplication of schools. When the system of "designating" schools was introduced in 1947, the District Education Committees advised on the selection of those to be designated. They advised also on scales of fees and, in detail, on annual grants to designated schools. The District Education Committees are an essential means of basing educational policy on a broad sympathetic understanding among the people and of bringing local education policy under local control. Of all governmental activities, education is the one in which it is most essential to carry the support of public opinion, and District Education

Committees are performing vital services in educating the educational administrator and helping him to keep in touch with public opinion. As the Territory advances, education must come more and more under direct popular control, and must cease to be regarded as an activity imposed by the Administration. The Education Committees are the principal means by which leading members of the public are brought together for the common study of educational affairs, and by which Africans themselves are enabled to take an increasing share in the formulation of education policy. In due course their place will be taken by the Education Committees of the District Councils when these Local Government bodies are established.

638. There are twenty District Education Committees and one of these, the Ho/Kpandu/Jasikan District Education Committee, serves the Southern Section; in addition it now serves a small area outside the Territory, in the Trans-Volta area. Consequent on recent changes, the membership of the Committee has been re-organized to reflect the elected nature of the new local government bodies. Its membership is now as follows:—

One of the Government Agents, Ho, Kpandu, Jasikan, as Chairman.  
Regional Education Officer, Trans-Volta/Togoland.  
Medical Officer, Ho.

Senior Agricultural Officer, Kpeve.

1 Representative from each Local Council.

1 Representative of the Ewe Presbyterian Church.

1 Representative of the Roman Catholic Mission, Trans-Volta.

1 Lady member representing the interests of women's and girls' education.

1 Representative of the Teachers' Union.

639. In the Northern Section the District Council Education Committees act as advisory bodies of the recently established Dagomba, Mamprusi and Gonja District Councils. Each District Council Education Committee is composed of a President and Vice-President and 10 members consisting of local councillors and private members, mostly teachers. The Assistant Director of Education may be invited to attend Committee meetings.

640. All Education Units with schools in the Southern Section of the Territory participate in the supervision of schools. In the case of the larger Educational Units the responsible officer for the administration, supervision and management of the Unit's schools is the General Manager of Schools. In addition he may have under him a Supervisor of Schools whose business it is to travel round visiting the Unit's schools, exercising a general supervision over them and reporting to the General Manager. Supervision is also exercised at the local level by the local managers of schools who are usually the local priests or ministers of the various denominations. Where local councils are directly responsible for the management of schools, these also participate in supervision. Krachi Local Council at present manages one middle and eight primary schools. The Akan and Akpini Local Councils each manage one primary school.

641. Throughout the Territory inspection of primary and middle schools consists of informal visits, lasting two to three days, by Assistant Education Officers two or three times annually and formal inspections by one or more Education Officers and Assistant Education Officers, depending on the size of the school, once every three years. Detailed reports are then written which may contain recommendations regarding teaching method, staffing, administration, etc., and copies are sent to the General Manager of the Educational Unit, the local manager and the head teacher of the school.

concerned. The inspection of secondary schools and training colleges is arranged by Headquarters and is carried out by panels of Education Officers and Senior Education Officers usually under an Assistant Director. Copies of the report are sent to the General Manager of the Educational Unit and head of the institution.

642. There are no Government-owned schools in the Territory, all schools being either public, i.e. grant-aided from Central and Local Government funds, or private, i.e. not so aided. Public schools may be conducted either by a mission or church, by a local authority or by a mission or church on behalf of a local authority. In either case, whether the school is public or private, the Director of Education or his representative has the right of entry and inspection.

643. Under the Accelerated Development Plan no new primary or middle school opened by a denominational religious body, or by a person or body of persons, will receive assistance from public funds unless the prior approval of the local authority concerned under powers delegated by the Administration has been obtained. Private persons or bodies will not be debarred from opening schools, but any such schools will not receive grants from public funds, and will be liable to be closed by law if it can be established that they are potentially dangerous to the physical or moral well-being of the pupils. Q. 153

644. The educational work of Missions and Churches is appreciated by the great majority in the communities which they serve, and the new developments in the organisation of education imply no disregard for the devoted service and the great achievements of the missionary societies. With their long experience, the Missions have developed administrative organisations and achieved a skill in management which are very important assets to the education system of the country, and the local authorities will no doubt rely on the experience and help of the Missions for some time to come.

645. Under the Accelerated Development Plan, local authorities are ultimately to become responsible for financing, with very substantial help from the Administration, all public primary and middle schools, whether these are under the direct management of local authorities or of Educational Units. Until the local authorities are in a position to assume the duties of Local Education Authorities, the Educational Units are continuing as the intermediary between the Administration and the schools for purpose of finance. For the present, the Administration is meeting 80 per cent. (up to 100 per cent. in under-developed areas) of the cost of teachers' salaries in primary schools and the difference between fee income and the cost of teachers' salaries in all middle schools approved before the 1st January, 1952. Material services, including the provision and upkeep of buildings are the direct financial responsibility of the local authorities.

646. The main conditions on which grants-in-aid from the Administration are at present payable to assisted schools are as follows:

(1) Control and management of the school must be vested in one or more persons who are responsible for its finance and in particular for the punctual payment of teachers' salaries in accordance with prescribed salary scales. The management is also responsible for the rendering of all prescribed statistics and other returns to the Education Department, for maintaining the schools' premises in a satisfactory state of repair and for providing adequate equipment and sanitation.

(2) School premises must be healthy, properly constructed, light, clean and ventilated, and must be provided with suitable sanitary accommodation and a sufficiently large playground to enable each pupil to take part in organised games and sports.

(3) The schools must be open to all children without prejudice to religion or race and no child may receive any religious instruction objected to by his or her parent or guardian.

(4) The school must meet for not less than 350 sessions in the year, each session being of half a day.

(5) The curriculum must be according to that prescribed in the Education Rules. This is not intended to imply that the curriculum in all schools must be the same. It is recognised that the curriculum must be adapted to suit local conditions, and one of the main objects of education policy is to provide a staff capable of interpreting the prescribed curriculum with the necessary flexibility.

(6) The school must not be conducted for private profit and the teaching staff must not undertake, in school hours, duties unconnected with school work.

(7) Not more than 46 pupils may be enrolled in any class.

647. The form of Government assistance to public (that is grant-aided) secondary schools increasingly reflects the new emphasis on day schools. The Administration meets the full cost of teaching staff according to an approved establishment and provides funds to meet all reasonable charges appropriate to a day school, provided that tuition fees at the approved rate are paid into the Central Treasury. The cost of board is not met by the Administration but by boarding fees, which are fixed by each school, subject to the approval of the Administration, on the basis of cost. There is one public secondary school in the Territory, Mawuli Secondary School at Ho.

648. Teacher-training colleges are grant-aided on the same basis except that no tuition fees are charged.

Q. 154 649. There are no schools established on the basis of racial, colour or  
Q. 155 religious segregation in the Territory; nor is the study of religion nor attendance at religious observances obligatory in any public-aided school in the Territory.

Q. 156 650. Lessons concerning the United Nations and the International Trusteeship system are given in middle schools, and United Nations Organisation pamphlets and publicity material are distributed regularly throughout the Territory. Posters in connection with United Nations Organisation and the International Trusteeship system, with vernacular captions explaining them where necessary, are displayed, as they are received, in the classrooms of all types of schools. The tours of the United Nations Visiting Missions lend realism to these lessons. One institution in the Territory is taking advantage of the U.N.E.S.C.O. gift-coupon scheme.

Q. 157 651. There is no provision for compulsory education in the Territory.

652. Tuition is free in all public-aided primary schools throughout the Gold Coast, for boys and girls alike, fees having been abolished in January 1952.

653. In the Southern Section fees continue to be charged in middle and secondary schools but there is a generous system of scholarships, described later, and provision for partial or complete exemption in appropriate cases. Scales of fees for middle schools are prescribed according to the resource of the areas concerned and upon the advice of District Education Committees.

654. The scales in force were established in 1948 and were as follows:—

(a) For larger and more prosperous centres of population (none of which is within the Territory):

Middle classes forms I-IV, 48s. per annum.

(b) For the rest of the Colony and Ashanti and the Southern Section (with the exception shown in (c) below):

Middle classes forms I-IV, 42s. per annum.

(c) For a small number of areas in which the resources of the community are limited:

Middle classes forms I-IV, 24s. per annum.

These scales remained in force in 1952, but in the case of category (a), middle form rates have in some instances been raised to 60s.

655. In 1948, the scales of fees in category (b) were adopted by the District Education Committee for the Southern Section as being well within the means of the inhabitants of the Section. The Krachi local authority, which has been joined to the Section since this scale was adopted, charges these fees for children not indigenous to the Krachi area, but only 30s. for indigenous children at the Local Authority Middle School. Similarly boarding fees at this school which are £9 per annum for other children are reduced to £6 per annum for children indigenous to the area.

656. In public secondary schools and at the Government Technical School there is a uniform tuition fee of £12 per annum; in secondary boarding schools, due to variations in the cost of food from area to area, the fees for board vary, ranging from £30 to £45 per annum; generally, fees in girls' schools are lower than those in boys' schools. The boarding fee at Mawuli Secondary School, Ho, was £36 per annum in 1952. No fees, either for tuition or board, are charged at the Government Secondary School, Tamale, which serves the Northern Section.

657. No charge is made for tuition in teacher-training colleges; boarding fees ranging from £30 to £45 per annum being met by the students themselves from the salaries paid to them while they are in training.

658. No fees are charged at the Government Training College for Teachers at Tamale (which trains teachers for the Northern Section as well as for the Northern Territories), all expenditure being met by the Administration.

659. In the Northern Section, all travelling expenses of pupils at boarding institutions are paid by the Local Authorities or the Administration. In the Southern Section there is no provision for free transportation, except for a small number of ex-servicemen students to whom special conditions apply.

660. School fees are not charged in any of the schools in the Northern Section except at Yendi Middle Boys' Boarding School. The cost of equipment is met by District Councils for local pupils attending primary day schools, also of food and clothing in the case of primary boarding schools. At Yendi Middle Boys' Boarding School, £3 per annum is charged for food, tuition and equipment and £4 14s. 0d. per annum for clothes. Transport arrangements for pupils attending boarding schools are undertaken by the District Councils (and Government in so far as the Tamale Government Middle Schools are concerned), each boy being paid a daily subsistence allowance of 6d. while on the journey.



661. The importance of girls' education has yet to be appreciated by a large proportion of the population and, though there are distinct signs of improvement, the enrolment of girls is still far below that of boys. In the Northern Section, while there are no local laws restricting education for girls, the use of girls for domestic duties by their parents, is an obstacle to school attendance.

662. During the year 300 scholarships for secondary grammar education and about 100 for pre-university sixth-form work were awarded from the Administration's funds. 97 of the former were held by pupils from the Territory. 148 scholarships for teacher-training and specialist courses of teacher-training at the Kumasi College of Technology were awarded from public funds and 12 of these were held by teachers from the Territory. Secondary schools also award scholarships from their own resources. A scholarship scheme, under which artisans are sent to the United Kingdom for training, was inaugurated at the end of 1951. Such scholarships are available to Gold Coasters and inhabitants of the Territory alike. Of the 18 scholarships awarded by the Cocoa Marketing Board for secondary education, 3 were awarded to dependants of inhabitants of the Territory who are directly associated with the cocoa industry by ownership or employment. In addition, six pupils attending middle schools in the Southern Section were awarded Cocoa Marketing Board Scholarships of a value of £6 per annum each, and 27 Central or Local Government scholarships for places in Technical and Trade-Training Institutions in the Gold Coast were awarded to Togoland pupils.

Q. 158

663. Under the Accelerated Development Plan for Education, financial responsibility for the upkeep of all primary and middle school buildings rests exclusively with the local authorities. In the case of the Southern Section, during 1952, largely due to the change-over from the old Native Authorities to the new local authorities, little assistance was forthcoming from the latter towards either new buildings or towards the upkeep of existing buildings, with the result that many new schools have been existing in unsatisfactory temporary quarters, whilst many buildings have been falling into disrepair. It is hoped that 1953 will show an improvement in this respect, following the further financial stabilisation of the local authorities. The latter are expected to provide permanent accommodation in place of all temporary school buildings as soon as possible. Supplies of equipment were adequate in schools in the Southern Section in 1952.

664. Good progress was made in the construction of the permanent buildings of the Mawuli Secondary School, Ho, and it is likely that these will be completed during 1953. Extensions are being carried out at St. Francis' Training College, Hohoe, to allow for the duplicated intake; good progress is being made. Sites have been selected and approved for permanent buildings for Kpandu Secondary Day School and for the Teacher-Training College at Jasikan, the building of which will be begun in 1953.

665. In the Northern Section school buildings are generally in a good state of repair, and equipment is adequate. No new school buildings are under construction, but the school at Gbankurugu was completed and opened in January 1952. Third classrooms are being added to the schools at Gushiegu and Chereponi and a library and recreation block has been completed at the Yendi Middle School. It is planned to build a new primary school in the Zabzugu area during 1954.

Q. 159

666. In the Southern Section text-books are supplied to the schools by branches of the Scottish Mission Book Depot at Ho and Hohoe and by other bookshops and local stores in the larger towns. In the North text-

books are ordered in bulk by the District Councils from Kumasi or Accra after the needs of each school have been ascertained. The supply of text-books in the Territory is adequate. Text-books generally are in English but readers are also available in Ewe and Twi in the South. Most middle schools in the Southern Section maintain small libraries, though these are mostly very limited in scope. Many primary schools have class libraries, consisting of supplementary and other suitable readers. A comprehensive library is maintained by the Yendi Middle Boarding School in the Northern Section. There is a certain demand for books in English, though as yet, it cannot be claimed that a reading habit has been established among the literate classes. There is no demand for books in any other language than English except to a certain degree in the Southern Section.

## CHAPTER 2. PRIMARY SCHOOLS

667. The system of education prior to the Accelerated Development Plan Q. 152, provided for a primary course at infant-junior schools for children of 6 to 12 years, followed by a four-year course at a senior primary school; entry to the secondary schools could be obtained after completion of the second year of the senior primary school course. The Accelerated Development Plan aims to provide as soon as possible a six-year basic primary course for all children at public expense. At first the course will be open to all children from the age of six years, with entry at an earlier stage to be introduced later when circumstances permit. Children will complete their six years in the primary school (the former infant-junior school) at the age of 11 or 12 years and then proceed to a four-year course (the former senior primary course) which will be known as the Middle-School Course. <sup>161</sup>

668. The aim of the primary course is to provide a sound foundation Q. 162 for citizenship with permanent literacy in both English and the vernacular. On the completion of such a primary course children will be ready to proceed to one of varying types of course in the next stage of their education, according to their aptitudes and abilities; but those who proceed no further will have progressed sufficiently far not to lapse into illiteracy or forget their fundamental training.

669. At present the basic primary course is open to children from the age of six years. Entry at an earlier stage will be introduced later when circumstances permit.

670. The result of the introduction in 1952 in the Territory of free primary education has been an intake into Primary Class I of 9,821 which is nearly double the figure for 1950. To meet this increase the number of primary and middle schools (formerly called infant-junior and senior primary schools respectively) was increased from 338 in 1951 to 433 in 1952. The number of teachers in primary and middle schools rose from 1,025 in 1951 to 1,311 in 1952 though a high proportion were of necessity untrained.

671. In the Northern Section all schools with the exception of one new school run by the Ewe Presbyterian Mission are run by local authorities either as day schools or boarding schools. The statutory enrolment for each class is 46 (the number authorised for all primary and middle schools in the Accelerated Development Plan for Education), but admission is at present restricted to 20 in the Northern Primary day schools owing to the continued shortage of teachers. (In some schools this number 20 is not reached.)

Q. 163

672. The problem of devising a curriculum suitable for African schools is that of providing a training which on the one hand will lead to the same academic standard as that of schools in Europe, in order that Africans may be enabled to pass necessary public examinations and, if necessary, enter European Universities and other establishments of higher education, and which at the same time will avoid the danger of providing a training which reflects a purely European background of culture and social structure and is therefore quite out of touch with African life. The problem is complicated by the difficulty of language; the education of infants must be begun in the medium of their mother tongue, but the transition to English must be made in time to enable them to carry out the latter part of their primary, and the whole of their secondary training in the medium of English. The technical problems involved are difficult and fascinating, and are the subject of constant research and experiment among teachers and educationists, particularly in the training colleges.

673. English is taught as a subject in the basic primary course, and the transition from the mother tongue to English is effected gradually until English becomes the vehicle of instruction in the first year of the middle school course, that is, in Middle Form I. All middle school and secondary education is given in the medium of English with the object of ensuring that pupils taking secondary school leaving examinations should be able to enter Universities in the United Kingdom on equal terms with students born there. Under the Accelerated Development Plan it is hoped to introduce English as the medium of instruction into the upper classes of the primary school but this policy will require the posting of additional Certificate A teachers to primary schools. The prevailing shortage of such teachers will make it difficult to carry out these plans immediately. In some areas where there are small tribal enclaves and many dialects are spoken, children are obliged to learn a second vernacular because their own is not spoken in the local school; but, for the most part Ewe is the school vernacular of the southern part of the Southern Section and Dagbani and Mampruli the major vernaculars of the Northern Section.

674. New syllabuses for English language and arithmetic were drawn up in 1952 by the Institute of Education, University College of the Gold Coast with the collaboration of the Department of Education. A considerable quantity of each of these syllabuses, sufficient for distribution to all officers of the Education Department and to all head-teachers, have been printed in the United Kingdom, and are expected to arrive in the Gold Coast early in 1953. The new language syllabus is based on the Oxford course of English text-books, and no new series of readers will be necessary. In addition new syllabuses for History, Nature Study and Physical Education are in course of preparation. It is expected that new syllabuses on other subjects will be prepared in due course.

675. A new series of English text-books is being tried experimentally in a number of schools. Copies of a booklet on the teaching of English in Gold Coast schools produced under the direction of Professor P. Gurrey, of the University of London, are being obtained in sufficient quantities for distribution to all officers of the Education Department and to all head-teachers. A full report on the problems of the teaching of English in Gold Coast schools was received from Professor Gurrey, and this Report is now being considered by the Department of Education.

676. The curriculum in the lower primary classes includes reading and writing of the vernacular, simple conversational English, environmental study of a simple sort, number work, nature lessons, drawing, dramatization,

dancing, simple craftwork and gardening. In the upper primary classes reading and writing of English, English grammar and composition are added, also elementary arithmetic, practical hygiene, farming, geography, local history and citizenship. The last three subjects are in some schools replaced by environmental and social studies.

677. Children normally enter primary schools at 6+, and the normal entry age of each class from 1 to 6 is from 6+ to 11+ respectively. The chief reasons for any such lack of attendance as there may be in the Southern Section are the fluctuations of population due to the cocoa season, the incidence of sickness, and the incidence of heavy rains. There is practically no lack of attendance in the Northern Section where many of the children are boarders. Q. 164

### CHAPTER 3. MIDDLE SCHOOLS

678. Middle schools of whatever kind, are organized in four classes, namely Middle Form I to Middle Form IV, each having a maximum enrolment of 46 pupils. Q. 165

679. The middle school, as its name implies, provides a course midway between the primary and the secondary schools. It is an objective of policy to reduce the present 8-10 year period preparatory to secondary education until it eventually becomes possible to admit selected pupils direct from the top class of the primary course to the first secondary form without any intervening attendance at middle schools. At present the middle school course is not an alternative to the secondary school course, but a necessary stepping-stone towards it; however, when the age of entry to secondary schools has been reduced to 12 years, pupils completing the primary course will be able to follow the post-primary course that is most suited to their needs and abilities—secondary grammar, secondary technical or middle. The middle schools are to provide a type of education increasingly practical in nature, as opposed to the academic course of the secondary grammar school, designed to prepare children for grappling with everyday problems of living. The majority of pupils, perhaps 75 per cent., will undoubtedly be more suited to this type of education and it will be some time before the Territory can support enough middle schools to accommodate them all. Q. 152

680. The curriculum of the middle schools is a natural development of that in the upper classes of the primary schools but at a higher level; it includes housecraft and civics. Steps are being taken to re-orientate this curriculum with a view to its becoming more practical and more closely related to present-day needs; in particular, in the rural areas it will have an agricultural bias. Q. 167

681. The curriculum of the middle school at Yendi, in the Northern Section of the Territory includes masonry, metalwork and carpentry in addition to a systematic study of general subjects which is sufficiently wide to provide a frame-work of world knowledge against which world affairs can be assessed in a simple form and by local comparisons. The curriculum is a practical one aimed at turning out an all-round handyman who has learned to reason things out and is self-reliant. The teaching of mixed farming seeks to improve upon traditional methods with a view to obtaining greater yields per acre and per man and to checking soil erosion and impoverishment. Indigenous crafts taught include pottery, weaving and leatherwork.

682. Housecraft is taught by women teachers in all middle girls' schools and in an increasing number of mixed schools. It includes hygiene; cookery (with special reference to dietetic value of local foods); marketing in relation to income; household management; needlework, including specially the making of simple hygienic garments; and child welfare.

Q. 168

683. The age of entry to middle schools is normally 12+, and the entry age of each form is from 12+, to 15+, respectively. However, pupils in primary schools vary in age from 6+ to 15+. Many births are not recorded and ages have therefore to be estimated on admission. In middle schools the ages of pupils may vary from 11+ to 19+.

## CHAPTER 4. SECONDARY SCHOOLS

684. There are twelve old established secondary schools in the Gold Coast for the most part conducted by missions and churches, also ten former non-assisted secondary schools. All of these are in the Colony and Ashanti, and are financed by the Administration and serve the Territory; 48 pupils from the Northern Section and 243 from the Southern Section were in attendance at these schools during 1952. In addition there is Mawuli Secondary School at Ho, now in its third year, with an enrolment of 152\* boys, which is similarly financed and is under the management of the Ewe Presbyterian Church. Work is proceeding on the school building, the cost of which is estimated at £250,000. There are also in the Territory six non-assisted secondary schools with a total enrolment of 175. There is no secondary school in the Northern Section of the Territory, but children there compete for places in Tamale Government Secondary School and the secondary schools in the Colony and Ashanti. Four boys from the Northern Section were in attendance at Tamale Secondary School in the year under review. Tamale Secondary School is the only such school in the Northern Territories, but with the present small numbers of middle school boys competing for entrance to it, it can cope with all boys suitable for secondary education. It will be duplicated when necessary. Most of these schools have five forms, but sixth forms, in which pupils are engaged in post-School-Certificate studies for University entrance, have been added to certain secondary schools in recent years. The Government Technical School at Takoradi in the Gold Coast hitherto a vocational secondary school, has four forms; in 1957 when it is fully developed as a secondary technical school it will have five forms, and ultimately a sixth form will be added.

685. The Accelerated Development Plan provides for 15 new secondary day schools, one of which is being opened early in 1953 at Kpandu in the Territory. At first the school will be in temporary buildings. It will be managed by a body corporate.

Q. 166

686. It is the aim of the secondary schools, with the exception of the Government Technical School, to provide a sound general education of the grammar school type to fit pupils for the Civil Service, for commerce or for higher studies leading to one or other of the professions. The course is designed to enable pupils to pass the Overseas School Certificate Examination of the University of Cambridge Local Examinations Syndicate at the end of the fifth year.

\* NOTE:—This figure represents the enrolment in the latter part of 1952. The figure of 198 given as the enrolment of this school in 1951 (at page 256 of the Report for 1951) was, it is regretted an error. It should have read 89.

687. The new secondary school at Ho is the first secondary school to be set up in the Territory. In common with the Gold Coast secondary schools in which pupils of the Territory are enrolled, it prepares pupils for the annual School Certificate Examinations of the University of Cambridge Local Examinations Syndicate. Close relations are maintained between the Cambridge Examinations Syndicate on the one hand and the West African secondary schools and the Education Department on the other, so that the syllabus for the examination is kept under review and related to West African standards and needs. Ewe, the mother tongue of the large area of the Southern Section of the Territory, is among the West African languages for which candidates may be presented. In 1951 the General Certificate of Education Examination replaced the School Certificate Examination in the United Kingdom, but this change is regarded as being initially of an experimental nature and its general introduction into secondary schools is not contemplated at this stage. The Overseas School Certificate, which is related to overseas needs, has been continued in the interim. The London Matriculation Examination, which was available for candidates not in attendance at schools, was held for the last time in June, 1951; however, arrangements are being made, as a temporary measure, to make available for such "private" students an examination for the General Certificate of Education which was conducted for the first time in the Gold Coast in June, 1952. In 1950, the Higher School Certificate Examination was held in the Gold Coast for the first time at Achimota School and all 29 candidates entered for the examination were successful. In other assisted secondary schools, courses of post-School Certificate sixth-form study are provided to lead up to the entry standard of the University College. Negotiations have been completed for pupils who left school after obtaining the School Certificate to obtain the qualification now required for entry to the United Kingdom Universities by means of taking as private candidates the Higher School Certificate Examination. In December, 1951, the Legislative Assembly passed a bill providing for the establishment of an Examinations Council for West Africa. The membership of this council will include representatives of the University College and the Ibadan University College, the Education Departments of the British territories in West Africa, the secondary schools in these territories, and the University of Cambridge Local Examinations Syndicate and the University of London. It is intended that the Council shall concern itself primarily with school examinations and shall initially work in close contact with appropriate examining bodies in the United Kingdom as well as with educational institutions in West Africa. Such a partnership is essential to see that, while standards equivalent to those of the United Kingdom are maintained, local needs and desires are met. The Registrar of the Council was appointed in 1952 and it will hold its first meeting early in 1953.

688. The curriculum of Tamale Secondary School includes mathematics, Q. 167 English, history, geography, Latin, citizenship, science, physiology and hygiene, music, agriculture and arts and crafts. The main crafts taught are leatherwork, cloth-weaving, book-binding and pottery. The medium of teaching is English. There are no opportunities for the intensive teaching of the indigenous languages of the area as the pupils are recruited from various vernacular areas, and there are not masters representing each area on the staff of the school.

689. The normal age of entry to secondary schools will eventually be Q. 168 12+ in the case of all pupils, and the average age of the respective forms 1 to 5 will be 12+ to 16+. However, at the present, pupils are selected for admission to Achimota School and the public secondary schools, such as

Mawuli School, Ho, on the result of the Common Entrance Examination. This examination is taken by pupils in middle form IV, and below, as the middle school course is as yet not alternative to the secondary school course but a necessary stepping stone to it. Eventually, as a result of educational policy, it will become possible to admit selected pupils direct from the top of the six-year primary course to the first secondary form without any intervening step. Pupils would then enter the secondary school at 12- for a 5-year course leading to a secondary school certificate at 17+ and the University College entrance at 19+. At present good pupils are admitted to secondary schools from Middle Forms II to IV, i.e. at ages from 14+ to 16+, and therefore cannot complete their secondary education before the age of 20+. (Pupils from Middle Form IV usually enter secondary schools in Form II). Unfortunately it is not possible to reduce the age of entry to secondary schools until (a) the quality of the primary course has been improved by a considerable increase of trained teachers, and (b) the standard of English has sufficiently improved in primary schools to enable younger pupils to follow the instruction in Form I of the secondary school.

## CHAPTER 5. TECHNICAL EDUCATION AND OTHER SCHOOLS

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690. At the present time there is provision for two main types of technical education and training in the Gold Coast where the facilities are open equally to students from the Territory. Vocational Secondary Education is provided at the Government Technical School, Takoradi, which is a boarding institution to which pupils are admitted on the completion of a middle school course. It provides two main courses each of four years' duration: (a) building, carpentry and joinery, and (b) mechanical engineering. On completing their courses, pupils should be able, after some further practical experience, to fill satisfactorily posts of responsibility in Government and other service, such as those of shop foremen and contractors' agents and a variety of more senior appointments in the junior branches of the Civil Service. At a less advanced level full-time trade-training courses have been provided at Asuansi and Mampong (Ashanti) for some years and the new Trade-Training Centre at Tamale opened in January, 1951. The trade taught are masonry, carpentry and joinery and basic mechanical engineering trades. The courses are of four years' duration and the Centres are boarding institutions. Students are selected by examination and interview after completion of the middle school course, except at Tamale, where entrants are accepted at an earlier age.

691. In addition to the courses already mentioned and as a temporary measure, the Government Technical School provides two courses for special teachers in middle schools and teacher-training colleges, and a course for teachers for the technical institutions conducted by the Education Department. It is intended that these teacher-training courses should become the responsibility of the College of Technology to which reference is made below.

692. It is intended that there should be a much greater variety in trades and technical education, that provision should be made for women as well as for men and that training at more levels in trades, technology, vocational and domestic and kindred crafts should be made available. With the augmentation and with the more advanced work of the College of Technology a pattern of technical education catering for the country's main need will be completed.

693. The College of Technology apart, it is proposed that the programme of development should be as follows:—

*Four secondary technical boarding schools* should be established. They should admit pupils on the completion of the second year of the middle school source and should provide an education which will lead up to admission either to the College of Technology or to the University College entrance examinations. The Government Technical School will begin to be changed into a secondary technical school in 1953, the purposes it now serves gradually becoming the responsibility of the trade-training centres and technical institutes. The present type of training in trade-training centres is to be continued at Asuansi and Mampong pending their transfer to industrial centres, when the existing buildings will become agricultural instruction centres. Trade training at the Tamale centre will be unaffected.

*Technical institutes* are to be established in the following main urban areas: Accra, Sekondi/Takoradi and Kumasi. One of these, at Accra, has begun with courses in Office Arts, Dressmaking, English, Building Construction, Surveying, Drawing and Workshop Arithmetic, while a fourth, on a smaller scale and catering especially for the mining industry, was opened in 1952 at Tarkwa. Institutes will be non-boarding and they will provide for the following:—

(1) courses as in the trade-training centres;

(2) part-time training in trades and vocations for apprentices of both sexes and for other young people employed in Government Departments and in industry and commerce: students attending these courses might be released by their employers either on one or more days each week, or for some weeks' full-time training, if that were acceptable;

(3) courses to improve the standards of craftsmanship and output of artisans and various grades of technicians, by means of further trade training and the study of associated technologies;

(4) technological and general education for workers in industry and commerce who are by ability and personality suitable for training for greater responsibility than they now hold;

(5) courses in institutional management, cookery, dressmaking and embroidery, millinery and laundry work, etc., and also general courses in housecraft designed to improve living conditions in the community.

*Mobile Training Units.* The technical institutes will be located in the main centres of industry. But it is proposed that provision should be made, by means of mobile training units, for the improvement of artisan standards in other areas, and that these units should be based on technical institutes and should provide short courses in building, motor fitting, blacksmithing and other common and essential trades. Training would be designed to be given as far as possible in the actual course of trainees' work.

694. There are primary schools for leper children at the leper settlements at Ho and Nkanchina. A special school for blind children is run at Akronong in the Gold Coast and is open to children from the Territory.



## CHAPTER 6. INSTITUTIONS OF HIGHER EDUCATION

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695. Apart from the teacher-training colleges described below there are now two institutions of higher education in the Gold Coast to which inhabitants of the Territory have access on the same footing as inhabitants of the Territory—the University College of the Gold Coast and the Kumasi College of Technology.

696. The University College is governed by a Council consisting partly of academic and partly of lay members. An Academic Board consisting of all Heads of Academic Departments is responsible for the organisation and regulation of academic courses in the College.

697. The University College has the following Academic Teaching Departments:—

Arts : English, Classics, Economics, History, Mathematics, Theology, Philosophy, Sociology, Phonetics and French Studies.

Science : Botany, Chemistry, Geography, Geology, Mathematics, Physics and Zoology. A Professor of Agriculture started work in March, 1952.

698. In addition there are an Institute of Education, Department of Extra-Mural Studies (see Chapter 9 below) and a Department of Archaeology.

699. The College prepares students for external degrees of the University of London and it will continue to do so until it becomes qualified to award its own degrees. The College has been admitted to the special relationship extended by the University of London to certain English and Colonial University Colleges. Under the scheme, the syllabuses for London Degree Courses may be modified to suit local conditions and the College takes part in the setting and marking of the examinations. Final approval of the courses and examinations rests with the University of London, who require to be satisfied on the qualifications of the teaching staff and the system of teaching.

700. The new admissions of October, 1952, amounting to 186 students, has brought the total number of students at the University College up to 510 of which 36 are from the Territory. Of this total, 480 were taking degree courses (172 reading for finals, the rest for intermediate examinations) and 30 taking courses in education.

701. This expansion has been made possible by the bringing into use of the new halls of residence just completed at the permanent site on Legon Hill, near Accra. Work is proceeding rapidly on the architect's plans which are ultimately for a University of from 4,000 to 5,000 students divided into about 20 colleges or halls, and fully residential. For the rest the College is at present occupying buildings at Achimota.

702. Fees for tuition, board and lodging amount to £100 per annum, but all except one of the undergraduates hold scholarships of one kind or another. There are no part-time students and undergraduates are required to reside full-time in the College throughout their course.

703. Facilities for research are available in all teaching departments.

704. The College of Technology is established on a large site near Kumasi granted by the Asantehene. Its functions will be numerous and as time goes on, they will change with the changing needs of the country. The essential purpose is to train a diversity of personnel required for the economic, educational and social development of the country; and, by

training this personnel in a single institution, to develop an appreciation of a common purpose and to build up a common spirit of service to the country. The Achimota Teacher-Training College which is being expanded has become a department of the new institution. Its long established administrative organisation and its traditions will be of great value in the new enterprise. It is intended that the work of the College should be at a post-secondary level. Specialist teacher-training courses will include agriculture, art and crafts, domestic science, music, physical education and technical subjects such as are to be taught in technical institutes and trade-training centres. There will be courses to prepare students who have completed a secondary school education for entry to the University College and to the more advanced courses in the College of Technology itself. Other courses will include community development, commercial subjects and accountancy, pharmacy, mechanical engineering and building construction. Courses in mechanical, civil, and electrical engineering will eventually be at the university degree course level. In 1952 the first phase of the building programme was completed. Good progress was made on the second phase and the new engineering workshops reached an advanced stage of construction.

705. Courses were opened in professional accountancy and secretarial studies in October and to engineering in November, 1952, with a total of 53 students of whom one was from the Territory and further courses will start early in 1953. The basic expenses of all students were met from scholarship funds.

706. The language used for instruction at both the University College and the College of Technology is English. Courses are open to men and women on equal terms.

707. As will be seen from Appendix XXI, there were twenty-two students from the Territory pursuing courses of higher education in the United Kingdom and North America during the year, including two women. Eight of these were in receipt of scholarships. The Administration maintains Students' Liaison Officers in the United Kingdom and North America whose services are available to students from the Gold Coast and the Territory alike.

## CHAPTER 7. TEACHERS

708. It will not be possible to implement fully the promotion schemes of Q. 152 the Accelerated Development Plan until the quality of the primary-school course has been improved by a considerable increase in the number of trained teachers. Teachers for the Territory's schools have for many years been trained at the Achimota Training College (now removed to Kumasi as part of the Kumasi College of Technology), the Presbyterian Training College at Akronong in Akwapim, and St. Augustine's College at Cape Coast. In 1944, a College was established at Tamale in the Northern Territories, which trains teachers for the Northern Section and, at present, for the Krachi area of the Southern Section. More recently, in pursuance of the policy of expanding as rapidly as possible the provision of the six-year primary course, two new training colleges have been opened in the Territory to train teachers for these schools. They are the Ewe Presbyterian Training College at Amedzofe and the Roman Catholic Training College at Hohoe; these colleges provide a two-year course for students who have completed the full primary and middle school courses. The Roman Catholic College is for men only but Amedzofe has been co-educational since 1950. The total capacity of Amedzofe is 120; that of Hohoe is at present 60. In accordance Q. 172

with the Accelerated Development Plan for Education, however, the Roman Catholic College at Hohoe is in process of being duplicated, providing for an eventual enrolment of 120 students who will be liable for service, if necessary, in other than Roman Catholic Schools. The new local authorities being set up will in time take over the main responsibility for primary and middle education and to meet their need for teachers a further 17 teacher-training colleges are to be built in the Gold Coast and the Territory. One of these was opened in 1952 at Jasikan in the Southern Section and permanent buildings for it have already been begun. It is managed by a body corporate. Buildings for a new Government two-year post-primary teacher-training college at Pusiga in the Northern Section are to be started in 1953, for use in 1954. The three training colleges in the Gold Coast which are mentioned earlier in this paragraph train teachers for both primary and middle schools; their enrolment is being steadily increased and the requirements of the Territory are kept in mind. There is also a Government Teacher-Training College at Winneba in the Colony which admits to a two-year course of teacher-training students who are to be employed in primary schools; a second such college was opened in February, 1953, at Berekum in Ashanti.

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709. Teachers are certificated by the Education Department under powers delegated by the Ministry of Education and Social Welfare. For trained teachers (men and women alike) there are two principal certificates:

CERTIFICATE A, awarded to teachers who have completed the full primary and middle courses and have undergone a subsequent four-year course of training, or who have completed a secondary course and have undergone a subsequent two-year course of training in an approved boarding institution; Certificate A qualifies teachers for employment either in primary or in middle schools.

CERTIFICATE B, awarded to teachers who have completed the primary and middle courses and who have undergone a subsequent two-year course of training in an approved boarding institution; this certificate qualifies teachers for employment in primary schools only—they are not qualified to teach in middle schools.

710. Students may be selected for training as teachers immediately after the completion of their middle or secondary school course, or after serving for one or more years as pupil teachers.

711. The content of the *teacher-training* course is designed not merely to give the students professional training but to extend their general education. Most trained teachers are given their professional training on the foundation of the primary and middle courses and their teacher-training courses take into account the necessity of broadening their general education.

712. Teachers who have completed a general Certificate A course of training may undertake a specialist course now conducted at the Kumasi College of Technology and formerly at the Achimota Teacher-Training College. The following courses are available: a 3-year course in art and crafts designed for teachers of these subjects in secondary schools and in teacher-training colleges; a 2-year course in housecraft; a 1-year course in physical education for teachers in middle schools; and a 2-year course in music. Special certificates are awarded to teachers satisfactorily completing these courses. In addition to the above specialist courses, there is a specialist 4-year course in handicrafts which is provided for the time being by the Government Technical School at Takoradi. It is hoped eventually to transfer this course to the Kumasi College of Technology.

713. Twelve scholarships for specialist teacher-training courses were held by natives of the Territory.

714. Teachers who have not undergone courses of training in a training college are able to obtain a certificate under certain conditions. They must have served in a school for three years and they must have passed an external examination, both practical and written, which is conducted by the Education Department. Those who have satisfied these conditions may be awarded a Teacher's External Certificate, which qualifies the holder to teach either in primary or in middle schools. In the examination for the certificate, candidates are permitted to choose between primary and middle work according to their experience, but they are expected to abide by their choice in their subsequent career.

715. Pupil teachers receive three kinds of in-service training : they are given tuition to improve their general education each afternoon after school hours ; they attend classes arranged on Saturday mornings at convenient centres where they receive instruction in teaching methods ; and vacation courses are arranged for instruction in teaching method. A fourth kind of in-service training began in February, 1953, namely, six-week courses of intensive training in Emergency Training Colleges ; the Plan provides for four such training colleges and one has already been started. In the Northern Territories, including the Northern Section, owing to the great distances involved, pupil teachers do not attend Saturday-morning classes except at Tamale and Wa, nor for the present, an Emergency Training College.

716. In future, all teachers without a secondary education—the majority—will, after two–three years experience in the field, undergo first a two-year course of training for Certificate B ; thereafter those who show most promise in the field will be withdrawn for a further two-year course leading to the Certificate A. It is the intention that eventually, when the supply of trained teachers overtakes the demand, all teachers will undergo the Certificate A course.

717. At present the proportion of trained to untrained teachers throughout the Territory is about one to two, though in the Northern Section it is three to one.

718. In 1951 a "Committee to Review the Salaries and Conditions of Service of non-Government Teachers" was set up under the Chairmanship of Mr. J. B. Erzuah, Member of the Legislative Assembly and Ministerial Secretary, Ministry of Education and Social Welfare. The Committee reported in 1952 and, as a result, much improved salaries and other conditions of service for non-Government teachers were introduced with effect from the 1st April, 1952. The salaries of the various classes of teacher now are:—

*I. Untrained, with Middle School Leaving Certificate :*

£84 per annum.

*II. Untrained, with Honorary Certificate :*

£110 × £5 – £200. These teachers are a small group of untrained or partially trained men who are not likely to pass the External Examination for certificates but who have achieved an acceptable standard of efficiency and have distinguished themselves by long service and devotion to their profession.

*III. Untrained, with Cambridge School Certificate :*

£130 × £10 – £300.

IV. *Untrained, with Teacher's External Certificate :*

£90 × £10 – £260.

V. *Trained, with Certificate B :*

£110 × £10 – £280.

VIA. *Trained, with Certificate A (post-middle) :*

£150 × £10 – £290 × £15 – £335.

VIB. *Trained with Certificate A (post-secondary) :*

£170 × £10 – £290 × £15 – £365.

VII. *Teachers in the former Classification VI (a) :*

£380 × £20 – £460.

VIII. *Trained, with Supplementary or Advanced Training :*

£430 × £25 – £580. To qualify for this scale, teachers must be on the staff of a secondary school or training college.

IX. *Senior Tutors in Training Colleges :*

£650 × £30 – £800. To qualify for this scale teachers, qualified for Classification VII, must, after teaching in a training college for at least five years, have qualified for special endorsement of their certificates by pursuing a directed piece of investigation.

X. *Graduate :*

£600 × £25 – £650 × £30 – £920.

XI. *Graduate, with Post-Graduate Training :*

£650 × £30 – £980.

719. All teachers on incremental scales are eligible for one or more additional increments in respect of enhanced qualifications not required for their respective scales : their maxima are extended by the same number of additional increments.

720. Teachers in classes lower than Class VIII receive charge allowances varying from £12 to £60 per annum according to the size of school. Responsibility allowances are paid to teachers in charge of Art and Crafts and Housecraft Centres, to resident teachers in primary and middle boarding schools, to teachers in schools for leprosy children or for blind children and to non-graduate Certificate A teachers in secondary schools and training colleges.

721. No distinction is made between indigenous and non-indigenous teachers except that overseas teachers enjoy the same terms of service as Government officers.

## CHAPTER 8. ADULT AND COMMUNITY EDUCATION

Q. 174, 175, 178 722. An experimental scheme of Mass Education was initiated in the Southern Section in October, 1948. During 1949 it was extended throughout the area and joint courses were held in conjunction with the authorities in Togoland under French Trusteeship. The scheme has attracted widespread attention and has been accepted by the Fundamental Education Division of U.N.E.S.C.O. as an associated project.

723. Briefly, the aim was to present social service as an important and interesting function of educated leadership, and to do this a series of short courses was organised by mobile teams in outlying rural areas. Mass literacy campaigns in the vernacular, first aid and hygiene, music, discussion group work, village drama, physical recreation, civics and women's activities formed the basis of the first and subsequent courses. Throughout the

courses the emphasis was laid primarily on inspiring a sense of service amongst the educated leaders rather than on teaching the uneducated. But the demand by illiterates for teaching of the elementary techniques of reading and writing was so great that they could not be turned away and the opportunity was taken to afford the potential leaders an opportunity of immediate practice in literacy techniques. Dramatic results were not looked for, as the aim did not involve the creation of new organisations which might wilt as quickly as they flowered, but it was hoped that a new attitude of mind might be engendered which would reflect an increasing awareness of community needs and an increasing readiness to meet them by local and voluntary community effort. It has been necessary to recapitulate briefly the aims and methods of this new approach in order that subsequent activities can be readily assessed, but a fuller description of the scheme in its early stages is included in the 1949 Report (pages 83-85).

724. In August, 1951, the Plan for "Mass Literacy and Mass Education" received the cordial and unanimous approval of the Legislative Assembly, and the Mass Education Section of the Department of Social Welfare and Community Development took immediate steps to put into effect the first literacy campaign. Planning for the literacy campaign was divided into the following phases:—

- (a) The setting up of temporary Rural Training Centres in the main language regions in which the campaign was to take place;
- (b) The recruitment and training of mass education staff;
- (c) A senior staff conference to discuss the regional planning of the literacy campaign;
- (d) The literacy campaign in action;
- (e) Examinations for the Gold Coast Literacy Certificate;
- (f) The holding of "Mass Literacy Days" and the award of Gold Coast Literacy Certificates and Voluntary Leaders' Badges.

725. A Vernacular Literature Board, an independent Board, financed **Q. 182** entirely from Government funds, was set up by Ordinance in November, 1950. The functions of the Board were described thus in the Ordinance: "It shall be the duty of the Board to establish, equip, manage, and maintain printing and publishing establishments in the Gold Coast for producing vernacular literature and to take all such steps as may be necessary to carry out such duties; but the Board shall in this respect have regard to the normal development of private agencies in the printing and publication of vernacular literature."

726. Arrangements were made with the Board for a supply of books totalling 55,000 primers (including 15,000 each in Ewe and Twi) and 180,000 graded readers for delivery in January, 1952, though in fact it was considerably later before delivery could be effected.

727. From 1948 onwards the mass education staff had been using the Laubach method of teaching in literacy work. It had already proved so successful that it was decided to continue with the Laubach method in the major literacy campaign and all primers and graded readers were based on the Laubach method.

728. It was also decided, as a matter of policy, that the retraining of existing mass education staff and the training of new mass education staff should be organised on a regional basis, and it was therefore necessary to establish a temporary Rural Training Centre in the Territory. In September, 1951, the Department was fortunate enough to secure rented buildings

suitable for use as a temporary training centre at Ve-Koloenu. This temporary Centre was in a rural setting, which afforded excellent opportunities for practical work and for demonstrations of mass education techniques in village surroundings. The Community Development Officer was given the task of renovating and furnishing the buildings in readiness to begin staff training on 1st January, 1952.

