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CONDITIONS IN THE TRUST TERRITORY OF THE CAMEROONS UNDER BRITISH
ADMINISTRATION

Outline of conditions

ADDENDUM

Note: The Drafting Committee on the Cameroons under British administration had approved the following additions and amendments to the material contained in document T/L.811 to take into account such additional information as became available during the examination by the Council of conditions in the Territory or was required to clarify certain other points in the light of these discussions.

II. POLITICAL ADVANCEMENT

Consultations with the inhabitants in regard to the measures taken or contemplated towards self-government or independence

1. Delete paragraphs 3 and 4 and insert the following:

"The Council was informed by the Administering Authority at its twenty-first session that the Nigeria Constitutional Conference had taken place in May and June 1957. The Conference was presided over by the Secretary of State for the Colonies and the Nigerian representatives consisted of ten delegates and five advisers from each of the three Regions of the Nigerian Federation including the Northern Region with which the Northern Cameroons is administered, and five delegates and three advisers from the Southern Cameroons, chosen by their respective Governments 'in such a manner as to ensure adequate representation of all shades of political opinion in the Federation'. Among the representatives from the Northern Region was a member from the Northern Cameroons. Of the Southern Cameroons delegation, three delegates represented the Kamerun National Congress, the majority party in the Southern Cameroons House of Assembly, one delegate the Kamerun National Democratic Party and one delegate the Kamerun People's Party. These parties were those which had secured representation in the Southern Cameroons House of Assembly at the 1957 March elections.

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"In addition to the above the Federal interest was represented by the Governor-General, the three Regional Governors, the Commissioner of the Cameroons, two leading Federal Ministers and the leader of the opposition in the Federal House of Representatives, assisted by three official and three non-official advisers. Lagos was separately represented by two delegates.

"Prior to the Conference a preliminary conference of representatives of all political parties in the Southern Cameroons and of influential persons from the Divisions had been held in Bamenda from 28 May to 1 June 1956 to consider what changes in the existing constitution might be desirable or practical. A broad measure of agreement was reached at this conference, the main proposals including full regional status for the Southern Cameroons, with an enlarged and almost entirely elected House of Assembly, a House of Chiefs and a ministerial system of government. No agreement was reached, however, on whether the Southern Cameroons should remain part of the Federation of Nigeria. The questions of integration and unification had been publicly discussed by all political parties."

Constitutional arrangements; development of representative, executive and legislative organs and extension of their powers

2. Delete paragraphs 5 to 11 and insert the following:

"(a) Developments during 1956 to May 1957

"During 1956, the Trust Territory continued to be administered as an integral part of the Federation of Nigeria in the manner described in previous reports of the Council to the General Assembly and the structure of its governments and its legislative, administrative and judicial aspects continued to be determined by the Nigerian constitutional instruments which came into force on 1 October 1954 and which were described in detail in the report of the Trusteeship Council to the eleventh session of the General Assembly. 1/ In short, the Northern Cameroons continued to be administered as part of the Northern Region of the Federation of Nigeria, while the Southern Cameroons continued to hold a 'quasi-federal' status possessing its own separate executive and legislative organs of government. At its nineteenth session, the Council observed with satisfaction that the 1954 Constitution was functioning effectively and that the development of political parties and groupings had proceeded in a healthy manner.

"The Southern Cameroons House of Assembly met three times during 1956 and passed sixteen bills. It was dissolved on 29 December 1956 and the election of a new House under revised electoral regulations took place on 15 March 1957. Of the thirteen elected seats, six were won by the Kamerun National Congress, five by the Kamerun National Democratic Party and two by the Kamerun People's Party.

1/ Official Records of the General Assembly, Eleventh Session, Supplement No. 4 (A/3170), p. 117.

"Elections to the Northern House of Assembly took place during 1956 on a constituency basis instead of the former provincial basis. Five of the constituencies came entirely within the Northern Cameroons and a sixth partly in the area. Thus, five out of 131 elected members of the House were from the Northern part of the Trust Territory. The special interests of the Northern Cameroons continued to be in charge of a Ministry for Northern Cameroons Affairs, the Minister himself being an elected representative of a Northern Cameroons constituency. The Consultative Committee continued to advise the Northern Region Executive Council as to the particular needs of the Northern Cameroons. The Consultative Committee held its third meeting in August 1956 and laid stress on the development of medical facilities and road communications in the Trust Territory.