729. Meanwhile the vacancies created by the Plan for Mass Education and Mass Literacy for Mass Education Officers, Assistant Mass Education Officers and Mass Education Assistants were extensively advertised in the Gazette and the local Press.

730. Interviewing boards were organised for each region in which campaigns were to be conducted with local representatives on each board. The Mass Education Regions had been formed on a language basis and every attempt was made to obtain indigenous Mass Education staff for each region. The Interviewing Boards were under the chairmanship of the Chief Community Development Officer, and were guided in the selection of staff by the consideration that candidates must have

(a) a good knowledge of local customs: a warm sympathy for the illiterate and his aspirations; the ability to read and write in at least two vernaculars spoken in the region;

(b) a keen interest in village development and a record of voluntary service to the community; and

(c) the ability to convey a sense of enthusiasm to rural communities.

Candidates for the post of Assistant Mass Education Officer were expected to have the Cambridge School Certificate or its equivalent, and candidates for the post of Mass Education Assistants were expected to have achieved the Middle (formerly Primary) School Certificate, and in addition to have learnt a trade. In all cases men of maturity and experience were selected.

731. The selected candidates reported to the Rural Training Centre for training on 1st January, 1952. Training had previously taken place centrally in Accra but it could not be so closely related to practical work as regional training. The basis of the training programme was to make each student an expert adult teacher. Specific technical training in road making, house building, and other community development project work was not included but was left to another course of training to be held at a later date at the Technical College of Technology.

732. As much use as possible was made of outside lecturers, especially of those government officers and voluntary organisations which had a direct bearing on the work of Mass Education. The location of the Rural Training Centre meant that the students were living alongside their problems and there was no dearth of practical experience during this training both in the survey and in the attempted solution of village problems.

733. Training at the Temporary Rural Centre at Ve-Koloenu proceeded smoothly and there was a very noticeable improvement in the quality of the students' approach to the adult literate and in their success in obtaining the co-operation of communities for their village projects.

734. It was possible towards the end of 1952 to start work on a permanent centre at Ho to replace this temporary one. The actual construction will be linked to instruction in building techniques and will therefore take longer than would otherwise be the case, but such instruction will be an additional purpose of the centre in addition to those for which it is originally designed.

735. In order adequately to brief senior officers concerned in the literacy campaign and to discuss the progress of the Mass Education Section, a Senior Staff Mass Education Conference was held at the Accra Community Centre in April. The main points of the Conference were:—

An evaluation of regional training, the planning of the literacy campaign on a regional basis, and the progress of local Development Committees.

At this Conference each Community Development Officer read reports on the training methods employed in his region. The reports were discussed by the Conference and suggestions for training were noted and circulated to all officers concerned.

736. The Conference also discussed publicity for the literacy campaign on a national scale. The fact that the actual direct teaching of illiterates was to be done by voluntary leaders rather than by Government officers demanded an inspired and educated public opinion as an essential to success. As an inducement to voluntary service on the part of potential teachers it had been decided to award a badge to successful voluntary leaders, indicating the number of illiterates taught to Gold Coast Literacy Certificate standard by a series of white bars on the badge. One white bar on the badge would mean that five people had been instructed by the possessor of the badge. Two bars would mean that ten persons had been instructed, and three white bars would mean that twenty persons had been instructed. It was decided to give this badge considerable publicity through the medium of illustrated advertisement in the local press and by constant reference to the badge in all publicity material. Used with the badge was the slogan "Literacy for Progress."

737. Literacy Certificates were to be awarded for "reading and writing with comprehension." This was interpreted as the ability to read from vernacular newspapers or vernacular books, and afterwards to explain in simple words to the examiner the content of the literature read and to take down simple sentences from slow dictation. It was also decided to send letters to churches, political parties, and other voluntary organisations, publicising the literacy campaign and asking for voluntary leaders to come forward and assist.

738. The staff of the Department of Information Services attended the sessions of the conference dealing with publicity for the campaign and gave invaluable assistance and advice. In addition, the Director of Information Services made available mobile cinema vans for the campaign. It was decided at the conference that two of these vans would be assigned to the Territory.

739. The plan was that the cinema vans would carry films, containing a community development theme such as that contained in the film "Amen's Child", and be accompanied by an Assistant Mass Education Officer to publicise the literacy campaign. The Mobile Cinema Vans would stop at a village and screen the films; the Assistant Mass Education Officer would then address the audience on the subject of the literacy campaign and on the following day register voluntary leaders and would-be learners for literacy classes. He would in addition form a literacy committee if this was possible. His task was to carry out the preliminary organisation for class work.

740. As explained in the plan for mass literacy and mass education the success or failure of the literacy campaign would depend upon the effectiveness of the voluntary leaders recruited. The Conference discussed at some length the training of voluntary leaders and whilst the consensus of opinion was that six to seven days would be desirable for training voluntary leaders



yet the hard fact had to be faced that nearly all voluntary leaders were in full time employment and would therefore be available only at week-ends for training. It was decided that as much concentrated training as possible in the Laubach Technique and class organisation would be given in the time available to voluntary leaders. If, as seemed probable, week-end training only was possible with the voluntary leaders then an effort would be made in all regions to extend the period of training by holding more than one course.

741. In accordance with the publicity scheme, Mr. Erzuah, Ministerial Secretary, Ministry of Education and Social Welfare broadcast an appeal for voluntary leaders to come forward for training in each of the three regions and letters were sent out by the Department of Social Welfare and Community Development to Churches, Political Parties and voluntary organisations and received encouraging replies. The Christian Council of the Gold Coast deserves special mention for the rousing appeal it sent out to all affiliated Churches.

742. The regional training courses for Mass Education Staff concluded on the 31st May and staff were posted to Districts. On the 3rd June the campaign was formally launched by the Ministry of Education and Social Welfare and the cinema vans rolled out on their itineraries, complete with films on community development and Assistant Mass Education Officers to explain the campaign. In each town and village visited by the cinema vans voluntary leaders and prospective students were registered and in many villages literacy committees were set up at once while money was collected towards the cost of lamps and kerosene for the literacy classes.

743. It is advisable at this stage to say a word about the voluntary leaders. They came from every walk of life, clerks, storekeepers, farmers, in fact anyone who was competent to teach in the vernacular was pressed into the service. In many instances it was found that the enthusiastic voluntary leader and the most sympathetic adult teacher was the young man who had not completed his education up to Standard 7 in the Middle School. This type of instructor was well aware of the difficulties confronting the adult illiterate in grappling with the skills of reading and writing and his knowledge of their difficulties invariably led to a sympathetic approach.

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744. As the literacy campaign gained in tempo it became increasingly evident that the original estimate of 20,000 primers and 15,000 graded readers was too low. It was impossible at this stage to increase the numbers of primers and graded readers ordered as the Vernacular Literature Bureau was finding it extremely difficult to produce from all local sources the original number of primers and graded readers which had been ordered. The campaign nevertheless continued.

745. By the end of July the campaign in the Territory extended as far north as Kete-Krachi. It is difficult to convey in words the rising enthusiasm of the villagers as the literacy classes progressed, but any person who witnessed the scenes in the villages could not fail to be impressed with the eagerness and earnestness of class members. It had never been assumed by the Department that literacy was an end in itself. The old assumption that once the illiterate has been made literate his progress as a citizen and active community member is assured is too threadbare to deserve comment. On the other hand it is equally wrong to assume that literacy has little or no contribution to make towards community development. The progress reported demonstrated that the mass education staff were able to carry out mass village projects during the period of the literacy campaign, and the confidence between mass education staff and villagers engendered through the bringing of literacy to the village augurs well for the future of village project work.

746. The two mobile cinema vans were continually used during July and August on propaganda work among women for a series of courses on child care and nutrition which were to be held after the intensive literacy campaign. Q. 86, 136 186

747. At the end of August, progress reports showed a total of 467 literacy classes established in the Territory with 30,684 learners registered and 1,690 voluntary leaders trained. Statistics showed that many more primers were sold than the number of learners registered and it is possible that in hamlets well off the beaten tracks two or three people had gathered together under the tuition of a literate in their vernacular and started their own literacy group without registering.

748. Towards the end of August there was a noticeable decline in the number attending classes. The main reason for this decline was a seasonal migration of the people to the cocoa farms, since from September the cocoa is being prepared for the main harvest. This problem of migration was known in advance but the extent of the number of people migrating had not been fully appreciated.

749. The examination for the Gold Coast Literacy Certificate, as previously stated, consisted of reading with comprehension and a short piece of dictation. No pressure was brought to bear on class members to take the examination though all were informed that they could sit for the examination for the Gold Coast Literacy Certificate. The latest figures indicate that approximately 7,000 people in the Territory have achieved the Gold Coast Literacy Certificate, but examinations are still taking place. The proportion of women to men taking the examination was nine to one. No satisfactory explanation has yet been found for this.

750. As far as possible examinations were held in the villages where classes had been organised but in some instances examinations were held at convenient centres. In no instance was the Assistant Mass Education Officer actually in charge of the area allowed to conduct the examination, and at all examinations a senior officer of the Department invigilated. The first literacy examinations were held during September and October.

751. Outside observers have commented that the examination standard is too high. This criticism is not accepted. If the factor of people migrating is discounted a very high percentage of class members are sitting the examination and it is now widely recognised in the rural areas that the Gold Coast Literacy Certificate is something of real value. It means that the recipient is fully literate in the vernacular.

752. After examinations have been held in an area a Mass Literacy Day is proclaimed when literacy certificates and voluntary leaders' badges are awarded. The Mass Literacy Day has proved extremely popular and is always a day of festivity and rejoicing. Brass bands and singing bands vie with one another in demonstrations of their virtuosity and crowds of up to 5,000 have gathered to witness the ceremony. The Literacy Certificate and Voluntary Leaders' Badges are presented, whenever possible, by distinguished visitors.

753. The provision of further reading material is always a problem when undertaking a literacy campaign and the distribution of literature in the rural areas where there are no book sellers or agents is an even greater problem. There is the danger in employing mass education staff on the distribution of literature that they may tend to become mere distributors of literature and their primary job of community development is left undone. Q. 182

754. Prior to the literary campaign the Vernacular Literature Bureau had successfully established vernacular newspapers in Ewe and Twi. These newspapers were sold at 1d. a copy and were, in the main, distributed by the mass education staff. Gradually the Vernacular Literature Bureau was able to establish agents in the rural areas and also took over the agents established by the mass education staff. These agents have now taken over the bulk of distribution of newspapers. The newspaper appears once monthly and has a large circulation of approximately 18,000 in the Ewe language group. It is intended that, in the near future, the vernacular newspapers will be published once weekly.

Q. 182

Q. 182

755. In addition to the newspaper already mentioned the Vernacular Literature Bureau has been experimenting recently with a type of newspaper designed to attract the literate who has not yet achieved the Gold Coast Literacy Certificate Standard. This newspaper is largely composed of illustrations with carefully edited reading material. The experiment has not yet reached the stage where comment is possible.

756. Four graded readers are available in quantity and in addition the Scottish Mission Book Depot, Accra, The Methodist Mission Press, Cape Coast, are producing and distributing an increasing quantity of vernacular literature. The Department has obtained money from the Colonial Welfare and Development Funds for three mobile book vans and when these book vans are operating they will considerably ease the problem of distribution of vernacular literature.

757. The Northern Section was not included in the 1952 Mass Literacy Campaign because it presents a very different problem as regards literacy work. For various reasons the Northern Territories are behind the south in education and at present there is not a large educated class from which voluntary leaders can be recruited for literacy work. It is therefore necessary in the Northern Territories for the mass education staff to undertake direct teaching of literacy classes, and to produce their own literates. Teams will, however, be moving into the Territory early in 1953.

758. The Department started work in the Northern Territories in December, 1950, and the year's main effort was directed to building a Rural Training Centre and on recruiting and training staff. Literacy campaigns could not be extended to the Territory in 1952, but it is expected that more rapid progress will be made as and when new literates can be given intensive training in the Rural Training Centre, Tamale, and afterwards start their own literacy groups. A start has however been made by the establishment of a small vernacular press, under the Vernacular Literature Board, at which Dagbani and Mampruli primers and readers for use in the Territory have been produced, and the first vernacular news-sheet in the North has been produced in these languages and has a circulation of over 1,000 copies per issue.

Q. 182

759. This first large scale literacy campaign has produced good results and has proved that the pattern of work envisaged in the Plan for Mass Education and Mass Literacy is practicable. It is intended that an intensive literacy campaign will take place every year for the next five to ten years in an attempt to eradicate illiteracy from the rural areas, and certain features of the 1952 campaign will assist in planning future campaigns. The literature production difficulties have now been overcome and it should be possible to have adequate stocks of primers and readers at the beginning of the literacy campaign. The problem of the people migrating will always be present but can be alleviated by starting the literary campaign during that period of the year when the population is most stable.

760. Whilst all Community Development Officers have stressed the point that all voluntary leaders did not stay with their classes throughout the period, the fact that approximately 60 per cent. of the voluntary leaders work throughout the campaign without any reward other than the award of a volunteer's badge of honour proves that voluntary effort has been successful. In addition records are kept of the new literates so that there can be continual "follow up" work after the intensive campaigning season. In succeeding campaigns every effort will be made to train the new literates as volunteer literacy class leaders and if this proves possible a rapid expansion of literacy in the Rural areas can be envisaged.

761. During November and December a series of in-service training courses for Mass Education staff, were held at the temporary Rural Training Centre, Ve-Koloenu. The purpose of these courses were critically to evaluate the results of the major literacy campaign; to improve techniques and to plan project work in the villages.

## CHAPTER 9. CULTURE AND RESEARCH

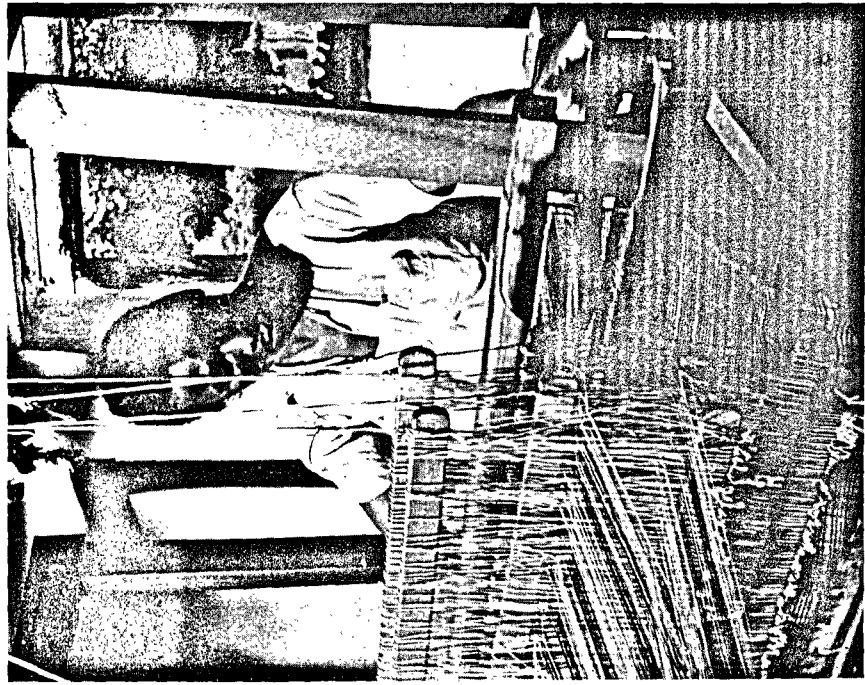
762. The Territory benefits from research facilities which are in the main common to all British West African territories and organised on an inter-territorial basis: at the West African Cocoa Research Institute at Tafo in the Gold Coast, at the West African Institute for Trypanosomiasis Research at Vom in Nigeria, at the West African Institute for Oil Palm Research at Benin in Nigeria and the West African Fisheries Research Institute at Freetown in Sierra Leone. These institutes are financed jointly either by the British West African Governments or by the Marketing Boards in the Territories which purchase the crops concerned (e.g. the Cocoa and Agricultural Produce Marketing Boards). Other research work being carried on elsewhere in West Africa; of direct value to the Territory are rice research at Rokupr in Sierra Leone, research into the rust disease of maize at Ibadan in Nigeria and virus research at Yaba (formerly the Yellow Fever Research Institute) in Nigeria. Supervision of this joint research is undertaken by the West African Inter-Territorial Secretariat in Accra who prepare reports for consideration at meetings of the Inter-Territorial Conference. Q. 177

763. The work of these joint institutions and projects is supplemented by that carried on in the Gold Coast and the Territory.

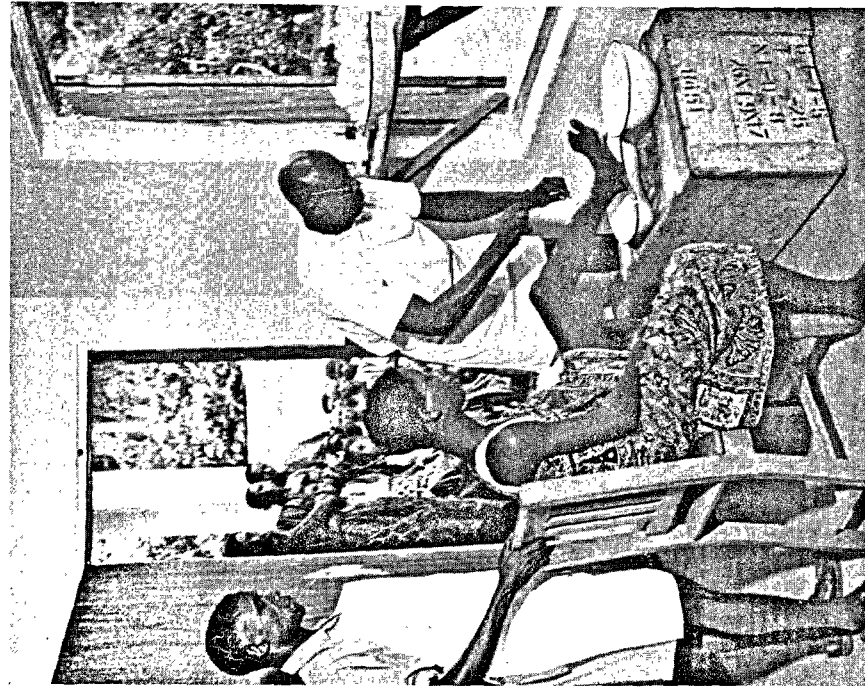
764. *Medical Research*: This is carried out both in the field especially in conjunction with the work of the medical field units, and at the medical Research Institute at Accra. This institute has independent departments of bacteriology, biochemistry, histopathology and haematology. Research during the year included a nosological survey, research into the simuliidae and mosquitoes of the Northern Territories and research into the epidemiology of trypanosomiasis. A paper was also written on climate and respiratory infections.

765. A survey team sponsored by the British Empire Society for the Blind and consisting of an ophthalmologist and an entomologist has begun investigation, planned to last three years into the treatment and control of onchocerciasis, mention of which was made in connection with the chapter on Fisheries in Part VI. Headquarters have been established in the Mamprusi area.

766. *Agricultural Research* is carried on at the Departments agricultural experimental stations including that at Kpeve in the Territory and that at Nyankpala near Tamale which particularly serves the needs of the Northern Section. During the year experiments and research have continued on coffee.



A weaver working for an African enterprise  
in Southern Togoland



Treatment in progress at the Public Dispensary at Matse Begbe

oil palm, sorghum, rice, maize and livestock. Soil fertility and rotation trials were held. Entomological research was conducted on maize stalk borers, millet borers, citrus fruit piercing moths and citrus ants. Numerous problems such as those connected with mixed and mechanised farming, poultry husbandry and the use of fertilisers were studied at the experimental stations at Pokoase and Kumasi and the results of these activities are available for application in the Territory. A light tractor is on order for the Kpeve station for experiment and demonstration.

767. The West African Cocoa Research Institute at Tafo to which reference has been made above does not confine its activities to the swollen shoot disease of cocoa but also includes research on capsid attack and soil science and carries out chemical, botanical, horticultural and mychological investigation.

768. *Fisheries*: A survey of the river fisheries was begun on the lower Volta in 1943, and extended upstream in later years to the waters of the Territory. The method chiefly employed has been the detailed recording of the catches of typical nets, with a view to gaining further knowledge of the river stocks, and to following such fluctuations as might take place in their abundance or composition. In 1952 such observations were made in conjunction with the fisheries instruction scheme referred to in Part VI, section IV.

769. *Archaeological Research*: Members of the Department of Archaeology of the University College of the Gold Coast visited the Territory on a number of occasions during the year, and reported on several sites containing Stone Age and other prehistoric relics.

770. The University College of the Gold Coast includes in its programme of work, research over a wide range of subjects especially in the fields of geography, chemistry, zoology, sociology and education. A member of the staff recently undertook a year's anthropological research amongst the Konkombas at Saboba in the Northern Section.

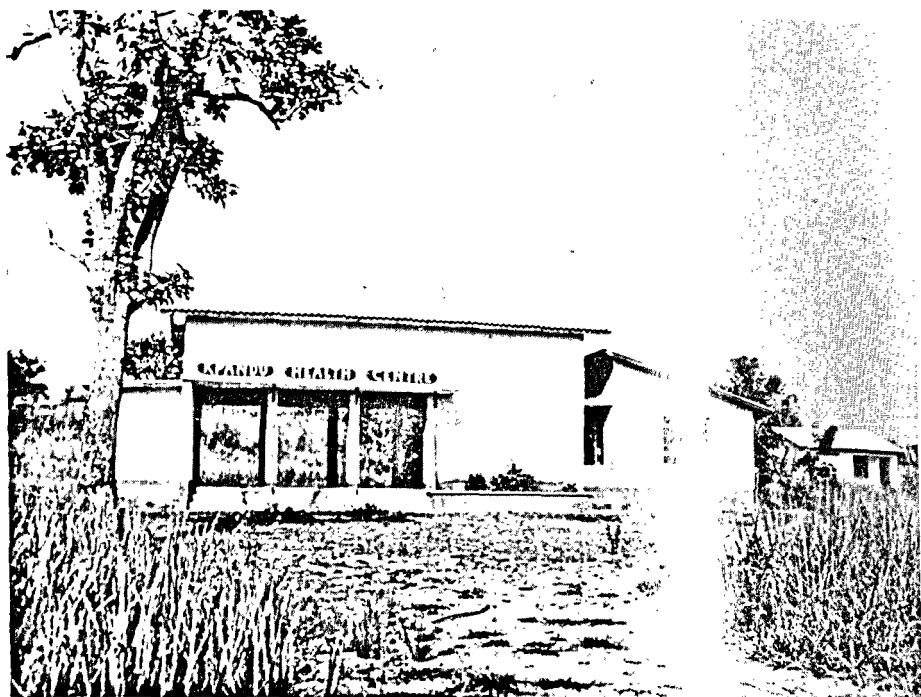
771. Basic research is carried on by all the Government departments concerned but apart from those cases mentioned no specific field research was undertaken by them in the Territory during the year.

Q. 178

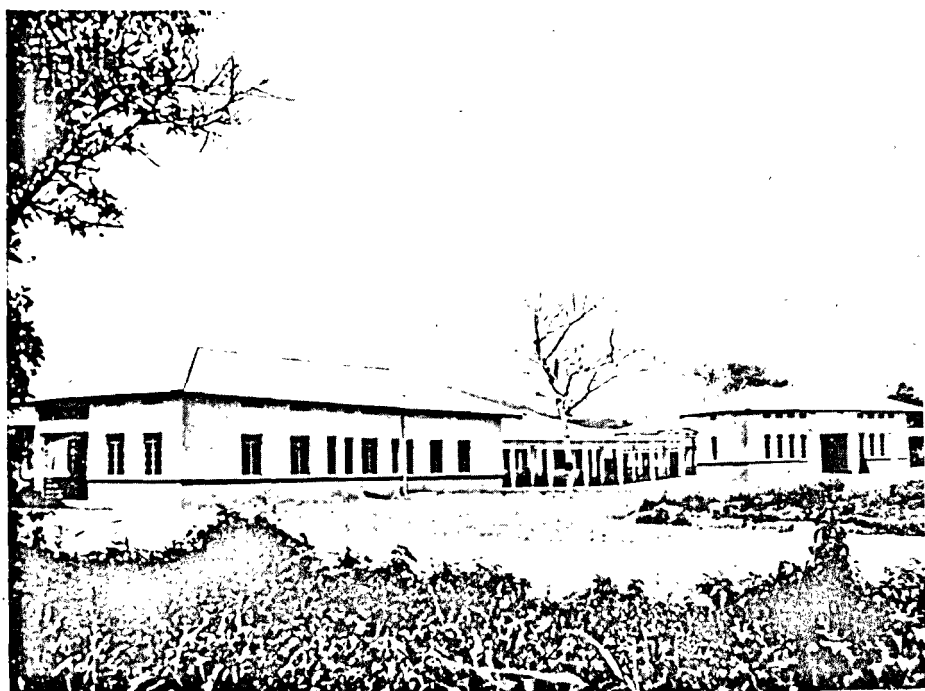
772. Indigenous art, craft and music form part of the curricula of all primary and middle schools. There are specialist art and crafts and music teachers at the teacher-training colleges (Amedzofe and St. Francis, Hohoe) and at Mawuli Secondary School. Each school is encouraged to foster and to teach the handicrafts prevalent in the area in which it is situated. In addition to local festivals in which pupils are encouraged to participate, local music and dances are features of the curriculum, and the local patriarchs of the Northern villages are often invited to the schools to speak on the customs and beliefs of the tribe. There is no organisation in the Northern Section concerned with cultural developments, but a representative of the Extra-Mural Department of the University College of the Gold Coast has often visited the Territory to lecture on cultural subjects.

Q. 181

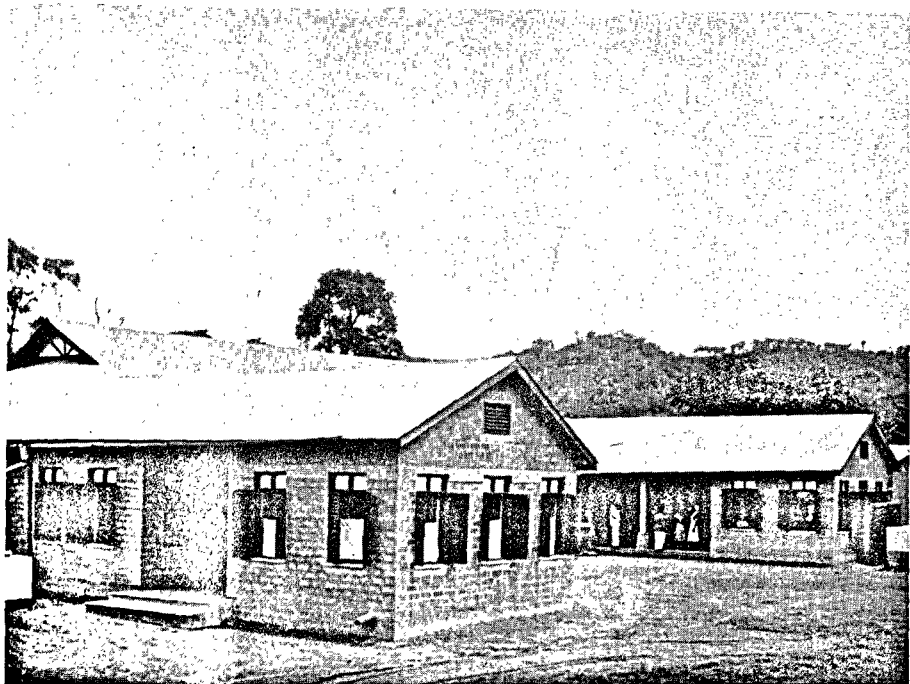
773. Ewe is spoken in the Ho and Kpandui Districts. Varying dialects of Twi or the Voltaic group are spoken in the Buem and Krachi areas. Both Twi and Ewe have been reduced to writing and standard text books in these languages are in use in the schools. A larger literature has been produced in Twi than in any other Gold Coast language. In the Mamprisi area the languages spoken are Mampruli, Moa, Kusaal and Konkomba; in the Dagomba are Dagbani, Chakosi and Konkomba; in the Gonja area,



The Health Centre at Kpandu, designed to provide a health service for a ten-mile radius



Hospital buildings at Hohoe

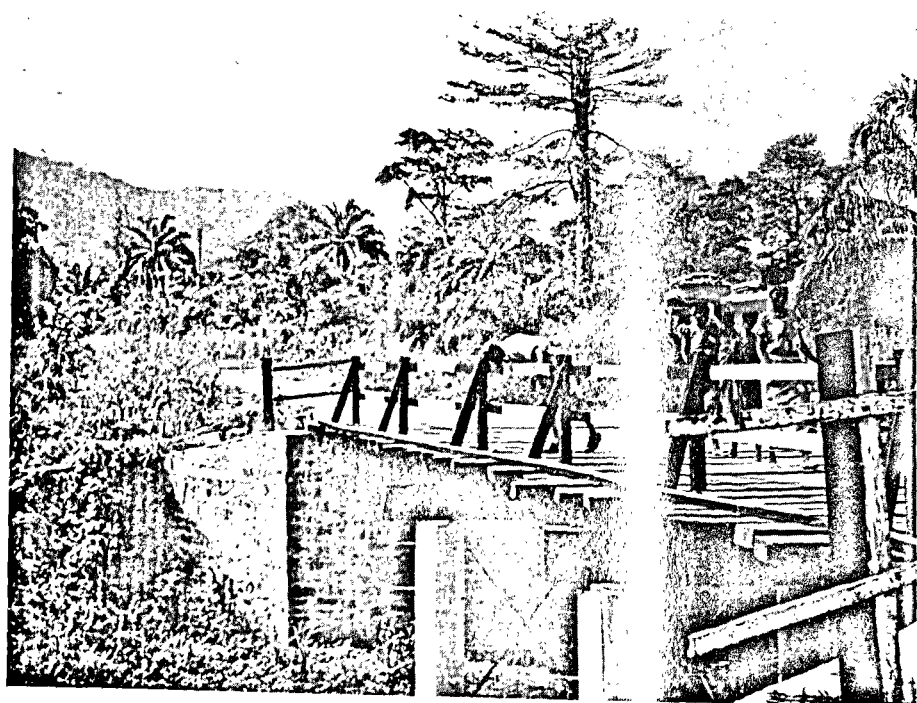


Local authority maternity clinic, Jasikan

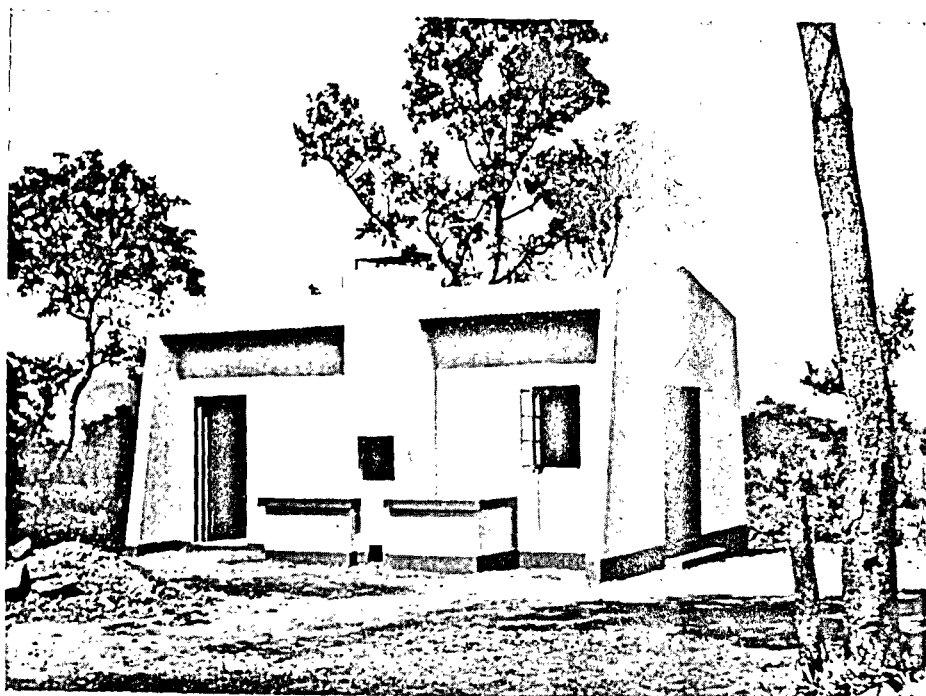


The Chief of the Kpedze-Awlime looks over a community development scheme

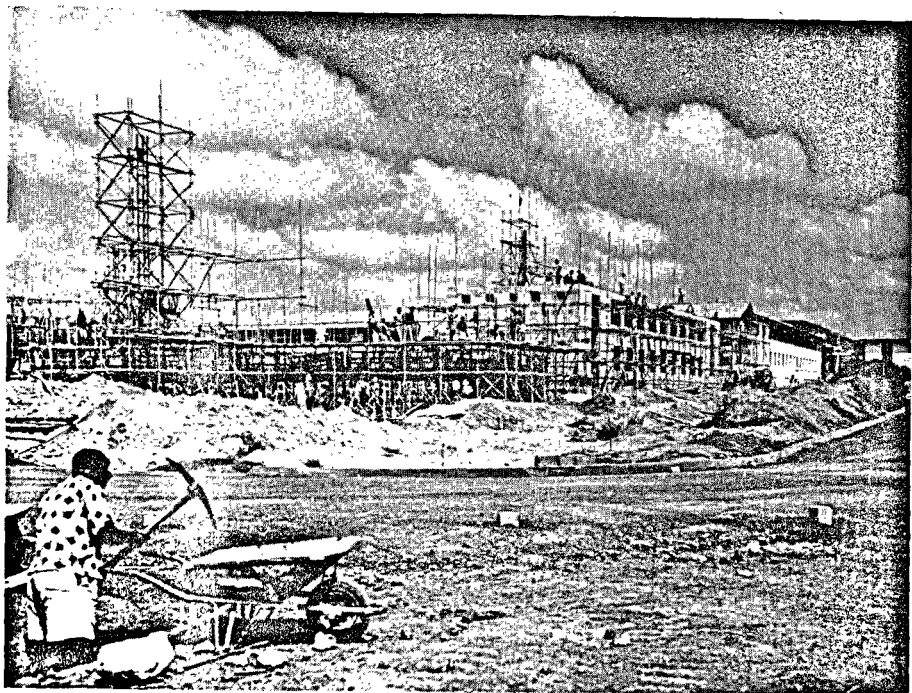




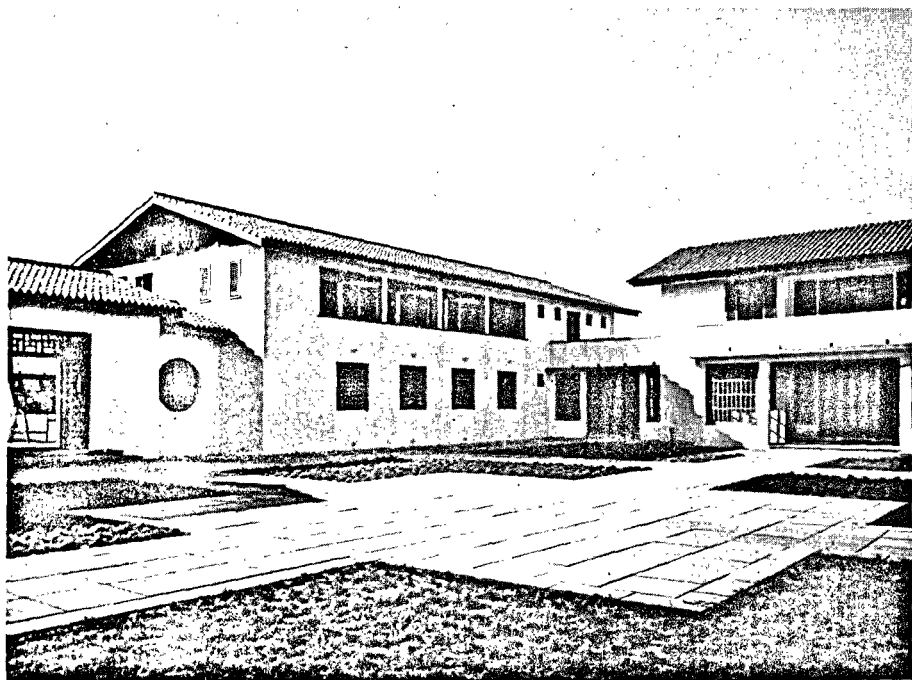
Villagers move across one of the six bridges built by community effort on the new road between Ho and Bame



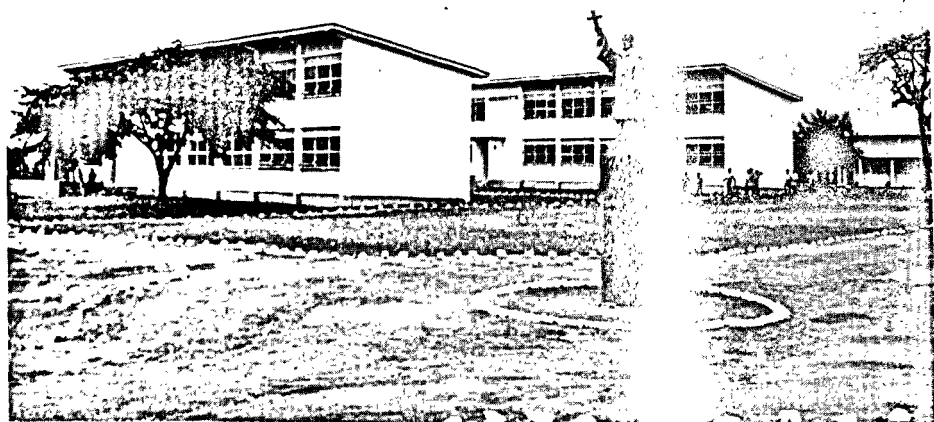
The rediffusion station at Hohoe, the second to open in the Territory



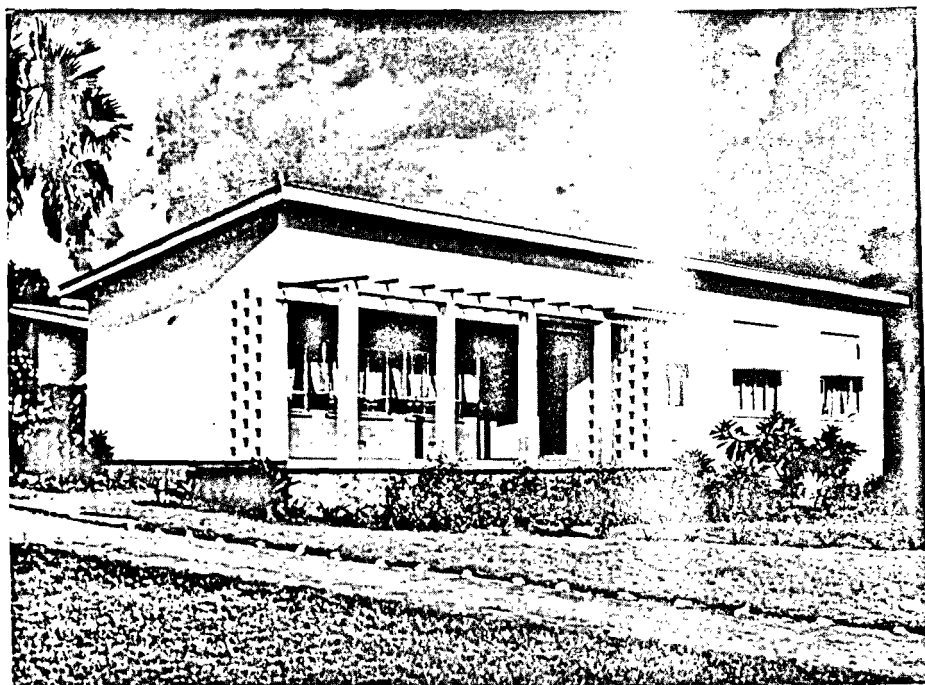
Work on the new University College buildings



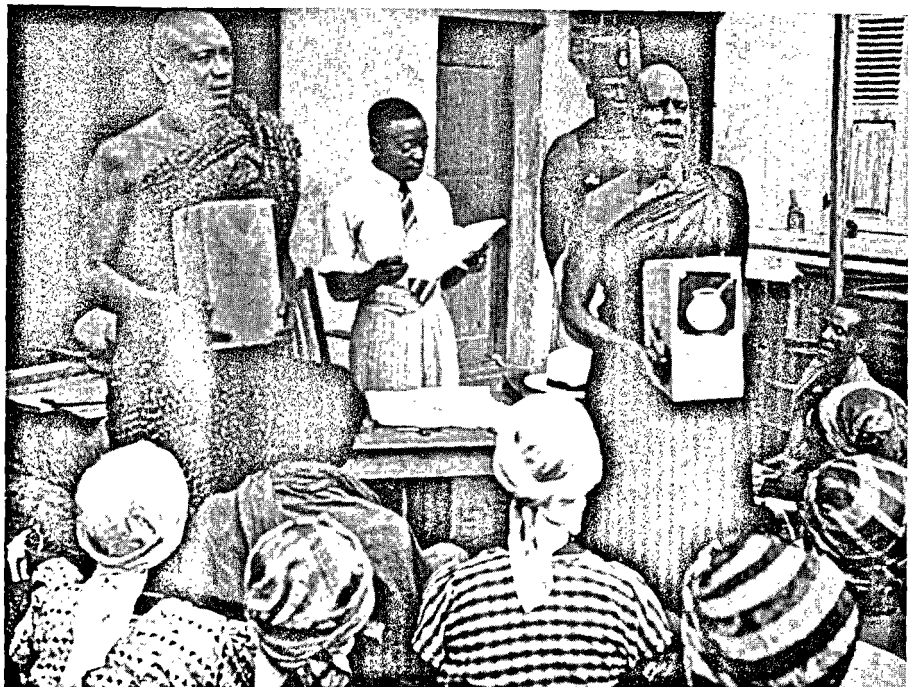
A hall of residence, University College



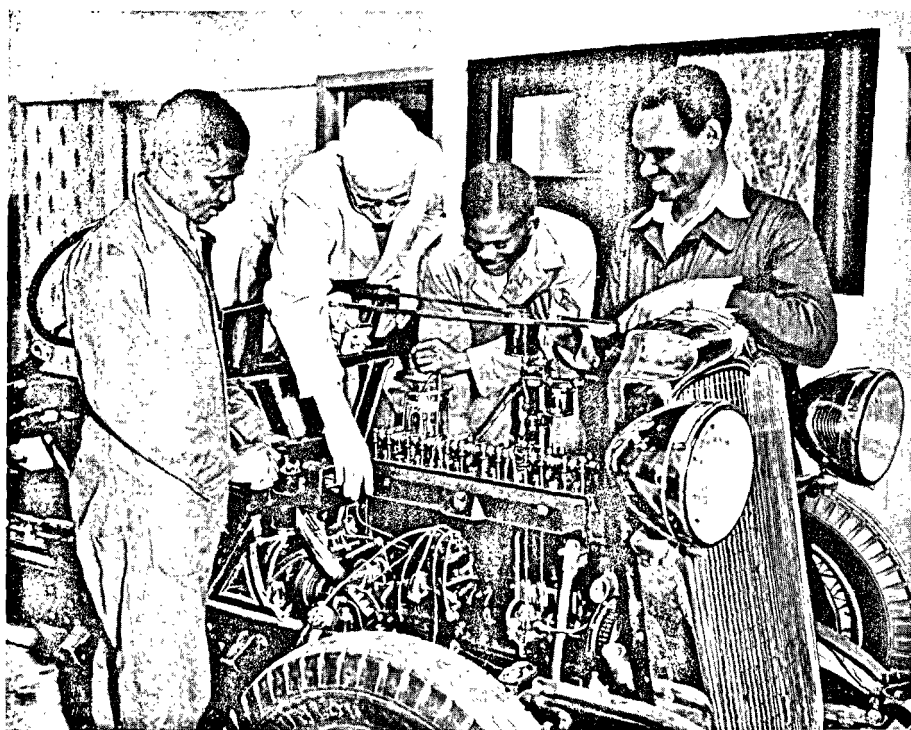
St. Francis Teachers Training College, Hohoe



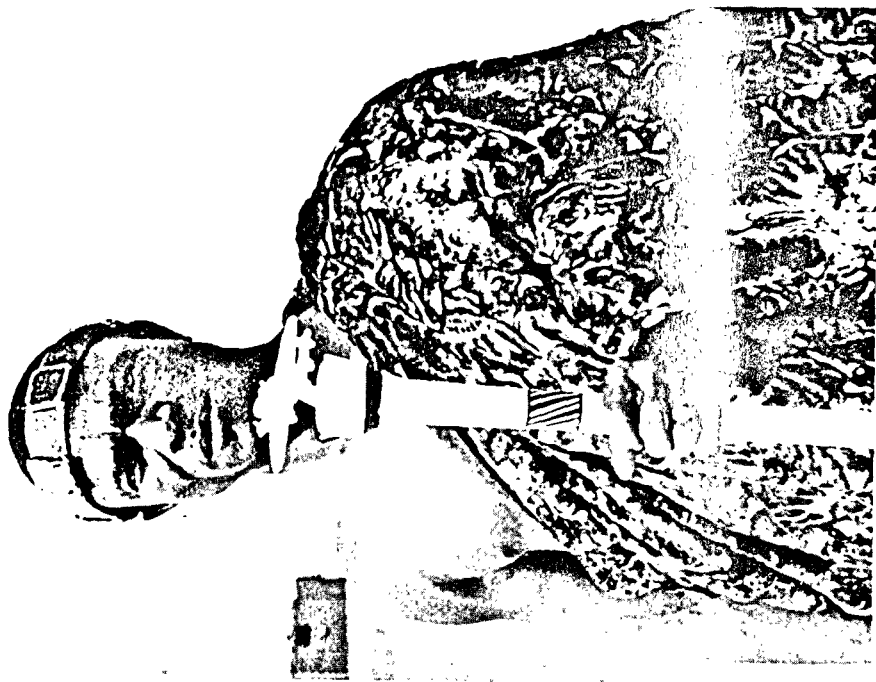
Teachers' quarters, St. Francis Teachers Training College, Hohoe



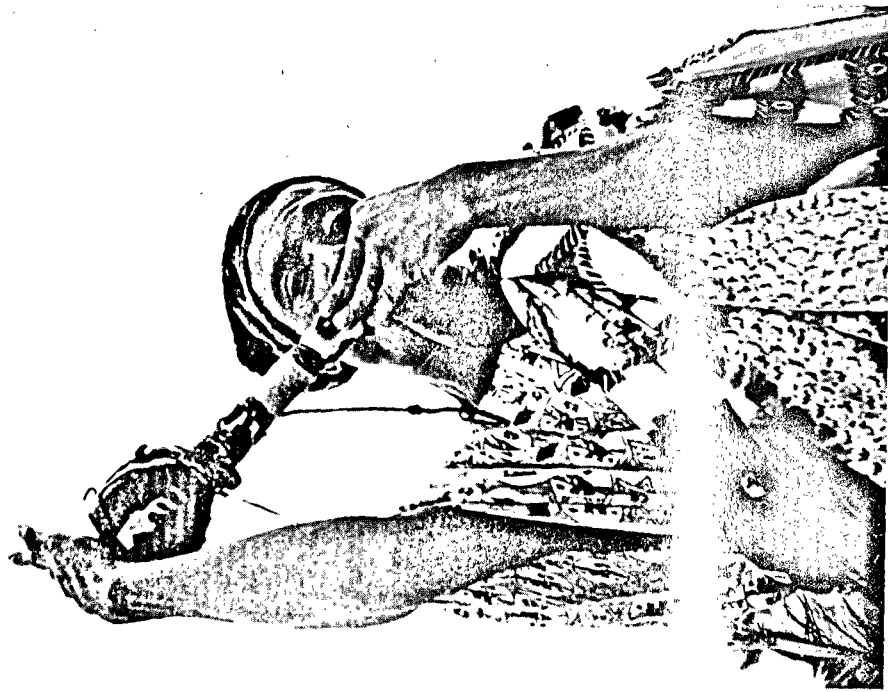
A typical scene at a local council election  
(*photograph taken outside the Territory*)



A fitter from the Territory (with two colleagues from the Gold Coast) studies motor repairing in the United Kingdom



The impact of modern inventions on West African life and customs is illustrated by the ivory staff carried by the attendant of a Togoland Chief. Carved out of solid ivory is a



A Nanumba Horn-blower welcomes the Visiting Mission to Bimbilla



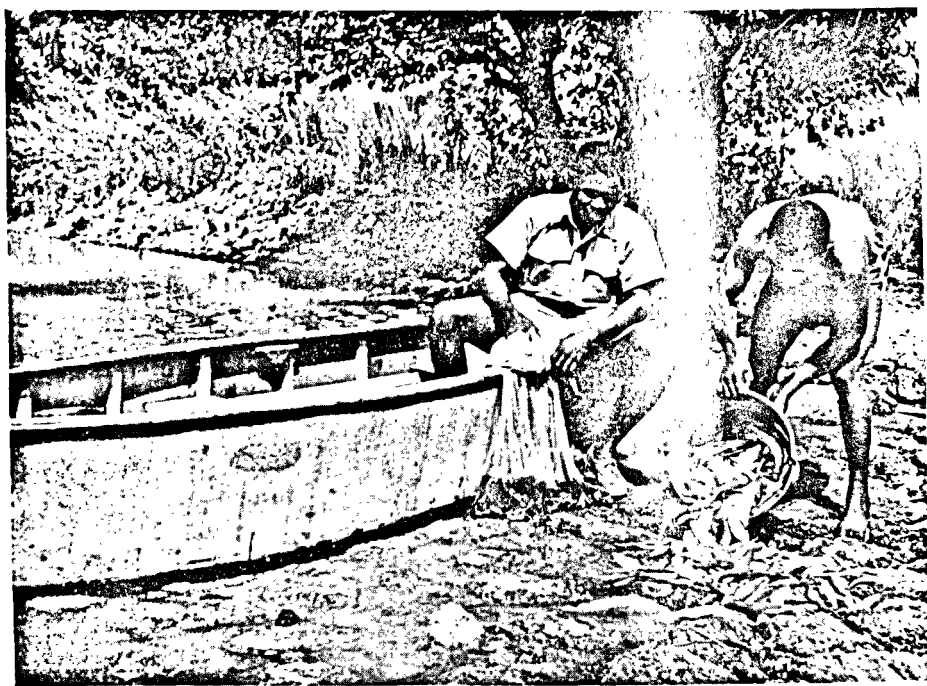
Mr. Yang of the Visiting Mission talks to the Yana



The Visiting Mission with the Governor of the Gold Coast, the Prime Minister and Minister of Defence and External Affairs at Government House, Accra



The Visiting Mission meets the Nanyin

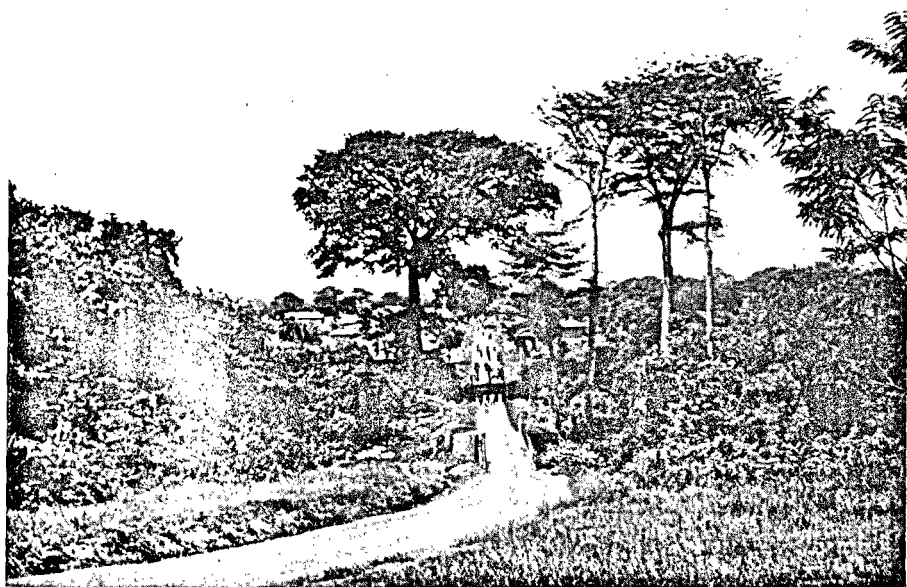


A Fisheries Demonstration Team at Work





A Dagomba family in their compound



View of a typical village, Southern Section





The hot, humid mountain area in the Southern part of Togoland



Southern Section scenery

Mewura, Mehumuru, Basari, Kotokoli and Konkomba. In general, each dialect tends to be confined to the area in which each Northern tribe lives, though many people in other areas may speak it fluently. The dialect spoken in an area is the medium of instruction in the first three years of school, as well as being the written vernacular throughout the primary school course. The possibility of establishing a common language is being explored by the Vernacular Literature Board; a standardised orthography is used in the writing of indigenous languages, and some literature in Dagbani and Mampruli has been printed by the Department of Social Welfare.

774. A Standing Vernacular Orthography Advisory Committee, Advisory to the Minister of Education and Social Welfare, has been set up to consider all matters which may arise relating to the orthography of vernacular languages including those spoken in the Territory.

775. A National Museum, which will also serve the Territory is being set up in association with the Department of Archaeology of the University College of the Gold Coast, and the Professor of Archaeology, Professor A. W. Lawrence, has been appointed Director. A good deal of the initial work of collection of materials has already taken place, having been made possible by the provision of funds by the Administration. A Curator of the Museum has been appointed, and the arrangements and cataloguing of the initial exhibits are well in hand. The scope of the Museum has been defined, for the time being, as representing the country's culture from the earliest times to the present day, against the background of what Man has achieved throughout the rest of Africa; material from other continents is excluded unless relevant to African studies. Q. 179  
Q. 180

776. Objects from the Territory are being incorporated in the National Museum collection at Accra with the proviso that they shall remain available for return to the Territory on demand.

777. A Monuments and Relics Commission was established in the Gold Coast under the Monuments and Relics Ordinance, 1945, to provide for the preservation of monuments, relics and objects of archaeological, ethnographical or historical interest in the Gold Coast and the Territory.

778. The Gold Coast Library Board, established in 1949, is an independent body corporate charged with the duty of establishing, equipping, managing and maintaining libraries throughout the country. It is grant-aided by the Administration. The Board has taken over the library services already developed in a very efficient manner by the British Council and it is planning for the expansion of these services. They are at present based on the Aglionby Library at Accra, which has a stock of 70,000 volumes. This library has a system whereby schools, social centres, etc., may, for a subscription of £2 a year, receive a box of 50 books every three months. Subscribers can either come to Accra or indicate by letter the type of books they prefer. Teachers are permitted to borrow, free of charge, books of professional interest. A mobile library tours the country to enable personal choice of books to be made. The circulating and travelling library services are accorded to the Territory in the same measure as they are to the Gold Coast. Q. 183

779. There are two privately owned printing presses in the Territory—one at Ho, the other at Hohoe. Both are hand-operated and can only undertake minor jobs such as the printing of posters and pamphlets. For the rest, the printing needs of the Territory are met from official and private resources in the Gold Coast. The Administration completed during the year at Accra a large new press to meet the needs of the Legislative Assembly. Q. 184

780. Early in the year a newspaper called the Togoland Vanguard, which was published in the Territory by the Togoland News Syndicate of Hohoe, appeared at infrequent intervals. However publication of this paper ceased in May.

**Q. 185** 781. There are as yet no theatres in the Territory and no commercial cinemas are established there. Cinematograph performances are provided by the mobile cinema vans of the Information Services Department and to a lesser degree of the British Council. Two vans tour the area regularly showing general and educational films to widely scattered audiences. Additional cinema vans are sent to the Territory when specific campaigns are under way, such as a cocoa rehabilitation campaign. In 1952 173 different towns and villages were visited by the vans. The total audience for these shows was 166,760.

**Q. 186** 782. The work of non-official organisations has been described in Part III, Chapter 1. Mention should also be made of the People's Educational Association organised under the auspices of the Department of Extra-Mural Studies at the University College of the Gold Coast. The aim of the Association is the promotion of further studies among all sections of the literate population. There are branches of the Association at the larger centres in the Southern Section of the Territory, and the people participate extensively in its activities, the nature of which is described at pages 149-151 of the 1951 Report.

## PART IX

### Publications

**Q. 187** 783. A volume containing the legislation enacted in 1952 will be forwarded to the United Nations Library when published.

**Q. 188** 784. A bibliography of the more important works regarding the Territory is contained in Appendix XXIV.

## PART X

# Resolution and Recommendations of the General Assembly and the Trusteeship Council

785. The Resolution of the General Assembly most directly affecting the Territory was that on the Ewe and Togoland Unification problem. This was however taken during December and in consequence the question of its implementation during the year under review did not arise. The representative of the United Kingdom voted for the Resolution. The Administering Authority is prepared to implement the Resolution and hopes for the co-operation in this decision of all the peoples of the Territory to whom the Resolution is addressed. Q. 189

786. Matters arising out of the Trusteeship Council's recommendations are dealt with in the paragraphs which follow.

### Political Advancement

787. *General political progress* (page 193 of document A/2150). More recent information concerning the new executive and legislative organs, the reorganisation of the regional administrative structure, and the reform of the whole local government system has been provided in Part V above.

788. *Statistical data* (page 193 of document A/2150). It has been possible to make some revision of the format of the statistical data to meet the requirements of the new questionnaire but in the period between the date of the Trusteeship Council's resolution and the end of the year it was not possible to revise the machinery for collecting and tabulating statistics on the lines of the Trusteeship Council's recommendation. The Administration statistical services have widened the range of their work by providing during the year an assessment of the balance of payments position of the Gold Coast and the Territory. This consists of single figures for the combined unit: no separate figures for the Territory are available.

789. The Trusteeship Council's recommendation has been noted and the clearer identification of the data applying to the Territory and the Gold Coast is accepted as being desirable as and when the scope of the statistical services can be extended. But it should be made clear that the Administration considers it neither practical nor desirable to carry the pursuit of separate and precise statistical data into those fields where the establishment of physical barriers and check points between the Gold Coast and the Territory, involving restrictions on the free movement of people or goods across this boundary, would be required.

790. *Regional and local administration* (page 195 in A/2150). The steps taken, and still to be taken, in the reorganisation of the regional administrative structure involving the Southern Section are set out in Part V above.

791. *Local government reforms* (page 195 in A/2150). The very great extent to which it was possible to complete the reorganisation of the machinery of local government during the year is described in Part V above.

792. *Civil service* (page 97 in A/2150). The measures adopted to accelerate still further the pace of the Africanisation of the civil service are described in Part V, Chapter 3, above.

### **Economic advancement**

793. *General* (page 200 in A/2150). The diversification of primary production and the improvement of agricultural methods are the accepted policy of the Administration which is only too conscious of the undue dependence of the Territory's economic position, satisfactory though it at present is, upon the single commodity—cocoa. In these fields spectacular short-term results are not likely to be achieved but the Administration intends to pursue actively the plans already drawn up.

794. The "Grow More Food" campaign has been vigorously continued throughout the year and there has been close liaison between the staff of the Department of Agriculture and local authority Food Production Advisers. Seed of improved varieties of selected crops (e.g. rice, groundnuts, cowpeas and maize) has been made available for purchase from the Department. It is hoped that the development of feeder roads will open up new areas where these and other foodstuffs can be grown.

795. The quantity of improved planting material of a number of perennial and orchard crops for distribution to farmers has been increased at eight nurseries. These include seedlings of budded citrus, Ceylon pineapple and banana suckers.

796. The increased prices to be paid for coffee by the United Kingdom Ministry of Food during 1953 have been given wide publicity, in the hope of re-establishing coffee as an important cash and export crop.

797. *Development plans* (page 202 in A/2150). The developments which took place during the year in connection with the Volta River Project are described in Appendix XXIII.

798. *Farming : land : forests* (page 202 in A/2150). As a result of careful propaganda the cocoa farmers of the Territory now appear to have accepted fully the need to cut out cocoa trees infected with swollen shoot disease before this disease gets a serious hold on the cocoa in any area of the Territory. As will be seen from Section 4 of Part VI all known outbreaks of the disease have now been treated and the areas affected are under regular reinspection with the co-operation of the farmers.

799. *Cocoa : Marketing schemes* (page 203 in A/2150). The recommendation of the Trusteeship Council was brought to the notice of the authorities responsible for fixing the cocoa price, and the points involved were carefully considered by them in fixing the price for the 1952-53 season which, as mentioned elsewhere, was 70s. per load compared with 80s. during the previous year. Among the several reasons for this lowering of price were the trend of the world markets and the desire to curb inflation. In this event the world price did not fall as far as had been anticipated but currency in circulation was kept at approximately the same level as in the previous year despite a considerable increase in the tonnage of the crop sold, the effect of which was reflected in the stability of the retail price index for local foodstuffs during the same period.

800. Though accurate figures to enable a comparison to be made are lacking, it is believed that the level of taxation on cocoa in adjoining territories may not be so high as it is in this territory, where it forms the principal source of revenue for development purposes. It follows that even if the

Cocoa Marketing Board passes on the full benefit of the market price to the producer, there will be a difference in price, corresponding to the different level of taxation, on either side of the border. The existence of this difference in price, even if it is not particularly significant, has in past years, and also in the year under review, provided some grounds for misunderstanding among farmers in border areas who did not fully appreciate the reasons for it. This situation has been exploited by members of a certain group who have sought to demonstrate to these farmers how much better off they would have been if their cocoa had been sold direct to the ultimate purchaser, rather than through the medium of the Cocoa Marketing Board. It is to the credit of the farmers that they have not been misled by this propaganda or by the somewhat specious reasoning on which it was based.

801. *Co-operatives* (page 204 of A/2150). The activities of the co-operative movement continue to increase and it is the firm intention of the Administration to continue to foster their development.

802. *Water supplies* (page 204 of A/2150). The progress achieved during the year and developments for the immediate future in the field of water supplies are referred to in Part VI, Section IV, Chapter X.

803. *Communications* (page 204 in A/2150). A main trunk road from Accra to Bawku, which enters the Territory at Kpeve and runs outside it only in the northern part of the Dagomba District and part of the Mamprusi District has been accepted by the Administration as being required to complete the main trunk road system. This road will leave the present line in the central part of the Territory, as this may well become unusable when the Volta barrage is built, and will follow a line up the Eastern side of the Jasikan district rejoining the present road somewhere near Kpandae. Funds seem, however, likely to be available during the first period of the development plan only for the section between Accra and the southern boundary of the Territory.

804. As will be seen from Part VI, Section 3, a number of new feeder roads are under construction, or to be constructed, from funds allocated by Local Development Committees and provided by the Administration and the Cocoa Marketing Board. Of those listed, all the roads financed by the Cocoa Marketing Board are in cocoa-growing areas. The funds provided by the Cocoa Marketing Board will doubtless continue to assist greatly the construction of feeder roads in cocoa areas, especially since the Administration considers that as far as the construction of new feeder roads from Government funds is concerned, as high, if not higher, priority should be given to roads which will give access to new potential food-growing areas.

### **Social advancement**

805. *Status of women* (page 207 of A/2150). It is the policy of the Administration to continue to encourage women to take a greater part in the civic and political life of the Territory.

806. *Vital statistics* (page 207 of A/2150). The main framework of the local government system has been so completely reorganised during the year that it has not been possible to make any progress in the matter of improving the collection and tabulation by local authorities of vital statistics. The Registrar-General's department is anxious to improve the collection of statistics as soon as possible but those in contact with the new local authorities consider a period of consolidation will be necessary before their functions can be extended into the many fields awaiting their attention. Thereafter some training of local authority staff in the collection of vital statistics will be necessary before useful results can be hoped for.

807. *Medical and health services* (page 208 of A/2150). The Maude Commission, which enquired during the year into the health needs of the Gold Coast and the Territory, recommended in its report that an additional medical officer should be posted to each of the three hospitals in the Territory. The Administration has accepted this recommendation as being a desirable aim, but the serious difficulties being encountered in merely maintaining the existing establishment of government medical officers make it unlikely that this goal will be realised in the near future. The Administration also aims to post a Senior Medical Officer to Ho to take charge of all the medical services in the Trans-Volta/Togoland region.

808. The Maude Commission also recommended that the facilities for training nurses should be expanded and the Administration has accepted this recommendation.

809. The Medical Department is at present considering what intensive measures to eliminate the disease of yaws can and should be undertaken.

810. *Labour* (page 209 in A/2150). The need for a study of conditions of employment in the cocoa industry both in the Gold Coast and the Territory, is accepted. Indeed such a study has been started, beginning in a cocoa-growing area of the Gold Coast, and will be resumed and extended to all cocoa-growing areas when a suitable officer becomes available. It must be stressed, however, that if the survey is to be of real value the confidence of the farmers must be won and their co-operation obtained. The difficulty of sparing for the purposes of the survey an officer with the qualities which enable him to win the farmers confidence is a real one. Thereafter the complexity of the topics and the geographical area to be covered will render the task one of a long-term nature.

### **Educational Advancement**

811. *Education in the Northern Section* (page 212 in document A/2150). The Administration is most conscious of the disparity between educational facilities in the Northern and Southern Sections but measures taken to reduce it are beginning to show satisfactory results. The chief handicap has been lack of teachers. To improve the situation free tuition and free board and lodging are provided at the Tamale Teacher Training College to ensure that no one with the necessary qualifications should be denied training by mere lack of funds. It is hoped that the new Teacher Training College at Pusiga within the Territory will be functioning in 1954.

812. Special measures are taken in the Northern Section to encourage school attendance. As elsewhere, no tuition fees are required for primary education, but in this Section equipment, food and clothing are also provided free at all local authority primary schools. In addition, all travelling expenses of those attending schools as boarders are paid for either by the local authorities or by the Administration.

813. The effect of these measures on educational development in the Northern section has been considerable. Comparison is invited between the table shown at Appendix XXI, H of this Report and that at page 211 of document A/2150. Since 1950 the number of teachers in local authority schools in the Northern Section has almost doubled (15-29) and the number of pupils increased by over 93 per cent. (428-827).

814. *Curriculum* (page 212 in document A/2150). It is the policy of the Administration to design a curriculum which will not only prepare children to meet the academic requirements of secondary and higher educational

institutions but which at the same time is related to practical requirements and does not reflect a purely European background of culture and social structure and in consequence become quite out of touch with African life. To this end steps are being taken to re-orientate the curriculum and in rural areas, to give it an agricultural bias. At Yendi, for example, considerable attention is being paid to the teaching of mixed farming which seeks to improve upon traditional methods and to emphasise the importance of soil conservation. To further the practical nature of the curriculum instruction includes masonry, metalwork, carpentry, pottery, weaving and leatherwork.

815. *Mass Education* (page 214 in A/2150). Although no new mass education projects were in action actually within the Northern Section of the Territory during the year, work was begun in neighbouring Mamprusi and Dagomba areas. The speed at which the campaign can develop is limited by the shortage of instructors, but the foundations for extending the campaign into the Territory have been laid by the construction of a Rural Training Centre at Tamale and by the production of primers and readers in Dagbani and Mampruli suitable for use in the Territory. The Extra-Mural Studies Department of the University College and the People's Education Association are actively pursuing their work in the Territory with the encouragement of the Administration which entirely finances the Extra-Mural Studies Department.

#### Note on Statistical Organisation

816. The office of the Government Statistician, the staff of which includes officials with professional qualifications, is responsible to the Ministry of Finance for the planning, collection, tabulation and interpretation of statistics relating to the Gold Coast and the Territory. A special demographic branch is responsible for census statistics and vital statistics are prepared in the first instance by the Registrar General to whom returns are submitted from those towns where births and deaths are notifiable. The only such town in the Territory is Ho. Outside the scheduled towns registration of births and deaths is compulsory only for the non-African population, except in certain towns and villages to which certain of the old Native Authorities applied registration rules. The Native Authorities were reluctant to enforce them. Reference to the problem of extending the scope of registration is made in Part X.

817. In many instances, particularly in the case of migration and trade, it is impossible to provide accurate statistics without placing a cordon round the Territory which in the interest of the inhabitants would be unthinkable. Estimates of the Territory's trade have been made on the basis of the recommendations of a working party comprising persons from the Government and from Commerce with a knowledge of the Territory's trade. The last population census of the Territory took place in 1948. The methods used are described in full in the Census Report. Agricultural data consist mainly of estimates made by the Department of Agriculture and both they and enumerations of livestock can be regarded only as approximations.

818. Apart from statistics published in the appendices to the 1951 Report on the Territory, the following statistical publications have reference to the Gold Coast and the Territory:—

- (i) "Census of Population, 1948, Report and Tables."
- (ii) "Economic and Statistical Bulletin of the Gold Coast" (published quarterly).
- (iii) "Economic Survey—1952" (published February, 1953).

These publications are available for reference in the United Nations Library.



## APPENDIX I

## Relationships between English Units with Metric Equivalents

(Trusteeship Council Resolution 231 (vi))

## LENGTH

	1 inch	=	2.540 centimetres
12 inches	= 1 foot	=	.3048 metre
3 feet	= 1 yard	=	.9144 metre
1,760 yards	= 1 mile	=	1.609 kilometres

## AREA

	1 sq. foot	=	.0929 sq. metre
9 sq. feet	= 1 sq. yard	=	.8361 sq. metre
4,840 sq. yards	= 1 acre	=	.4047 hectare
640 acres	= 1 sq. mile	=	2.590 sq. kilometres

## VOLUME

1 cubic foot	=	.0283 cubic metre
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## CAPACITY

	1 pint	=	.5682 litre
8 pints	= 1 imperial gallon	=	4.546 litres

## WEIGHT

	1 ounce troy	=	31.10 grammes
	1 ounce avoirdupois	=	28.35 grammes
16 ounces avoird.	= 1 pound (lb.)	=	.4536 kilogramme
100 lb.	= cental	=	45.36 kilogrammes
112 lb.	= cwt.	=	50.80 kilogrammes
20 cwt.	= 1 ton or long ton	=	1,016 tonnes

## APPENDIX II

## Population

## A. TOTAL POPULATION OF TOGOLAND UNDER UNITED KINGDOM TRUSTEESHIP

Year	Togoland	Southern <sup>(1)</sup> Section	Northern <sup>(2)</sup> Section
Census figures:			
1921 ... ..	187,959	87,175	100,784
1931 ... ..	293,714	125,566	168,148
1948 ... ..	382,768	172,575	210,193
Mid-year estimates:	000's	000's	000's
1935 ... ..	314	136	178
1939 ... ..	335	147	188
1943 ... ..	356	159	197
1948 ... ..	385	174	211
1949 ... ..	391	177	214
1950 ... ..	397	214	183
1951 ... ..	404	219	185
1952 ... ..	410	223	187

<sup>(1)</sup> Includes Krachi from 1950.<sup>(2)</sup> Includes Krachi up to 1949.

## B. NON-AFRICAN POPULATION

Year	Togoland	Northern Section	Southern Section
1921 ... ..	20	20	
1931 ... ..	43	6	37
1948 ... ..	51	6	45

Source: Office of the Government Statistician.

## C. POPULATION OF TOWNS

Northern Section:						1931	1948
Yendi	...	...	...	...	...	4,621	7,691
Akaratesi	...	...	...	...	...	1,737	2,299
Sambu	...	...	...	...	...	1,027	2,145
Bimbilla	...	...	...	...	...	1,051	2,126
Southern Section:							
Ho	...	...	...	...	...	3,407	5,840
Hohoe	...	...	...	...	...	3,785	5,665
Kpandu	...	...	...	...	...	2,989	4,055
Ziofe	...	...	...	...	...	333	3,425
Wurupong	...	...	...	...	...	824	2,846
Kadjebi	...	...	...	...	...	546	2,460
Papase	...	...	...	...	...	530	2,373
Borada	...	...	...	...	...	1,815	2,336
Worawora	...	...	...	...	...	1,406	2,162
Kpetoe	...	...	...	...	...	1,064	2,118
Kete-Krachi	...	...	...	...	...	1,218	2,020

## D. POPULATION BY AREA

		Togoland	Northern	Southern	Ho, Kpandu and Jasikan	Krachi	Dagomba pt.	Gonja pt.	Mamprusi pt.
Mid 1948	...	385,260 5,410 620	179,430	205,830	173,790 2,440 790	32,040 450 520	100,690 1,410 — 920	7,120 100 220	71,620 1,010 10
Mid 1949	...	391,290 5,490 620	181,260	210,030	177,020 2,490 790	33,010 460 520	101,180 1,420 — 920	7,440 100 220	72,640 1,020 10
Mid 1950	...	397,400 5,580 620	183,110	214,290	180,300 2,530 790	33,990 480 520	101,680 1,430 — 920	7,760 110 220	73,670 1,030 10
Mid 1951	...	403,600 5,670 620	184,990	218,610	183,620 2,580 790	34,990 490 520	102,190 1,440 — 920	8,090 110 220	74,710 1,050 10
Mid 1952	...	409,890	186,900	222,990	186,990	36,000	102,710	8,420	75,770

NI = Normal increase.

M = Migration.

## E. MALE OCCUPATION GROUPS

Cultivation of cocoa	...	...	...	...	...	...	9,618
Artisans, craftsmen and skilled workmen	...	...	...	...	...	...	9,984
Shopkeepers, traders and sellers	...	...	...	...	...	...	4,016
Unskilled workmen	...	...	...	...	...	...	7,992
Remainder	...	...	...	...	...	...	86,790
Total males aged 15 years and over							118,400

## F. VITAL STATISTICS

The coverage of vital registration is not yet sufficient to yield reliable information. But the inter-censal growth of population and a fertility enquiry made in 1948 give the following estimates for the Gold Coast and the Territory as a whole.

Birth rate ... 46 per 1,000 total population p.a.

Death rate ... 32 per 1,000 total population p.a.

Natural increase ... 14

These figures probably give a reasonable indication of the rates in Togoland.

## G. AGE AND SEX COMPOSITIONS

## (i) Males

Thousands

	Togoland		Southern Section		Northern Section	
	1948	1952*	1948	1952*	1948	1952*
All ages	195.2	207.7	87.9	113.4	107.3	94.3
Under 1 year	8.9	9.5	3.7	4.9	5.2	4.6
1-4 years	19.7	21.0	8.8	11.5	10.9	9.5
5-14 years	42.6	45.3	18.9	24.4	23.7	20.9
15-24 years	36.9	39.3	16.4	21.2	20.5	18.1
25-34 years	33.5	35.6	14.9	19.3	18.6	16.3
35-44 years	26.9	28.6	12.2	15.7	14.7	12.9
45-54 years	16.2	17.2	7.8	9.8	8.4	7.4
55-64 years	7.5	8.0	3.8	4.8	3.7	3.2
65 years and over	3.0	3.2	1.4	1.8	1.6	1.4

## (ii) Females

Age	Togoland		Southern Section		Northern Section	
	1948	1952*	1948	1952*	1948	1952*
All ages	190.1	202.2	85.9	109.6	104.2	92.6
Under 1 year	8.6	9.1	3.7	4.7	4.9	4.4
1-4 years	18.4	19.6	9.2	11.5	9.2	8.1
5-14 years	38.4	40.9	18.7	23.3	19.7	17.6
15-24 years	36.2	38.5	16.1	20.6	20.1	17.9
25-34 years	34.8	37.0	14.6	19.1	20.2	17.9
35-44 years	29.9	31.8	12.4	16.2	17.5	15.6
45-54 years	14.6	15.5	6.7	8.6	7.9	6.9
55-64 years	6.6	7.0	3.3	4.1	3.3	2.9
65 years and over	2.6	2.8	1.2	1.5	1.4	1.3

\* Mid-year estimates.

## H. TRIBAL DISTRIBUTION, 1948

Tribal distribution figures for the Territory and each district will be found at pages 164 and 165 of the Report on the Territory for 1950.

## APPENDIX III

## CLIMATIC DATA

## Yendi

Month	Mean Temperature °F.		Mean Relative Humidity Per cent.		Mean Rainfall	
	Max.	Min.	0900 G.M.T.	1500 G.M.T.	Amount (ins.)	Rain Days
January ... ..	94.5	66.9	40	16	0.19	1
February ... ..	98.2	71.2	46	21	0.26	1
March ... ..	101.0	75.4	55	23	1.65	3
April ... ..	97.3	75.1	67	42	3.63	5
May ... ..	92.9	73.3	71	50	5.20	7
June ... ..	88.1	71.8	80	63	5.48	9
July ... ..	86.3	70.9	83	71	6.09	9
August ... ..	83.5	71.1	85	71	7.85	12
September ... ..	85.3	70.6	83	69	10.79	16
October ... ..	88.1	70.5	76	61	5.34	10
November ... ..	91.7	67.8	66	38	0.73	2
December ... ..	94.2	64.0	47	16	0.34	1
ANNUAL MEAN ...	91.7	70.7	67	45	47.55	76

## Kete-Krachi

January ... ..	95.9	68.9	71	31	0.87	1
February ... ..	97.7	71.5	64	30	1.39	3
March ... ..	97.2	75.4	71	40	3.29	7
April ... ..	94.5	74.7	77	53	5.51	8
May ... ..	92.3	74.2	80	58	8.70	11
June ... ..	88.7	72.8	84	63	8.21	12
July ... ..	85.9	72.0	85	67	7.83	12
August ... ..	84.0	71.5	85	70	6.41	11
September ... ..	87.1	71.5	87	67	10.47	16
October ... ..	89.5	71.4	85	63	7.55	15
November ... ..	92.7	70.0	79	50	3.02	8
December ... ..	94.7	65.7	78	35	0.89	2
ANNUAL MEAN ...	91.7	71.6	79	52	64.14	106

## Ho

January ... ..	93.3	71.4	75	41	1.52	2
February ... ..	95.0	72.9	74	43	2.82	5
March ... ..	93.4	73.7	80	54	5.44	9
April ... ..	92.6	73.3	78	58	5.61	9
May ... ..	90.5	73.0	78	64	6.81	11
June ... ..	88.3	71.5	80	68	7.13	14
July ... ..	85.4	70.5	85	70	4.95	10
August ... ..	84.7	69.7	87	71	3.38	9
September ... ..	86.8	70.3	86	68	6.07	12
October ... ..	88.8	70.7	82	65	7.34	14
November ... ..	90.4	71.6	77	59	3.60	8
December ... ..	91.8	72.0	78	49	1.75	4
ANNUAL MEAN ...	90.1	71.7	80	59	56.42	107

## APPENDIX IV

## Administrative Structure of Government

## A. GOLD COAST GOVERNMENT STAFF

(The race shown is that of present holders, but Africans may hold all posts marked European)

(1) *Northern Section*

<i>Department</i>	<i>Area</i>	<i>Position</i>	<i>Salary Scale</i>	<i>Race</i>	<i>Sex</i>
Administration	Dagomba	1 Administrative Officer	A.1, B	European	Male
		1 Assistant Administrative Officer	A.1, A	European	Male
	Mamprusi (stationed just outside the Territory but serving part-time in it).	1 Clerical Officer	C.1	African	Male
		1 Clerical Assistant	D.1, 3	African	Male
		1 Station Foreman	C.3	African	Male
		1 Administrative Officer	A.1, B	European	Male
		2 Assistant Administrative Officers	A.1, A	European	Male
		1 Senior Executive Officer	B.3	African	Male
		1 Executive Officer	B.1	African	Male
		3 Clerical Officers	C.1	African	Male
		1 Clerical Assistant	D.1, 3	African	Male
		2 Station Foremen	C.3	African	Male
	Gonja (stationed just outside the Territory).	1 Assistant Administrative Officer	A.1, A	European	Male
		1 Clerical Officer	C.1	African	Male
		1 Clerical Assistant	D.1, 3	African	Male
Police	Dagomba	6 N.C.Os.	P.5, 6	African	Male
		19 { Constables: Class I Class II Class III Class IV	P.4 P.3 P.2 P.1	African	Male
				African	Male
				African	Male
Posts, and Telecommunications.	Dagomba Mamprusi (stationed just outside the Territory).	1 Postmaster, Grade III	C.5A	African	Male
		2 Postmasters, Grade III	C.5A	African	Male
Rural Water Development	Yendi	3 Artisans	C.2, 3	African	Male

## A. GOLD COAST GOVERNMENT STAFF—(continued)

## (1) Northern Section—(continued)

Department	Area	Position	Salary Scale	Race	Sex
Education	Dagomba	1 Senior Teacher 4 Junior Teachers	F.4A F.2A	African African	Male Male
Meteorological	Yendi	1 Senior Observer 2 Observers	F.4A F.2A	African African	Male Male
Agriculture	Dagomba	1 Agricultural Officer 1 Technical Officer, Grade II	A.1, A B.1	African African	Male Male
Animal Health	Dagomba Mamprusi	1 Senior Veterinary Assistant 2 Veterinary Assistants 1 Veterinary Pupil 4 Cattle Patrols 2 Senior Veterinary Assistants 3 Veterinary Assistants 8 Cattle Patrols	B.2 B.1 £132 p.a. 6/6 to 8/6 per day B.2 B.1 6/6 to 8/6 per day	African African African African African African African	Male Male Male Male Male Male Male
Forestry	Dagomba Mamprusi	1 Assistant Conservator of Forests 1 Clerical Officer 4 Forest Rangers 2 Learners Forest Guards 1 Assistant Conservator of Forests (at Bawku). 1 Clerical Officer 6 Forest Rangers 1 Learner Forest Ranger 7 Forest Guards 4 Learner Forest Guards	A.1, A C.1, A, b B.1 6/- per diem A.1, A C.1, A, B B.1 £108 or £132 per annum 8/- per diem 6/- per diem	European African African African European African African African African	Male Male Male Male Male Male Male Male Male

## (2) Southern Section

Department	Area	Position	Salary Scale	Race	Sex
Administration	Ho (Regional Headquarters and Ho District).	1 Regional Officer	£2,250	European	Male
		1 Assistant Regional Officer	£2,100	European	Male
		1 Administrative Officer	A.1, B	European/ African.	Male
		1 Assistant Administrative Officer	A.1, A	European	Male
		1 Reserve Settlement Commissioner	£1,940	European	Male
		3 Senior Executive Officers	B.3	African	Male
		1 Executive Officer	B.1	African	Male
		8 Clerical Officers	C.1A, B	African	Male
		5 Clerical Assistants	D.1, 3	African	Male
		1 Works Foreman	B.3	African	Male
	1 Stenographer	D.3	African	Male	
	Kpandu	1 Administrative Officer	A.1, B	European	Male
		1 Senior Executive Officer	B.3	African	Male
		1 Executive Officer	B.1	African	Male
		1 Clerical Officer	C.1, A	African	Male
		1 Clerical Assistant	D.1	African	Male
	1 Assistant Road Overseer	D.4	African	Male	
Jasikan	1 Administrative Officer	A.1, B	European	Male	
	1 Senior Executive Officer	B.3	African	Male	
	2 Clerical Officers	C.1, A, B	African	Male	
	1 Clerical Assistant	D.1	African	Male	
	1 Station Foreman	C.3	African	Male	
Kete-Krachi (incorporated into the Jasikan District in December, 1952)	1 Senior Executive Officer	B.3	African	Male	
	1 Clerical Assistant	D.1	African	Male	
Medical		See Appendix XIX			



## A. GOLD COAST GOVERNMENT STAFF—(continued)

## (2) Southern Section—(continued)

Department	Area	Position	Salary Scale	Race	Sex
Education	Southern Togoland	1 Senior Education Officer 1 Education Officer 13 Assistant Education Officers 2 Clerical Officers 2 Clerical Assistants 1 Senior Teacher 1 Junior Teacher	A.1, B B.3 F.3, B C.1, A, B D.a, 3 F.4, A F.2, A	European African African African African African African	Male Male Male Male Male Male Male
Prisons	Ho, Kpandu and Kete-Krachi	1 Principal Warden (KOP) 2 2nd Class Staff Warders (KOP) 3 3rd Class Staff Warders 39 Warders (Class ii-iv)	G.5 G.3 G.2 G.1	African African African African	Male Male Male Male
Supreme Court	Ho	1 District Magistrate 1 Higher Executive Officer 2 Executive Officers 1 Typist	A.1, 2 B.2 B.1 D.2	European African African African	Male Male Male Male
Rural Water Development	Ho	1 Inspector of Works 2 Junior Staff 5 Artisans	B.3 D.1, 3 C.2, 3	European African African	Male Male Male
Meteorological	Kete-Krachi Ho	1 Senior Observer 2 Observers 1 Messenger 2 Observers	F.4, A F.2, A Daily rates F.2, A	African African African African	Male Male Male Male
Police	Southern Section	1 Superintendent 4 Inspectors Sergeants Corporals Constables 65 { Class I Class II Class III Class IV	P.12 P.8, 9    P.4 P.3 P.2 P.1	European African    African African African African	Male Male    Male Male Male Male

Posts and Telecommunications	Southern Section	6 Postmasters 11 P. & T. Officers and Wireless Operators 7 Telephonists 5 Technicians 12 Assistant Linemen 35 Postal Agents 12 Messengers	B.2, B and B.2 A C.1 O.2 C.1, 2 7/6 and 5/6 per day On Contract 5/- per day	African African African African African African	Male Male Male Male Male Male
		Higher Executive Officer Clerical Officer Executive Officer	B.2 C.1, A, B B.1	African African African	Male Male Male
		Senior Co-operative Assistant Inspectors of Co-operative Societies	B.2 C.1, A, B	African African	Male Male
		1 Clerical Officer	C.1, A, B	African	Male
		1 Collector 18 Superintendents 8 Chief Preventive Officers 9 Preventive Officers 78 Assistant Preventive Officers	B.4, B G.5, 6 G.3 G.2, B G.1	African African African African African	Male Male Male Male Male
Agriculture	Kpeve	1 Senior Agriculture Officer 1 Senior Technical Officer 2 Technical Officers, Grade I 2 Technical Officers, Grade II 2 Executive Officers 1 Clerical Officer 1 Pigman 1 Messenger 1 Technical Officer, Grade I 1 Technical Officer, Grade II 1 Technical Officer, Grade I 1 Technical Officer, Grade I 1 Technical Officer, Grade II 1 Technical Officer, Grade I	A.1, B A.1, A B.2 B.1 B.1 C.1, A, B K.3 (old Scale) 5/- per diem B.2 B.1 B.2 B.2 B.1 B.2	European African African African African African African African African African African African African African African	Male Male Male Male Male Male Male Male Male Male Male Male Male Male Male
(a) General	Ho Kpedze Kpandu Hohoe Kadjebi Kete-Krachi				
Treasury	Ho				
Co-operation	Southern Section				
Labour	Southern Section				
Customs Preventive Service					

A. GOLD COAST GOVERNMENT STAFF—(continued)  
(2) Southern Section—(continued)

Department	Area	Position	Salary Scale	Race	Sex
Agriculture: (b) Produce Inspection	Hohoe	1 Inspector of Produce	A.1, A	African	Male
		1 Produce Supervisor, Grade I	F.1, A	African	Male
		1 Produce Supervisor, Grade II	B.1, B	African	Male
		32 Produce Examiners	D.1, B.3	African	Male
		1 Clerical Officer	C.1, A, B.	African	Male
		1 Clerical Assistant	D.1, 3	African	Male
		1 Produce Supervisor, Grade I	F.1, A	African	Male
		3 Produce Examiners	D.1, B.3	African	Male
		1 Produce Supervisor, Grade II	B.1, B	African	Male
		4 Produce Examiners	D.1, B.3	African	Male
	Dafo	1 Produce Supervisor, Grade II	B.1, B	African	Male
		3 Produce Examiners	D.1, B.3	African	Male
		5 Produce Examiners	D.1, B.3	African	Male
		4 Produce Examiners	D.1, B.3	African	Male
		4 Produce Examiners	D.1, B.3	African	Male
(c) Cocoa Survey	Hohoe	1 Agricultural Survey Officer	B.3	European	Male
		1 Agricultural Survey Officer	B.3	European	Male
		1 Technical Officer, Grade II	B.1	African	Male
		1 Established Field Assistant	O.2	African	Male
		1 Agricultural Survey Officer	B.3	African	Male
	Jasikan	1 Executive Officer	B.1	African	Male
		1 2nd Division Recorder	D.1, A	African	Male
		2 Established Field Assistants	O.2	African	Male
		3 Established Field Assistants	D.1, B	African	Male
	Kpedze				
	Kpeve				

## B. SALARY SCALES

Scale		£	£	£	£	£	£	£	£	£	
A	5	1,900	2,000	2,100	2,200						
	4	1,400	1,500	1,600							
	3	1,400	1,450	1,500							
	2	1,350	1,420	1,500							
	1A	650	680 <sub>a</sub>	710 <sub>a</sub>	740	800	830	860 <sub>b</sub>	890 <sub>d</sub>		
		920 <sub>e</sub>	950								
	1B	1,000	1,040	1,080	1,120	1,160	1,200	1,240	1,280		
B	6	1,250	1,300	1,350							
	5	1,100	1,140	1,180							
	4B	850	880	910	1,000	1,030	1,060				
	4A	825	855	885	915	945	975				
	3	650	675	700	725	750	775	800			
	2A	430	455	480							
	2B	505	530	555	580						
	1A	160	170	180							
	1B	190 <sub>f</sub>	200	210	220 <sub>g</sub>	235	250	265	280		
		295	310	325	340	355	370				
	C	6A	310	325	340	355	370				
		5	340	355	370	390	410				
4		270	280	290	300						
3		220	230	240	250	260					
6B		385	400	415	430	445	460	475	490		
2A		130	138	146	154	162	170	178			
2B		186	194	202	210						
1A		130	140	150	160	170	180	190	200		
		210	220	230	240	250	260				
1B		270	280								
1C		290	300	310	320						
D		7	400	420	440	460	480	500			
		6	300	312	324	336	348	360			
	5A	210	220	230	240	250	260				
	4	144	152	160	168	176	184				
	3	120	126	132	144						
	2	96	102	108	114	120					
	5B	270	280								
	5C	290	300								
	4B	192	200								
	1A	90	95								
	1B	105	110	115	120						
	F	4A	380	400	420	440	460 <sub>h</sub>	480			
		3	305	330	355	380	405	430			
2		160	170 <sub>j</sub>	180	190	200	210	220	230	240	
		260	270	280	295	310	295	310	325	340	
1		140	150	160	170	180	190	200	210	220	
		240	250	260	270	280	290	300	310	320	
4B		505	530	555	580						
3		455	480	505	530	555	580				
2		370	385	400							
G		6	420	440	460	480	500	520			
	5	310	325	340	355	370	385	400			
	4	220	230	240	250	260	270	280	290		
	3	170	180	190	200	210					
	2A	115	120	125	130	135	140				
	1	90	95	100	105	110					
	2B	145	150	155	160	165					

## B. SALARY SCALES—(continued)

Scale		£	£	£	£	£	£	£	£	£
H	4	455	480	530	555	580				
	3	320	340	360	380	400	420			
	2	260	270	280	290	300	310			
	1	175	185	195	205	215	225	235	245	
N	6	750	780	810	840	870	900	930	960	
	5	650	675	700	725	750	775	800	825	850
	4	600	625	650	675	700				
	3	505	530	555	580					
	2	360	380	400	420	440	460			
	1	130	140	150	160	170	180	190	200	210
		220	235	250	265	280	295	310	325	340
O	5	405	430	455	480	505	530	555	580	
	4	270	280	290	300	315	330	345	360	
	3	200	210	220	230	240	250			
	2	126	132	138	144	152	160	168		
	1	78	82	86	90	95	100	105	110	115
										120
P	13	1,140	1,180	1,220	1,260	1,300				
	12	850	880	910	940	970	1,000	1,030	1,060	
	11	650	675	700	725	750	775	800		
	10	600	625	650	675	700				
	9	480	505	530	555	580				
	8	370	390	410	430	450				
	7	310	325	340	355					
	6	250	260	270	280	290				
	5	210	220	230	240					
	4	170	180	190	200					
	3	145	150	155	160	165				
	2	115	120	125	130	135	140			
	1	90	95	100	105	110				

*Notes on Salary Scales*

\* Consolidated salary.

(a) Entry point for Agricultural Officers (including Specialists), Chemists and Education Officers.

(b) Entry point for Engineers (with two years' practical experience after qualifying), Architects and Inspectors of Mines.

(c) Entry point for Veterinary Officers.

(d) Entry point for Medical Officers (after 1 year House Surgeons).

(e) Entry point for Legal Officers and Valuers (3 years' professional experience).

(f) Entry point for holders of School Certificate.

(g) Entry point for Executive Officers.

(h) Maximum point for Senior Teachers.

(j) Entry point for Junior Teacher, Grade 1 and Junior Technical Teacher.

*Overseas Pay*

Overseas Officers as defined in Chapter III of Sessional Paper No. 1 of 1947 receive Overseas Pay at the following rates:—

<i>Basic Salary</i>	<i>Overseas Pay</i>
£	£
650—749	175
750—849	225
850—1,029	275
1,030—1,249	325
over 1,249	350

## C. GROUPINGS AND AREAS OF LOCAL AUTHORITIES IN THE TERRITORY

Local Authority	Date of Establishment	Area	Remarks
(1) MAMPRUSI DISTRICT COUNCIL <i>Kusasi</i> ... .. Agolle Local Council ... East Agolle Local Council ...	... .. ... .. ... .. ... ..	— The canton of Pusiga ... .. That cantons of Woricombo, Bugri, Kagbiri and Tempane.	Only partly in Togoland. Only partly in Togoland.
<i>South Mamprusi</i> Nalerigu Local Council ...	... .. 1. 6.52	That portion of the area of authority of the Mamprusi Native Authority on the 31st May, 1952, which was administered directly by the Nayiri.	Only partly in Togoland.
Yunyoo Local Council ...	... .. 1. 6.52	The area of authority of the Yunyoo Subordinate Native Authority on the 31st May, 1952.	
Bunkpurugu Local Council ...	... .. 1. 6.52	The area of authority of the Bunkpurugu Subordinate Native Authority on the 31st May, 1952.	
(2) DAGOMBA DISTRICT COUNCIL Yendi Local Council ...	... .. ... .. 24. 5.52 15. 5.52	— The area of authority of the Dagomba Native Authority on the 4th May, 1952, excluding the areas of authority of the Tamale Urban Council and of the Tolon, Nanton, Gushiego, Kumbungu, Karaga, Chereponi, Sunson, Yelzori, Mion, Savelugu and Kworli Local Councils.	Only partly in Togoland.
Chereponi Local Council ...	... .. 10. 5.52	Chereponi Sub-Native Authority.	
Gushiego Local Council ...	... .. 24. 6.52	Gushiego Sub-Native Authority.	
Kworli Local Council ...	... .. 12. 5.52	Kworli Sub-Native Authority.	
Mion Local Council ...	... .. 6. 5.52	Mion Sub-Native Authority ... ..	Only partly in Togoland.
Sunson Local Council ...	... .. 8. 5.52	Sunson Sub-Native Authority.	
Yelzori Local Council ...	... .. 10. 5.52	Yelzori Sub-Native Authority.	
(3) NANUMBA DISTRICT COUNCIL Bimbilla Local Council ...	... .. ... .. 15. 5.52	Nanumba Native Authority.	
Dakpam Local Council ...	... .. 2. 5.52	Lands under authority of Chief of Bimbilla.	
Juo Local Council ...	... .. 3. 5.52	Dakpam Sub-Native Authority.	
Nakpa Local Council ...	... .. 6. 5.52	Juo Sub-Native Authority.	
	... .. 6. 5.52	Nakpa Sub-Native Authority.	

## C. GROUPINGS AND AREAS OF LOCAL AUTHORITIES IN THE TERRITORY—(continued)

<i>Local Authority</i>	<i>Date of Establishment</i>	<i>Area</i>	<i>Remarks</i>
(4) GONJA VOLTA DISTRICT COUNCIL Alfai Local Council ...	1. 5.52 28. 4.52	Lands within authority of Chiefs of Kpandai and Kanakulai.	Only partly in Togoland.
Kpembe Local Council ...	28. 4.52	Lands within authority of the Chief of Kpembe.	Only partly in Togoland.
(5) Ho DISTRICT COUNCIL ... Adaklu Local Council...	— 15.12.52	The areas of the following Divisions:— (1) Adaklu. (2) Ahunda.	To be established in 1953.
Anyigbe Local Council ...	16. 8.52	The areas of the following Divisions:— (1) Agotime. (2) Dakpa. (3) Djalele. (4) Ziofe.	Partly outside the Territory.
Asogli Local Council ...	16. 8.52	The areas of the following Divisions:— (1) Akoefe. (2) Ho. (3) Hodzo. (4) Tanyigbe. (5) Tokokoe.	
Dzigbe Local Council ...	16. 8.52	The areas of the following Divisions:— (1) Abutia. (2) Akoviefe. (3) Akrofu. (4) Anfoeta. (5) Atikpui. (6) Ave. (7) Goviefe. (8) Hlefi. (9) Kiefe. (10) Kpale. (11) Lume. (12) Matse. (13) Shia. (14) Sokode. (15) Taviefe. (16) Todome. (17) Tsome (South). (18) Ziafi.	
Yingor Local Council ...	1. 5.52	The areas of the following Divisions:— (1) Akome. (2) Awatime. (3) Dodome. (4) Dzolo. (5) Hoe.	
(6) District Council for NORTHERN PART OF TRANS-VOLTA/TOGOLAND ...	—	—	(a) To be established in 1954.

Akan Local Council	...	16. 8.52	The lands within the area of authority of the Chiefs of Ahiamansu, Apekokubi, Asato, Kadjebe, Papase, and Worawora, together with those other parts of the Buem State which are enclaves within the said lands, and the lands within the area of authority of the Taphahene and the Pahiene, and all Akposso lands lying within Southern Togoland.	(a) To be established in 1953.
Buem Local Council	...	1.11.52	The area of the Buem State excluding those portions lying within the areas of authority of the Buem Akan Local Council and the Togo Plateau Local Council and the Likpe-Lolobi Local Council.	(b) Not yet assigned to a District Council but most likely to agree to incorporation with this one.
Togo Plateau Local Council	...	1.11.52	Akpafo (excluding Lolobi section), Bowiri, Nkonya and Santrokofi divisions.	To be established in 1953.
Krachi Local Council	...	16. 8.52	Akrosohene's land and Adele, Adjuali, Krachi Nchumuru, Ntrubu.	
Likpe-Lolobi Local Council	...	—	The areas of the Likpe Division and the Lolobi sub-Division.	
(7) KPANDU DISTRICT COUNCIL	...	16. 8.52	The areas of the following Divisions:— (1) Aveme. (2) Awate. (3) Botoku. (4) Kpeve. The areas of the following Divisions:— Alavanyo. Gbefi. Kpandui. Sovie. Tsome (North).	
Abode Local Council	...	16. 8.52	The area of the Anfoega Division. The areas of the following Divisions:— Agate. Fodome. Have. Leklebi. Liati. Logba.	
Akpini Local Council	...	16. 8.52	The area of the Anfoega Division. The areas of the following Divisions:— Agate. Fodome. Have. Leklebi. Liati. Logba.	
Anfoega Local Council	...	16. 8.52	The area of the Anfoega Division. The areas of the following Divisions:— Agate. Fodome. Have. Leklebi. Liati. Logba.	
East Dain Local Council	...	1.11.52	The area of the Gbi Division.	
Gbi-Hohoe Local Council	...	1.11.52	The area of the Gbi Division.	



## D. SPECIMEN LOCAL GOVERNMENT INSTRUMENT

All local councils are established by Instruments in which are set out the Councils' composition, powers and functions. The following instrument in respect of the Yingor Local Council is quoted as specimen:

## INSTRUMENT ESTABLISHING THE YINGOR LOCAL COUNCIL

IN exercise of the powers conferred upon the Minister by section 3 of the Local Government Ordinance, 1951, and with the prior approval of the Governor in Council, the following Instrument is hereby made:—

- Title.** 1. This Instrument may be cited as the Local Government (Yingor Local Council) Instrument, 1952.
- Interpretation.** 2. In this Instrument—"the Council" means the Yingor Local Council established by section 3 of this Instrument; "the Ordinance" means the Local Government Ordinance, 1951.
- Establishment.** 3. From and after the 1st day of May, 1952, there shall be a Council, to be known as the Yingor Local Council for the area specified in section 5 of this Instrument.
- Seal.** 4. (1) The common seal of the Council shall be the following device:—  
(2) Until such time as a seal as prescribed in paragraph (1) of this section is available, a stamp bearing the inscription "the Yingor Local Council" may be used as the common seal.
- Area of authority of the Council.** 5. The area of authority of the Council shall be the areas of the following Divisions:—  
(1) Akome; (6) Honuta;  
(2) Awatime; (7) Klave;  
(3) Dodome; (8) Kpedze;  
(4) Dzolo; (9) Kpoeta;  
(5) Hoe; (10) Saviepe.
- Location of offices of the Council.** 6. The Council shall establish its offices at Dzolo Kpuita at which offices meetings of the Council shall normally be held.
- Date of first meeting of the Council.** 7. The Council shall hold its first meeting on the 1st day of May, 1952.
- Constitution.** 8. The Council shall consist of thirteen Representative Members and six Traditional Members.
- Representative Members: distribution of seats.** 9. For the purpose of the election of Representative Members the area of the authority of the Council shall be divided into wards, as set out in the first and second columns of the Schedule to this instrument, and each such ward shall be represented by the number of Members set out against such ward in the third column of such Schedule.
- Traditional Members: distribution of seats.** 10. Traditional Members shall be appointed to the Council by the Awatime State Council.
- Representative Members: manner of election.** 11. The Representative Members shall be elected to the Council in accordance with the Elections (Local Government) Regulations, 1952 (Type B).
- Date of elections.** 12. The first elections of Representative Members to the Council shall be held on the 22nd day of April, 1952, and thereafter elections shall be held between the 1st and 14th days of April, 1955, and between such dates in every third subsequent year.
- Date of appointments.** 13. The first appointments of Traditional and Special Members shall be made between the 8th and 22nd days of April, 1952, and thereafter appointments shall be made between the 1st and 14th days of April, 1955, and between such dates in every third subsequent year.
- Appointment of President.** 14. The office of President of the Council shall be filled by the Paramount Chief of the Awatime State.
- Functions of the Council.** 15.—(1) The Council shall exercise all those powers, duties and functions conferred upon it by the Ordinance or by any other law for the time being in force and in particular those relating to the following matters:—  
(a) The functions set out in paragraphs (1), (2), (4), (6), (19), (22), (23), (24), (25), (27), (28), (32), (33), (34), (35), (36), (37), (38), (40), (41), (42), (43), (44), (45), (46), (47), (48), (49), (51), (57), (60), (62), (65), (67), (68), (69), (70), (72), (77), (78), (80), (81) of section 58 of the Ordinance to the extent that such functions were formerly exercisable by the Awatime Native Authority under the provisions of the Native Authority (Southern Section of Togoland under United Kingdom Trusteeship) Ordinance;  
(b) Imposition and collection of rates.

(2) The Council shall also exercise all those powers, duties and functions hitherto exercisable by the Awatime Native Authority in respect of:—

(a) the Awatime Native Court, and the Awatime, Akome, Dodome, Dzolo and Saviefe Native Court, and the Hohoe, Honuta, Klave, Kpedze and Kpoeta Native Court;

(b) the Awatime Native Authority Police provided that such body shall not exceed a strength of—

1 Sergeant, 1 Corporal, 5 Constables.

Made at Accra this 15th day of January, 1952.

E. O. ASAFU-ADJAYE,  
*Minister.*

SCHEDULE							
Ward	Area of Ward						No. of Representative Members
A	Akome Division	...	...	...	...	...	1
B	Amedjofe Sub-Division of Awatime Division	...	...	...	...	...	1
C	Biakpa Djokpe and Fume Sub-Divisions of Awatime Division.	...	...	...	...	...	1
D	Djobefeme and Vane Sub-Divisions of Awatime Division	...	...	...	...	...	1
E	Gbadzeme Sub-Division of Awatime Division	...	...	...	...	...	1
F	Dodome Division	...	...	...	...	...	1
G	Dzolo Division	...	...	...	...	...	1
H	Hoe and Klave Divisions	...	...	...	...	...	1
I	Honuta Division	...	...	...	...	...	1
J	Awlime Sub-Division of Kpedze Division	...	...	...	...	...	1
K	Anoe, Sreme and Todje Sub-Divisions of Kpedze Division.	...	...	...	...	...	1
L	Kpoeta Division	...	...	...	...	...	1
M	Saviefe Division	...	...	...	...	...	1

# APPENDIX V

## Justice

### A. CRIMINAL STATISTICS: MAGISTRATES COURTS AND SUPREME COURT

Offences	Number of Persons Convicted				Total Convictions	Death	Penalties			
	Adults		Juveniles				Imprisonment	Corporal Punishment	Fines and B.O.	Probation
	Men	Women	Boys	Girls						
1. Murder ... ..	6	—	—	—	6	2	4	—	—	—
2. Manslaughter ... ..	1	—	—	—	1	—	1	—	—	—
3. Coinage ... ..	2	—	—	—	2	—	1	—	1	—
4. Riot and unlawful assembly ... ..	13	—	—	—	13	—	7	—	6	—
5. Abduction and threatening ... ..	20	2	—	—	22	—	4	—	18	—
6. Rape ... ..	8	—	—	—	8	—	5	—	3	—
7. Assault and assault on police ... ..	130	12	—	—	142	—	22	—	120	—
8. Attempted suicide ... ..	6	—	—	—	6	—	1	—	5	—
9. Perjury ... ..	7	—	—	—	7	—	3	—	4	—
10. Criminal harm to person ... ..	40	1	1	—	42	—	19	—	22	1
11. Robbery ... ..	—	—	—	—	—	—	—	—	—	—
12. Burglary ... ..	—	—	—	—	—	—	—	—	—	—
13. Arson and damage to property ... ..	13	—	—	—	13	—	3	—	10	—
14. Housebreaking ... ..	2	—	—	—	2	—	2	—	—	—
15. Stealing ... ..	98	—	4	—	102	—	85	—	14	3
16. Fraud by false pretences ... ..	13	—	—	—	13	—	7	—	6	—
17. Receiving and unlawful possession ... ..	7	1	—	—	8	—	5	—	3	—
18. Arms and ammunition ord. ... ..	51	—	—	—	51	—	2	—	49	—
19. Liquor laws ... ..	11	3	—	—	14	—	1	—	13	—
20. Practising medicine without licence ... ..	1	—	—	—	1	—	—	—	1	—
21. Drunkenness and breach of peace ... ..	1	—	—	—	1	—	—	—	—	—
22. Illiterate protection ord. ... ..	—	—	—	—	—	—	—	—	—	—
TOTAL ... ..	430	19	5	—	454	2	172	—	276	4

NOTE:—The 454 convictions derived from 547 prosecutions and referred to 430 men, 19 women and 5 boys.

## B. CASES HEARD BY NATIVE COURTS

(i) *Southern Section*

<i>Cause of Action</i>	<i>Administrative Areas</i>			
	<i>Ho</i>	<i>Kpandu</i>	<i>Jasikan (including Krachi sub-district)</i>	<i>Total</i>
1. Assault or Threatening ... ..	54	87	290	431
2. Slander ... ..	—	—	—	—
3. Stealing ... ..	34	40	149	223
4. Sanitation ... ..	59	101	478	638
5. Morality ... ..	40	17	4	61
6. Infringement of Local Authority Rules	56	85	207	348
7. Custom ... ..	—	92	48	140
8. Other Offences ... ..	44	47	208	299
9. Personal Suits ... ..	48	154	199	401
10. Divorce and Matrimonial ... ..	8	34	7	49
11. Custody and Paternity of Children ...	3	11	2	16
12. Administration of Estates ... ..	—	8	8	16
13. Land ... ..	10	50	37	97
TOTAL ... ..	356	726	1,637	2,719

(ii) *Northern Section Courts*

1. Assault ... ..	90
2. Slander ... ..	3
3. Stealing ... ..	34
4. Sanitation ... ..	53
5. Morality ... ..	58
6. Infringement of Local Authority Rules...	24
7. Custom ... ..	—
8. Other Offences ... ..	40
TOTAL ... ..	302

NOTE.—The 302 convictions in the Northern Section arose from 333 prosecutions.

## APPENDIX VI

## Public Finance

## A. GOVERNMENT REVENUE AND EXPENDITURE

## (i) Togoland Revenue, 1951-52

	<i>Head</i>							<i>Amount</i> £
1. Import Duty	...	...	...	...	...	...	...	589,011
2. Export Duty	...	...	...	...	...	...	...	417,417*
3. Excise	...	...	...	...	...	...	...	4,553
4. Harbour Dues	...	...	...	...	...	...	...	7,247
5. Income Tax and Company Tax	...	...	...	...	...	...	...	52,250
6. Licences, etc.	...	...	...	...	...	...	...	20,090
7. Other Fees and Sales	...	...	...	...	...	...	...	25,808
8. Motor Licences	...	...	...	...	...	...	...	14,814
9. Posts and Telegraphs	...	...	...	...	...	...	...	16,330
10. Share of Profits of W.A. Currency Board	...	...	...	...	...	...	...	22,696
11. Miscellaneous	...	...	...	...	...	...	...	8,457
12. Colonial Development and Welfare Grants	...	...	...	...	...	...	...	13,600
13. Interest on Surplus Funds...	...	...	...	...	...	...	...	13,720
14. Grants from Cocoa Marketing Board	...	...	...	...	...	...	...	27,384
15. Transfer from Development Funds	...	...	...	...	...	...	...	293,227
TOTAL								£1,526,604

\* NOTE.—This does not include export duty paid into Development Funds (see Part VI, Section 1, Chapter 1) but the expenditure during the year from those funds is shown as head 15 above.

Head										Amount £
1.	The Governor	...	...	...	...	...	...	...	...	2,158
2.	Accountant General	...	...	...	...	...	...	...	...	3,902
3.	Agriculture	...	...	...	...	...	...	...	...	94,531
4.	Air Services	...	...	...	...	...	...	...	...	12,658
5.	Animal Health	...	...	...	...	...	...	...	...	11,120
6.	Audit	...	...	...	...	...	...	...	...	4,038
7.	Central Offices of Ministries	...	...	...	...	...	...	...	...	26,973
8.	Commerce and Industry	...	...	...	...	...	...	...	...	15,202
9.	Co-operation	...	...	...	...	...	...	...	...	3,869
10.	Customs and Excise	...	...	...	...	...	...	...	...	25,767
11.	Education	...	...	...	...	...	...	...	...	260,493
12.	Fisheries	...	...	...	...	...	...	...	...	750
13.	Forestry	...	...	...	...	...	...	...	...	10,706
14.	Geological Survey	...	...	...	...	...	...	...	...	3,990
15.	Grants in Aid to Local Development Committees	...	...	...	...	...	...	...	...	11,000
16.	Grants in aid to Local Authorities	...	...	...	...	...	...	...	...	63,758
17.	Harbour Expenditure	...	...	...	...	...	...	...	...	3,000
18.	Income Tax	...	...	...	...	...	...	...	...	3,120
19.	Justice	...	...	...	...	...	...	...	...	6,604
20.	Labour	...	...	...	...	...	...	...	...	2,479
21.	Lands	...	...	...	...	...	...	...	...	3,409
22.	Land and Soil Use Survey	...	...	...	...	...	...	...	...	4,805
23.	Legislature	...	...	...	...	...	...	...	...	7,820
24.	Local Government School	...	...	...	...	...	...	...	...	231
25.	Medical	...	...	...	...	...	...	...	...	61,107
26.	Military	...	...	...	...	...	...	...	...	76,960
27.	Miscellaneous	...	...	...	...	...	...	...	...	25,620
28.	Pensions and Gratuities	...	...	...	...	...	...	...	...	51,331
29.	Police	...	...	...	...	...	...	...	...	56,483
30.	Political Administration	...	...	...	...	...	...	...	...	22,822
31.	Posts and Telegraphs	...	...	...	...	...	...	...	...	28,260
32.	Printing	...	...	...	...	...	...	...	...	31,320
33.	Prisons	...	...	...	...	...	...	...	...	13,711
34.	Public Relations and Broadcasting	...	...	...	...	...	...	...	...	16,857
35.	Public Service Commission	...	...	...	...	...	...	...	...	861
36.	Public Works	...	...	...	...	...	...	...	...	206,322
37.	Registrar General	...	...	...	...	...	...	...	...	1,718
38.	Social Welfare	...	...	...	...	...	...	...	...	16,387
39.	Statistical	...	...	...	...	...	...	...	...	3,236
40.	Survey Department	...	...	...	...	...	...	...	...	21,740
41.	Temporary cost of living allowance	...	...	...	...	...	...	...	...	52,014
42.	Town and Country Planning	...	...	...	...	...	...	...	...	525
43.	Transport Department	...	...	...	...	...	...	...	...	18,739
44.	Water Supplies	...	...	...	...	...	...	...	...	27,969
TOTAL										£1,316,365

## B. LOCAL AUTHORITY REVENUE AND EXPENDITURE, 1951-52

## (i) Actual Revenue

## Southern Section

	Akpini	Asogli	Atando	Awatime	Ayonkudo	Buem	Krachi	Totals
Annual Rate ... ..	£ 2,362	£ 3,634	£ 1,269	£ 2,223	£ 1,100	£ 7,426	£ 6,857*	£ 24,871
Native Courts ... ..	1,765	1,688	754	864	1	3,891	536	9,499
Lands ... ..	122	10	—	15	—	37	585	769
Fees and Tolls ... ..	754	3,068	2,297	863	112	3,076	989	11,159
Licences ... ..	79	95	136	100	11	453	362	1,236
Interest ... ..	—	124	33	16	—	149	14	336
Miscellaneous ... ..	1,007	1,144	690	500	139	1,566	3,875	8,921
Government Grants in Aid ... ..	2,085	2,106	2,086	2,179	1,200	7,766	18,231	35,653
£	8,174	11,869	7,265	6,760	2,563	24,364	31,449	92,444

\* Includes £5,468 in annual rate and £1,389 collected as export tax on yams, meat, fish and groundnuts.

(ii) Actual Expenditure  
Southern Section

	<i>Akpini</i>	<i>Asogli</i>	<i>Atando</i>	<i>Awatime</i>	<i>Ayonkudo</i>	<i>Buam</i>	<i>Krachi</i>	<i>Total</i>
	£	£	£	£	£	£	£	£
Administration ...	893	1,729	663	894	384	3,588	1,280	9,431
Treasury ...	554	1,062	490	446	251	1,506	936	5,245
Native Courts ...	806	1,482	443	554	3	1,297	800	5,385
Police ...	767	820	393	317	107	1,264	880	4,548
Prisons ...	12	—	6	7	—	60	4	89
Agriculture ...	98	131	69	96	—	312	213	919
Forestry ...	—	—	—	—	—	—	664	664
Medical ...	105	317	14	464	—	892	997	2,789
Health ...	873	1,248	1,171	401	244	2,479	2,091	8,507
Education ...	1,623	1,860	657	1,136	304	4,876	4,572	15,028
Works and Services ...	898	1,609	707	730	54	2,835	10,093	16,926
Miscellaneous ...	717	1,392	569	398	132	1,710	3,091	8,009
Extraordinary ...	672	1,480	1,781	526	128	2,899	3,948	11,434
Contribution to Reserve Funds ...	—	500	—	200	—	500	—	1,200
£	8,018	13,630	6,963	6,169	1,607	24,218	29,569	90,174



## (iii) Actual Revenue

*Northern Section Native Authorities/District Councils*

*Note:*—The figures given in this and following tables in respect of the Northern Section are for the whole of the District Council areas, which in the case of Gonja, Dagomba and Mamprusi lie partly outside the Territory. The percentage of that part of the population of Gonja, Dagomba and Mamprusi lying within the Territory is 11 per cent., 49 per cent. and 18 per cent. respectively.

	<i>Mamprusi</i>	<i>Dagomba</i>	<i>Nanumba</i>	<i>Gonja</i>
	£	£	£	£
Direct Taxation ... ..	15,827	11,978	2,090	8,736
Native Courts ... ..	1,142	1,133	125	301
Fees ... ..	24,109	12,648	2,073	7,404
Ferries ... ..	1,442	420	—	186
Government Reimbursement ...	25,016	16,228	4,810	11,168
Government Grants ... ..	44,552	24,562	4,525	19,336
Transport Earnings ... ..	1,078	393	—	456

## (iv) Actual Expenditure

*Northern Section Native Authorities/District Councils*

<i>Description of Expenditure</i>	<i>Mamprusi</i>	<i>Dagomba</i>	<i>Nanumba</i>	<i>Gonja</i>
	£	£	£	£
Administration ... ..	16,209	9,982	1,231	7,493
Courts ... ..	299	458	23	234
Police ... ..	4,389	3,093	501	1,309
Works Recurrent and Staff ...	30,815	11,602	3,514	12,702
Miscellaneous Services ... ..	13,203	15,312	1,979	10,745
Education ... ..	19,797	9,853	663	7,161
Medical ... ..	3,132	873	150	921
Health ... ..	8,051	6,886	623	2,914
Agriculture ... ..	6,607	1,192	—	236
Animal Health ... ..	321	377	—	122
Forestry ... ..	1,380	816	285	92
Water Supplies ... ..	7,424	3,359	203	1,534
Capital Works ... ..	25,084	13,611	2,337	10,796

## C. LOCAL AUTHORITY RATES

## (i) Rates imposed in the Southern Section, 1951-52

	Men	Rate	Total	Women	Rate	Total	Special Rate Arrears, etc.	Rate Revenue
Akpini ...	£ 4,641	6/-	£ 1,436	5,640	2/-	£ 564	£ 362	£ 2,362
Asogli ...	*	6/-	*	*	4/-	*	*	3,634
Atando ...	3,000(†)	6/-	900(†)	1,630(†)	2/-	163(†)	206	1,269
Awatime ...	*	12/-	*	*	4/-	*	297(†)	2,223
Ayonkudo ...	1,800(†)	10/-	900(†)	1,000(†)	4/-	200(†)	—	1,100
Buam ...	19,933	6/-	6,100	7,333	3/-	1,100	226	7,426
Krachi ...	9,208	10/-	4,604	8,604(†)	2/-	864(†)	—	5,468

\* Figures not available.

(†) Approximate figures only.

NOTE:—In Akpini and Buam special higher rates were payable by various Chiefs and Elders.

## (ii) Rates Imposed in the Northern Section, 1951-52

Native Authority	Per Capita Rate		Actual Revenue	No. of Payers
	Men	Women		
	s. d.		£	
Mamprusi... ..	5 0	Nil	*11,766	47,064
Dagomba ... ..	8 0	Nil	† 8,918	22,296
Nanumba ... ..	8 0	Nil	1,775	4,438
Gonja ... ..	8 0	Nil	7,657	19,188

\* Arrears to be collected in 1951-52 = £11,148.

† Arrears to be collected in 1952-53 = £7,227.

## (iii) Rates of Cattle Tax: Northern Section

Native Authority	Rate of Tax per Head of Cattle	Actual Revenue	No. of Cattle
	s. d.	£ s. d.	
Mamprusi ... ..	2 0	4,061 0 0	40,610
Dagomba ... ..	2 0	3,059 12 0	30,596
Nanumba ... ..	2 0	315 16 0	3,158
Gonja... ..	3 0	1,079 2 0	7,194

## (iv) Rates Imposed for 1952-53

## Southern Section

Rating Authority (Local Council)	Basic Rate (Men and Women)	Additional graduated rate (Men only)
	s. d.	s. d.
Adaklu ... ..	6 0	6 0
Asogli... ..	6 0	6 0
Djigbe... ..	6 0	6 0
Anyigbe ... ..	6 0	6 0
Yingor ... ..	4 0	8 0
Gbi Hohoe ... ..	2 0	4 0
East Dain ... ..	10 0	10 0
Ablode ... ..	10 0	10 0
Akpini ... ..	10 0	10 0
Anfoega ... ..	10 0	10 0
Krachi ... ..	3 0	9 0
Akan ... ..	10 0	10 0
Buem ... ..	10 0	10 0
Togo Plateau... ..	10 0	10 0

In addition special rates are payable in specific centres of the Council areas as follows:—

<i>Local Council</i>	<i>Specified Areas</i>	<i>Men</i>	<i>Women</i>
Anfoega... ..	Anfoega Local Council ... ..	Special Rate 10s.	Special Rate 5s.
Akan ... ..	Worawora, Kadjebi, Apesokubi ... .. Asato ... .. Tapa Amanya, Tapa Breniase... ..	£1 10s. 5s.	— — —
Buém ... ..	Jasikan, Teteman, Borada, Guaman, Okadjakrom, Old Ayoma, Baglo, Atonkor, Kudje, Akaa ... .. Guaman ... .. Nsuta ... ..	£1 — 10s.	— 5s. 2s.
Gbi Hohoe ... ..	Gbi Hohoe Local Council ... ..	4s.	—
Togo Plateau ... ..	Akpafu Odomi ... .. Bowiri Anyinase, Bowiri Amanfro ... ..	£4 £1	£1 5s.
Yingor ... ..	Yingor Local Council Area ... ..	15s.	2s. 6d.

## (v) Rates Imposed for 1952-53

*Northern Section*

<i>Rating Authority (District Council)</i>	<i>Basic Rate (Men)</i>	<i>Cattle Tax</i>
	s. d.	s. d.
Mamprusi ... ..	6 0	—
Dagomba ... ..	8 0	2 0
Nanumba ... ..	8 0	2 0
Gonja/Volta ... ..	9 0	—

D. TABLE OF SPECIAL BUILDING AND EQUIPMENT GRANTS TO  
LOCAL AUTHORITIES, 1952-53(i) *Southern Section*(a) *Grants for the building of new offices:*

	£	
Ablode Local Council ...	2,000	work started
Yingor Local Council ...	2,000	funds allocated, work not started
Akan Local Council ...	2,000	work started
Dsodje Local Council ...	2,000	work started

(b) *Equipment Grants:*

In addition £800 has been divided equally among the four councils above for equipment grants.

(ii) *Northern Section*(a) *Grants for the building of new offices:*

Gonja Volta District Council (at Damongo) ... ..	£ 5,000	work started
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(b) *Equipment Grants:*

	£
Gonja Volta District Council	400
Mamprusi District Council	310
Dagomba District Council...	880
Nanumba District Council...	150

## E. FEES AND TOLLS COLLECTED BY LOCAL AUTHORITIES

In addition to rates, Native Authorities collected considerable sums in the form of fees and tolls: such taxes were normally levied in order to defray the expenses of services provided by the Native Authority, but in certain cases they were imposed in order to control activities which might be detrimental to the community. All such fees and tolls have been continued by the Local Government Ordinance, the revenues now accruing to the successor local authorities.

The following are the most important fees, tolls and licences payable in the Territory:—

- Market fees.
- Slaughter-House fees.
- Liquor (palm wine) licences.
- Conservancy fees.
- Herbalists licences.
- Fishing dues.
- Kraal and Caravanseraï fees.
- Drumming and Dancing licences.
- Lorry Park fees.
- Lorry Park collectors licences.
- Pound fees.
- Building permits.
- Bicycle licences.
- Firewood fees.
- Taxes on the exportation of foodstuffs.
- Hawkers licences.
- Hunting licences.
- Marriage fees.

The scale of fees and tolls varies from place to place.

## APPENDIX VII

## Taxation

NOTE:—Rates of Local Authority tax appear in Appendix vi C.

## A. MEMORANDUM ON INCOME TAX

*Scope of Charge.*—Tax is payable on all income accruing in, derived from, into, or received in the Gold Coast and the Territory in respect of:—

- (a) gains or profits from any trade, business, profession or vocation;
- (b) gains or profits from any employment;
- (c) dividends interest or discounts;
- (d) any pension, charge or annuity;
- (e) rents, royalties, premiums and any other profits arising from property.

It will thus be seen that in effect all income is taxable if it either arises in the Gold Coast or the Territory or arises abroad and is remitted. (Special provisions, however, exist to exempt from tax the foreign income of temporary visitors.)

*Deductions.*—Tax is charged only on net income, after deducting all expenses which are wholly incurred in the production of the gross income.

*Basis of Assessment.*—Income Tax is calculated and charged separately for each year of assessment, running the 1st April, in one year to the 31st March in the next. Normally the charge is calculated by reference to the income of the preceding year. But to avoid undue delay in the collection of tax when a business commences and to avoid undue prolongation of payment of tax when it ceases, provision is made for the assessment of tax in certain of the opening and closing years of a business or employment to be calculated by reference to the income of the year of assessment itself, and not that of the preceding year. The income so calculated for any year of assessment (irrespective of the period in which the income arose) is called the "assessable income" for that year.

*Capital Allowances.*—Liberal tax allowances are given for capital expenditure incurred for the purpose of a trade carried on in the Territory. Expenditure which ranks for these allowances includes expenditure on the purchase of plant, machinery and fixtures and on the construction of buildings, structures and works of a permanent nature, initial and development expenditure on mines and capital expenditure in connection with the working of a timber concession.

For the year in which ranking expenditure is incurred, an initial allowance is made at the following rates:—

Plant	...	...	...	...	...	...	...	40 per cent.
Mines and Timber concessions...	...	...	...	...	...	...	...	20 „ „
Buildings	...	...	...	...	...	...	...	10 „ „

For the same year and for future years during which the expenditure is in use for the trade, annual allowances are given on the reducing balance of expenditure (i.e. the original expenditure less allowances made for previous years) at the following rates:—

Plant	...	...	...	Varying rates dependent on the life of the particular asset in question—rates applicable to particular assets will be supplied on request.
-------	-----	-----	-----	--

Mines and Timber ... 15 per cent. or such higher rate as may be appropriate in view of the rate of exhaustion of the mineral deposits or the timber.

Buildings ... 10 per cent.

When the expenditure is exhausted, by the sale or abandonment of the assets, balancing allowances or charges are made. If the written-down value of the expenditure exceeds the amount (if any) realised on sale, a balancing allowance is made equal to the excess. If, on the other hand, the proceeds of sale exceed the written-down value, that excess is added to income by way of a balancing charge, which is, however, limited to the allowances made on the asset.

In total, therefore, a trader is given tax allowances equal to the net cost of an asset spread over the life of the asset.

*Personal Allowances.*—Individuals in the Territory pay tax not on their assessable income in full, but on the balance of assessable income after deducting certain personal allowances, which for the year of assessment, 1952–53, were as follows:—

- (i) to each individual, £200;
- (ii) in respect of a wife living with or maintained by the taxpayer, £150;
- (iii) in respect of each unmarried child (up to a maximum of five) who is either under sixteen years of age or is serving under articles or indentures with a view to qualify in a trade or profession, £50. In addition to the allowance of £50 an allowance equal to the costs incurred with the education of such children up to a maximum of £200 per child;
- (iv) the cost of maintaining a dependent relative, up to £100;
- (v) life assurance premiums, limited to:
  - (a) one-fifth of the taxpayer's total income;
  - (b) ten per cent. of the capital sum assured on death; and
  - (c) £1,000 (including any pension or provident fund contributions);
- (vi) the amount of any earned income of the taxpayer's wife, up to £150.

*Double Taxation Relief.*—Provision is made for certain relief from tax when a person pays tax on the same income both in the Gold Coast and in some other part of the British Commonwealth. The position in regard to the United Kingdom, Nigeria, Sierra Leone, the Gambia, Canada and New Zealand is regulated by Double Taxation Arrangements made with the respective Governments.

*Administration.*—The tax is under the administration of a Commissioner of Income Tax, with his Head Office at Accra. There is also an office at Kumasi, covering Ashanti and the Northern Territories. The assessment and collection of tax from the United Kingdom companies is normally arranged through the Colonial Income Tax Office, London. The Commissioner is responsible for obtaining returns of income, making assessments to tax and collecting the tax and paying it into the general revenue of the Gold Coast.

*Appeals.*—Assessments to tax made by the Commissioner are subject to appeal to the Supreme Court. Where the tax in dispute does not exceed £50, an appeal may be made to the Board of Commissioners, consisting of three persons who are not public officers, nominated by the Governor, and thence to the Supreme Court. An appeal lies from the Supreme Court to the West African Court of Appeal.

*Payment of Tax.*—Tax is normally payable in two equal instalments, the first within two months of the date of issue of the notice of assessment and the second by the 31st March, i.e., the last day of the year of assessment. Where tax is not paid by the due date, a penalty of 5 per cent. of the tax is imposed.

*Small Companies' Relief.*—With effect from the year of assessment, 1949–50, companies incorporated and controlled in the Gold Coast and the Territory on or after the 1st April, 1944, are entitled to relief, where their profits do not exceed £1,000 per annum, of all tax for the first two years, of two-thirds of the tax for the next two years and of one-third of the tax for the fifth and sixth years. Where the profits are between £1,000 and £3,000 relief at a diminishing rate is given.

*Pioneer Companies Relief.*—With a view to stimulating the development of new industries in the Gold Coast and the Territory, an important and generous relief is given to "pioneer companies" i.e. companies which carry on a new industry which has been declared "pioneer" by the Executive Council, and which have been given a "pioneer certificate" by the Minister of Finance. The maximum relief given is a "tax holiday period" of five years, i.e., exemption from tax on profits for five years, although a smaller relief may be authorised by the Executive Council (e.g. in the case of an industry which is already developing). This relief is alternative to the small companies relief.

If a loss is incurred over the whole of the tax holiday period, it is carried forward and set against subsequent profits.

Allowances for capital expenditure incurred during the tax holiday period are deferred until after the end of the period, thereby ensuring a further measure of relief to pioneer companies.

*Rates of Tax.*—After all deductions have been made, and, in the case of individuals, after personal allowances have been granted, tax is payable on the balance of chargeable income as follows:—

(a) by individuals and bodies of persons:—

Chargeable Income							Rate of Tax	
							s.	d.
On every pound of the first	...	...	...	...	...	£200	0	3
"	"	"	next	...	...	£200	0	6
"	"	"	"	...	...	£200	0	9
"	"	"	"	...	...	£200	1	0
"	"	"	"	...	...	£400	2	0
"	"	"	"	...	...	£800	3	0
"	"	"	"	...	...	£1,000	4	0
"	"	"	"	...	...	£1,000	5	0
"	"	"	"	...	...	£1,000	7	6
"	"	"	"	...	...	£5,000	9	0
"	"	"	exceeding	...	...	£10,000	11	6

(b) by companies, at 9s. in the £.



B. TABLE SHOWING EXAMPLES OF THE AMOUNT OF TAX PAYABLE BY SIX CLASSES OF TAXPAYERS  
FOR THE YEAR OF ASSESSMENT, 1952-53

Income	Single man	Married man	Married man with one child		Married man with two children	
			No educational allowance due	Maximum educational allowance due	Maximum educational allowance due for one child	Maximum educational allowance due for both children
£	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
500 ...	5 0 0	1 17 6	1 5 0	Nil	Nil	Nil
600 ...	7 10 0	3 15 0	2 10 0	Nil	Nil	Nil
700 ...	11 5 0	6 5 0	5 0 0	1 5 0	0 12 6	Nil
800 ...	15 0 0	9 7 6	7 10 0	2 10 0	1 17 6	Nil
900 ...	20 0 0	13 2 6	11 5 0	5 0 0	3 15 0	0 12 6
1,000 ...	25 0 0	17 10 0	15 0 0	7 10 0	6 5 0	1 17 6
1,250 ...	50 0 0	35 0 0	30 0 0	17 10 0	15 0 0	7 10 0
1,500 ...	80 0 0	60 0 0	55 0 0	35 0 0	30 0 0	17 10 0
1,750 ...	117 10 0	95 0 0	87 10 0	60 0 0	55 0 0	35 0 0
2,000 ...	155 0 0	132 10 0	125 0 0	95 0 0	87 10 0	60 0 0
2,500 ...	245 0 0	215 0 0	205 0 0	170 0 0	162 0 0	132 10 0
3,000 ...	345 0 0	315 0 0	305 0 0	265 0 0	255 0 0	215 0 0
4,000 ...	585 0 0	547 10 0	535 0 0	485 0 0	472 10 0	422 10 0
5,000 ...	935 0 0	878 15 0	860 0 0	785 0 0	766 5 0	691 5 0

## C. CUSTOMS TARIFF

Parts I and II of the first schedule to the Customs Ordinance quoted below give the rate of duty on imports from all sources and on exports to all destinations.

*Part I.—Import Duties of Customs*

Item No.	Goods	Rate of Duty		
		£ s. d.		
1	Accumulators (electric storage batteries) ... ..	<i>ad valorem</i> 10 per		
2	Ale, Beer, Cider, Perry, Porter and Stout ... ..	centum. the gallon ... ..	0	2 6
3	Apparel:—			
	(1) Cardigans, Jerseys, Pullovers, Shirts, Singlets, Chemises, Undervests and similar garments.	each... .. or 15 per centum <i>ad valorem</i> which- ever is the higher.	0	0 4
	(2) and (3) deleted			
	(4) Socks and Stockings ... ..	the pair ... .. or 15 per centum <i>ad valorem</i> which- ever is the higher.	0	0 3
	(5) Boots and shoes, not particularly exempted in Part III of this Schedule:—			
	(a) Made principally of canvas and rubber or of either.	the pair ... .. or 15 per centum <i>ad valorem</i> which- ever is the higher.	0	0 9
	(b) Other, including sandals, slippers, house shoes and other footwear.	<i>ad valorem</i> 15 per centum.		
4	Arms, Ammunition and Explosives:—			
	(1) Arms, including firearms:—			
	(a) Swords, Bayonets and similar weapons	each... ..	1	0 0
	(b) Rifles and Guns, including air, other than flint-lock.	each... ..	2	0 0
	(c) Revolvers and Pistols ... ..	each... ..	1	0 0
	(d) Flint-lock Guns ... ..	each... ..	1	0 0
	(2) Ammunition:—			
	(a) Cartridges, loaded:—			
	(i) .22 inch calibre or less ... ..	the hundred ... ..	0	5 0
	(ii) Exceeding .22 inch calibre ... ..	the hundred ... ..	0	7 6
	(b) Cartridges, unloaded ... ..	the hundred ... ..	0	1 0
	(c) Percussion Caps ... ..	the hundred ... ..	0	1 0
	(d) Shots, Slugs and Pellets ... ..	the pound ... ..	0	0 0½
	(3) Explosives:—			
	(a) Dynamite and cognate substances and gunpowder which the Comptroller is satisfied will be used solely in mining operations.	the pound ... ..	0	0 2
	(b) Gunpowder, not in this Part of this Schedule particularly charged with some different rate of duty.	the pound ... ..	0	2 6
	(c) Fireworks ... ..	the pound gross ... ..	0	1 6
5	Bags and Sacks measuring not less than thirty-six inches by sixteen inches ordinarily imported for the packing and transport of produce.	each... ..	0	0 2
5A	Bicycles and tricycles:—			
	(a) Whether imported assembled or unassembled	<i>ad valorem</i> 5 per centum.		
	(b) Spare parts, accessories and auxiliary engines therefor.	<i>ad valorem</i> 5 per centum.		

Item No.	Goods	Rate of Duty
6	Calcium Carbide ... ..	the pound ... £ s. d. ... 0 0 0½
7	Cinematograph Films containing pictures for exhibition, whether developed or not.	the hundred linear feet. 0 0 6
8	Clay Pipes ... ..	the gross ... 0 0 6
9	Cotton Manufactures:—	
	(1) Piece Goods:—	
	(a) Interlock Fabric:—	
	(i) Unbleached ... ..	the pound ... 0 0 2½
	(ii) Bleached ... ..	the pound ... 0 0 3½
	(iii) Dyed in the piece ... ..	the pound ... 0 0 4½
	(b) Other:—	
	(i) Grey, unbleached ... ..	the square yard ... 0 0 1½
	(ii) White, bleached ... ..	the square yard ... 0 0 2½
	(iii) Printed ... ..	the square yard or 10 per centum <i>ad valorem</i> which- ever is the higher.
	(iv) Dyed in the piece ... ..	the square yard ... 0 0 2½ or 10 per centum <i>ad valorem</i> which- ever is the higher.
	(v) Coloured ... ..	the square yard ... 0 0 2½ or 10 per centum <i>ad valorem</i> which- ever is the higher.
	(vi) Velvets, velveteens, plushes and other pile fabrics.	the square yard ... 0 0 9 or 10 per centum <i>ad valorem</i> which- ever is the higher.
	(vii) Fents ... ..	the pound ... 0 0 9 or 10 per centum <i>ad valorem</i> which- ever is the higher.
	(2) Handkerchiefs, not in the piece, but excluding pocket handkerchiefs.	the square yard ... 0 0 3 or 10 per centum <i>ad valorem</i> which- ever is the higher.
	(3) Towels ... ..	the square yard ... 0 0 4 or 10 per centum <i>ad valorem</i> which- ever is the higher.
	(4) Yarn ... ..	the pound ... 0 0 6
9A	Electric light bulbs and fluorescent lamps and tubes	<i>ad valorem</i> 10 per centum.
10	Grease, lubricating ... ..	the hundred pounds 0 6 0
11	Lime, all kinds ... ..	the ton gross ... 0 5 0
12	Machinery:—	
	(1) Sewing Machines ... ..	<i>ad valorem</i> 12½ per centum.
	(2) Typewriters ... ..	each... 3 0 0
13	Matches:— In boxes containing 80 matches or less (Matches in boxes containing a greater quantity than 80 matches each to be charged in proportion).	the gross boxes ... 0 6 6

Item No.	Goods	Rate of Duty
		£ s. d.
14	<p>Motor Vehicles, mechanically propelled:—</p> <p>(a) Motor cars, kitcars, pick-ups and delivery vans of a carrying capacity of less than 3,000 pounds, shooting brakes, utility cars and vans, station wagons and other similar motor vehicles, whether imported assembled or unassembled, and chassis for such vehicles when imported separately:—</p> <p>(i) Where the wheelbase is less than 9 feet 3 inches.</p> <p>(ii) Where the wheelbase is, or is greater than, 9 feet 3 inches.</p> <p>(b) Motor-cycles, motor-cycle side-cars and other similar vehicles, whether imported assembled or unassembled.</p> <p>For the purpose of sub-item (a) the term "wheelbase" shall be deemed to mean the shortest distance between two imaginary straight lines drawn vertically through the front and rear axles of the vehicle.</p>	<p>each...    ...    ...20 0 0</p> <p>each...    ...    ...30 0 0</p> <p><i>ad valorem</i> 5 per centum.</p>
15	Deleted.	
16	<p>Oils:—</p> <p>(1) Illuminating, including kerosene, power paraffin and other refined burning oils.</p> <p>(2) Lubricating    ...    ...    ...</p> <p>(3) Motor spirit and products ordinarily used as such; benzine, benzoline, naphtha (non-potable), gasoline, petrol and petroleum, aviation spirit, all kinds of shale and coal tar spirits, but not including kerosene, power paraffin and other refined burning oils.</p>	<p>the gallon ...    ... 0 0 7</p> <p>the gallon ...    ... 0 0 5</p> <p>the gallon ...    ... 0 1 0</p>
17	<p>Painters' Colours and Materials:—</p> <p>(1) Paints, colours, paint oils, polishes, lacquers, liquid driers and varnishes.</p> <p>(2) Turpentine and turpentine substitutes    ...</p>	<p><i>ad valorem</i> 10 per centum.</p> <p>the gallon ...    ... 0 1 0</p>
18	Perfumery and cosmetics not including dentifrices, mouth washes, toilet soaps or articles liable to duty as spirits.	<i>ad valorem</i> 66½ per centum.
19	Deleted.	
20	<p>Provisions:—</p> <p>(1) Biscuits, Bread and Cakes, other kinds    ...</p> <p>(2) Coffee:—</p> <p>(a) Raw    ...    ...    ...</p> <p>(b) Roasted, ground or otherwise prepared, including coffee substitutes, extracts, essences and other preparations of coffee.</p> <p>(3) Confectionery    ...    ...    ...</p> <p>(4) Repealed.</p> <p>(5) Fruit, dried    ...    ...    ...</p> <p>(6) Oils, edible    ...    ...    ...</p> <p>(7) Saccharine (including substances of a like nature or use).</p>	<p>the pound ...    ... 0 0 4</p> <p>the pound ...    ... 0 0 2</p> <p>the pound ...    ... 0 0 4</p> <p><i>ad valorem</i> 33½ per centum.</p> <p>the pound ...    ... 0 0 2</p> <p>the gallon ...    ... 0 0 10</p> <p>or 15 per centum</p> <p><i>ad valorem</i> whichever is the higher.</p> <p>the ounce ...    ... 0 2 0</p>

Item No.	Goods	Rate of Duty
	Provisions ( <i>Cont.</i> )	£ s. d.
	(8) Provisions, other than hops and malt, classified under provisions not elsewhere specified in the Official Import List, not in this Part of this Schedule charged with some different rate of duty and not particularly exempted in Part III of this Schedule.	<i>ad valorem</i> 15 per centum.
	(9) Tea and preparations of Tea ... ..	the pound ... .. 0 0 4
	(10) Vegetables:—	
	(a) Dried, canned or preserved ... ..	the pound ... .. 0 0 1½
	(b) Fresh—onions ... ..	the pound ... .. 0 0 0½
	(c) Fresh—potatoes ... ..	the hundred pounds 0 3 6
	(11) Vinegar ... ..	the gallon ... .. 0 1 0
21	Silk (artificial or artificial textile fibres), manufactures:	
	(1) Piece Goods:—	
	(a) Plushes, velvets and other pile tissues	the square yard ... 0 1 3 or <i>ad valorem</i> 10 per centum whichever is the higher.
	(b) Fents ... ..	the pound ... .. 0 1 6 or <i>ad valorem</i> 10 per centum whichever is the higher.
	(c) Other kinds ... ..	the square yard ... 0 0 4 or <i>ad valorem</i> 10 per centum whichever is the higher.
	(2) Handkerchiefs, not in the piece, but excluding pocket handkerchiefs.	the square yard ... 0 0 4 or <i>ad valorem</i> 10 per centum whichever is the higher.
22	Soap, common, including laundry, polishing and soft soap.	the hundred pounds 0 5 4
23	Spirits:—	
	(1) Brandy ... ..	the gallon ... .. 3 10 0
	(2) Gin ... ..	the gallon ... .. 3 4 0
	(3) Rum ... ..	the gallon ... .. 2 19 0
	(4) Whisky ... ..	the gallon ... .. 3 10 0
	(5) Spirituous medicinal preparations other than those specifically exempted from duty under Part III of this Schedule:—	
	(a) Where the alcoholic strength does not exceed 20 per centum of pure alcohol.	<i>ad valorem</i> 20 per centum.
	(b) Where the alcoholic strength exceeds 20 per centum of pure alcohol.	the gallon ... .. 2 11 6
	(6) Other potable spirits ... ..	the gallon ... .. 3 12 0
	(7) Brandy, gin, rum and whisky imported otherwise than in bottles. In addition to the duty imposed respectively under sub-items (1), (2), (3) or (4) of this item, for every degree or part thereof in excess of 43 per centum of pure alcohol.	the gallon ... .. 0 2 0
	Not potable:—	
	(8) Methylated:—	
	(a) Which the Comptroller is satisfied are imported solely for industrial, medical or scientific purposes and are not intended for sale.	the gallon ... .. 0 2 0
	(b) Other ... ..	the gallon ... .. 2 11 6

Item No.	Goods	Rate of Duty
	<b>Spirits (Cont.)</b>	
	(9) Perfumed, including dentifrices, toilet preparations and mouth washes.	the gallon ... .. £ s. d. ... .. 3 15 0 or <i>ad valorem</i> 66½ per centum whichever is the higher.
	(10) Other .. .. .	the gallon ... .. 0 10 0 or <i>ad valorem</i> 20 per centum whichever is the higher.
24	Deleted.	
25	<b>Tobacco:—</b>	
	(1) Unmanufactured... ..	the pound ... .. 0 4 3
	<b>Manufactured:—</b>	
	(2) Cigars ... ..	the pound ... .. 1 2 6
	(3) Cigarettes:—	
	(a) Not less in number than 408 to the pound.	the thousand ... .. 2 17 6
	(b) Less in number than 408 to the pound but not exceeding 3 lb. the thousand.	the thousand ... .. 3 5 0
	(c) Exceeding 3 lb. the thousand...	the pound ... .. 1 8 0
26	(4) Other manufactured tobacco and snuff ...	the pound ... .. 0 15 0
	<b>Toys and Games:—</b>	
	(1) Playing Cards ... ..	the pack not exceeding 54 cards. 0 0 4 <i>ad valorem</i> 20 per centum.
	(2) Other kinds, including all accessories and apparatus used in playing games, not in this Part of this Schedule particularly charged with some different rate of duty and not particularly exempted in Part III of this Schedule.	
27	<b>Umbrellas and Parasols</b> ... ..	each... .. 0 2 0 or <i>ad valorem</i> 20 per centum whichever is the higher.
28	<b>Wine:—</b>	
	(1) Sparkling... ..	the gallon ... .. 1 4 0
	(2) Still (in bottles):—	
	(a) Where the alcoholic strength does not exceed 14·2 per centum of pure alcohol.	the gallon ... .. 0 6 0
	(b) Where the alcoholic strength exceeds 14·2 per centum of pure alcohol	the gallon ... .. 0 14 0
	(3) Still (otherwise than in bottles):—	
	(a) Where the alcoholic strength does not exceed 14·2 per centum of pure alcohol.	the gallon ... .. 0 6 0
	(b) Where the alcoholic strength exceeds 14·2 per centum of pure alcohol but does not exceed 20 per centum of pure alcohol.	the gallon ... .. 0 10 0
	(c) Where the alcoholic strength exceeds 20 per centum of pure alcohol but does not exceed 24·5 per centum of pure alcohol.	the gallon ... .. 0 14 0
29	<b>Wood and Timber:—</b>	
	<b>Unmanufactured:—</b>	
	Lumber, sawn or hewn, dressed or undressed...	the thousand superficial feet. 2 10 0
30	All other goods not in this Part of this Schedule particularly enumerated or particularly exempted in Part III of this Schedule.	<i>ad valorem</i> 20 per centum.

*Part II—Export Duties of Customs*

<i>Item No.</i>	<i>Goods</i>	<i>Rate of Duty</i>
1	Cocoa ... For the purpose of this item, the value for duty shall be the value which the Comptroller is satisfied is the value f.o.b., excluding any export duty payable under this Part, at which the Gold Coast Cocoa Marketing Board has contracted to sell the cocoa to a purchaser outside the Gold Coast.	(a) Where the value for duty does not exceed £110 per ton, one-ninth of such value for duty or £10 per ton, whichever is the less; (b) Where the value for duty exceeds £110 per ton, an amount per ton equal to the amount by which the value for duty per ton exceeds £100.
2	Diamonds (rough and uncut diamonds which have been or shall be won from the earth within the Gold Coast) excluding any diamonds upon the value of which duty may be levied under the provisions of the Minerals Duty Ordinance, 1952. Where diamonds are lost in transit the rate of duty shall be 8 per centum of the average value of the three last preceding consignments which arrived safely.	<i>ad valorem</i> 9 per centum.
2A	Kola Nuts ...	For every 20 lb. weight or part thereof
3	Deleted.	
4	Timber:— (1) African Mahogany ( <i>Khaya</i> spp.), Gedu Nohor ( <i>Entandrophragma macrophyllum</i> ), Makore ( <i>Mimusops heckelii</i> ), Guarea ( <i>Guarea</i> spp.), Sapele ( <i>Entandrophragma cylindricum</i> ) and Cedar ( <i>Entandrophragma utile</i> ) (a) Logs (round or square) ... (b) Sawn ... (2) All species:— Curls ...	£ s. d. 0 0 6 the log ... 2 0 0 the cubic foot ... 0 0 2 the curl ... 0 10 0

## APPENDIX VIII

### Money and Banking

#### A. CURRENCY IN CIRCULATION (ESTIMATED)

	£ thousand				
<i>Type of currency</i>	1948	1949	1950	1951	1952
20s. and 10s. notes ...	721	1,463	1,401	1,613	2,417
Florins, shillings and sixpences ...	576	725	660	697	928
Threepences, pence, halfpence and tenth-pence ...	22	25	27	29	49
TOTAL ...	1,319	2,213	2,088	2,339	3,394

#### B. GOLD AND FOREIGN EXCHANGE

No separate gold and foreign exchange resources are held by the Territory itself, but as a member of the sterling area it has access to the central reserve. Sterling is, of course, held to some extent but in general such figures as are available relate to the currency areas of West Africa (including Togoland under United Kingdom Trusteeship) without distinguishing the separate territories comprising these areas.

C. POST OFFICE SAVINGS BANK, DEPOSITS AND WITHDRAWALS  
1948-1952

£

<i>Deposits or withdrawals</i>				1948	1949	1950	1951	1952
<b>Deposits:</b>								
Northern section	...	...	...	3,849	4,728	13,142	29,365	4,454
Southern section	...	...	...	42,273	44,905	43,463	67,928	55,090
<b>TOTAL</b>	...	...	...	46,122	49,633	55,605	97,293	59,544
<b>Withdrawals:</b>								
Northern section	...	...	...	2,456	1,498	862	1,059	1,443
Southern section	...	...	...	29,334	36,726	37,042	36,271	40,958
<b>TOTAL</b>	...	...	...	31,790	38,224	37,904	37,330	42,401

## APPENDIX IX

## Commerce and Trade

## A. IMPORTS AND EXPORTS

It would be impossible without placing a cordon round the Territory to provide exact figures of the Territory's trade. Such a cordon is of course unthinkable and would in any event be too high a price in interference in the movement of goods and people as well as in cost to pay for the production of trade figures.

Nevertheless an attempt has again been made to estimate the Territory's trade following the method adopted and explained at Appendix VIII of the Report on the Territory for 1951.

The figures of exports must in particular be regarded as rough estimates, with the exception of cocoa, which figure is known exactly and which accounts for over 80 per cent. of the Territory's exports by value.

Actual volume of exports may in fact be slightly higher than that quoted since it does not reveal clandestine coffee exports (no official purchases of coffee were made in the Territory during the crop year 1951-52) nor are groundnut export figures (probably less than £109,000 in value) available:

## (i) The Territory's Imports—1952 (Estimated)

<i>Item</i>	<i>Unit</i>	<i>Quantity</i>	<i>Value</i>
<b>I. Food, Drinks and tobacco</b>			£
Cabin biscuits ... ..	lbs.	148,746	7,489
Biscuits, cakes, etc., other kinds ... ..	lbs.	21,359	3,257
Butter ... ..	lbs.	20,398	4,042
Butter substitutes ... ..	lbs.	26,742	2,136
Cheese ... ..	lbs.	8,905	1,254
Coffee ... ..	lbs.	713	256
Confectionery ... ..	lbs.	20,622	2,546
Preserved fish (ex Gold Coast) ... ..	tons	1,115	167,250
Preserved from overseas ... ..	lbs.	751,346	72,785
Rice ... ..	lbs.	80,546	3,059
Flour ... ..	lbs.	4,307,568	126,586



<i>Item</i>	<i>Unit</i>	<i>Quantity</i>	<i>Value</i>
<b>I. Food, Drinks and tobacco—cont.</b>			£
Other farinaceous preparations ... ..	lbs.	121,030	6,399
Canned fruit ... ..	lbs.	4,570	328
Jams, jellies, etc. ... ..	lbs.	2,970	233
Lard and lard substitutes ... ..	lbs.	14,995	1,169
Pickled and salted beef ... ..	lbs.	75,064	3,120
Canned or bottled meat ... ..	lbs.	152,663	24,678
Meat—other kinds ... ..	lbs.	1,826	309
Milk—condensed ... ..	lbs.	364,293	24,944
Milk—powdered ... ..	lbs.	1,768	251
Milk—preserved ... ..	lbs.	1,520	76
Edible oil ... ..	gallons	2,381	1,815
Pickles and sauces ... ..	—	—	7,787
Provisions not elsewhere specified ... ..	—	—	2,737
Salt (ex Gold Coast) ... ..	lbs.	6,950,000	86,875
Salt (from overseas) ... ..	lbs.	67,992	497
Kola (ex Gold Coast) ... ..	tons	38	6,840
Spices ... ..	lbs.	4,338	121
Sugar ... ..	lbs.	2,179,395	73,728
Tea ... ..	lbs.	5,294	1,408
Canned vegetables ... ..	lbs.	15,220	1,020
Shallots (ex Gold Coast) ... ..	tons	46	4,537
Vinegar ... ..	gallons	41	22
Mineral waters (from overseas) ... ..	gallons	30	17
Mineral waters (ex Gold Coast) ... ..	gallons	957,995	174,149
Beer ... ..	gallons	515,202	234,180
Brandy ... ..	gallons	302	542
Whisky ... ..	gallons	182	400
Gin ... ..	gallons	1,200	1,590
Rum ... ..	gallons	189	252
Wine ... ..	gallons	1,295	1,682
Beverages not elsewhere specified ... ..	gallons	315	254
Cigarettes ... ..	lbs.	132,126	121,783
Cigars ... ..	lbs.	17	35
Tobacco unmanufactured ... ..	lbs.	165,016	49,472
<b>II. Unmanufactured articles</b>			
Grease ... ..	lbs.	16,582	663
Lime ... ..	tons	302	4,882
Tar ... ..	gallons	11,557	1,383
Others ... ..	—	—	869
Timber (ex Gold Coast) ... ..	cu. ft.	2,000	800
<b>III. Manufactured articles</b>			
Boots and shoes ... ..	pairs	13,016	8,174
Jerseys, etc. ... ..	No.	9,962	2,569
Headgear ... ..	No.	8,937	2,922
Singlets, Shirts, etc. ... ..	No.	94,038	14,866
Socks and stockings ... ..	pairs	5,227	579
Other garments ... ..	—	—	7,462
Jute bags (new) ... ..	No.	377,088	84,845
Jute bags (used) ... ..	No.	55	9
Bags other kinds ... ..	No.	5,182	63
Cordage ... ..	lbs.	10,167	2,488
Jute twine ... ..	lbs.	5,186	259
Cotton yarn ... ..	lbs.	14,016	5,782
Cotton piece goods ... ..	sq. yds.	6,441,793	852,804
Velveteen ... ..	sq. yds.	1,425	584
Sewing thread ... ..	lbs.	9,708	8,486
Blankets ... ..	No.	15,939	4,046
Fents ... ..	lbs.	2,771	870
Kerchiefs ... ..	sq. yds.	3,099	391
Towels ... ..	sq. yds.	34,506	7,052
Other cotton manufactures ... ..	—	—	10,811
Hemp manufactures ... ..	—	—	146
Jute piece goods ... ..	sq. yds.	—	62

Item	Unit	Quantity	Value
III. Manufactured articles—cont.			£
Linen manufactures ... ..	—	—	442
Artificial Silk goods ... ..	sq. yds.	1,378,092	197,312
Artificial Silk kerchiefs ... ..	sq. yds.	99,453	7,653
Artificial Silk other goods ... ..	lbs.	4,875	2,220
Artificial Silk (mixed)			
piece goods ... ..	sq. yds.	30,830	10,468
(mixed goods other kinds) ... ..	lbs.	1,096	472
Woollen yarns ... ..	sq. yds.	292	189
All wool piece goods ... ..	sq. yds.	3,646	1,460
Wool mixed with other materials	—	—	1,460
Piece Goods ... ..	sq. yds.	9,575	2,651
Other woollen goods ... ..	—	—	702
Clocks and watches ... ..	No.	5,579	5,820
Cutlery ... ..	—	—	762
Wireless and telegraph apparatus	—	—	6,456
Axes and hatchets ... ..	No.	1,480	556
Hoes ... ..	No.	11,527	1,184
Matchets ... ..	No.	111,173	11,285
Artisans tools ... ..	—	—	9,336
Tools other kinds ... ..	—	—	2,950
Sewing machines ... ..	No.	978	15,028
" parts ... ..	—	—	137
Typewriters ... ..	No.	16	405
" parts ... ..	—	—	51
Machinery not elsewhere specified	—	—	1,559
Brass and Manufactures thereof	—	—	3,248
Copper and Manufactures thereof	—	—	763
Buckets, pails and basins ... ..	No.	86,166	16,353
Iron and steel bars ... ..	tons	45	2,864
Corrugated Iron sheets ... ..	tons	256	26,948
Iron and steel rods, etc. ... ..	tons	85	4,727
Iron and steel not elsewhere specified	—	66	4,628
Hollow ware other than buckets			
pails and basins ... ..	lbs.	427,335	41,542
other kinds ... ..	—	—	168,188
Lead manufactures ... ..	tons	3	676
Tin manufactures ... ..	—	—	292
Zinc manufactures ... ..	—	—	238
Other metal manufactures	—	—	3,462
Photographic apparatus and materials	—	—	1,044
Plate and plated ware ... ..	—	—	287
Commercial vehicles ... ..	No.	68	49,180
" parts ... ..	—	—	56,104
Private " Cars ... ..	No.	40	21,733
" parts ... ..	—	—	2,799
Motor cycles ... ..	No.	3	403
" parts ... ..	—	—	49
Chassis, with engine ... ..	—	79	54,619
Bicycles ... ..	No.	2,141	22,744
" parts ... ..	—	—	3,962
Other vehicles ... ..	—	47	1,822
" parts ... ..	—	—	160
Tyres and tubes ... ..	No.	19,914	37,715
Sporting guns ... ..	No.	308	5,845
Ammunition ... ..	—	—	13,324
Gunpowder ... ..	lbs.	36,045	3,747
Trunks, etc. ... ..	—	—	3,497
Beads ... ..	lbs.	38,587	13,956
Blacking and Polishes ... ..	lbs.	16,378	2,134
Blue ... ..	lbs.	16,618	2,196
Books ... ..	—	—	4,156
Brooms and brushes ... ..	—	4,534	461
Candles ... ..	lbs.	50,621	3,037

<i>Item</i>	<i>Unit</i>	<i>Quantity</i>	<i>Value</i>
<b>III. Manufactured articles—cont.</b>			
Cement ... ..	tons	10,256	£ 106,302
Calcium carbide ... ..	lbs.	41,040	1,032
Caustic soda ... ..	lbs.	5,674	93
Dyes and dye stuffs ... ..	lbs.	176	101
Clay pipes ... ..	gross	94	69
Earthenware and china ... ..	—	—	4,208
Cork manufactures ... ..	lbs.	1,440	134
Glass and glassware ... ..	—	7,466	143
Lamps and lanterns ... ..	No.	—	10,132
Leather and manufactures thereof ... ..	lbs.	6,051	1,144
Matches ... ..	gr. boxes	25,569	14,193
Medicines and drugs ... ..	—	—	90,384
Musical instruments ... ..	—	—	3,576
Gas oil ... ..	gallons	423,068	21,109
Kerosene ... ..	gallons	635,336	38,611
Lubricating oil ... ..	gallons	86,512	22,164
Motor spirit ... ..	gallons	1,381,068	85,486
Other oils ... ..	gallons	894	277
Oilcloths and linoleum ... ..	—	—	216
Paper all kinds ... ..	—	—	22,054
Perfumery ... ..	—	—	33,369
Rubber manufactures ... ..	—	—	770
Soap ... ..	lbs.	1,003,650	49,354
Perfumed spirit ... ..	gallons	288	1,422
Stationery ... ..	—	—	19,609
Toys and games ... ..	—	—	432
Umbrellas and parasols ... ..	No.	944	481
Other manufactured goods ... ..	—	—	194,996
<b>Total ... ..</b>			<b>3,827,639</b>

## (ii) The Territory's Exports—1952 (Estimated)

<i>Item</i>	<i>Unit</i>	<i>Quantity</i>	<i>Value</i>
			£
Cocoa ... ..	tons	23,568	3,540,912
Palm kernels ... ..	tons	800	23,893
Cattle ... ..	No.	2,240	23,600
Sheep ... ..	No.	4,750	11,875
Goats ... ..	No.	3,500	7,000
Poultry ... ..	No.	50,000	15,000
Pigs ... ..	No.	600	3,000
Yams ... ..	tons	5,500	149,600
Guinea corn ... ..	tons	1,800	100,800
Millet ... ..	tons	600	21,600
Maize ... ..	tons	1,250	72,500
Pulses ... ..	tons	600	21,000
Cassava in various forms ... ..	tons	215	21,580
Palm oil ... ..	gallons	330	23,900
Shea butter ... ..	tons	400	14,500
Rice ... ..	tons	390	15,600
Plantains ... ..	tons	300	5,400
Other crops and forest produce ... ..	—	—	20,000
<b>Total ... ..</b>			<b>4,071,750</b>

## B. TRADING FIRMS

The following Companies have registered offices in the Territory:—

Joseph Nayo & Co., Ltd. (Kpandu).

The Estab Trading Co. Ltd. (Hohoe).

Togo Trade & Industries Ltd. (Hohoe).

Togoland Cocoa Producing & Trading Association Ltd. (Hohoe).

Trading Association Ltd. (Hohoe).

Companies are not required to be specifically registered within the Territory as such. A number of incorporated Trading Establishments whose main offices lie within the Gold Coast operate in the Territory. Among these the most prominent are:—

John Holt, Limited (Liverpool).

United Africa Company Ltd.

Compagnie Francaise de l'Afrique Occidentale (French).

Société Commerciale de L'Ouest Africain (French).

Commonwealth Trust, Ltd.

English and Scottish Joint Co-operative Wholesale Society.

G. B. Ollivant and Company Ltd.

Union Trading Company (Swiss).

A number of small private trading firms exist in the Territory but these are not registrable as companies.

## C. REPORT AND ACCOUNTS OF THE AGRICULTURAL PRODUCE MARKETING BOARD

## (i) Chairman's Report—1952

GENTLEMEN,

In presenting the Balance Sheet and Accounts of the Agricultural Produce Marketing Board for the year 1952, together with the Auditor's report I would, before reviewing the Board's operations, preface my observations with thanks and appreciation to the Chairman and Members of the outgoing Board for the manner in which the affairs of the Board were handed over permitting of a continuity of administration on a satisfactory basis.

This is the third Annual Report of the Organisation but the first under the new Constitution as covered by Ordinance No. 17 of 1952 which was brought into force on 1st July, 1952, the previous Board having functioned under Ordinance No. 9 of 1949.

The present Board is composed of:—

MR. T. M. KODWO MERCER	...	...	Chairman.
MR. J. A. E. MORLEY, M.B.E.	...	...	Managing Director.
ASAFOATSE S. K. APO II	...	...	} Representing Producers' Interests.
MR. I. W. K. AYENSON	...	...	
MR. W. HENKEL	...	...	
W. M. DAKURA TIZZA-NAA	...	...	
MR. D. H. MEDCALF	...	...	} Representing Commercial Interests.
MR. F. S. A. GEORGE	...	...	
MR. E. W. LEACH	...	...	Director of Agriculture.

In addition to the above the Board now has its own Executive controlled by a General Manager. Until August, 1952, the Board's Executive duties were carried out on an Agency basis, the Commissioner for Commerce being the Agent and the Government reimbursed on the basis of tonnages handled. Revised Standing Orders, to meet the terms of the new Ordinance, have been introduced; also an Investment Committee and a staff Committee have been formed.

*Finance:* The net surplus for the year amounted to £43,516 16s. 3d. as compared with £92,955 15s. 0d. for the previous year bringing the reserve funds up to £377,743 10s. 3d. The reduction in the surplus is not, however, due to curtailed operations. Rather the reverse as tonnages handled were on a much larger scale than previously but the tonnage margin on Palm Kernel sales was lower, whilst losses on Copra sales were incurred. I will deal with these points in greater detail when commenting on the specific commodities concerned. There

has been no change in the investments during the year under review apart from one small investment of £25,000 made during January, 1952 in 3 per cent. Savings Bonds 1955-1965. This curtailment in investments was again due to the adverse Copra market position which became apparent early in the year necessitating a retention of a reserve of liquid cash to meet the difference between cost of purchases and the amounts realised on sales. Furthermore, although in its first year's operation the Ministry of Food contract for Palm Kernels provided for a minimum price adequately covering the Board's fixed purchase price and costs, payments to the Board by the Ministry were limited to advances based on quarterly average market prices. It had to be foreseen that such quarterly prices might well be below the cost to the Board which in fact did occur. I mention these points particularly because of the appreciable cash balances on hand (after allowing for the deduction of liabilities) at the end of the year. Now that the future position in respect of both Palm Kernel and Copra appears to be somewhat easier, it will be possible again to consider to what extent further investments or reinvestments should be made.

For ready reference the Board's investments are as follows:—

	£	s.	d.
(a) Post Office Savings Bank (which includes interest of £8,395 16s. 8d.)...	258,395	16	8
(b) Savings Bonds—3 per cent.—1955-1965 (Nominal value £65,000)—			
at cost ... ..	62,035	6	6
<b>TOTAL ... ..</b>	<b>£320,431</b>	<b>3</b>	<b>2</b>

*Coffee:* The marketing of this commodity has been discussed at Board Meetings and the circumstances relating to Togoland production (previously the Board's main source of supply) did not change from those described in the Board's Second Annual Report for 1951, details of which I do not consider necessary to recapitulate here. During 1952 a new Contract was entered into with the Coffee Division of the Ministry of Food which enabled the Board to offer increased prices as from August, 1952. These increases for Superior Quality and F.A.Q. brought the F.O.B. prices to the Licensed Buying Agents up to £260 and £250 per ton respectively or *double* the prices prevailing throughout 1951 and for 1952 up to 31st July. Increases were also made for Types 3 and 4, from £65 to £75 and £45 to £60 per ton respectively. The time has been too short for these prices to have had effect on the Togoland production nor is it possible to say to what extent unauthorised transfers over the border will discontinue and production be diverted to the Board's own buyers. On the other hand the increased prices did have the effect of attracting supplies from an entirely new source in the Colony area when 34 tons were purchased for export. Coffee is one of the very few commodities which, during the past 12 months, has continued to maintain a high price level, and the Board will lose no opportunity which may present itself of stimulating production. The Board's F.O.B. price has been maintained unaltered for the year 1953.

*Palm Kernels:* 1952 was the first year of operation of the Ministry of Food's contract; details of the contract, which expires on December, 1955, have been brought to notice and a brief outline of the terms are contained in the Board's 1951 Annual Report. It was fortunate for the Board that during the first year of its currency the contract provided for a minimum F.O.B. price payable to the Ministry of Food, as for two quarters the actual average market price fell below the total cost per ton to the Board. There was no increase in the price to the producer, the 1951 price of £29 17s. 4d. per ton net, being carried forward to 1952. It is however, significant to note that despite this the supplies made available to be exported by the Board totalled 6,177 tons as compared with 2,614 tons in 1951. This is interesting particularly as the 1951 producer price was some 50 per cent. higher than that of 1950, when 3,593 tons were exported. It is to be hoped that an even greater volume of tonnage will be handled in 1953 for which the price has again been fixed at £29 17s. 4d. to the producer. Estimates have now been extracted from the data of tonnages purchased by the Licensed Buying Agents since 1950 to date, and these will be examined as to each Agent's rise and fall in purchases in relation to specific buying centres. With this information it is hoped that a more intensive investigation into production, marketing, etc., can be made.

During the year a special Sub-Committee was formed for the purpose of examining the desirability of introducing Nut-Cracking machines and/or Separators. This Sub-Committee held several meetings and its ultimate findings were conveyed to members at the Board's meeting on the 29th September, 1952, when it was considered inadvisable to proceed further in the matter until the Board had been made acquainted with the results of the experiments in this and mechanical oil expressing being carried out by the Industrial Development Corporation. Furthermore, the programme of the West African Institute for Oil Palm Researches to which the Board is to contribute a total sum of £40,000 in respect of Oil Palm Research includes a complete research into both nut cracking and oil expressing machinery, for which additional funds are to be provided by the participating territories; and it was considered as well to await further developments.

*Copra:* The increase in the producer price for 1952 from £40 to £50 per ton may have been partially responsible for the increased supplies from the regular source, i.e., the Western area of the Colony, though whether the increased supplies were due to increased production or the diversion of Copra from local millers is problematical. As compared with 1951, when the Board handled 1,154 tons, exports for 1952 reached 4,892 tons; of this quantity 1,642 came from the Western area and was shipped through Takoradi, showing an increase over the previous year's figure of 1,154 tons of some 40 per cent. But the bulk, 3,250 tons, was from an entirely new source, having been purchased in the Keta area and shipped through Lome. Part of this quantity was undoubtedly Gold Coast production but the main portion appears to have been brought in for sale at Denu from the adjoining French Territory where with no guaranteed price and the overseas market price depressed, the Board's guaranteed price was obviously attractive. To have introduced legislation to prevent imports from French territory would have been impolitic; and in any case unorthodox methods would have been employed, as in the case of Coffee (for which there is an export control), for irregularly transferring supplies across the Border.

For 1953 the Board has reduced the price to the producer from £50 to £40 per ton, the same price as was current for 1951. This reduction, as you are aware, was made only after full deliberation of all the circumstances. As previously stated the overseas price appreciated towards the end of the year and a fairly high level has so far been maintained. As past experience has shown this may be expected for this time of the year but the current price should not be considered as an indication of the market trend throughout the year.

*Shea Nuts:* I would like to make a brief reference to this commodity and to the fact that events during the past 12 months have shown every justification for the previous Board's decision to discontinue handling this oilseed, and it appears that any future development of this product must rather be along the lines of local processing and extraction of the butter for home consumption.

*Groundnuts:* Towards the end of the year the Government arranged for this commodity to be added to the Agricultural Produce Marketing Board's Schedule but it will not be necessary for the Board to take any steps in regard to price fixing until there are signs of the development of an exportable surplus.

*Prospects:* Even with increased global production of vegetable oilseeds the demand will be as great as ever. Of course, prices will be affected but it is not expected that there will be anything like the drastic and violent depression which occurred in 1952. As you know Copra has always been operated on the free market, and in future Palm Kernels will be closely linked to market prices as jointly declared by the respective Oilseeds Associations. Unlike strict commercial activities which are confined to short term buying and selling according to current conditions at constantly variable prices, the Board accepts the responsibility of fixing a price which will be current for 12 months. Under the present conditions which no longer postulate fantastically high prices, as long as the Board's price affords the producer a reasonable return (and provides a guarantee of a fixed price) the Board must take the inevitable risk of overseas market fluctuations, having recourse when necessary (and as was essential this year in the case of Copra) to its reserves to maintain the price which has been fixed. These reserves are not so large as to permit anything but a conservative policy in regard to price fixation.

*Appreciation:* The Board is indebted to the London Agents, The Nigerian Produce Marketing Company Limited, for its efficient and expert operations on behalf of the Board; also to the Licensed Buying Agents for their co-operation. The Board's expression of appreciation is also extended to the Commissioner for Commerce and his staff concerned in carrying out the executive duties of the Board until the handing over in August, 1952.

I have the honour to be,

Gentlemen,

Your obedient Servant,

T. M. KODWO MERCER, *Chairman,*

AGRICULTURAL PRODUCE MARKETING BOARD

17th March, 1953.

## (ii) Accounts

CASSETON ELLIOTT & COMPANY,  
P.O. BOX 242,  
ACCRA.

4th March, 1953.

The Chairman,  
Agricultural Produce Marketing Board,  
ACCRA.

DEAR SIR,

We have completed the audit of the books of the Agricultural Produce Marketing Board for the year ended 31st December, 1952, and have pleasure in enclosing herewith the following:

- (1) Balance Sheet as at 31st December, 1952.
- (2) Consolidated Produce Trading Accounts for the year ended 31st December, 1952.
- (3) Produce Training Accounts and General Profit and Loss Accounts for the year ended 31st December, 1952.

We have the following explanations to give on the various items in the Accounts:

## BALANCE SHEET

## LIABILITIES

*Sundry Creditors and Accrued Expenses—£52,975 2s. 4d.*

This item is comprised as follows:—

						£	s.	d.
(a) <i>Sundry Creditors (Local Buying Agents)</i>	...	...	...	...	...	44,472	3	4
						£	s.	d.
United Africa Co. Ltd.	...	...	...	...	...	23,274	4	8
C.F.A.O.	...	...	...	...	...	17,884	6	10
Busi & Stephenson	...	...	...	...	...	1,959	0	6
A. G. Leventis	...	...	...	...	...	911	6	4
Union Trading Co.	...	...	...	...	...	443	5	0
						£44,472	3	4

No Creditors' Statements were produced to us.

(b) <i>Provision for Harbour and Lighterage Charges</i>	...	...	...	...	...	2,231	14	11
						£	s.	d.
Palm Kernels	...	...	...	...	...	1,127	6	10
Copra	...	...	...	...	...	1,104	8	1
						£2,231	14	11

(c) <i>Accrued Expenses</i>	...	...	...	...	...	6,271	4	1
<i>Transport Claims</i>	...	...	...	...	...			
						£	s.	d.
Copra	...	...	...	...	...	1,670	7	5
Palm Kernel	...	...	...	...	...	4,505	4	0
						6,175	11	5
K. K. Taylor—Accommodation Allowance	...	...	...	...	...	44	3	4
Cablegrams	...	...	...	...	...	32	1	4
Industrial Development—Corporation Furniture	...	...	...	...	...	15	10	0
K. Dom, Rubber Stamp	...	...	...	...	...	3	18	0
						£6,271	4	1

All these items have since been paid.

<i>Provident Fund</i>	...	...	...	...	...	32	12	10
						£	s.	d.
K. K. Taylor	...	...	...	...	...	18	15	0
G. H. Gaaskin	...	...	...	...	...	8	18	11
E. L. Bortey	...	...	...	...	...	8	18	11
						£36	12	10

This Fund came into operation only in December, 1952, and there has only been one contribution by each member of the staff.

*Commerce and Industry—Agency Fees* ... .. £ s. d.  
 This amount is made up as follows: 3,335 0 0

				£	s.	d.
Balance due 31st December, 1951	...	...	...	1,398	10	0
„ 25th August, 1952	...	...	...	1,936	10	0
				£3,335	0	0

During the year under review the Department of Commerce and Industry, Agents for the Board, handled 6,892 tons of produce up to 25th August, 1952, when the Agency expired. The fees are charged on an agreed basis of 10s. per ton for the first 1,000 tons of produce handled and 6s. per ton on the net 4,000 tons, and 2s. 6d. per ton on the balance of tonnage.

So far as we are able to ascertain provision has been made for all outstanding liabilities.

## ASSETS

*Investments*

*Post Office Savings Bank* ... .. £ s. d.  
 258,395 16 8

We have verified this amount by reference to the Post Office Savings Bank Book. During the year under review, interest amounting to £5,895 16s. 8d. was earned on deposits made, and have been credited to revenue. This amount is included in the amount of £258,395 16s. 8d. shown above.

£65,000 3 per cent. Savings Bonds 1955-65

At cost—£62,035 6s. 6d.

We have verified this balance at 31st December, 1952, £40,000 Bonds were purchased in September, 1951, and a further £25,000 in January, 1952. Two Dividends amounting to £1,950 have been received and credited to revenue. A further dividend of £975 was due on the 16th February, 1953, but this is not included in the accounts.

*Sundry Debtors and Debit Balances* ... .. £ s. d.  
 17,776 15 7

Details of this item are as follows:—

			£	s.	d.
(a) Nigerian Produce Marketing Co. Ltd.	...	...	17,020	3	1
(b) Advances	...	...	756	12	6
			£17,776	15	7

The amount of £756 12s. 6d. represents an advance to the General Manager, M. K. K. Taylor, for the purchase of means of Transport. We are satisfied that regular monthly deductions from his salary are being made to liquidate the above amount.

*Cash Balances* ... .. £ s. d.  
 95,813 16 8

			£	s.	d.
Bank of British West Africa Ltd.	...	...	88,090	2	7
Barclays Bank (D.C. & O.) Accra	...	...	7,723	14	1
			£95,813	16	8

We have checked the Cash Book in detail with the Bank Statements and have verified the above balances by reference to Certificates of Balances from the B.B.W.A. Ltd., London, and Barclays Bank (D.C. & O.), Accra.

## GENERAL PROFIT AND LOSS ACCOUNT

Contribution to the West African Research Institute for Oil Palm—£7,913 0s. 0d.

This represents the share of the Board's contribution in financing the West African Institute for Oil Palm Research as per letter dated 30th May, 1952, from the Chairman of the Institute.

We shall be glad to furnish you with any further information which you may require regarding these accounts.

Yours faithfully,

(Sgd.) CASSLETON ELLIOTT & Co.



AGRICULTURAL PRODUCE MARKETING BOARD  
BALANCE SHEET AS AT 31ST DECEMBER, 1952

1951	GRANT-IN-AID AND LIABILITIES			1952			1951	Investments			1952		
£	£	s.	d.	£	s.	d.	£	£	s.	d.	£	s.	d.
138,738	<i>Grant-in-Aid—</i>						252,500	Post Office Savings Bank Deposit			258,395	16	8
	West African Produce Board ...	138,737	19	1			39,143	£65,000 3 per cent. Savings Bonds					
195,489	<i>Revenue Surplus—</i>							1955/65 at cost			62,035	6	6
	Balance as per Profit and Loss												
	Account ...			239,005	11	2							





## AGRICULTURAL PRODUCE MARKETING BOARD

## TRADING ACCOUNT FOR THE YEAR ENDED 31ST DECEMBER, 1952

## COFFEE

1951 £	Tonnage	£	s.	d.	1951 £	Tonnage	£	s.	d.
799	To Purchase from Local Buying Agents	8,769	4	1	844	34	9,105	12	8
418	Gross Profit Transferred to Gen.	—	—	—	—	1	221	14	1
3	Profit and Loss A/c Togoland Coffee	—	—	—	376	—	—	—	—
		—	—	—			—	—	—
1,220		9,327	6	9	1,220	35	9,327	6	9

## GUM COPAL

1951 £	Tonnage	£	s.	d.	1951 £	Tonnage	£	s.	d.
42	To Stock 1st January, 1952	—	—	—	—	1	50	4	2
5	Purchases	—	—	—	50	—	—	—	—
3	Harbour Charges	—	—	—	—	—	—	—	—
	Overhead Charges	—	—	—	—	—	—	—	—
50		50	4	2	50	1	50	4	2

## SHEA NUTS

1951 £	Tonnage	£	s.	d.	1951 £	Tonnage	£	s.	d.
1,811	To Ocean Freight (being amount under provided in previous year)	76	11	9	897	—	76	11	9
9,905	Purchases	—	—	—	10,245	—	—	—	—
59	Harbour Charges	—	—	—	639	—	—	—	—
6	Sundries	—	—	—	—	—	—	—	—
11,781		76	11	9	11,781	—	76	11	9

## AGRICULTURAL PRODUCE MARKETING BOARD

TRADING ACCOUNT FOR THE YEAR ENDED 31ST DECEMBER, 1952—continued

## PALM KERNELS

1951 £	Tonnage	£	s.	d.	1951 £	Tonnage	£	s.	d.
91,011	To Purchases from Local Buying Agents ...	6,177	232,132	7 5	150,151	By Shipments to Nigerian Produce Marketing Co. London ...	6,177	330,926	7 5
1,403	Harbour dues ...		375	2 4	2	Local Sales ...			
	Lighterage Charges ...		4,141	12 7					
	Wharfage ...		100	4 9					
	Check Weighing ...		80	11 9					
13,320	Transport Charges ...		14,647	1 6					
	Expenses on Shipment ...		2,113	4 5					
	Arbitration Allowance ...		164	5 2					
64	Commission ...		—						
44,355	Gross Profit Transferred to General Profit and Loss Account ...	77,171	17 5						
150,153		6,177	330,926	7 5	150,153		6,177	330,926	7 5

REPORT TO THE UNITED NATIONS ON

## COPRA

1951 £	Tonnage	£	s.	d.	1951 £	Tonnage	£	s.	d.
54,137	To Purchases from Local Buying Agents ...	4,892	288,885	13 11	108,707	By Shipments to Nigerian Produce Marketing Co. London ...	4,892	279,273	2 8
914	Lighterage ...		1,789	13 4					
	Wharfage ...		265	19 0					
	Checkweighing ...		24	8 3					
5,800	Expenses on Shipment ...		6,542	2 0		Gross Loss Transferred to General Profit and Loss A/c ...		29,781	4 4
3	Transport Charges ...		11,546	10 6					
47,853	Overhead Charges ...		—						
	Gross Profit ...		—						
108,707		4,892	309,054	7 0	108,707		4,892	309,054	7 0

## D. ANNUAL REPORT OF THE GOLD COAST COCOA MARKETING BOARD

## For the Crop Year 1951-52

In presenting the Annual Report of the Gold Coast Cocoa Marketing Board for the year ended the 30th September, 1952, a report which marks the end of five years of very successful operation, I think I may be forgiven for drawing attention at the outset to an interesting feature of the present constitution of the Board's Membership.

For the first time in its history the Board has a Gold Coast Chairman, and of the remaining eight members, six are also Africans. A similar situation obtains in the case of the Managerial Staff, for whereas in its earlier years the Board had five European Officers and one African, it now has five African Officers and two Europeans.

Turning now to matters of general financial interest during these five years, it will be remembered that the initial capital of the Board was provided by the funds released by H.M. Government from the surpluses accruing to the Cocoa Control Board and the West African Produce Control Board as a result of their War-time activities. The capital thus made available to us for our first year of operation—the 1947-48 season—was approximately £13½ million, supplemented by further small sums, totalling £874,545, in the following year. The Accounts for the year ended the 30th September, 1952, now presented, show our present assets as standing at just below £75 million, of which £51 million are allocated to the Stabilization Reserve. During these five years the Board has paid out, in the purchasing and transporting of Cocoa up to the point of shipment, some £185,000,000, and has made the following disbursements for the benefit of the Cocoa Farming Industry:—

Cocoa Rehabilitation	...	...	...	...	...	...	...	£2,450,000
University College, for the founding of a Faculty of Agriculture	...	...	...	...	...	...	...	£1,000,000
West African Cocoa Research Institute	...	...	...	...	...	...	...	£690,000
Grants for Local Development in Cocoa Farming Areas	...	...	...	...	...	...	...	£268,362
Soil Survey	...	...	...	...	...	...	...	£150,000

Disbursements for Cocoa Rehabilitation will be substantially heavier in the future, as a result of the measures recently taken by Government in intensifying the "cutting out" campaign to combat the swollen shoot disease, and it is expected that the Board will be called upon to pay out some £10 million under this head in the course of the next five years.

Between the 1947 and 1952 Seasons, over nineteen million bags of cocoa were evacuated from up-country centres to ports, and shipped without serious hitch or delay, and the introduction of improved methods of handling, marshalling and checkweighing has enhanced the reputation held by Gold Coast Cocoa for consistent quality, correct weight and reliable shipment. Plans are in progress for the erection of additional cocoa storage and the installation of rapid loading facilities at the projected new harbour at Tema.

I will now deal with matters arising out of the 1951-52 trading period.

The Crop during the year under review was much lower than had been forecast and as against the Department of Agriculture's revised estimate of 230,000 tons, only 210,663 tons were obtained. This naturally resulted in a slight increase in administrative expenses expressed on a "per ton" basis; in all other respects costs of operation were as anticipated.

This was the first full year in which the impact of Government's revised Export Duty was felt and a total sum of £14,741,321 was paid out under this head. A statistical summary is attached to this Report showing the yearly incidence of Export Duty since the Board commenced its operations.

The trading surplus for the year amounted to £2,033,373, to which must be added the interest from Investments and Loans, the income from rentals and the surplus on the sale of Bags. In the outcome the Board's net surplus on its operations was £3,529,777, an amount which, when expressed as a percentage of the value of sales, is 6.839 per cent. The Board had confidently expected to draw on its reserves to sustain the season's producer price. The average level of world market prices however made this unnecessary, and the Board was again able to make appropriations out of current surplus for purposes of benefit to cocoa producers, namely the development of feeder roads and most important by far, the rehabilitation of areas affected by swollen shoot, the annual cost of which, especially since the more vigorous pursuit of the cutting out policy, now comes to a very large sum.

Attention is directed to the interest earned on our Short Deposits, since considerable credit is due to the Management for its successful manipulation of the day-to-day short term loans of money from the large capital necessarily kept liquid for trading purposes. As a result of the rise in the Bank rate and a consequent increase in the interest rate derived from Short Deposits, the interest thus earned under this head was £312,851. Interest on the Board's investments in United Kingdom securities reached the substantial figure of £1,174,000.

*Price to Producer*

The price to the Producer was fixed at 80s. a load, i.e., £149 6s. 8d. per ton, for naked beans ex scale at Buying Points on the Railway and at Senchi Ferry. This price was maintained both for the Main and Mid Crops. Marketing continued satisfactorily throughout the year.

*Costs of Operation*

The following abstract of "costs per ton shipped" may be of interest:—

	£	s.	d.	£	s.	d.
Price paid to Producer ... ..	149	6	8			
Allowance to Buying Agents ... ..	11	17	10			
Storage Time Allowance ... ..		2	0			
	<hr/>			161	6	6
Export Duty ... ..	70	0	2			
Railway and Road Transport ... ..	2	19	0			
Lighterage, etc. ... ..		19	2			
	<hr/>			73	18	4
Finance and Bank Charges ... ..				4	0	
Administration (Salaries, Office Expenditure, Board Meetings, etc.) ... ..				3	6	
	<hr/>					
Cost per ton f.o.b. Gold Coast ... ..				£235	12	4

*Purchases*

The buying Season opened on the 21st September, 1951, and the velocity of Main Crop purchases was as follows:—

Total at 8/11/51 ... ..	48,064	tons
" 6/12/51 ... ..	97,713	"
" 3/1/52 ... ..	157,621	"
" 7/2/52 ... ..	200,088	"
Total at close of Main Crop ... ..	206,904	tons

Sources of supply were:—

Area	Main Crop tons	Mid Crop tons	Total tons
Ashanti ... ..	97,334	335	97,669
Eastern Province ... ..	56,649	2,074	58,723
Western Province ... ..	29,665	1,038	30,703
Togoland under U.K. Trusteeship ... ..	23,256	312	23,568
	<hr/>		
Total Tonnage ... ..	206,904	3,759	210,663

This figure of 210,663 tons represents a substantial decrease on the previous season's results, the Crop having proved unexpectedly disappointing.

*Quality*

In the Chairman's report for the Crop year 1950-51 reference was made to the considerable improvement effected in the quantity of Grade I Cocoa exported; this as a result of new measures introduced by the Management.

The quality of the cocoa exported during 1950-51 constituted a record in the history of the Board and whilst the figures for the season under review disclose a slight drop on the 1950-51 record, they are none the less a very substantial and satisfactory improvement on the Board's operations during its early years.

The "quality" record of the Board during the past four years now shows as:—

Crop Year	Percentage of Grade I cocoa to total shipped
1948-49 ... ..	14.4 per cent.
1949-50 ... ..	27.3 " "
1950-51 ... ..	56.8 " "
1951-52 ... ..	54.5 " "

It is also satisfactory to record that Grade III cocoa fell in 1951-52 to 0.1 per cent.

It is hoped in the not too distant future to introduce a system of price differentials under which the farmer will be paid a slightly higher price for all Grade I quality cocoa produced. This step, coupled with the measures already taken by the Management, should result in even further improvement.

*Record of Purchases*

An analysis of purchases made by the Board's Licensed Buying Agents during the period under review shows the following:—

<i>Purchased by</i>					<i>Tonnage</i>	<i>Percentage of total Crop</i>
European Mercantile Firms	...	...	...	...	130,098	61.79 per cent.
Manufacturers	...	...	...	...	47,492	22.54 " "
African Firms	...	...	...	...	33,073	15.67 " "
Totals					210,663	100.00 per cent.

Twenty-eight Firms, of whom fourteen were African, were granted Buying Licences by the Board.

*Market Trends*

The first sales of the season were effected in July, 1951, at £238 f.o.b. at a time when commodity prices generally were weakening, following the passing of the height of the Korean crisis, and when it was apparent that the very high average level of price for the 1950-51 season had damaged consumption to some extent. In anticipation of good crops the market continued to fall until the end of November when poor purchases, particularly in the Gold Coast, clearly indicated that world production would, after all, be considerably below normal. From a low point of around £200 f.o.b., the market climbed spasmodically until a peak of £328 f.o.b. was reached in May, 1952. Thereafter the market sagged, once more as a result of reduced consumption, and the final sale of the main crop was made at the end of July at £283 f.o.b.

The average sale price obtained for the season's operations was £245 f.o.b., a decrease of about 9 per cent. on the previous season.

*Finance*

At the commencement of the season, the Board had at its disposal liquid funds amounting to some £28½ million. Average weekly purchases of Cocoa from the beginning of the season to the end of February, when purchases began to decline and sales receipts began effectively to overtake the cost of purchases, were approximately £1½ million. By the end of February the sum of £31 million had been disbursed. The heaviest purchasing month was December when over £10½ million was paid out.

The Cocoa Duty and Development Funds Ordinance, 1951, came into operation on the 1st of October, 1951. This Ordinance provided for a higher Export Duty on cocoa and during the year under review, the Board paid in Export Duty over £14½ million; this is equivalent to an average of £70 per ton of cocoa sold, as against an average of £51 per ton in the previous year.

*Investments*

With a higher rate of Export Duty, increased costs, and a reduced tonnage it was clear that the surplus which would accrue to the Board during the year would be restricted. Accordingly no investments in gilt-edged securities were contemplated. It was, however, possible to make the last of the three instalments, £700,000, of the total agreed loan of £2,300,000 for the extension of Takoradi Harbour, a loan repayable in monthly equated instalments of interest and capital over a period of twenty years.

A further request from the Government for a loan of £3,520,000 was received during the year. The purpose of this loan is to enable the Railway and Harbour Administration to carry out projected improvements to the railway system of the country as a whole. The Board has agreed in principle to finance this loan but at the close of the year the necessary legislative approval authorising Government to raise this loan had not been obtained, and no payment has yet been made.

The loan, when made, will carry interest at 4 per cent. per annum, and will be repayable in monthly equated instalments of interest and capital over a period of 20 years.

During the year the Board applied for and was allotted the whole of the 20,000 Founders' Shares, amounting to £200,000 in the Cocoa Purchasing Company Limited.

The total absorption of cash during the year by way of loans, investment, and interest in the subsidiary company was therefore £900,000.

*Appropriations and Reserves*

The net surplus on operations is £3,529,777 as against £20,109,279 in the previous year. After writing off the cost of expenditure on housing projects, publicity scheme and local development grant expenses, and adding the balance brought forward from the previous year, the amount available is £3,525,223, against £20,006,682 as at 30th September, 1951. Appropriations made and approved by the Board are contained in the Appropriations Account in Schedule C.



The Board has appropriated £1,000,000 to Rehabilitation Reserve. In making this appropriation the Board has been influenced by the fact that on the eradication of swollen shoot depends the future of the cocoa industry of the Gold Coast, and the financial backing which the Board can give is an essential part of this programme.

£125,000 has been appropriated to Local Development Grants Reserve, the effect of which is to increase the unspent balance of the account at the end of the year from £131,638 to £256,638.

General Reserve has been increased as a result of the year's operations by £2,400,223.

Schedule D gives in summarised form the position of the various Reserves as at the 30th September, 1952.

#### *Auditors*

Messrs. Midgley, Snelling, Barnes & Co. were re-appointed as Auditors for the year ended 30th September, 1952.

#### *The Cocoa Purchasing Company Limited*

The Cocoa Purchasing Company Limited, a subsidiary of the Board, was incorporated on the 18th June, 1952, and has an authorised capital of £2,000,000, divided into 20,000 Founders' Shares of £10 each, 1,300,000 Preference Shares of £1 each, and 50,000 Ordinary Shares of £10 each.

Its function is to purchase Cocoa in the Gold Coast Colony, Ashanti and Togoland under United Kingdom Trusteeship for export or local manufacture in accordance with the Cocoa Marketing Board Ordinance, and it operates as, and is subject to the regulations governing, a licensed buying agent.

One of its principal objects is to enable Gold Coast farmers to invest their savings locally and to take part in the control of the Company. Allowances usually paid to middlemen will go to farmers and farmers' groups who sell direct to the Company.

The initial capital was subscribed by the Board, which in September applied for and was allotted the total number of 20,000 Founders' Shares. The Board's Secretary acted as Secretary to the Company and organised the administration and carried out the requirements of the Companies Ordinance.

Seven Directors are to be appointed—four by the holders of the Founders' Shares—and three by the holders of the Ordinary Shares at an Annual General Meeting.

The first Directors appointed were: Mr. T. M. K. Mercer (Chairman), Mr. A. Y. K. Djinn and Mr. J. G. Edusei.

#### *Local Development Grants*

Of a further sum of £300,000 allocated for Local Development in 1951, an amount of £262,805 was approved for distribution to the various development committees, who are taking up to the maximum allocation utilisable in their areas. The projects on which the money is to be spent must be of benefit to cocoa producers, and periodical reports are required by the Board.

Details of the expenditure of the previous grant are now available. Of 302 projects embarked upon, roads and road-works led with 35 per cent., cost per road varying from £200 to £9,000. Other items included wells, bridges, water-catchment contrivances, clinics, dispensaries, community centres, school buildings, postal agencies and football parks.

In November, 1951, the Board approved *special* grants of £20,000, £2,000 and £18,000 for the construction of listed feeder roads and bridges recommended by the representative Board members of Goaso, Bekwai and Ho/Kpandui districts.

These grants were computed on a cocoa-production basis of £1 per ton and have been approved by the Governor-in-Council.

#### *Scholarship Schemes*

Eighteen secondary scholarships at £50 each were awarded to dependants of persons directly associated with the cocoa industry by ownership or employment. The original primary scholarships continue to run their course for the next three years. As regards University scholarships, six were awarded and accepted by qualified candidates. The Board has now abolished the ordinary University scheme and has substituted a medical scholarship scheme and a technological scholarship scheme. Twenty-five and twenty awards respectively are to be made under these schemes during the next few years. Students may receive their preliminary training in the Gold Coast but will complete studies in educational institutions in the British Commonwealth, America, or elsewhere.

The awards are open to persons who are not dependants of cocoa farmers but, on qualification, such candidates will be required to sign a bond to serve in cocoa areas so that cocoa producers may benefit from the expenditure on their training. The expenses of the scholarship schemes will continue to be met from funds yielded by ear-marked investments.

### Staff

I would like to take this opportunity again of paying tribute to the loyalty and high quality of service rendered by the Staff. This the board has done its best to recognise, not only by a careful consideration of the level of wages, but by the terms of the new Staff Provident Fund.

I very much appreciate the services which all have contributed to the success of our operations and I thank each one of them, on behalf of all members of the Board, for their loyalty and help. In particular I wish to pay tribute to our General Manager, Mr. A. E. Hampson, for the sympathy and encouragement he has given to African members of the Staff. This accords fully with the Board's declared intention of Africanisation to the greatest possible extent.

(Sgd.) T. M. KODWO MERCER, *Chairman.*  
GOLD COAST COCOA MARKETING BOARD.

ACCRA,

25th November, 1952.

### Schedule A

#### THE GOLD COAST COCOA MARKETING BOARD

#### STATEMENT OF FUNDS AS AT 30TH SEPTEMBER 1952

#### *Reserves and Current Liabilities*

<i>Allocated:</i>	£	£	1951 £
Stabilization Reserve ... ..	51,000,000		
Rehabilitation Scheme ... ..	7,553,750		
Riot and Civil Commotion Insurance ... ..	1,500,000		
General Trading Reserve ... ..	9,000,000		
General Reserve ... ..	4,000,223		
Kumasi Storage Depot ... ..	78,443		
Local Development Grants ... ..	256,638		
New Offices Reserve ... ..	250,000		
		73,639,054	71,317,886
<i>Net Unallocated Surplus</i> ... ..			1,682
<i>Scholarship Fund</i> ... ..		1,050,613	1,028,578
<i>Current Liabilities and Credit Balances:</i>			
For Cocoa Afloat ... ..	177,865		
Accrued Expenses and Unexpired Income ... ..	10,275		
		188,140	8,397,082
		<u>£74,877,807</u>	<u>£80,745,228</u>

NOTE.—There is a contingent liability of £187,500 in respect of the uncalled portion of the shares held by the Board in the Gold Coast Cocoa Marketing Company Limited.

*The above items are represented by the following Assets*

	£	£	1951 £
<b>Investments:</b>			
U.K. Government Securities (at or under par) (Market Value, £37,249,750) ... ..	39,854,476		
Takoradi Harbour Loan... ..	2,198,105		
Post Office Savings Bank, Accra ... ..	63,179		
Gold Coast Cocoa Marketing Company Limited (250,000 Shares of £1 each, 5s. paid up) ... ..	62,500		
Cocoa Purchasing Company Limited (20,000 Founder's Shares of £10 each, fully paid) ... ..	200,000		
		42,378,260	41,545,710
<b>Liquid Balances:</b>			
On Short Deposit Accounts ... ..	29,535,000		
On Current Accounts ... ..	755,015		
On Sundry Imprest Accounts ... ..	32		
		30,290,047	36,895,490
<b>Scholarship Fund Investment:</b>			
3 per cent. Savings Bonds, 1955-65 (at par) (Market Value, £925,000) ... ..	1,000,000		
Bank Current Account ... ..	50,613		
		1,050,613	1,028,578
<b>Current Assets:</b>			
Stock of Cocoa Bags ... ..	635,887		
Advances Recoverable from Licensed Buying Agents... ..	155,673		
Gold Coast Cocoa Marketing Company Ltd., Current Account ... ..	143,139		
Cocoa Purchasing Company Limited, Current Account ... ..	7,305		
Interest Accrued on Investments ... ..	212,933		
Staff Advances ... ..	1,811		
Sundry Debtors and Debit Balances ... ..	2,039		
		1,158,787	1,275,350
<b>Fixed Assets:</b>			
Housing Projects, Cocoa Sheds and Equipment—			
Cost to date ... ..	100,775		
Written off to date ... ..	100,675		
		100	100
		£74,877,807	£80,745,228

(Signed) T. M. KODWO MERCER, *Chairman.*

A. E. HAMPSON, *General Manager.*

HARRY A. DODOO, *Acting Chief Accountant.*

We have examined the books and vouchers of the Gold Coast Cocoa Marketing Board and have obtained all the information and explanations we have required. Proper books and accounts have been kept. We have verified the Investments of the Board and in our opinion the above Statement of Funds and Assets as at the 30th September 1952, is properly drawn up so as to exhibit a true and correct view of the state of the Board's affairs, according to the best of our knowledge and the explanations given to us and as shown by the books of the Board.

(Signed) MIDGLEY, SNELLING, BARNES & CO.

(Chartered Accountants),

Accra, 30th December, 1952.

*Auditors.*

## Schedule B

## SUMMARY OF OPERATIONS FOR THE YEAR ENDED 30TH SEPTEMBER, 1952

[illegible]



## Schedule C

## APPROPRIATION OF SURPLUSES AS AT 30TH SEPTEMBER, 1952

	£	£	1951 £		£	1951 £
<i>Expenditure Charged against Current Surplus:</i>				<i>Balance from 1950-51</i>	...	1,682
Housing Projects and Equipment ...	1,313			<i>Add: Net Surplus on Operations,</i>		
Publicity Scheme (Balance of Expenditure) ...	4,874			1951-52 ...	...	3,529,777
Local Development Grants Expenses ...	49					<u>3,531,459</u>
		6,236	139,718			20,146,400
<i>Amounts now set aside as Reserves:</i>						
Rehabilitation Reserve ...	1,000,000					
General Reserve ...	2,400,223					
Local Development Grants Reserve	125,000					
		3,525,223	20,005,000			
<i>Inallocated Surplus</i> ...			1,682			
		<u>£3,531,459</u>	<u>£20,146,400</u>			<u>£3,531,459</u>
						<u>£20,146,400</u>

*Schedule D*

## STATEMENT OF RESERVES AS AT 30TH SEPTEMBER, 1952

	<i>At 30th Sept., 1951</i>	<i>Allocated at 30th Sept., 1952</i>	<i>Payments during the Year</i>	<i>At 30th Sept., 1952</i>
	£	£	£	£
Stabilization Reserve ... ..	51,000,000	—	—	51,000,000
Rehabilitation Scheme ... ..	7,553,750	1,000,000	1,000,000	7,553,750
Riot and Civil Commotion Insurance Reserve... ..	1,500,000	—	—	1,500,000
General Trading Reserve ... ..	9,000,000	—	—	9,000,000
General Reserve ... ..	1,600,000	2,400,223	—	4,000,223
Publicity Scheme Reserve ... ..	5,000	—	5,000	—
Kumasi Storage Depot ... ..	79,386	—	943	78,443
Local Development Grants ... ..	329,750	125,000	198,112	256,638
New Offices Reserve ... ..	250,000	—	—	250,000
£	71,317,886	3,525,223	1,204,055	73,639,054

*Schedule E*SCHEDULE OF UNITED KINGDOM GOVERNMENT SECURITIES AS AT  
30TH SEPTEMBER, 1952

<i>Stock</i>	<i>Nominal Value</i>	<i>Cost</i>	<i>Balance Sheet Value (at or under par)</i>	<i>Market Value</i>
	£	£	£	£
2½% National War Bonds, 1952-54	8,000,000	8,144,428	8,000,000	7,940,000
3½% War Loan, 1952 or after ...	1,000,000	1,042,262	1,000,000	775,000
3% War Loan, 1955-59 ... ..	7,400,000	7,681,927	7,400,000	7,326,000
3% Savings Bonds, 1955-65 (including Scholarship Fund Investment) ...	13,450,000	13,562,871	13,385,733	12,441,250
3% Savings Bonds, 1960-70 ...	9,450,000	9,210,024	9,210,024	8,032,500
3% Savings Bonds, 1965-75 ...	2,000,000	1,858,719	1,858,719	1,660,000
	£41,300,000	£41,500,231	£40,854,476	£38,174,750

## Schedule F

### FINANCIAL STATISTICAL RECORD FOR THE FIVE YEARS ENDED 30TH SEPTEMBER, 1952

<i>Crop Year ...</i>	<i>... ..</i>	<i>... ..</i>	<i>... ..</i>	<i>... ..</i>	<i>... ..</i>	<i>... ..</i>	<i>... ..</i>	<i>1947-48 £</i>	<i>1948-49 £</i>	<i>1949-50 £</i>	<i>1950-51 £</i>	<i>1951-52 £</i>
<i>Investments:</i>												
United Kingdom Government Securities ...	...	...	...	...	...	...	...	17,500,000	21,750,000	25,201,723	39,854,476	39,854,476
Loan—Takoradi Harbour ...	...	...	...	...	...	...	...	—	—	—	1,567,857	2,198,105
Post Office Savings Bank Deposit ...	...	...	...	...	...	...	...	105,000	106,625	59,290	60,877	63,179
Shares in Subsidiary Companies ...	...	...	...	...	...	...	...	62,500	62,500	62,500	62,500	262,500
								<u>£17,667,500</u>	<u>£21,919,125</u>	<u>£25,323,513</u>	<u>£41,545,710</u>	<u>£42,378,260</u>
<i>Liquid Balances:</i>												
On Short Deposit ...	...	...	...	...	...	...	...	17,844,716	12,960,000	25,400,000	36,640,000	29,535,000
On Current Account ...	...	...	...	...	...	...	...	100,591	362,176	301,923	255,443	755,015
								<u>£17,945,307</u>	<u>£13,322,176</u>	<u>£25,701,923</u>	<u>£36,895,443</u>	<u>£30,290,015</u>
<i>Net Operating Surplus</i> ...	...	...	...	...	...	...	...	24,069,380	134,440	18,021,789	20,109,279	3,529,777
<i>Profits prior to Board's Inception</i>	...	...	...	...	...	...	...	13,563,071	Deficit 874,545	—	—	—
<i>Balance Brought Forward</i>	...	...	...	...	...	...	...	—	7,129,878	189,900	37,121	1,682
								<u>£37,632,451</u>	<u>£7,869,983</u>	<u>£18,211,689</u>	<u>£20,146,400</u>	<u>£3,531,459</u>



## Schedule F—continued

## FINANCIAL STATISTICAL RECORD FOR THE FIVE YEARS ENDED 30TH SEPTEMBER, 1952—continued

										REPORT TO THE UNITED NATIONS ON			
<i>Appropriations:</i>													
Premiums on Investments ...	...	...	...	...	£	£	£	£	£				
					392,107	151,954	20,650	129,028	—				
							Net	Net					
Storage Premises ...	...	...	...	...	41,716	—	—	—	—				
Aerial Survey ...	...	...	...	...	150,000	18,113	—	—	—				
Soil Survey ...	...	...	...	...	690,000	—	—	—	—				
West African Cocoa Research	...	...	...	...	—	—	—	—	—				
Publicity Scheme ...	...	...	...	...	—	—	13,000	5,068	4,874				
Housing Projects ...	...	...	...	...	—	10,016	35,452	10,622	1,313				
Stabilization Reserve ...	...	...	...	...	20,000,000	—	15,000,000	16,000,000	—				
Rehabilitation ...	...	...	...	...	9,003,750	—	—	—	1,000,000				
Riots and Civil Commotion Reserve	...	...	...	...	225,000	500,000	275,466	500,000	—				
University College Reserve	...	...	...	...	—	1,000,000	—	—	—				
Scholarship Fund Reserve ...	...	...	...	...	—	—	1,000,000	—	—				
Kumasi Storage Depot Reserve	...	...	...	...	—	—	80,000	—	—				
General Trading Reserve ...	...	...	...	...	—	5,000,000	1,500,000	2,500,000	—				
General Reserve ...	...	...	...	...	—	1,000,000	250,000	450,000	2,400,223				
New Offices Reserve ...	...	...	...	...	—	—	—	250,000	—				
Local Development Grant Expenses	...	...	...	...	—	—	—	—	49				
Local Development Reserve	...	...	...	...	—	—	—	300,000	125,000				
Balance Unallocated Surplus	...	...	...	...	7,129,878	189,900	37,121	1,682	—				
					£37,632,451	£7,869,983	£18,211,689	£20,146,400	£3,531,459				
					Tons	Tons	Tons	Tons	Tons				
(a) Tonnage Shipped	...	...	...	...	206,317	174,666	252,786	261,826	210,561				
					£	£	£	£	£				
Sales ...	...	...	...	...	41,519,517	37,545,179	45,102,407	70,300,302	51,612,462				
Purchases ...	...	...	...	...	16,722,816	35,745,886	23,539,943	36,991,672	34,015,129				
Export Duty ...	...	...	...	...	371,100	1,683,436	3,497,441	13,372,425	14,741,321				
					£	£	£	£	£				
(b) Price per Ton Paid to Producers	...	...	...	...	74·667	121·333	84·000	130·667	149·333				
Export Duty per Ton	...	...	...	...	1·799	6·129	13·836	51·074	70·010				
Other Expenses	...	...	...	...	9·404	12·100	12·030	14·087	16·273				
(c) Total Cost per Ton F.O.B.	...	...	...	...	85·870	139·562	109·866	195·828	235·616				
(d) Weighted Average Selling Price per Ton	...	...	...	...	201·241	136·693	178·421	268·500	245·130				

## Schedule G

## RECORD OF SALES

The principal overseas Sales of the 1951-52 Main crop were as follows:—

Country	Tons
United States of America ... ..	74,700
United Kingdom ... ..	52,871
Germany (Western Zone) ... ..	21,360
Holland ... ..	15,600
U.S.S.R. ... ..	13,000
Australia ... ..	5,300
Canada ... ..	3,550
Sweden ... ..	2,800
Belgium/Switzerland ... ..	2,625
Norway ... ..	2,250
South Africa ... ..	1,505
Denmark ... ..	1,060
New Zealand ... ..	850
Germany (Transit Czechoslovakia) ... ..	200
Eire ... ..	100

## APPENDIX X

## Agriculture

## A. LAND CATEGORIES

The following is an estimate of land categories in square miles in the Southern Section excluding Krachi.

Arable land (including secondary bush) ... ..	55 per cent.
Forest ... ..	14 " "
Cocoa ... ..	6 " "
Grassland ... ..	22 " "
Wasteland ... ..	3 " "

## B. CROP ACREAGE AND PRODUCTION

The following figures of acreage and production (which, apart from 400 acres worked by the Administration at the Kpeve agricultural station, is entirely in the hands of Africans) can only be regarded as a rough estimate, with the exception of those relating to cocoa.

Crop	Acreage (1,000 acres)	Production
Cocoa ... ..	115	23,568 tons
Coffee ... ..	2	250 "
Maize ... ..	50	13,500 "
Guinea Corn ... ..	35	8,000 "
Millet ... ..	47	11,000 "
Rice (paddy) ... ..	19	7,000 "
Groundnuts ... ..	10	3,000 "
Cowpeas and pulses ... ..	55	4,000 "
Yams ... ..	26	87,000 "
Cocoyams ... ..	4	11,000 "
Cassava ... ..	8	28,000 "
Plantain ... ..	6	17,000 "

NOTE:—The cowpeas and pulses are normally grown with other crops. It is estimated that only 5,000 acres are sown separately.

## APPENDIX XI

## Livestock

## A. CATTLE AND LIVESTOCK ENUMERATION (1951)

Cattle	...	...	...	...	...	...	...	53,403
Sheep	...	...	...	...	...	...	...	184,628
Goats	...	...	...	...	...	...	...	133,917
Pigs	...	...	...	...	...	...	...	23,264
Poultry	...	...	...	...	...	...	...	777,561

It is in addition estimated that there are approximately 3,000 donkeys and 1,300 horses in the Territory. The number of cattle used for draft purposes is negligible.

## B. ESTIMATED MEAT PRODUCTION

Meat production, both that consumed locally and that exported may be taken as approximately.

Beef...	...	...	...	...	...	...	508,248 lbs.
Mutton and goat meat	...	...	...	...	...	...	291,640 lbs.
Pig meat	...	...	...	...	...	...	556,800 lbs.

## APPENDIX XII

## Fisheries

The principal species of fish caught in the rivers of the Territory are the following:—

Chrysichthys	Hydrocyon
Labeo	Tilapia
Mormyrus	Lates
Distichodus	Citharinus

No records are required to be kept of the value and quantity of fish caught in the Territory.

An estimate of fish imports may be found in Appendix IX A.

## APPENDIX XIII

## Forest Produce

The following figures (estimates only) refer to the Southern Section. No reliable figures are yet available in respect of the Northern Section.

<i>Major Forest Produce</i>					<i>Estimated Amount</i>	<i>Estimated Value</i>
					cu. ft.	£
Sawn Timber	...	...	...	...	20,000	12,500
Shingles	...	...	...	...	5,000	165
Round Wood	...	...	...	...	130,000	350
Hewn and Split Wood	...	...	...	...	70,000	250
Charcoal	...	...	...	...	1,620,000	62,500
Firewood	...	...	...	...	3,800,000	237,500
						<hr/>
						£313,265
						<hr/>

<i>Minor Forest Produce</i>						<i>Estimated Value £</i>
Palm Wine	...	...	...	...	...	160,000
Vegetable Oil and Seeds	...	...	...	...	...	116,100
Game	...	...	...	...	...	75,500
Bamboos	...	...	...	...	...	500
Chewsticks	...	...	...	...	...	1,300
Sponges	...	...	...	...	...	1,300
Thatch	...	...	...	...	...	700
Ropes (Tietie)	...	...	...	...	...	1,000
Gums and Resins	...	...	...	...	...	30
						<hr/> £356,430 <hr/>

## APPENDIX XIV

### Co-operatives

On December 31st, 1952, the distribution of co-operative societies in the Territory was as follows:—twenty-two primary cocoa marketing, two primary consumers', and two secondary unions.\*

Each primary society is affiliated to the one or the other union, the two union districts being roughly separated from each other by the motor road running from Kpandu to Golokwati and Palime. The new union (Northern Trans-Volta Co-operative Union, Ltd.) established in October, 1951, with headquarters at Jasikan, is the larger of the two, and at the end of March, 1952, comprised fourteen of the cocoa marketing primaries with a farmer membership of about 2,450 and paid-up share capital amounting to £12,250. The Southern Union, with headquarters at Tsito, had eight of the cocoa marketing societies with a membership of over 1,600 and paid-up share capital of about £5,730. Of the total share capital, just about one-third had been invested by the cocoa primaries in their respective unions. Additional private savings by members totalled just under £10,000.

The consumer society in each union district maintains an office and runs its store in the union headquarters, and uses unions' banking services for making cash remittances to cover the goods sold. At 31st March, 1952, the older society in the south had a membership of 325 and subscribed share capital of £706. The one at Jasikan is new, and after half a year's operation, had 112 members with subscribed share capital of £336 at the same date.

The primary cocoa marketing societies sold throughout the cocoa year ending 30th September, 1952, a total of 5,275 tons, the Northern societies' output being about four times that of the Southerners. All cocoa was marketed through the two unions, which in turn sold through the central Gold Coast Co-operative Marketing Association, to which, like other unions in the Gold Coast, they are affiliated.

The primaries distributed to their farmer members loans exceeding £15,680, which were partly financed with members' own savings. The bulk, however, was received from the Gold Coast Co-operative Central Bank, which granted a total of £28,800 to both unions. The balance of £13,000 received by the unions was given to the primaries, which used their respective proportions for building cocoa storage sheds.

\* NOTE:—These statistics do not include the Kusasi Agricultural Development Committee which was only registered as a co-operative society during the year, and for which there are no complete figures.

The two consumer societies together sold over £7,100 worth of goods, an average of over £17 per member. These were mainly supplied by the mother society—the Gold Coast Co-operative Wholesale Establishment—in Accra.

The figures below indicate the increasing part that co-operation is playing in the lives of the people in the Territory.

## PRIMARY CO-OPERATIVE MARKETING SOCIETIES

	1938	1948-49	1950-51	1951-52
Number of Societies ... ..	12	12	18	22
Number of members ... ..	727	2,896	3,866	4,057
Paid-up Share Capital ... ..	£965	£5,287	£10,824	£18,080
Loans taken ... ..	£212	£8,099	£8,351	£15,685
Members' deposits ... ..	—	£4,420	£4,891	£9,914
Tons of cocoa handled ... ..	269	3,913	5,164	5,275

## PRIMARY CO-OPERATIVE CONSUMER SOCIETIES

	1950-51		1951-52		
	Jasikan	Tsito	Jasikan	Tsito	Total
Number of Societies ... ..	—	1	1	1	2
Total number of members ... ..	—	328	112	325	437
Paid-up Share Capital ... ..	—	£708	£336	£706	£1,042
Goods sold ... ..	—	£687	£1,205	£5,909	£7,114

NOTE:—Figures for the years 1948-49 onwards relate to the societies' financial year ending on 31st March; the cocoa figures for 1951-52, however, relate to the Cocoa Marketing Board year ending 30th September, 1952. They include particulars of two societies whose areas of operations are partly in the Gold Coast.

## APPENDIX XV

## Posts and Telecommunications

## A. POST OFFICES AND POSTAL AGENCIES

(i) *Post Offices*

Ho	Kpandu
Hohoe	Kete Krachi
Kadjebi	Yendi

(ii) *Postal Agencies*

Agotime Kpetoe	Likpe Kukurantumi
Ahamansu	Logbi Alakpeti
Akpafu Mpeasem	Likpe Mate
Amedzofe	Matse
Anfoega	New Ayoma
Apesokuti	Nkonya Ahenkro
Anfoeta Tsebi	Nkonya Wurupong
Borada	Poasi
Dodi Papase	Shia
Dzolo kpuita	Sokode Gbogame
Golokwati	Sovie Dzigbe
Have Etoe	Teteman
Jasikan	Teti
Kpandae	Fodome Xelu
Kpedze Awlime	Vakpo Afeyi
Kpeve	Vane
Kwamikrom	Worawora
Liati Agbonyra	

Accra—Ho—Hohoe—Kpandu	...	...	...	Thrice weekly
Ho—Palime	...	...	...	Once weekly
Ho—Keta	...	...	...	Twice weekly
Hohoe—Kadjebi	...	...	...	Twice weekly
Kpandu—Kete Krachi	...	...	...	Twice weekly
Yendi—Tamale	...	...	...	Thrice weekly

Place	Subscribers	
	Private	Official
Agotime Kpetoe ... ..	—	1
Ho ... ..	8	19
Hohoe ... ..	12	9
Kadjebi ... ..	14	2
Kpandu ... ..	8	3
Kpeve ... ..	—	2
Shia ... ..	—	1
Tsito ... ..	4	1
Wegbe ... ..	—	1
Jasikan ... ..	12	3
Golokwati ... ..	—	1
Nkonya Ahenkro ... ..	—	1

	<i>Northern Section</i>	£
Stamps Sales .....	...	271
Money Orders Issued .....	...	6,265
Money Orders Paid .....	...	947
Postal Orders Issued .....	...	2,505
Postal Orders Paid .....	...	918
Telegraph Revenue .....	...	661
Telephone Revenue .....	...	1
Parcel Post Trade Charges collected .....	...	620
Parcel Post Customs Duty .....	...	252
Parcel Post Other Charges .....	...	16

Stamps Sales	...	...	...	...	...	...	...	...	7,487
Money Orders Issued	...	...	...	...	...	...	...	...	91,849
Money Orders Paid	...	...	...	...	...	...	...	...	35,611
Postal Orders Issued	...	...	...	...	...	...	...	...	72,913
Postal Orders Paid	...	...	...	...	...	...	...	...	23,557
Telegraph Revenue	...	...	...	...	...	...	...	...	2,830
Telephone Revenue	...	...	...	...	...	...	...	...	2,414
Parcel Post Trade Charges collected	...	...	...	...	...	...	...	...	5,228
Parcel Post Customs Duty	...	...	...	...	...	...	...	...	1,955
Parcel Post Other Charges	...	...	...	...	...	...	...	...	118

## APPENDIX XVI

## Cost of Living

A. ANNUAL AVERAGE MARKET PRICES OF SELECTED ITEMS OF  
LOCAL PRODUCE IN HO, 1952

<i>Commodity</i>		<i>Cost in pence</i>
Starch foods.	Cassava—fresh ... ..	20·6
	„ —garri ... ..	1·7
	„ —kokonte ... ..	1·0
	Cocoyams ... ..	10·2
	Corn—shelled ... ..	2·2
	Plantain ... ..	7·5
	Sweet potato ... ..	8·0
	Yam ... ..	19·1
	Wateryam ... ..	16·3
	Cowpeas ... ..	3·3
Protein foods.	Groundnuts ... ..	3·1
	Palm oil ... ..	19·0
Fats.	Palm kernel oil ... ..	20·7
	Coconut oil ... ..	21·0
Vegetables.	Garden eggs ... ..	3·2
	Okros ... ..	2·9
	Onions—small ... ..	2·8
	Pepper—dried ... ..	3·0
	Tomatoes—medium ... ..	9·9
	Bananas ... ..	4·7
Fruits.	Oranges ... ..	6·8
	Pawpaws ... ..	2·9
	Pineapples ... ..	11·0
Condiments.	Kola nuts—red ... ..	4·9
	Kola nuts—white ... ..	5·8

Units of purchase and prices for previous years are given on page 243 of the 1951 report.

B. INDEX OF MARKET PRICES OF LOCALLY PRODUCED FOODSTUFFS  
FOR HO AND THE SEVEN TOWNS COMBINED (1948 = 100)

							<i>Ho</i>	<i>Combined index</i>
1952	1st Quarter	...	...	...	...	...	209	198
„	2nd „	...	...	...	...	...	207	192
„	3rd „	...	...	...	...	...	199	184
„	4th „	...	...	...	...	...	172	185

Figures for earlier years are given on page 242 of the 1951 Report.

Indices are constructed covering the major items of expenditure on foodstuffs in the seven most important towns of the Gold Coast, including Ho. Items are weighted according to their relative importance in the diet of manual and related workers. The indices are based on the average of prices in 1948.

## APPENDIX XVII

## Labour

A. INDUSTRIAL ANALYSIS OF AFRICANS AGED 15 YEARS AND OVER  
IN THE PRINCIPAL TOWNS OF THE TERRITORY

	Total		For Wages or on own account		Out of work	
	Male	Female	Male	Female	Male	Female
Total ... ..	3,707	2,509	3,679	2,506	11	1
Agriculture, Forestry and Fishing	1,189	567	1,189	566	—	—
Mining and Quarrying ... ..	—	—	—	—	—	—
Manufacturing Industries (including electricity) ... ..	839	610	833	609	1	—
Building and other construction	243	—	242	—	1	—
Commerce ... ..	572	1,227	563	1,227	1	—
Transport and Communication ...	203	1	196	1	4	—
Service, Personal and Hotel ...	110	16	105	16	4	—
Public and other services of general interest (including water and sanitary services) ... ..	335	51	335	50	—	1
Activities not adequately described	216	37	216	37	—	—

## B. WAGE RATES AND WORKING HOURS

The Administration and local authorities are the principal employers of wage earning labour. Wage rates for skilled and semi-skilled workers are generally uniform throughout the Territory at the following levels:—

	s.	d.	£	s.	d.
Carpenters... ..	9	3	12	0	0
Masons ... ..	9	3	12	0	0
Mechanics ... ..	9	3	12	0	0
Blacksmiths ... ..	9	3	12	0	0
Drivers ... ..	9	0	11	0	0
Timekeepers ... ..	8	0	10	0	0
Forest Guards ... ..	8	0	10	0	0
Messengers ... ..	4	6	5	10	0
Watchmen ... ..	4	6	5	10	0
Road Labourers (unskilled) ... ..	4	0	5	0	0
Paddlers or Carriers ... ..	5	0	6	0	0

Labour employed by the Administration and local authorities normally works a 45-hour week (i.e., 8 hours a day from Mondays to Fridays and 5 hours on Saturdays).

Overtime work is generally paid for at government rates which are as follows:—

- (i) Overtime worked between Monday and Saturday noon is paid for at the rate of time and a quarter.
- (ii) Overtime worked between 12 o'clock noon and midnight on Saturday is paid for at the rate of time and a half.
- (iii) Overtime worked on Sundays and Public Holidays is paid for at the rate of double time.
- (iv) For daily-rated labour one normal working hour's rate is calculated as  $\frac{1}{3}$ th of the daily wage.
- (v) For employees paid on an annual or monthly basis the normal working hours rate of pay is calculated as  $\frac{1}{16\frac{2}{3}}$ th part of the monthly wage.



## APPENDIX XVIII

## Public Relations

## A. BROADCASTING

251 subscribers have loudspeakers connected to the Ho rediffusion system. 199 subscribers are connected to the Hohoe system. No figures of private radio sets in the Territory are available; licences for these sets are frequently obtained in Accra or at such other large centre at which the radio was bought.

## B. LIST OF NEWSPAPERS AND LOCAL NEWS AGENCIES

Title	Ownership	Language	Frequency	Average Circulation per Issue in February, 1953
African Morning Post	A. J. Ocansey	English	Daily	4,914
Spectator Daily	"	"	"	6,389
Gold Coast Independent	Independent Press Limited	"	Weekly	3,000
Daily Echo	Independent Press Limited	"	Daily	5,000
*Daily Graphic	West African Graphic Co. Ltd.	"	"	36,610
Ashanti Pioneer	Messrs. J. W. Tsiboe, Amos S. Dadzie & J. K. Tsiboe	"	"	6,200
Accra Evening News	Head Press	"	"	8,482
Ashanti Sentinel	B.E. Dwira	"	"	4,100
African Opinion	J. C. MacCarthy	"	"	500
Ashanti Times	Ashanti Goldfields Corporation	"	Weekly	5,679
Gold Coast Catholic Voice	Catholic Mission Press	"	Twice Weekly	1,900
The Standard	"	"	Monthly	1,730
The Businessman	B.E. Ahmed Tamackloe	"	Monthly	2,500
Gold Coast Observer	C.F. Hayfrom-Benjamin	"	Weekly	2,392
West African Monitor	Mfantiman Press	"	Daily	1,207
Amansuon	Mfantiman Press	"	Weekly	1,207
*Ghana Daily Express	Ausco Press & Publishing Co.	Vernacular	Twice Weekly	2,500
The Christian Messenger	Ewe Presbyterian Church (Ho)	English	Monthly	1,248
		Twi	"	1,840
		Ga	"	658

Akan Kyreman ...	...	...	Catholic Mission Press ...	...	...	Vernacular	"	1,020
Lahabali Tshu ...	...	...	Vernacular Literature Bureau	...	...	"	"	410
Nkwanta Bisa (Fanti) ...	...	...	"	...	...	"	"	5,100
Kasem Labare ...	...	...	"	...	...	"	"	400
Nkwanta Bisa (Twi) ...	...	...	"	...	...	"	"	11,700
*Motabiala (Ewe) ...	...	...	"	...	...	"	"	12,750
Mansralo (Ga) ...	...	...	"	...	...	"	"	4,250
Ghana Star ...	...	...	"	...	...	"	"	—
Togoland Vanguard ...	...	...	Ashanti Printing & Publishing Co.	...	...	English	Daily	—
	...	...	Togoland News Syndicate ...	...	...	"	Spasmodic	—

NOTE:—Circulation figures for the Trust Territory itself are not available but the papers marked \* above receive very wide circulation in the Territory

NEWS AGENCIES								
Adjisams News Agency ...	...	...	P.Q. Adjisam—Accra	...	...	English	As required	—
Samalex News Agency ...	...	...	Samuel K. Boateng—Kumasi	...	...	"	"	—

## APPENDIX XIX

## Medical and Health

## A. MEDICAL AND HEALTH STAFF

Table showing number of	Government		Missionary		Private		Local Authority	
	Euro- pean	African	Euro- pean	African	Euro- pean	African	Euro- pean	African
(a)								
Registered Physicians ...	2	1	—	—	—	—	—	—
Licensed Physicians ...	—	—	1	—	—	2	—	—
Registered Dentists ...	—	—	—	—	—	—	—	—
(b)								
Chief Nurse ...	—	1	—	—	—	—	—	—
Senior Nurses ...	—	—	2	—	—	—	—	—
Junior Nurses ...	—	24	—	2	—	—	—	—
Pupil Nurses ...	—	14	—	—	—	—	—	—
Local Authority Dressers	—	—	—	—	—	—	—	6
(c)								
Senior Midwives ...	—	—	2	—	—	—	—	—
Junior Nurse Midwives	—	7	—	—	—	2	1	—
Junior Midwives ...	—	3	1	—	—	—	—	—
Qualified nurses training as midwives ...	—	5	—	—	—	—	—	—
(d)								
Laboratory Assistants	—	—	—	—	—	—	—	—
Microscopists ...	—	3	—	—	—	—	—	—
(e)								
Pharmacists ...	—	6	—	—	—	2	—	—
(f)								
Sanitary Inspectors ...	—	6	—	—	—	—	—	Figure unavail- able

NOTE:—Three junior nurse midwives are qualified as senior nurses and seven as junior nurses.

## B. MEDICAL FACILITIES

<i>Table showing number of</i>	<i>Government</i>	<i>Mission</i>	<i>Local Authority and Others</i>	<i>Remarks</i>
(a) General Hospitals ... ..	3	—	—	
(b) Cottage Hospitals and Nursing Homes ... ..	—	1	2	
(c) Dispensaries (O.P.D.) ...	1	5	19	Mission dispensary at Jaboba closed 1.8.52.
(d) Dispensaries (with beds) ...	—	1	—	
(e) Mobile Health Units ... ..	—	—	1 (Red Cross)	
(f) Maternity and Child Welfare Clinics ... ..	—	1	1	
(g) Leper Settlements ... ..	2	1	—	

**C. STATEMENT OF CASES TREATED, CURED AND UNCURED IN GOVERNMENT HOSPITALS AND DISPENSARIES**  
**(MAJOR DISEASES ONLY)**  
**(Figures relate to 1951)**

1	2 <i>In- and Out- Patients treated in hospitals etc.</i>	3 Cases Cured										4 Cases Uncured										5 Fatal Cases										6 <i>Race</i>	7 <i>Remarks</i>															
		0-5 years					15-45 years					45-65 years					65 years and over					0-5 years					5-15 years							15-45 years					45-65 years					65 years and over				
		M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F			M	F	M	F	M	F									
Malaria (all forms) ...	6,249	30	34	31	20	54	24	4	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—										
Bronchitis	2,236	8	6	4	3	11	6	3	2	—	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—										
Yaws ...	17,927	—	—	—	—	4	3	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—										
Diseases of the Digestive Organs	4,301	10	5	14	6	33	22	6	4	—	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—										
Disease of the Skin	12,283	1	4	15	4	30	16	5	2	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—										
Diseases of the Eye...	1,299	2	1	1	—	17	1	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—										
Tuberculosis (all forms)	156	—	—	—	—	1	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—										
Syphilis ...	12	—	—	—	—	7	1	4	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—										
Gonorrhoea	1,302	—	—	—	4	21	20	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—										
Total ...	45,765	51	50	65	37	178	94	25	9	1	3	—	1	3	1	19	16	6	4	2	—	2	6	1	2	1	1	1	1	2	—	—	—	—	—	—	—											
		Total cases cured, uncured and fatal in columns 3, 4 and 5 of this sheet do not include Out-patient cases, as these are not available.																																														

Total cases cured, uncured and fatal in columns 3, 4 and 5 of this sheet do not include Out-patient cases, as these are not available.

## D. MISSIONARIES ENGAGED IN MEDICAL WORK

<i>Missionary</i>	<i>Number engaged in Medical Work</i>	<i>Nationality</i>
Roman Catholics ... ..	2	Dutch and French
Assemblies of God Mission ... ..	2	United States
World Wide Evangelisation Crusade ... ..	5	British
American Mission Presbyterian Church ... ..	4	3 German 1 United States

## E. EXPENDITURE ON MEDICAL AND HEALTH SERVICES

	£	£
Personal emoluments and wages ... ..	13,231	
Administrative expenses ... ..	4,830	
Specialist services ... ..	11,716	
Travelling and transport ... ..	1,226	
Hospital equipment and drugs ... ..	19,328	
Fuel and diet ... ..	256	
Leper settlements ... ..	4,139	
Sanitation recurrent... ..	430	
Miscellaneous ... ..	5,931	
		61,107
Hohoe Hospital construction ... ..	27,754	
Kpandu model health centre ... ..	970	
Ho Hospital improvements ... ..	133	
Tamale Hospital extensions ... ..	701	
		29,558
Local Authority medical expenditure ... ..	4,017	
Local Authority health expenditure ... ..	14,270	
		18,287
		£108,952

*Note:*—These figures do not include any proportion of administrative expenses in the Ministry of Health and Labour or expenditure on central administrative buildings. Local authority expenditure on medical and health services is an approximation, expenditure in the Northern Section being calculated as a percentage based on proportionate populations in the Territory and those parts of the local authorities concerned which lie in the Gold Coast. Expenditure on water supply health measures is excluded.



## B. PRISONERS' AGE GROUPS

Prison	Under 16 Years	16-20 Years	20-25 Years	25-30 Years	30-35 Years	35-40 Years	40-45 Years	45-50 Years	Over 50 Years	Total
Ho ... ..	—	3	16	20	15	18	9	8	—	89
Kpandu ... ..	—	—	27	79	26	32	8	9	7	188
Yendi ... ..	—	—	2	35	10	7	8	3	2	67
Kete-Krachi ... ..	—	—	4	7	2	8	—	1	—	22
TOTAL ... ..	—	3	49	141	53	65	25	21	9	366

## C. NATIONALITY OR TRIBAL ORIGIN OF CONVICTED PRISONERS

	Ga	Twi	Fanti	Ewe Ashanti	Other Inhabitants of the Gold Coast	N.T.'s Inhabitants	Moshie	Hausa	Nigeria	Kroo	Asiaties and European	Other unclassified	Total
Ho ... ..	2	1	—	79	—	3	—	2	1	—	—	1	89
Kpandu ... ..	3	7	6	111	28	16	2	3	4	—	—	6	188
Yendi ... ..	3	1	8	3	4	36	5	5	—	—	—	—	67
Kete-Krachi ... ..	1	2	—	4	—	13	1	—	—	—	—	—	22
GRAND TOTAL	9	11	14	197	3	68	8	10	5	—	—	7	366



## D. PRISON AND CELL CAPACITY

Questions	Ho	Kpandua	Yendi	Kete-Krachi
How many wards are there?	—	3	—	1
How many cells are there?	7	10	3	2
Taking the average number of prisoners in goal, how many cubic feet of space is there for each prisoner during the hours of sleep?	189	325	310	335
What is the cubic capacity of the cells and wards?	7,744	16,560	7,470	10,701

## E. DIETARY SCALES

Ordinary Diet		Punishment Diet	Infirmary Diet	
5 days a week	2 days a week	Daily	Daily	
Kenki ... 2½ lbs. Fish, fresh cooked ... 4½ ozs. Beef, fresh cooked ... 1½ ozs. or Beef, salt, cooked ... 2½ ozs. Pepper ... ½ oz. Salt ... ¼ oz.	Boiled cassada ... 2½ lbs. Fish, fresh, cooked ... 3 ozs. or Fish, salt, cooked ... 4½ ozs. or Beef, fresh, cooked ... 1½ ozs. or Beef, salt, cooked ... 2½ ozs. Pepper ... ½ oz. Salt ... ¼ oz. Palm Oil ... ¼ oz. Vegetables ... 4 ozs. The above articles of diet, excepting boiled cassada, are to be made into soup.	Kenki ... 1½ lbs. Salt ... ¼ oz.	Kenki, cooked ... 2 lbs. or Rice, cooked ... 3 lbs. or Cassada, cooked ... 3 lbs. Fish, fresh, cooked ... 8 lbs. or Fish, salt, cooked ... 8 ozs. Beef, fresh, cooked ... 8 ozs. Akassa ... 1 pint Fresh vegetables, cooked ... 8 ozs. Palm Oil ... 2 ozs. or Groundnuts ... 2 ozs. or 2 Oranges or 2 Bananas Salt and pepper ... a.	

All prisoners are allowed 10 ozs. of boiled Akassa every morning, except when on punishment diet, to be taken before the day's work is begun.

## APPENDIX XXI

A. EDUCATION  
Schools and Colleges

Management	Primary		Middle		Secondary		Teacher Training Colleges (Aided)	Vocational (e.g. Commercial) Schools (Unaided)	Total		Total
	Aided	Unaided	Aided	Unaided	Aided	Unaided			Aided	Unaided	
<i>Southern Section:</i>											
Local Authority	10	—	1	—	—	—	—	—	11	—	11
Ewe Presbyterian Church	204	1	31	3	1	—	1	—	237	4	241
Roman Catholic Mission	129	2	25	11	—	1	1	—	155	14	169
Anglican Church	1	—	—	—	—	—	—	—	1	—	1
Salvation Army	1	—	—	—	—	—	—	—	1	—	1
First Century Gospel Church	—	1	—	—	—	—	1	—	—	1	1
Independent	—	—	—	—	—	—	—	—	—	—	—
Private	—	—	—	—	—	5	—	5	—	10	10
Total	345	4	57	14	1	6	3	5	406	29	435
<i>Northern Section:</i>											
Local Authority	11	—	1	—	—	—	—	—	12	—	12
Ewe Presbyterian Church	—	1	—	—	—	—	—	—	—	1	1
Private	—	—	—	—	—	—	—	—	—	—	—
Total	11	1	1	—	—	—	—	—	12	1	13
TOTAL FOR TERRITORY	356	5	58	14	1	6	3	5	418	30	448

NOTE: (i) "Aided" means maintained from central and/or local government funds.  
(ii) "Unaided" or "Private" means not maintained either from central or local government funds.  
(iii) "Independent" means conducted by an independent body corporate.  
(iv) The language of instruction is English except in primary schools in which it is the vernacular.  
(v) In addition to the figure of primary schools there are two leper schools, one in the Northern Section and one in the Southern.

**B. ENROLMENT**  
**(i) Enrolment, Primary and Middle Schools**

Management		Primary Schools								Middle Schools					Total
		Class 1	Class 2	Class 3	Class 4	Class 5	Class 6	Total	Form 1	Form 2	Form 3	Form 4	Total		
Southern Section:															
Local Authority	...	B	199	61	52	51	39	41	443	26	24	21	15	86	529
	G	66	22	13	10	9	5	125	3	1	—	—	4	129	
Ewe Presbyterian Church	...	B	3,188	1,616	1,330	1,354	1,274	1,177	9,939	830	696	653	533	2,712	12,651
	G	2,606	1,071	873	845	647	576	6,618	211	113	90	55	469	7,087	
Roman Catholic Mission	...	B	2,033	954	760	859	401	472	5,479	645	588	450	311	1,994	7,473
	G	1,404	529	335	300	250	179	2,997	91	71	35	22	219	3,216	
Anglican Church	...	B	16	9	12	6	4	7	54	—	—	—	—	—	54
	G	14	3	5	5	7	2	36	—	—	—	—	—	—	36
Salvation Army	...	B	29	8	7	12	22	8	86	—	—	—	—	—	86
	G	16	6	5	9	2	4	42	—	—	—	—	—	—	42
First Century Gospel Church	B	7	2	6	10	7	9	41	—	—	—	—	—	—	41
	G	5	1	4	1	4	6	21	—	—	—	—	—	—	21
Total Boys	...	...	5,472	2,650	2,167	2,292	1,747	1,714	16,042	1,501	1,308	1,124	859	4,792	20,834
Total Girls	...	...	4,111	1,632	1,235	1,170	919	772	9,839	305	185	125	77	692	10,531
(Total Southern Section)	...	...	9,583	4,282	3,402	3,462	2,666	2,486	25,881	1,806	1,493	1,249	936	5,484	31,365

Northern Section: Local Authority		202	129	72	77	60	50	590	35	34	28	21	118	708
...	B	36	23	9	10	17	9	104	6	6	3	—	15	119
Ewe Presbyterian Church	B	30	—	—	—	—	—	30	—	—	—	—	—	30
	G	9	—	—	—	—	—	—	—	—	—	—	—	9
Total ...	B	232	129	72	77	60	50	620	35	34	28	21	118	738
(Northern Section) *Total	G	45	23	9	10	17	9	113	6	6	3	—	15	128
	...	277	152	81	87	77	59	733	41	40	31	21	138	866
	B	5,704	2,779	2,339	2,369	1,807	1,764	16,662	1,536	1,342	1,152	880	4,910	21,672
	G	4,156	1,655	1,244	1,180	936	781	9,952	311	191	128	77	707	10,659
TOTAL FOR TERRITORY	...	9,860	4,434	3,483	3,549	2,743	2,545	26,614	1,847	1,533	1,280	957	5,617	32,231

NOTE.—These figures do not include children from territories attending primary schools outside the Territory, nor do they include 34 children attending schools for lepers at Ho and Nkanchina.

- (ii) Accurate statistics are not available for private primary and middle schools in the Territory and are therefore excluded from the table.
- (iii) Such figures as are available of population according to age groups will be found in Appendix II above.

(iii) Such figures as are available of population according to age groups will be found in Appendix II above.

## (ii) Enrolment in Secondary Schools, Training Colleges and Vocational Schools

Management	Training Colleges				Secondary Schools					Other Vocational Schools					
	Year 1	Year 2	Total	Certificates Awarded	Form 1	Form 2	Form 3	Form 4	Form 5	Total	Form 1	Form 2	Form 3	Forms 4 & 5	Total
Ewe Presbyterian Church (Aided)	M 36 F 23	36 20	72 43	36 20	62	62	28	—	—	152*	—	—	—	—	—
Roman Catholic Mission	M 58	23	81	23	—	—	—	—	—	—	—	—	—	—	—
(a) Assisted	M —	—	—	—	27	—	—	—	—	27	—	—	—	—	—
(b) Private	F —	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Independent	M 30 F —	—	30	—	—	—	—	—	—	—	—	—	—	—	—
Private	M — F —	—	—	—	82	41 2	23	—	—	146 2	24	18	17	—	59
Total	M 124 F 23	59 20	183 43	59 20	171	103 2	51	—	—	325 2	24	18	17	—	59
... TOTAL	147	79	226	79	171	105	51	—	—	327	24	18	17	—	59

NOTE:—The numbers of pupils enrolled in Primary Class 6, Middle Form 4, Secondary Form 3 (Southern Section) and Training College Year 2 indicate the numbers of pupils or students completing each course.

\* See footnote on page 134.

## (iii) Enrolment of Togoland Pupils and Students in Aided and Government Secondary, Technical and Teacher-Training Institutions in the Gold Coast excluding the Territory.

	Number indigenous to Northern Section		Number indigenous to Southern Section		Total		Grand Total
	Male	Female	Male	Female	Male	Female	
Secondary Schools ... ..	46	2	217	26	263	28	291
Technical and Trade-Training Institutions ...	11	—	42	—	53	—	53
Teacher-Training Colleges ... ..	5	—	155	45	160	45	205
<b>TOTAL</b> ... ..	<b>62</b>	<b>2</b>	<b>414</b>	<b>71</b>	<b>476</b>	<b>73</b>	<b>549</b>

## (iv) Enrolment in Higher Educational Institutions outside the Territory

	<i>Men</i>	<i>Women</i>	<i>Total</i>
University College of the Gold Coast ... ..	36	—	36
Kumasi College of Technology ... ..	1	—	1
United Kingdom ... ..	15	2	17
United States of America ... ..	3	—	3
Canada ... ..	2	—	2
<b>Total ... ..</b>	<b>57</b>	<b>2</b>	<b>59</b>

## C. SCHOLARSHIPS

(i) Number of Scholarship Holders in Institutions of Higher Education  
(excluding Teacher Training Colleges)

	<i>Men</i>	<i>Women</i>	<i>Total</i>
University College of the Gold Coast ... ..	36	—	36
Kumasi College of Technology ... ..	1	—	1
United Kingdom ... ..	6	1	7
United States of America ... ..	1	—	1
Canada ... ..	—	—	—
<b>Total ... ..</b>	<b>44</b>	<b>1</b>	<b>45</b>





## D. TEACHERS

## (i) Teachers in Primary Schools

Management	Trained		Untrained		Total		Total
	Male	Female	Male	Female	Male	Female	
<i>Southern Section</i>							
Local Authority ... ..	14	—	18	—	32	—	32
Ewe Presbyterian Church	207	18	401	49	608	67	675
Roman Catholic Mission...	72	10	265	22	337	32	369
Anglican Church ... ..	1	—	5	—	6	—	6
Salvation Army ... ..	—	—	6	—	6	—	6
First Century Gospel ...	—	—	4	—	4	—	4
Total ... ..	294	28	699	71	993	99	1,092
<i>Northern Section</i>							
Local Authority ... ..	20	—	5	—	25	—	25
Ewe Presbyterian Church	—	—	1	—	1	—	1
Total ... ..	20	—	6	—	26	—	26
Total for Territory ...	314	28	705	71	1,019	99	1,118

NOTE.—These figures include 3 teachers in schools for lepers.

## (ii) Teachers in Middle Schools

Management	Trained		Untrained		Total		Total
	Male	Female	Male	Female	Male	Female	
Southern Section							
Local Authority ... ..	6	—	—	—	6	—	6
Ewe Presbyterian Church	70	8	24	1	94	9	103
Roman Catholic Mission...	38	9	32	1	70	10	80
Total ... ..	114	17	56	2	170	19	189
Northern Section							
Local Authority ... ..	3	—	1	—	4	—	4
Total ... ..	3	—	1	—	4	—	4
Total for Territory ...	117	17	57	2	174	19	193

## (iii) Teachers in Secondary Schools, Training Colleges and other Vocational Schools

	Expatriates						Africans						Total					
	Trained		Untrained		Total		Trained		Vocational		Total		Trained		Vocational		Total	
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F
<i>Secondary Schools</i>																		
1. Ewe Presbyterian Church (Assisted)	2	—	—	—	2	—	9	—	—	—	9	—	11	—	—	—	11	—
2. Roman Catholic Mission (Private)	—	—	1	—	1	—	—	—	1	—	1	—	—	—	2	—	2	—
3. Private ... ..	—	—	—	—	—	—	3	—	6	—	9	—	3	—	9	—	12	—
<i>Training Colleges</i>																		
1. Ewe Presbyterian Church (Assisted)	1	—	—	—	1	—	9	—	—	—	9	—	10	—	—	—	10	—
2. Roman Catholic Mission (Assisted)	1	—	—	—	1	—	6	—	—	—	6	—	7	—	—	—	7	—
3. Independent ... ..	1	—	—	—	1	—	2	—	—	—	2	—	3	—	—	—	3	—
Other Vocational Schools (Private)	—	—	—	—	—	—	—	—	10	—	10	—	—	—	10	—	10	—
Total ... ..	5	—	1	—	6	—	29	—	17	—	46	—	34	—	21	—	55	—

## E. FEES CHARGED PER ANNUM

	<i>Primary Schools</i>	<i>Middle Schools</i>	<i>Secondary Schools</i>	<i>Teacher-Training Colleges</i>
Southern Section ...	Free	(i) 30s.-42s.	(ii) £48	(iii) £36-£42
Northern Section ...		(iv) 154s.	Free	(iii) 1s. per diem

NOTE.—(i) In addition, Krachi Local Council Middle Boarding School charges boarding fees of £6 per annum to natives of Krachi and £9 per annum to non-natives.

(ii) £36 boarding fees, £12 Tuition fees.

(iii) For boarding only; tuition is free.

(iv) For tuition, board, books, stationery and clothing.

## F. COMPARATIVE TABLES SHOWING THE DEVELOPMENT OF PRIMARY AND MIDDLE EDUCATION

(i) *Southern Section*

Year	Number of Schools			Enrolment							Number of Teachers
	Assisted	Non-Assisted	Total	Assisted			Non-Assisted			Total	
				Boys	Girls	Total	Boys	Girls	Total		
1922 ... ..	47	13	60	1,676	365	2,041	—	—	700	2,741	—
1930 ... ..	58	10	68	2,542	678	3,220	246	63	309	3,529	116
1939 ... ..	85	43	128	5,182	1,453	6,635	1,120	384	1,504	8,139	295
1945 ... ..	102	214	316	7,452	2,557	10,009	6,292	2,252	8,544	18,553	586
1946 ... ..	107	218	325	8,156	2 948	11,104	6,510	2,079	8,589	19,693	673
1947 ... ..	117	208	325	8,333	3,393	11,726	7,804	2,439	10,243	21,969	779
1948 ... ..	88	240	328	8,798	4,095	12,893	9,046	3,091	12,137	25,030	862
1949 ... ..	87	209	296	8,393	4,083	12,476	9,615	2,966	12,581	25,057	935
1950 ... ..	93	219	312	8,982	4,466	13,448	10,599	3,462	14,061	27,509	985
1951 ... ..	95	232	327	8,831	4,750	13,581	11,086	3,631	14,717	28,298	1,001
	Aided	Unaided	Aided				Unaided				
			Total	Boys	Girls	Total	Boys	Girls	Total		
1952 ... ..	402	18	420	20,834	10,531	31,365	—	—	—	31,365	1,281



## G. EDUCATIONAL EXPENDITURE

	£
1. Administration* ... ..	10,354
2. District Education Committee ... ..	360
3. Inspection Expenses* ... ..	2,193
4. Grants to Managing Authorities ... ..	68,105
5. Building Grants ... ..	39,974
6. Recurrent Expenditure, Tamale* ... ..	10,706
7. Achimota School and Training College ... ..	5,000
8. Grants to Teacher Training Colleges and Secondary Schools *	13,775
9. Technical Institutes and Trade Training Schools *	3,886
10. Gold Coast University College and Kumasi College of Technology*...	71,855
11. Scholarships ... ..	11,600
12. Teacher Training College and Science Blocks, Tamale*	15,658
13. Miscellaneous ... ..	7,027
	<hr/>
	£260,493

\* The figure represents a share of the total expenditure in the Gold Coast and the Territory.  
 Details of Local Authority Expenditure on Education are contained in Appendix VIb.

## APPENDIX XXII

List of International Conventions, Treaties, etc., applied to  
Togoland under United Kingdom TrusteeshipA. MULTILATERAL AGREEMENTS AND CONVENTIONS APPLIED TO  
TOGOLAND UNDER UNITED KINGDOM TRUSTEESHIP

<i>Name</i>	<i>Date of signature</i>	<i>Date of application</i>
General Act of the Brussels Conference relative to the African Slave Trade.	2.7.90 Brussels	20.7.22
Convention for the Publication of Customs Tariffs ... ..	5.7.90 Brussels	20.7.22
Convention for the Preservation of Wild Animals, Birds and Fish in Africa.	19.5.00 London	20.7.22
Agreement for the Suppression of the White Slave Traffic ...	18.5.04 Paris	20.7.22
Convention prohibiting the use of White (Yellow) Phosphorus in Manufacture of Matches.	26.9.06 Berne	20.7.22
Agreement regarding the Creation of an International Office of Public Health.	9.12.07 Rome	26.9.29
Convention relative to the Protection of Literary and Artistic Works, revising that signed at Berne, 9.9.86.	13.11.08 Brussels	20.7.22
Agreement for the Suppression of the White Slave Traffic ...	4.5.10 Paris	21.6.24
Agreement for the Suppression of Obscene Publications ...	4.5.10 Paris	20.7.22
Convention respecting collisions between Vessels ... ..	23.9.10 Brussels	20.7.22
Convention respecting assistance and salvage at sea ... ..	23.9.10 Brussels	20.7.22
Opium Convention and subsequent relative papers ... ..	23.1.12 The Hague	20.7.22
Radio-telegraph Convention ... ..	5.7.12 London	20.7.22
Additional Protocol regarding the Convention relative to the Protection of Literary and Artistic Works.	20.3.14 Berne	20.7.22
Convention relating to Liquor Traffic in Africa, and Protocol ...	10.9.19 St. Germain-en-Laye	20.7.22
Convention revising the General Act of Berlin, 26.2.85, and the General Act and Declaration of Brussels, 2.7.90.	10.9.19 St. Germain-en-Laye	20.7.22
Convention relating to the Regulation of Aerial Navigation and additional Protocol of May, 1920. Certain provisions of this Convention are applied to Togoland under U.K. Trusteeship by the Air Navigation (Mandated Territories) Order-in-Council, 1927.	13.10.19 Paris	20.7.22
Convention and Statute on Freedom of Transit ... ..	20.4.21 Barcelona	2.8.22
Convention and Statute on the Regime of Navigable Waterways of International Concern.	20.4.21 Barcelona	2.8.22
Additional Protocol to the Convention on the Regime of Navigable Waterways of International Concern.	20.4.21 Barcelona	2.8.22
Declaration recognising the Right to a Flag of States having no Sea-Coast.	20.4.21 Barcelona	9.10.22
Convention for the Suppression of Traffic in Women and Children. (Applies to Southern Section only.)	30.9.21 Geneva	3.7.24
Declaration regarding the Convention relating to the Regulation of Aerial Navigation of 13.10.19.	1.6.22 Paris	20.7.22
Protocol regarding ditto ... ..	27.10.22 London	14.12.26
Protocol regarding ditto ... ..	30.6.23 London	14.12.26
Convention for the Suppression of the Circulation of and Traffic in Obscene Publications.	12.9.23 Geneva	3.11.26

<i>Name</i>	<i>Date of signature</i>	<i>Date of application</i>
Protocol on Arbitration Clauses ... ..	24.9.23 Geneva	12.3.26
Convention relating to the Simplification of Customs Formalities	3.11.23 Geneva	29.8.24
Convention relating to the Development of Hydraulic Power affecting more than one State and Protocol of Signature.	9.12.23 Geneva	22.9.25
Convention and Statute on the International Regime of Railways and Protocol of Signature.	9.12.23 Geneva	22.9.25
Convention relating to the Transmission and Transit of Electric Power and Protocol of Signature.	9.12.23 Geneva	22.9.25
Convention and Statute on the International Regime of Maritime Ports and Protocol of Signature.	9.12.23 Geneva	22.9.25
Convention for the Unification of Rules relating to Bills of Lading.	25.8.24 Brussels	2.6.31
Convention relating to Dangerous Drugs with Protocol ...	19.2.25 Geneva	17.2.26
Convention relating to the Circulation of Motor Vehicles ...	24.4.26 Paris	29.4.31
Sanitary Convention ... ..	21.6.26 Paris	9.10.28
Slavery Convention ... ..	25.9.26 Geneva	18.6.27
Convention on the Execution of Foreign Arbitral Awards ...	26.9.27 Geneva	26.5.31
Radio-Telegraph Convention ... ..	25.11.27 Washington	15.8.30
Convention relative to the Protection of Literary and Artistic Works.	2.6.28 Rome	1.10.31
Convention for the Regulation of International Exhibitions ...	22.11.28 Paris	17.1.31
Protocol regarding the Convention relating to the Regulation of Aerial Navigation of 13.10.19.	15.6.29 Paris	17.5.33
Convention for the Unification of certain rules relating to International Carriage by Air.	12.10.29 Warsaw	3.12.34
Protocol regarding the Convention relating to the Regulation of Aerial Navigation of 13.10.19.	11.12.29 Paris	17.5.33
Protocol relating to Military Obligations in certain cases of Double Nationality.	12.4.30 The Hague	25.5.37
Protocol relating to a certain case of Statelessness ... ..	12.4.30 The Hague	1.7.37
Convention on certain questions relating to the Conflict of Nationality Laws.	12.4.30 The Hague	1.7.37
Convention regarding the Taxation of Foreign Motor Vehicles, with Protocol.	30.3.31 Geneva	3.7.35
Convention on the Stamp Laws in connection with Bills of Exchange and Promissory Notes.	7.6.30 Geneva	18.7.36
Convention on the Stamp Laws in connection with Cheques ...	19.3.31 Geneva	18.7.36
Convention for Limiting the Manufacture and Regulating the Distribution of Narcotic Drugs.	13.7.31 Geneva	18.5.36
Convention for the Regulation of Whaling ... ..	24.9.31 Geneva	17.2.37
Convention regarding Telecommunications ... ..	9.12.32 The Hague	23.8.35
Sanitary Convention for Aerial Navigation ... ..	12.4.33 The Hague	3.4.35
Convention for the Protection of the Fauna and Flora of Africa	8.11.33 London	14.1.36
Universal Postal Convention ... ..	20.3.34 Cairo	30.3.35
Agreement concerning Insured Letters and Boxes ... ..	20.3.34 Cairo	30.3.35
Agreement Dispensing with Bills of Health ... ..	22.12.34 Paris	31.3.38
Agreement Dispensing with Consular Visas on Bills of Health ...	22.12.34 Paris	31.3.38



<i>Name</i>	<i>Date of signature</i>	<i>Date of application</i>
Convention concerning the use of Broadcasting in the Cause of Peace.	23.9.36 Geneva	14.7.39
Convention relating to the International Status of Refugees ...	28.10.33 Geneva	30.5.40
Convention relating to the Status of Refugees from Germany ...	10.2.38 Geneva	30.5.40
International Sanitary Convention for Aerial Navigation 1944 ...	5-15.1.45 Washington	21.2.45
International Sanitary Convention 1944 ... ..	5-15.1.45 Washington	21.2.45

*Note.*—Article 8 of the Mandate in respect of Togoland under British Mandate stipulated that adherence to any general International Convention on behalf of the Gold Coast implied adherence on behalf of the Mandated Territory also. In the case of such Conventions adherence to which on behalf of the Gold Coast was notified on or before 20th July 1922 (date of British Mandate for Togoland) the adherence on behalf of the Mandated Territory may be regarded as having effect from that date. In the case of such Conventions adherence to which on behalf of the Gold Coast was notified after 20th July 1922, the date of accession of the Gold Coast may be regarded as the date of accession of the Mandated Territory.

#### B. EXTRADITION TREATIES BETWEEN THE UNITED KINGDOM AND FOREIGN COUNTRIES WHICH HAVE BEEN APPLIED TO TOGOLAND UNDER UNITED KINGDOM TRUSTEESHIP

<i>Country</i>	<i>Date of signature</i>	<i>Date of application (effective)</i>
Albania ... ..	22.7.26	11.7.27
Belgium ... ..	29.10.01	
	5.3.07	
Belgian Congo ... ..	3.3.11	1.8.28
Ruanda-Urundi ... ..	8.8.23	
	2.7.28	
Bolivia ... ..	22.2.92	18.2.28
Chile ... ..	26.1.97	13.1.28
Colombia ... ..	27.10.88	5.12.30
	2.12.29	
Cuba ... ..	3.10.04	12.12.31
	17.4.30	
Czechoslovakia ... ..	11.11.24	15.7.27
	4.6.26	
Denmark ... ..	31.3.73	10.2.28
	15.10.35	30.6.36
Ecuador ... ..	29.9.80	19.1.28
	4.6.34	8.11.37
*Estonia ... ..	18.11.25	10.3.27
Finland ... ..	30.5.24	25.11.26
France ... ..	14.8.76	
	13.2.96	13.11.23
	17.10.08	
*Germany ... ..	14.5.72	17.8.30
Greece ... ..	24.9.10	19.4.28
Guatemala ... ..	4.7.85	11.9.29
	30.5.14	
Haiti ... ..	7.12.74	13.1.28

\* Treaties whose status is in doubt owing to the war or circumstances arising out of the war.

Country	Date of signature	Date of application (effective)
Hungary ... ..	3.12.73 26.6.01 } 18.9.36 31.3.73 2.5.32 16.7.24 16.12.92 18.5.26 24.11.80 23.1.37 17.12.91 27.11.30 } 26.9.98 19.4.05 26.6.73 18.2.07 25.8.06 12.9.08 26.1.04 11.1.32 17.10.92 30.11.92 20.1.32 21.3.93 13.3.94 } 23.6.81 16.10.99 4.3.11 4.6.78 19.2.89 26.11.80 29.6.04 19.12.34 22.12.31 6.12.00 }	25.4.28 13.10.37 25.11.37 5.5.33 7.6.26 16.10.28 11.6.27 28.1.28 1.8.38 5.7.31 27.1.28 12.1.28 13.12.29 24.1.28 16.1.28 16.1.28 12.3.34 23.6.34 12.1.29 8.8.30 19.7.34 27.2.28 13.2.28 19.9.29 6.9.35 24.6.35 1.11.28
Iceland ... ..		
Iraq ... ..		
*Latvia ... ..		
Liberia ... ..		
*Lithuania ... ..		
Luxemburg ... ..		
Monaco ... ..		
Netherlands ... ..		
Nicaragua ... ..		
Norway ... ..		
Panama ... ..		
Paraguay ... ..		
Peru ... ..		
Poland ... ..		
Portugal ... ..		
Roumania ... ..		
Salvador ... ..		
San Marino ... ..		
Siam ... ..		
Spain ... ..		
Switzerland ... ..		
United States of America ... ..		
Yugoslavia ... ..		

**C. COMMERCIAL TREATIES BETWEEN THE UNITED KINGDOM AND FOREIGN COUNTRIES WHICH HAVE BEEN APPLIED TO TOGOLAND UNDER UNITED KINGDOM TRUSTEESHIP**

<i>Country</i>	<i>Name</i>	<i>Date of application (effective)</i>
China ... ..	Treaty relating to the Chinese Customs Tariff, 20.12.28	1.2.29
Czechoslovakia ... ..	Customs Duties on Printed Matter advertising British Products—Notes, 1.2.26 ... ..	1.2.26
Egypt ... ..	Commercial modus vivendi—Notes, 5-7.6.30 ... ..	11.6.30
*Estonia ... ..	Treaty of Commerce and Navigation, 18.1.26 ... ..	11.7.27
Finland ... ..	Commercial Agreement and Protocol, 11.7.34 ... ..	8.9.34
*Germany ... ..	Agreement respecting Commerce and Navigation, 29.9.33	23.11.33
	Treaty of Commerce and Navigation, 2.12.24 ... ..	4.3.26
	Agreement respecting Commercial Payments, 1.11.34 ... ..	1.11.34
	Agreement respecting Commercial Payments, 1.7.38 ... ..	1.7.38
Hungary ... ..	Treaty of Commerce and Navigation, 23.7.26 ... ..	17.4.28
Italy ... ..	Agreement and Notes respecting Commercial Exchanges and Payments, 18.3.38 ... ..	28.3.38

\* Treaties whose status is in doubt owing to the war or circumstances arising out of the war.

<i>Country</i>	<i>Name</i>	<i>Date of application (effective)</i>
*Lithuania ...	Notes respecting Commercial Relations, 6.5.22 ...	24.4.23
	Notes respecting Commercial Relations, 28.11.29-10.12.29	10.12.29
	Agreement and Protocol respecting Commerce and Navigation, 6.7.34—Notes, 6.2.35 ...	12.8.34
Netherlands ...	Notes respecting Commercial Relations, 18.12.35 ...	1.1.36
Norway ...	Commercial Agreement, 15.5.33 ...	7.7.33
Panama ...	Treaty of Commerce and Navigation, 25.9.28 ...	10.6.30
Poland ...	Treaty of Commerce and Navigation, 26.11.23 ...	22.1.25
	Commercial Agreement, etc., 27.2.35 ...	14.8.35
Portugal ...	Notes respecting Commerce and Navigation—Flag discrimination, 14.10.33 ...	14.10.33
Roumania ...	Treaty of Commerce and Navigation, 6.8.30 ...	12.5.31
Siam ...	Treaty of Commerce and Navigation, 23.11.37 ...	8.12.38
Spain ...	Commercial Treaty, 31.10.22 ...	1.12.28
	Treatment of Companies Agreement, 27.6.24 ...	11.7.31
	Convention, etc., Commerce and Navigation, 5.4.27 ...	1.12.28
	Notes respecting Commercial Relations, 6.2.28 ...	6.2.28
	Notes respecting Commercial Relations, 31.5.28 ...	31.5.28
Turkey ...	Treaty of Commerce and Navigation, 1.3.30 ...	3.9.30
United States of America ...	Togoland (Mandated Territory), 10.2.25 ...	8.7.26
Yemen ...	Friendship and Mutual Co-operation, 11.2.34 ...	4.9.34
Yugoslavia ...	Treaty of Commerce and Navigation, 12.5.27 ...	4.4.28

D. CONVENTIONS REGARDING LEGAL PROCEEDINGS IN CIVIL AND COMMERCIAL MATTERS BETWEEN THE UNITED KINGDOM AND FOREIGN COUNTRIES WHICH HAVE BEEN APPLIED TO TOGOLAND UNDER UNITED KINGDOM TRUSTEESHIP

<i>Country</i>	<i>Date of signature</i>	<i>Date of application (effective)</i>
Belgium ...	21.6.22	23.8.25
	4.11.32	27.6.35
Czechoslovakia ...	11.11.24	17.2.27
Supplementary ...	15.2.35	5.1.37
Denmark ...	29.11.32	27.3.34
*Estonia ...	22.12.31	11.10.33
Finland ...	11.8.33	4.6.35
France ...	2.2.22	27.1.24
	15.4.36	22.9.47
*Germany ...	20.3.28	25.11.29
Greece ...	27.2.36	19.1.39
Hungary ...	25.9.35	25.6.37
Iraq ...	25.7.35	26.3.38
Italy ...	17.12.30	25.8.32
*Lithuania ...	24.4.34	29.6.37
Netherlands ...	31.5.32	23.5.34
Norway ...	30.1.31	14.11.31
Poland ...	26.8.31	3.5.33
Portugal ...	9.7.31	30.4.33
Spain ...	27.6.29	23.2.31
Sweden ...	28.8.30	3.9.31
Switzerland ...	3.12.37	17.5.40
Turkey ...	28.11.31	14.12.33
Yugoslavia ...	27.2.36	20.11.38

\* Treaties whose status is in doubt owing to the war or circumstances arising out of the war.

E. VISA ABOLITION AGREEMENTS BETWEEN THE UNITED KINGDOM AND FOREIGN COUNTRIES WHICH HAVE BEEN APPLIED TO TOGOLAND UNDER UNITED KINGDOM TRUSTEESHIP

<i>Country</i>	<i>Date of application (effective)</i>
Denmark ... ..	21.11.31
France ... ..	10.2.31
*Germany ... ..	1.1.29
Netherlands ... ..	1.12.29
Norway ... ..	21.11.31
Spain ... ..	1.1.26
Sweden ... ..	21.11.31
Switzerland and Liechtenstein ... ..	21.11.31

F. ARRANGEMENTS REGARDING DOCUMENTS OF IDENTITY FOR AIRCRAFT PERSONNEL WHICH HAVE BEEN APPLIED TO TOGOLAND UNDER UNITED KINGDOM TRUSTEESHIP

<i>Country</i>	<i>Date of signature</i>	<i>Date of application (effective)</i>
Belgium ... ..	29.4.38	29.4.38
Denmark ... ..	21.7.37	21.7.37
France ... ..	15.7.38	15.7.38
Italy ... ..	13.4.31	13.4.31
Norway ... ..	11.10.37	11.10.37
Sweden ... ..	30.5.38	1.7.38
Switzerland ... ..	17.5.38	17.5.38

G. AGREEMENTS RESPECTING THE TONNAGE MEASUREMENT OF MERCHANT SHIPS WHICH HAVE BEEN APPLIED TO TOGOLAND UNDER UNITED KINGDOM TRUSTEESHIP

<i>Country</i>	<i>Date of signature</i>	<i>Date of application (effective)</i>
Egypt ... ..	23.6.39	23.6.39
*Estonia ... ..	24.6.26	24.6.26
Greece ... ..	30.11.26	30.11.26
*Japan ... ..	30.11.22	30.11.22
*Latvia ... ..	24.6.27	24.6.27
Poland ... ..	16.4.34	20.4.35
Portugal ... ..	20.5.26	20.5.26

\* Treaties whose status is in doubt owing to the war or circumstances arising out of the war.

H. POSTAL, ETC., AGREEMENTS BETWEEN THE UNITED KINGDOM AND FOREIGN COUNTRIES WHICH HAVE BEEN APPLIED TO TOGOLAND UNDER UNITED KINGDOM TRUSTEESHIP

<i>Country</i>	<i>Name</i>	<i>Date of application (effective)</i>
France ... ..	Agreement regarding Telephonic Communication between Gold Coast (including Togoland under British Mandate) and Togoland under French Mandate, 2.8.33-21.9.33-7.10.33 ... ..	1.10.33
	Agreement subsidiary to the Telephonic Agreement of 1933 between Gold Coast (including Togoland under British Mandate) and Togoland under French Mandate, 12-23.4.37 ... ..	1.3.37

I. CONSULAR CONVENTIONS BETWEEN THE UNITED KINGDOM AND OTHER COUNTRIES WHICH HAVE BEEN APPLIED TO TOGOLAND UNDER UNITED KINGDOM TRUSTEESHIP

<i>Country</i>	<i>Date of Signature</i>	<i>Date of Application (Effective)</i>
Norway ... ..	22.2.51	18.9.52
Sweden ... ..	14.3.52	18.9.52
United States of America ... ..	6.6.51	18.9.52

J. OTHER TREATIES BETWEEN THE UNITED KINGDOM AND FOREIGN COUNTRIES WHICH HAVE BEEN APPLIED TO TOGOLAND UNDER UNITED KINGDOM TRUSTEESHIP

<i>Country</i>	<i>Name</i>	<i>Date of application (effective)</i>
Finland ... ..	Convention regarding Liquor Smuggling (with Declaration), 13.10.33. Also Exchanges of Note regarding Interpretation of Article 2, 12.3.36 ... ..	13.10.33
France ... ..	Exchange of Notes regarding the Boundary between the British and French Mandated Territories of Togoland, 30.1.30-19.8.30 ... ..	23.9.30
	Convention, etc., for the abolition of Capitulations in Morocco and Zanzibar, 29.7.37 ... ..	1.1.38
*Germany ... ..	Exchange of Notes regarding the application of Treaties between the United Kingdom, Germany and Austria, 6.5.38-10.9.38 ... ..	10.9.38
United States of America.	Convention regarding Rights of the two countries and their respective Nationals in part of the former German Protectorate of Togoland, 10.2.25. (Also under Commercial Treaties) ... ..	8.7.26

\* Treaties whose status is in doubt owing to the war or circumstances arising out of the war.

## APPENDIX XXIII

## The Volta River Project

The following is a summary of the developments during the year in connection with the *Volta River Project*:—

It became clear during the year that the scale of the capital investment and the scope of the project, involving as it did major public works as well as the hydro-electric scheme and the aluminium smelter, were such that substantial Government financial participation would be essential.

Exploratory discussions took place in London in October–November, 1951, and in London and Accra in May–June, 1952, between representatives of the United Kingdom Government, the Gold Coast Government, Aluminium Limited and the British Aluminium Company. The purpose was to consider the conditions under which the two Governments and the aluminium companies might jointly participate in a scheme for aluminium production in the Gold Coast. Those who took part made it clear that they could not commit their Governments and Boards.

In these discussions, in which Sir William Halcrow and Partners and Cooper Brothers and Company (the chartered accountants engaged to advise the United Kingdom Government on the scheme) also took part, agreement was reached upon the technical and economic feasibility of the project, and upon arrangements for joint participation which could be recommended to the Governments and Boards concerned.

The scheme as it now stands in the light of these discussions is described in detail below. All the estimates given are based on 1952 prices and costs.

Broadly speaking the scheme falls into three parts:—

(a) The construction of a power station at Ajena about seventy miles from the mouth of the Volta River, involving the creation of a reservoir with an area of 2,000 square miles. This would ultimately have a continuous generating capacity of 564,000 kW. and would, it is provisionally estimated, cost £54 million but the full capacity would not be installed at the outset and it is estimated that the cost of the initial stage would be £45·5 million. Power should begin to become available from five to seven years after work begins. By far the greater part would be used for aluminium production but power would also be available for other consumers.

(b) The erection of an aluminium smelter in the vicinity of Kpong 12 miles from Ajena. This would have an initial capacity of 80,000 tons and an ultimate capacity of 210,000 tons of aluminium a year; it would be hoped to attain the full capacity within at most twenty years from opening the smelter. The bauxite deposits at Mpraeso and Yenahin would be developed to supply the smelter. The cost of a plant and ancillary works to produce 80,000 tons a year is estimated to be £29 million. The full development, to 210,000 tons annual capacity, is estimated to cost £64 million. Aluminium production would begin as soon as the power project was in operation.

(c) Extensive public works at an estimated cost of about £26 million would be required. They would include new port facilities, railway and road developments, and housing, schools, and other amenities. Of this, some £11 million would be for a new port. The Gold Coast Government have decided that a new port at Tema is required in any case for the general needs of the territory, and preliminary work is already in hand.

The total cost would, therefore, on present estimates be of the order of £100 million for aluminium production at the initial rate of 80,000 tons a year and £144 million at the maximum rate. As, however, is explained below the risk of exceeding the estimates by a substantial margin is not one which can be removed from a scheme of this nature.

The conception behind the scheme is of a partnership in which private enterprise would be primarily responsible for aluminium production and the two Governments for the hydro-electric scheme and the public works and services. The proposed division of responsibilities is set out below, but, as will be explained below there would be arrangements for co-ordinating progress upon the scheme as a whole.

(a) The Gold Coast Government would be responsible for financing and carrying out the public works, i.e., port, railways, roads and townships at the dam site and port.

(b) The United Kingdom Government would have the major responsibility for financing the power project but the Gold Coast Government would contribute to the cost as far as their resources permitted. They expect to be able to provide at least £8 million. A public authority, the "Volta River Authority", would be created to undertake the construction of the dam and hydro-electric works. On completion the power undertaking would be taken over by an autonomous board, the "Volta Electricity Board". The Authority and the Board would be responsible to the Gold Coast Government, but their Chairman would be appointed jointly by the two Governments, subject to the detailed provisions below where the proposed constitution and scope of these bodies is set out. The Authority and the Board would also contain a nominee of the United Kingdom Government and, at least, throughout the construction period, a representative of the aluminium interests.

(c) The development and operation of the aluminium smelter and the bauxite mines together with the new towns at the smelter and mines would be the responsibility of a company (the "smelter company") the equity in which would be provided by the aluminium companies except for a minority holding in Gold Coast hands. It is, however, proposed that the United Kingdom Government should provide about a fifth of the initial capital and should be prepared, if called upon, also to provide up to half the cost of expanding the capacity from 80,000 to 120,000 tons; these contributions would be on a suitable non-equity basis. The financial arrangements in connection with the smelter company are dealt with below. It is not contemplated that it would be necessary for the United Kingdom Government to make any contribution to the expansion of the smelter after a capacity of 120,000 tons had been reached.

It is not possible to say precisely how the cost would be distributed between the different parties. This would depend not only upon the final estimates for the scheme as a whole but upon the extent to which in practice the Gold Coast Government and the aluminium companies provided more than the minimum sums envisaged under the scheme in its present form. The detailed basis of the distribution of costs between the parties is given below.

All parties are conscious of the difficulties which are inherent in a scheme of this magnitude undertaken under tropical conditions in a territory whose economy is developing rapidly in other directions. It is in particular important

to make sure that the large labour force for the power project can be recruited, fed, housed and maintained, that the port, rail and road developments are carried out according to programme, that waste and extravagance are avoided, and that the scheme once launched is not dislocated because of other claims upon resources. One of the chief tasks of the Volta River Authority would be to synchronise work upon the different aspects of the scheme and to secure the necessary priorities so that it might be completed with maximum efficiency and in accordance with an agreed time-table. The Gold Coast Government have stated that they would be ready, whenever the occasion arose, to defer or rephase other parts of their development programme which seemed likely to conflict with the scheme in the demands on the resources available of men, transport and materials.

Careful preliminary examination has shown no reason for thinking that the difficulties are insuperable, but in the discussions at Accra in June 1952 it was agreed that there was a good deal more preparatory work to be done before the parties could be expected to commit themselves finally. As recommended in the Accra discussions, the United Kingdom and the Gold Coast Governments propose, therefore, to establish a Preparatory Commission, under a Special Commissioner, with the following duties:—

- (i) In conjunction with the Gold Coast Government to determine the phasing of the project with other Gold Coast Government development projects in the light of the available resources of the Gold Coast economy, including the adequacy of the Government services.
  - (ii) To take part in the determination of the constitution and powers of the Volta River Authority.
  - (iii) To continue the development of the necessary preparatory work with the assistance of such staff as the aluminium companies can make available.
  - (iv) To take part in the preparation of a Master Agreement.
- (Further details of the proposed Preparatory Commission are given below.)

The Preparatory Commission will be appointed as soon as possible and will be instructed to proceed with its work with all practicable speed. It will be appointed by the Gold Coast Government, but the Special Commissioner will be chosen with the concurrence of the United Kingdom Government.

The full cost of the Commission will be borne by the Volta River Authority if it is decided to proceed with the scheme, but Her Majesty's Government have agreed meanwhile to share the cost with the Gold Coast Government. A Supplementary Estimate for the financial year 1952-53 will be presented in due course. It is difficult to forecast the total cost of the Commission or how long it will take to finish its work, but it is not expected to cost more than £400,000, of which £200,000 would fall on the United Kingdom Exchequer. Arrangements will be made jointly with the Gold Coast Government for the proper control of this expenditure.

If in the light of the Preparatory Commission's work it is decided to proceed with the scheme, a further report will be made Parliament, and legislation will be proposed to obtain the necessary financial powers.



*The Volta River*

The Volta River, the principal river of the Gold Coast, has a total length of some 1,000 miles from the head waters of the Black Volta to the sea. The drainage area of the river system is approximately 150,000 square miles of which 61,500 square miles (roughly 40 per cent.) lies within Gold Coast territory including the trust territory of Togoland, and 88,500 square miles outside the Gold Coast in French territory. The Black Volta rises in the French Ivory Coast and flows north-east and then south to form the western boundary of the Gold Coast Northern Territories, and thence east to join the White Volta, some 300 miles from the sea. Below this confluence there are two main tributaries, the Oti and the Afram.

About 75 miles from its mouth at Ada the Volta passes through a low coastal range, the Akwapim Hills, the country up river being flat. The gorge through the hills provides a possible site for a high dam which would pond the water up the Volta and Afram to form a great lake. The only other site apparently suitable for a dam on the river system is at Bui on the Black Volta, 145 miles up stream from its confluence with the White Volta; this site would provide much less power.

*History of the Scheme*

The possibility of developing hydro-electric power from the Volta has been considered at various times during the last few decades. In 1924 the Gold Coast Government drew up and considered proposals for the construction of a dam at Ajena in the Akwapim Hills for generating power for the production of aluminium and in 1938 Mr. Duncan Rose started a detailed survey and obtained certain concessions. The war interrupted this survey in 1939 but in 1945 a company—West African Aluminium Limited—was formed, with Mr. Rose as Chairman, to carry the scheme forward. In 1949 Aluminium Limited of Canada acquired an interest in this company.

In 1950 a joint mission of Aluminium Limited and the British Aluminium Company made a further detailed study of the scheme prepared by West African Aluminium Limited and reported in January, 1951, that it was a sound engineering proposition and could produce aluminium at an economic cost.

Meanwhile the Gold Coast Government had decided that the development of the Volta River Basin should be viewed as a whole and that a comprehensive investigation and report should be obtained before any further rights to develop the power undertaking were granted. Accordingly in October, 1949, they engaged Sir William Halcrow and Partners to undertake a survey of all aspects of the Volta River development. The terms of reference covered hydro-electric power at Ajena and/or Bui, irrigation and drainage of lands in or near the catchment of the River Volta, navigation on the river, transport and port facilities.

After a preliminary report dated 25th July, 1950, Sir William Halcrow and Partners submitted a final report on 15th August, 1951, which set out a scheme for the development of the Volta Basin. So far as it related to aluminium production this report formed the basis for the subsequent discussions between representatives of the United Kingdom and the Gold Coast Governments, of Aluminium Limited, and of the British Aluminium Company which took place in October and November, 1951 and in May, 1952, in London and in June, 1952, in Accra. The purpose of these discussions was to consider the conditions under which the two Governments and the aluminium companies

might jointly participate in a scheme for aluminium production in the Gold Coast. Sir William Halcrow and Partners and Cooper Brothers and Company, the Chartered accountants engaged by the United Kingdom Government as advisers on the financial aspects of the scheme, were represented.

The discussions were exploratory in character. The representatives of the two Governments explained that they could not commit their Governments, and the representatives of the two aluminium companies that they could not commit their Boards. The following scheme resulted from these discussions.

### *The Scheme*

The scheme now proposed envisages the construction of a dam and power station at Ajena in the gorge through the Akwapim Hills. This would raise the water level to a maximum height of 260 feet above sea level and would create a lake with an area of some 2,000 square miles. The geologists of the Gold Coast Government have agreed that the dam and reservoir proposed are geologically sound. The exact extent of the reservoir will not be known until a detailed survey has been completed but it is known that the water can be safely raised to this level. From records of the river flow which are available over a twenty year period it is estimated that the discharge could be regulated to give a continuous rate of 35,700 cubic feet of water per second. The draw down from the maximum level would be limited to 25 feet. By cutting through the Senchi and Kpong rapids below the dam to lower the tail water level it is calculated that an output of 564,000 K.W. of firm electric power could be developed.

It has always been realised that any major development of the Volta Basin would only be economic if an adequate demand could be found for the available power. Existing and estimated future demands for electric power in the Gold Coast are insufficient to justify the hydro-electric power without a heavy power consumer like aluminium production as the main outlet. It is intended to set up an aluminium smelter in the vicinity of Kpong, some 12 miles from the dam site. After allowing 50,000 K.W. for other users in the Gold Coast, the power available from the hydro-electric installation would be enough to produce 210,000 tons of aluminium a year. The smelter would draw its major raw material, bauxite, from reserves within the Gold Coast. Deposits of bauxite at Mpraeso and Yenhin, which would be worked to supply the smelter, are estimated to exceed 200 million tons, sufficient for about 200 years production at the maximum output of the smelter.

### *Public Works*

The establishment of an aluminium industry of this size would necessitate the construction of a new port in the Gold Coast. Takoradi is the only major port in the Gold Coast. Accra, next in size, has already reached the limit of its capacity and is unsuitable for further development as a port. While Takoradi has recently been extended, it is already evident that a new major port is urgently required to meet the general needs of the expanding Gold Coast economy. Sir William Halcrow and Partners recommended that a new port to serve both the general and the aluminium needs should be constructed at Tema about 20 miles east of Accra. The Gold Coast Government, after obtaining a second opinion, have decided to proceed with the construction of a new port at Tema whether or not the scheme as a whole is undertaken; preliminary work is now in hand.

In addition there would need to be a considerable development of communications. Existing roads would need improvement and new roads would have to be built. It is expected, however, that the main burden of new traffic would fall on the railways. The new port at Tema would have to be linked by rail to both Accra and the smelter at Kpong. The bauxite would also be moved by rail, and new lines from Yenahin to Kumasi and from Koforidua to Kpong would be required.

The Gold Coast Government would be responsible for financing these public works and the townships which would come into being at the port and the dam site. The work would be carried out by the appropriate Gold Coast organisations, e.g., the Gold Coast Railways Department, the Tema Development Corporation and the Public Works Department.

### *The Smelter and Mines*

The aluminium smelter and bauxite mines would be managed by private enterprise, the aluminium companies and the Gold Coast Government sharing in the provision of the equity capital. The smelter company would be responsible for the construction and operation of the smelter and the development and operation of the mines. The smelter company would also be responsible for constructing the townships at the smelter and mines. The land required for the smelter would be acquired by the Gold Coast Government and would be leased to the smelter company for a period of 80 years plus a period of not more than three years for the construction of the smelter.

### *Production Programme*

It would be the intention of the aluminium companies to proceed to a smelter capacity of 210,000 tons a year as rapidly as conditions permit. Their willingness to participate is based on the conviction that the scheme would be capable of rapid expansion. In the first place, however, a capacity of 80,000 tons a year would be installed. The aluminium companies would be prepared at the request of the two Governments to commit themselves to expand the capacity to 120,000 tons a year within a period of seven years from the date when power first became available unless the two Governments subsequently agreed to extend the period. The aluminium companies would further be prepared at intervals of three years to consult with the two Governments on ways and means of attaining the maximum capacity of 210,000 tons. If a capacity of 210,000 tons had not been reached within twenty years from initial production, they would undertake to examine the position with the two Governments. Failing agreement as to the feasibility of further expansion the power not required for the existing and immediately projected capacity of the smelter could be released to other users. In the event of others contracting for power for the production of aluminium the smelter company would make available to such producers the required quantities of bauxite on reasonable terms (to be settled by arbitration in default of agreement).

The aluminium companies would undertake that as far as possible any technical discoveries made or acquired by them or by their associated companies would be made available to the Gold Coast smelter company on terms as favourable as those on which they were made available to any other associated company.

### *Financing the Smelter Company*

The Gold Coast Government, Aluminium Limited and the British Aluminium Company would provide the equity capital of the smelter company, Aluminium Limited contributing the major part. The Gold Coast Government, as trustees of the people of the Gold Coast, would have the right to provide 10 per cent.

of the equity capital as it was issued from time to time. After the smelter company had been in production twenty-five years and upon the request of the Gold Coast Government, the smelter company would in addition undertake to offer for sale at a reasonable price to private Gold Coast investors equity stock (either new stock or stock then in the hands of the aluminium companies) in an amount equal to the amount of equity stock previously transferred to private Gold Coast investors from the Gold Coast Government's original holdings. The aluminium companies attach importance to private enterprise and are anxious that Gold Coast private investors should participate in the equity of the smelter, but realise that for some time it is unlikely that private Gold Coast funds will be available.

All the capital attributable to the first 40,000 tons of annual capacity (including working capital) would be raised by the holders of the equity of the smelter company. One half of the capital attributable to the development of capacity from 40,000 to 80,000 tons would be raised by the equity holders, and the other half would be provided by the United Kingdom Government after the company's share had been raised. The exact form of the United Kingdom Government capital assistance to the smelter company has been left open for decision at the time but this capital assistance would not take the form of an equity investment. Of the capital to be raised by Aluminium Limited, not less than one half would be provided from Canada, and Aluminium Limited would be entitled to raise the balance by the sale of Aluminium Limited equity securities in the Sterling market except to the extent that a debenture issue on the Sterling market might be made in lieu.

Up to half of the capital required for the expansion of the capacity of the smelter from 80,000 to 120,000 tons a year would be provided by the United Kingdom Government on a suitable non-equity basis if the equity interests in the smelter company so wished at the time. It is not contemplated that it would be necessary for the United Kingdom Government to make any contribution to the capital required to expand the smelter capacity after 120,000 tons a year had been reached.

#### *Financing the Power Undertaking*

The United Kingdom and Gold Coast Governments would be jointly responsible for financing the hydro-electric power undertaking as a whole; the Gold Coast Government would be solely responsible for facilities for the distribution of power to other users besides the smelter. The undertaking would be organised as a public utility and the finance would be provided by loans fully secured on the assets. The loans which would bear interest, would be amortised over a period of eighty years. The Gold Coast Government expect to provide at least £8 million towards the power project proper.

It is proposed that a Volta River Authority and a Volta Electricity Board should be set up by the Gold Coast Government. The responsibilities of these two bodies are described in greater detail below. The Volta River Authority would be responsible for the building of the dam and power station. On completion of the construction work the Volta Electricity Board would assume responsibility for the management of the power undertaking and also for the installation of additional generating units, transmission lines and extensions to the original works.

Certain capital and other expenditure would arise as a result of the creation of the reservoir on matters such as the resettlement of population, clearing and draining marginal lands, clearing navigational channels necessary for

maintaining existing communications, and various compensation claims, together with the administrative costs involved. This expenditure would be a charge in the first instance on the power project up to a limit of £3 million. Any expenditure on these items over this sum up to a maximum of £1 million would be shared equally between the Gold Coast Government and the Volta River Authority. The maximum aggregate charge on the power project would be £3½ million.

The interest rate at which loans to the Volta River Authority for the power project would be made has an important bearing on the ultimate cost of power to the smelter, and the aluminium companies have asked that the interest rate should be determined before final commitments to proceed were taken. Two bases for the interest charge have been considered. The charge might reflect changes in the money market; as each instalment of the loan was advanced the rate for that instalment could be determined in the light of market conditions at the time. Alternatively a fixed rate for all the borrowings might be settled at the time when the decision was made to proceed with the scheme; the Government or Governments would then take the risks of any rise and receive the benefit of any fall in interest rates. The aluminium companies would be given the option of deciding which method they preferred at the time commitments were undertaken. They have, however, also pointed out that they would be reluctant to see the project financed entirely by long-term borrowing at a time when interest rates were high, thereby preventing later conversion to a more favourable basis.

### *The Power Contract*

The supply of power for the smelter would be governed by a contract under which the Volta Electricity Board would undertake to make power available to the smelter up to an amount necessary for the production of aluminium at the rate of 210,000 tons a year for sixty years from the date at which power was first available. The contract would recognise that other users in the Gold Coast would require up to 50,000 K.W. of the power which would be available. The Gold Coast Government, Aluminium Limited and the British Aluminium Company would share, in the ratio of their respective holdings in the equity of the smelter company, an obligation to secure that the Volta Electricity Board would receive payments amounting each year to its out of pocket or operating costs (including interest) in respect of the power contracted for by, and made available to, the smelter company, plus the calculated amount needed in the year to cover (a) the appropriate contributions to a renewals fund and (b) amortisation of the capital expenditure over 80 years. Provision would be made for the extension of the amortisation period by agreement if there were unavoidable delays in construction. In the initial stages these payments would be abated by the amount of sales to consumers other than the smelter company. The charges for power so sold would be detailed in the power contract. At the time a smelter capacity of 120,000 tons a year was attained the Gold Coast Government would declare what quantity of power (over that needed for an annual output of 210,000 tons of aluminium) it wished to reserve for public consumption and would from then on relieve the smelter company of the appropriate proportion of the cost of power production. Power not so reserved by the Gold Coast Government would be available during the currency of the power contract to the company. The guarantee of the power contract by the participants in the equity of the smelter company would remain in force until the smelter company had installed capacity for production of 210,000 tons of aluminium a year and had profitably produced at substantially that rate for five years.

*Estimates of Cost*

It is at present estimated that the cost of public works to be undertaken by the Gold Coast Government including port, roads, railways and townships would be £26,000,000, of which the port of Tema is estimated to cost £11,000,000.

The smelter company would require £29,000,000 to develop the bauxite mines, build towns at the mines and smelter, and construct and operate the smelter at an annual capacity of 80,000 tons. At capacities of 120,000 tons and 210,000 tons a year the corresponding figures would be £39,000,000 and £64,000,000 respectively. The table below shows how the cost would probably be divided among the different parties.

The estimated cost of the power project, revised by Sir William Halcrow and Partners in June, 1952, to take into account rises in wages and salaries in the Gold Coast, is £41,500,000 for 80,000 tons smelter capacity; for 120,000 tons, £45,500,000; and for full development £49,500,000. There is margin of error of 15 per cent. up or down on certain items of cost in civil engineering estimates of this kind, and for maximum safety 15 per cent. has therefore been added to these items in order to show the estimated maximum cost. The estimated costs for the various stages of the power project then become for 80,000 tons, £45,500,000; for 120,000 tons, £49,500,000; and for full development £54,000,000, and these figures have been used in the table below to show the estimated maximum cost to the United Kingdom Government.

## ESTIMATES OF COST

Capacity in tons	80,000	120,000	210,000
<i>Port, Rail, Road and other Public Work Works:</i>			
Gold Coast Government ... ..£	£ 26,000,000	£ 26,000,000	£ 26,000,000
<i>The Power Project:</i>			
United Kingdom Government ...	37,500,000	41,500,000	46,000,000
Gold Coast Government ... ..	8,000,000	8,000,000	8,000,000
£	45,500,000	49,500,000	54,000,000
<i>The Aluminium Smelter:</i>			
United Kingdom Government ...	5,800,000	10,800,000	10,800,000
Gold Coast Government and private investors ... ..	2,300,000	2,800,000	5,300,000/10,600,000
Aluminium Companies ... ..	20,900,000	25,400,000	47,900,000/42,600,000
£	29,000,000	39,000,000	64,000,000
Total ... ..£	100,500,000	114,500,000	144,000,000
<i>To be borne by:—</i>			
United Kingdom Government ...	43,300,000	52,300,000	56,800,000
Gold Coast Government investors...	36,300,000	36,800,000	39,300,000/44,600,000
Aluminium Companies ... ..	20,900,000	25,400,000	47,900,000/42,600,000
Total ... ..£	100,500,000	114,500,000	144,000,000

These estimates are as firm as can be expected at a stage when detailed bills of quantities and contract drawings have still to be drawn up and competitive tenders obtained.

They are not likely to be substantially different from any others which become available before work on the scheme is actually put in hand, provided there is no general increase in the level of costs. It must be recognised, however, that the risk of exceeding the estimates even by a substantial margin is not one which can be removed from a scheme of this kind.

### *Labour*

In the view of the Gold Coast Government there would be adequate reserves of manpower, not only for existing undertakings and the production of subsistence and cash crops but also for the construction work entailed by the Volta project and developments in other parts of the country. The Gold Coast Government are confident that with appropriate wages and conditions, adequate housing, feeding and medical arrangements, there would be no undue difficulty in attracting, recruiting and retaining the required labour force; and that arrangements could be made to this end without dislocating prevailing wage levels.

### *Timetable*

An agreed timetable would be drawn up and incorporated in a Master Agreement in which the rights and obligations of the parties would be set out. The Gold Coast Government have stated that they would be ready, whenever occasion arose, to defer or rephrase other parts of their development programme which seemed likely to conflict with the Volta River Aluminium Scheme in demands on the resources available. The Chairman of the Volta River Authority would have direct access to the Prime Minister of the Gold Coast on such questions.

### *Supplies of Aluminium to the United Kingdom*

In return for the United Kingdom Government investment in the scheme the smelter company would be under an obligation for thirty years from initial production to offer to buyers in the United Kingdom at least 75 per cent. of the production at prices f.o.b. Gold Coast port not exceeding the Sterling equivalent of either the lowest North American domestic price (for ingot or pig) f.o.b. refinery, or the Canadian domestic price (for ingot or pig) f.o.b. refinery, at the choice of the aluminium companies to be exercised before final commitments are accepted.

This should cover all normal contingencies, but it is recognised that there might be exceptional circumstances in which the smelter company could not produce economically for sale at the ceiling price. The smelter company would have the right to ask for a revision of the price ceiling when in its opinion production for sale at the ceiling price would, as a result of factors beyond its control other than ordinary commercial risks, reduce its profits to an unreasonably low level. Causes beyond the company's control might in this context include, for example, general increases in costs in the Sterling Area or the Gold Coast not offset by variations in exchange rates, and variations in the exchange rates not offset by variations in costs. The United Kingdom Government and the smelter company would settle by agreement whether and if so by what amount the ceiling price should be increased. Failing agreement within three months the question would at the request of either party be referred for settlement by arbitration in the light of all the relevant circumstances including the fact that the smelter company would be entitled to expect a reasonable profit. The revised ceiling price would apply for one year but the smelter company would be free to apply for revision of the ceiling price for the next year (and thereafter for any subsequent year), and any such application

would also be dealt with by agreement or by arbitration. Pending settlement of a revised ceiling price the normal ceiling would apply (a) unless the ceiling price had previously been revised for a period not then completed or (b) until the smelter company's application for revision had been outstanding for six months. In the latter event, no ceiling price would apply until settlement had been reached.

#### THE VOLTA RIVER AUTHORITY AND THE VOLTA ELECTRICITY BOARD

As part of the initial agreements the Gold Coast Government would undertake to create a Volta River Authority and a Volta Electricity Board. In broad terms, the functions of these bodies would be as follows.

##### *Volta River Authority*

The Volta River Authority would be responsible for the co-ordination of all planning and construction work arising out of the Volta River Scheme, including the building of:

- (i) the dam and power station, sub-stations and transmission lines;
- (ii) the aluminium smelter and alumina works;
- (iii) port and railway facilities;
- (iv) roads;
- (v) townships.

In the performance of this co-ordinating work the Authority would consult the various Gold Coast Government Departments concerned—Agriculture, Surveys, Health, etc.—as well as the companies and others with a direct responsibility for the completion of the construction work. The objective would be to ensure the proper integration and smooth phasing of the various developments during the eight years or so likely to be required for the construction work on the power scheme and on the aluminium scheme in its initial stages.

In so far as the Authority considered that such proper integration and smooth phasing was being jeopardised by competing demands for material, labour and services arising out of the development plans of the Gold Coast Government, the Authority would be entitled to call upon the Prime Minister of the Gold Coast for assistance.

The prime responsibility for these works would rest with the bodies financially responsible—e.g. the smelter company for the bauxite mines, the alumina works and aluminium smelter; the Gold Coast Railways Department for railway facilities; the Tema Development Corporation for the town and port of Tema; the Gold Coast Public Works Department for main roads; and the smelter company for townships at the smelter and bauxite mines and for service roads in their vicinity. In addition to its responsibility for co-ordinating the phasing of these various works, however, the Volta River Authority would also have prime responsibility for the building of the dam and power station and for certain ancillary work. It would thus, *inter alia*, place the contracts for the construction work at the dam and for the power plant and equipment and make arrangements for labour camps at the dam site and for other services there, including permanent housing to the extent it then appeared necessary, water, lighting, drainage, etc. It would also undertake the clearing of marginal lands on the lake side, navigation channels and drainage cuts.

The Authority would be responsible for the proper control of funds made available by the United Kingdom Government and the Gold Coast Government for the construction work. These funds, save to the extent that they were expressly chargeable against the revenues of the Gold Coast Government,



would be in the form of loans secured on the assets. The proceeds of the sale of power would be hypothecated for the service and amortisation of the loans.

Until such time as the Volta Electricity Board was set up the Volta River Authority would also be responsible for the preparation and signature of contracts for the supply of power and for any other agreements relating thereto. Such contracts and agreements would be assignable by the Authority to the Volta Electricity Board.

### *Volta Electricity Board*

The Volta Electricity Board would take over from the Volta River Authority all responsibility (including the responsibility for financial control referred to in paragraph 4 above) in respect of the dam and power undertaking when the construction work had been completed and power had first become available. It would also thereafter be responsible not only for the maintenance and repair of the plant but also for the procurement and installation of additional generating units, transmission lines and any other extensions to the original work. It would take the place of the Volta River Authority in any power contracts and other agreements entered into by the Authority and be responsible for entering into any new commitments for the sale of power.

### *Constitution of the Authority and the Board*

Both bodies would be established by Gold Coast legislation. The Volta River Authority would take over such commitments, records, etc., as might seem appropriate from the Preparatory Commission. It would also offer continued employment to such of the staff of the Preparatory Commission as it required.

The appointment of Chairman of the Volta River Authority would be made by the Gold Coast Government with the concurrence of the United Kingdom Government. Consideration would also have to be given to the appointment of a whole-time Deputy Chairman or Chairman in view of the magnitude of the responsibilities to be undertaken by the Authority. Their appointment would likewise be by the Gold Coast Government with the concurrence of the United Kingdom Government.

The Chairman of the Volta Electricity Board would be a whole-time officer appointed by the Gold Coast Government. The appointment would be made with the concurrence of the United Kingdom Government so long as substantial loans by the United Kingdom Government in respect of the power project were outstanding. The Board as well as the Volta River Authority, would contain representatives of the Gold Coast Government and prominent persons in the territory, a nominee of the United Kingdom Government and, at least throughout the construction period, a representative of the aluminium interests.

## VOLTA RIVER PREPARATORY COMMISSION

### *Terms of Reference*

At the discussion between the United Kingdom Government and the Gold Coast Government and the two aluminium companies which were held in Accra in June 1952, it was agreed that the next step to carry the project further should be to establish a Preparatory Commission with which the aluminium interests would be associated. The duties of the Preparatory Commission would be as follows:—

- (i) in conjunction with the Gold Coast Government, to determine the phasing of the project with other Gold Coast Government development projects in the light of the available resources of the Gold Coast economy, including the adequacy of the Government services.

- (ii) To take part in the determination of the constitution and powers of the Volta River Authority.
- (iii) To continue the development of the necessary preparatory work with the assistance of such staff as the aluminium companies could make available, and to employ such consultants as might be necessary for this purpose.
- (iv) To take part in the preparation of the Master Agreement, and of an agreed timetable and estimates of cost of the project.

### *Constitution of the Commission*

It is proposed that the Commission should be under a Special Commissioner who would work in close association with two Gold Coast Ministers, namely the Minister of Finance and the Minister of Commerce and Industry. He would be appointed by the Gold Coast Government with the concurrence of the United Kingdom Government. The appointment would be subject to notice on either side, the Gold Coast Government agreeing not to exercise their right of giving notice without the prior concurrence of the United Kingdom Government.

### *Initial work of the Commission*

It would be the first duty of the Special Commissioner on proceeding to Accra to establish, in association with the two Gold Coast Ministers, adequate liaison arrangements with the local representatives of the aluminium companies and with all the departments concerned of the Gold Coast Government.

The existence of liaison machinery of this kind would not prejudice the right of the Special Commissioner to have direct access to the Prime Minister of the Gold Coast.

The Special Commissioner, in association with the two Gold Coast Ministers, would be required to submit progress reports to the Gold Coast and United Kingdom Governments at regular and frequent intervals. These reports would also be transmitted through the United Kingdom Government to the aluminium companies. He would be required to submit his final report and recommendations with all reasonable despatch.

### *Subordinate appointments*

Subordinate appointments as necessary would be made by the Gold Coast Government in consultation with the United Kingdom Government and the Special Commissioner.

### *Finance*

The cost of the Commission would be met by the Gold Coast Government in the first instance, but half would be reimbursed by the United Kingdom Government. If it is decided to proceed with the scheme the cost of the Commission, which is not expected to exceed £400,000, will be borne by the scheme.

A supplementary estimate on the Ministry of Materials Vote will be submitted to Parliament in due course for the United Kingdom share of the cost of the Commission in the financial year 1952-53.

## APPENDIX XXIV

## Bibliography

A full bibliography of the Territory will be found in (Sir) A. W. Cardinall's work, "A Bibliography of the Gold Coast" (Government Press, Accra). The following short list of the more important works regarding the Territory has been extracted from that work for ease of reference:—

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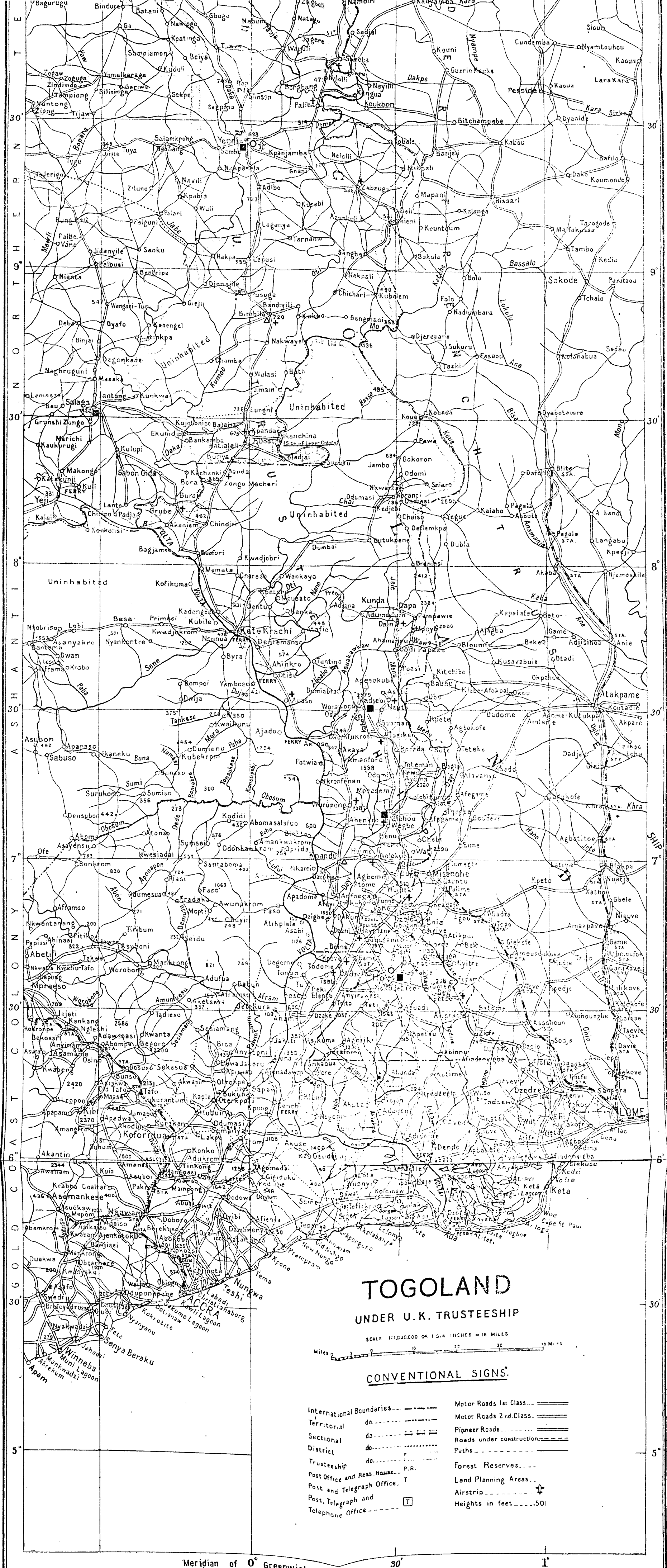
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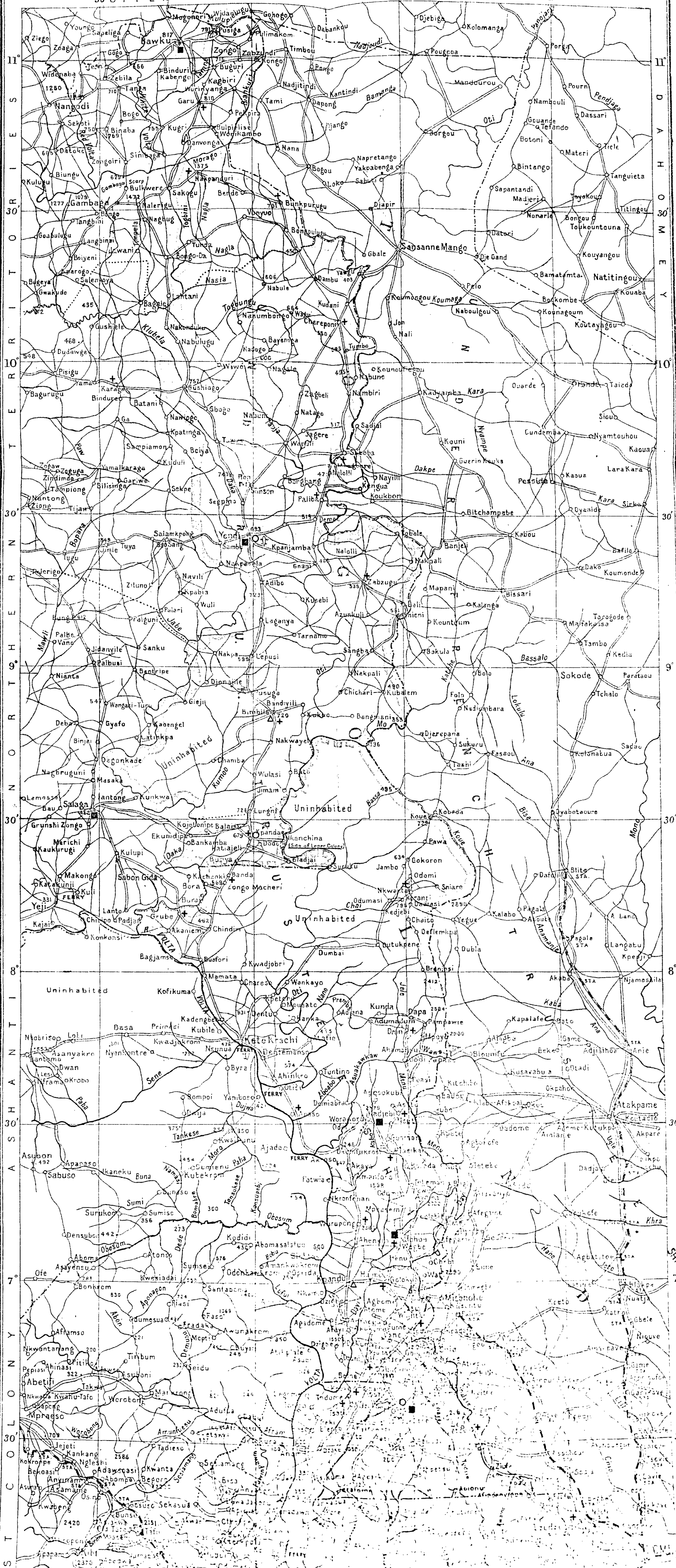
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| Territorial do.....                      | Motor Roads 2nd Class.....    |
| Sectional do.....                        | Pioneer Roads.....            |
| District do.....                         | Roads under construction..... |
| Trusteeship do.....                      | Paths.....                    |
| Post Office and Rest. House... T         | Forest Reserves.....          |
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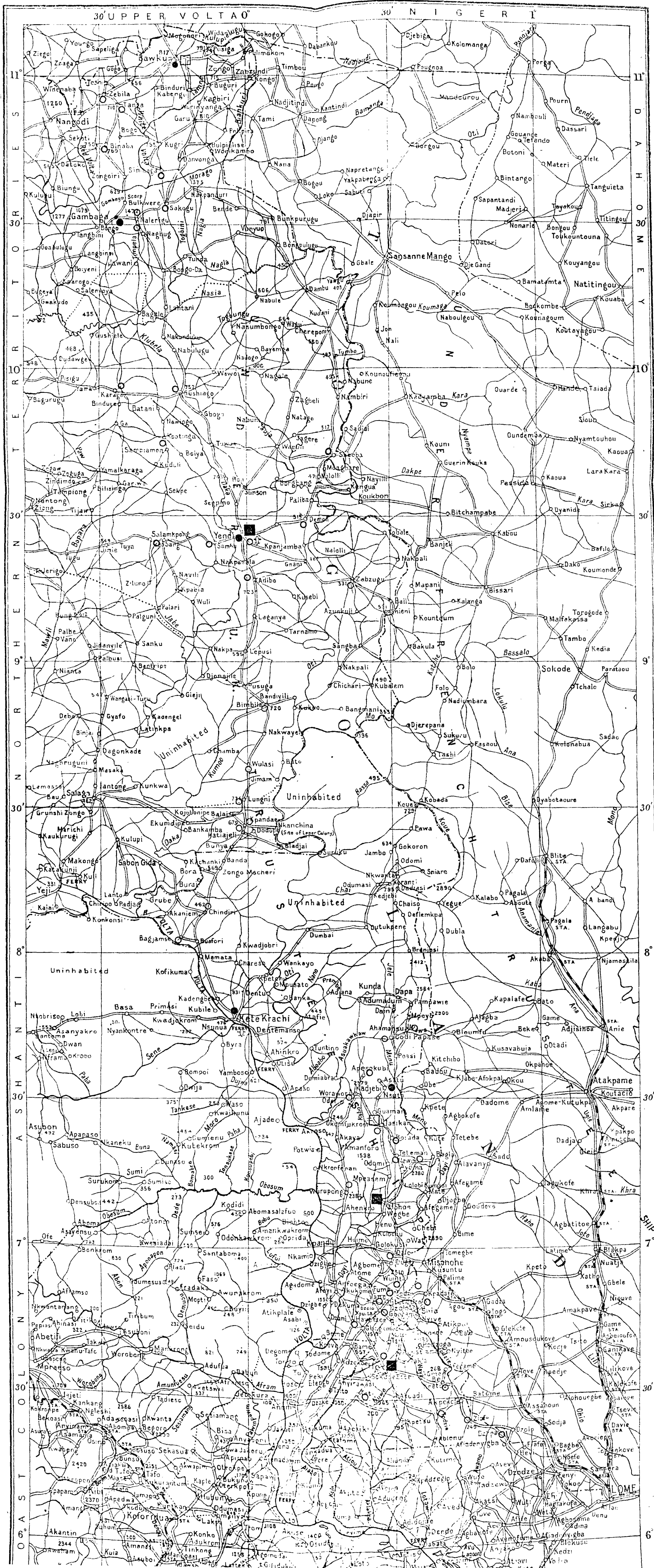
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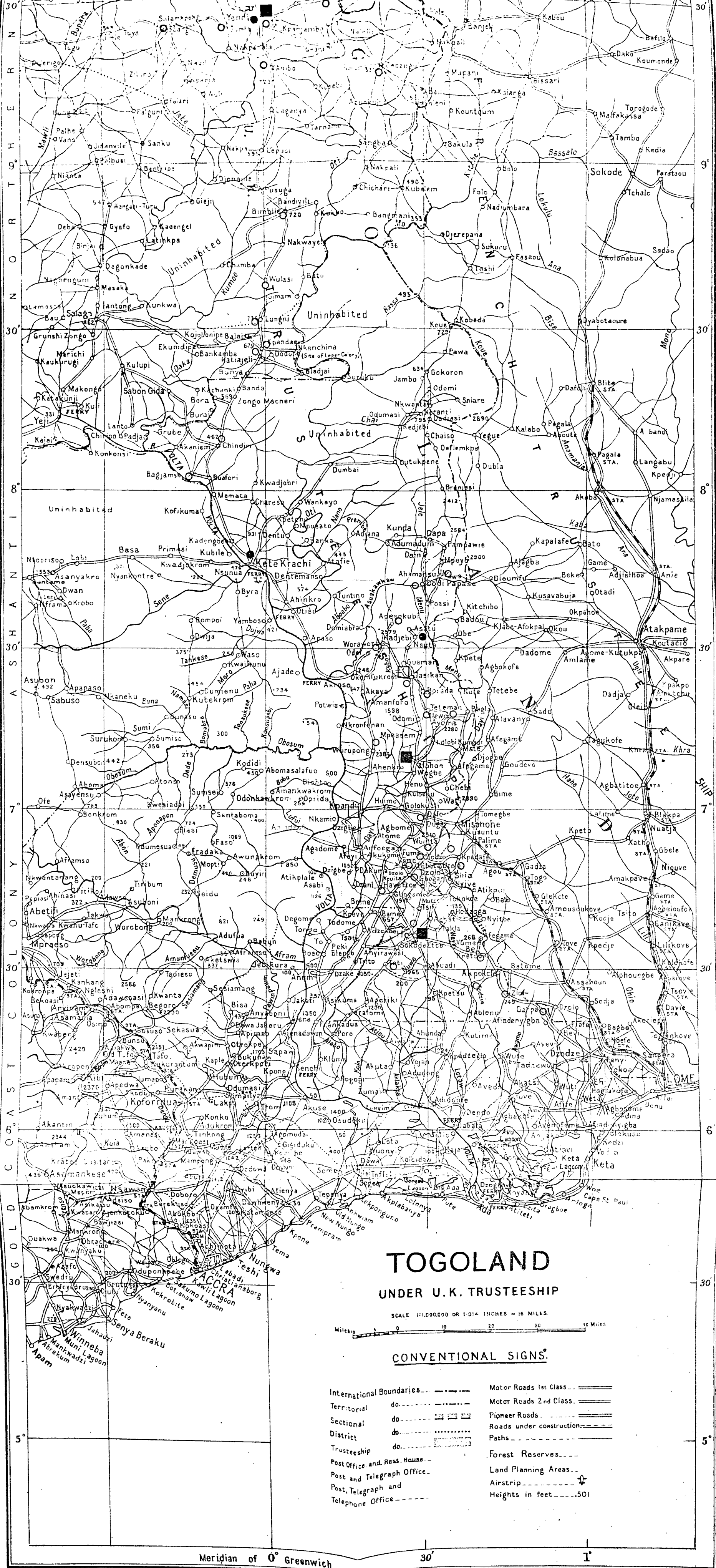
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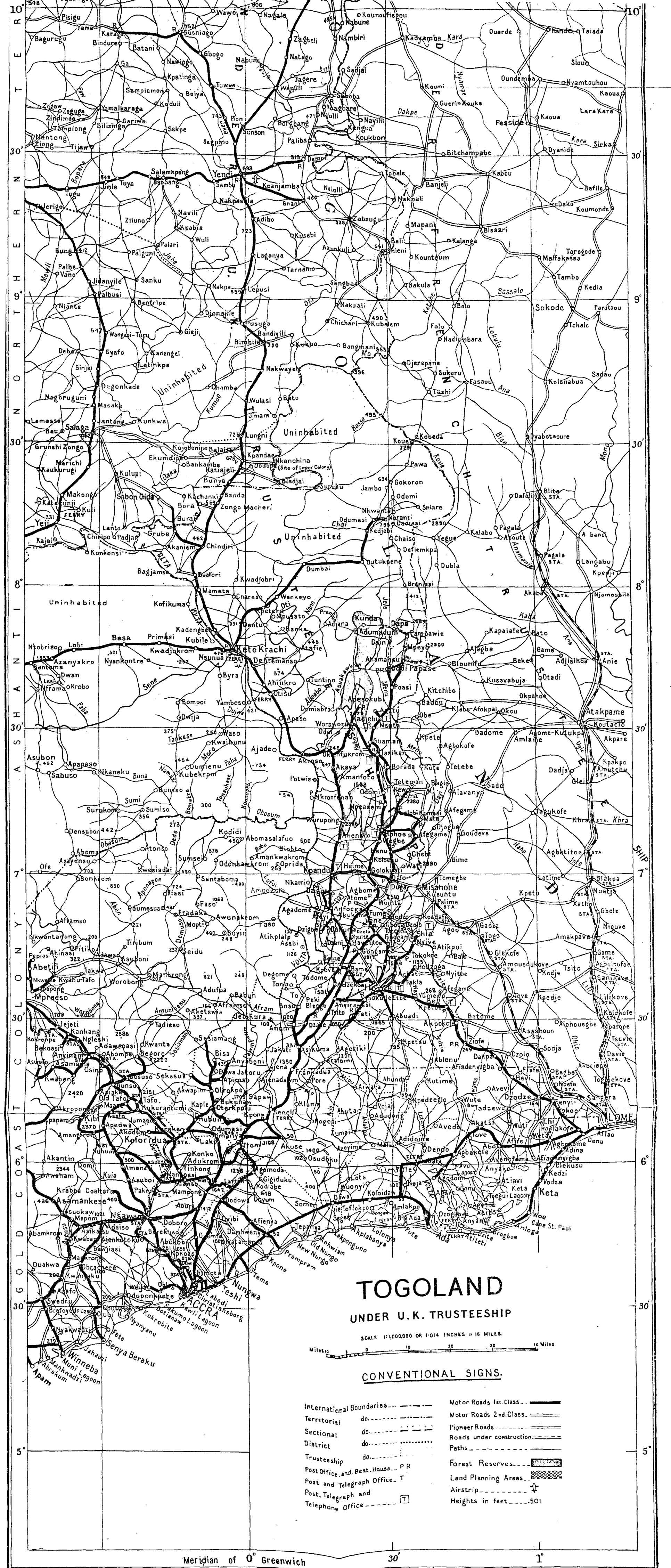


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| Territorial do.                      | Motor Roads 2nd Class    |
| Sectional do.                        | Pioneer Roads            |
| District do.                         | Roads under construction |
| Trusteeship do.                      | Paths                    |
| Post Office and Rest House           | Forest Reserves          |
| Post and Telegraph Office            | Land Planning Areas      |
| Post, Telegraph and Telephone Office | Airstrip                 |
|                                      | Heights in feet          |

- |                                     |                             |
|-------------------------------------|-----------------------------|
| Rediffusion Stations (Existing)     | Radio Kiosks (Existing)     |
| Rediffusion Stations (Now Building) | Radio Kiosks (Now Building) |
| Rediffusion Stations (Proposed)     | Radio Kiosks (Proposed)     |





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| Territorial do.                      | Motor Roads 2nd. Class   |
| Sectional do.                        | Pioneer Roads            |
| District do.                         | Roads under construction |
| Trusteeship do.                      | Paths                    |
| Post Office and Rest. House          | Forest Reserves          |
| Post and Telegraph Office            | Land Planning Areas      |
| Post, Telegraph and Telephone Office | Airstrip                 |
|                                      | Heights in feet          |