"(b) Results of the May-June 1957 Constitutional Conference; subsequent events

"The Council was informed by the Administering Authority at its twenty-first session of the further constitutional advances agreed upon at the 1957 Constitutional Conference, of the extent to which certain of these changes had already been put into effect and of the plans to implement other changes in the future. This information follows.

"At the federal executive level, the three official members had withdrawn from the Council of Ministers which now consisted of the Governor-General as President, a Prime Minister and not less than ten Ministers (one of whom was required to be from the Southern Cameroons) appointed on the recommendation of the Prime Minister. The official members had also withdrawn from the House of Representatives. The House would, after its present term expired (at the end of 1959) consist of 320 representative members, elected by universal adult suffrage from single-member constituencies, except in the Northern Region where the vote would be restricted to adult males. (The House of Representatives established under the 1954 Constitution consists, apart from the three ex-officio members now withdrawn, of a Speaker, 184 elected representative members and not more than six special members appointed by the Governor-General to represent interests not otherwise adequately represented.) The Administering Authority would retain under the new arrangements the power to amend the Constitution and the United Kingdom Parliament the power to make laws for Nigeria; Her Majesty's general power to legislate for Nigeria by Order in Council would also remain. Until independence, the Governor-General's powers would remain substantially unchanged; he would retain his reserved executive and legislative powers and, in particular, would be responsible for defence and external affairs.

"It was also agreed that when the present House of Representatives was dissolved there should in addition be a Senate. The Senate would consist of twelve members from each of the Regions and the Southern Cameroons, four from Lagos, four special members appointed by the Governor-General

and the President if elected from outside the Senate. The members of the Council of Ministers who were members of the House of Representatives would also be included in the Senate but would have no vote. The powers of the Senate would be similar to those of the House of Representatives except that it would have no power to initiate or delay money bills and its delaying power for other bills would be limited to six months.

"At the Conference the Northern Region delegates stated that they did not intend to ask for regional self-government before 1959. In the meantime, certain interim changes were agreed upon as follows:

The Governor and the Attorney-General would remain members of the Executive Council; otherwise, Northern Ministers would take over all portfolios and consequently the posts of Civil Secretary and Financial Secretary would be abolished. Besides the Governor and the Attorney-General, the Executive Council would consist of not less than twelve members of the House of Assembly, one of whom would be Premier, and not less than two nor more than four members of the House of Chiefs.

In the next House of Assembly the number of elected members would be increased but the provision that there should be special members would remain as requested by the Northern Region delegates. The House would consist of a President, the Attorney-General, 170 in place of 131 elected members, and five special members. The second Legislative House, the House of Chiefs would also be increased in size.

A Council of Chiefs would also be established with the power to approve the appointment, recognition, grading and deposition of chiefs.

"At the Conference, the representative from the Northern Cameroons stated that he wished to reaffirm the decision which the Northern Cameroons had taken in 1953 to remain part of the Northern Region.

"Subsequent to the Conference in July 1957, the Government of the Northern Region agreed to reorganize the Consultative Committee for the Northern Cameroons as a formal Committee of the Executive Council of the Region and approval was given in principle by the Government for the appointment of four extra unofficial members. It thus now consisted of sixteen members and its functions was to review progress in the Northern Trust Territory and to make recommendations on any matter of interest to it and which it wished to bring to the attention of the Northern Regional Government. The Northern Regional Government agreed in October that special priority should be given to the development of the Northern Cameroons.

"As regards the Southern Cameroons, during the Constitutional Conference the Secretary of State held separate discussions with the delegates from the area and the following proposals were endorsed by the full Conference:

In relation to his functions regarding the Southern Cameroons the Governor-General would be styled High Commissioner of the Southern Cameroons. The Commissioner would remain responsible to the High Commissioner.

The Executive Council would become the principal instrument of policy. However, the Commissioner would have general reserved executive and legislative powers and in addition would be required to comply with any directions given him by the High Commissioner in the interests of the Federation or because of the Administering Authority's responsibilities under the Trusteeship Agreement.

The Commissioner would remain President of the Executive Council and there would continue to be three ex-officio members. The number of unofficial members would, however, be increased from four to five thereby creating an unofficial majority, of whom one would be styled Premier and the others Ministers. Ministers would be appointed on the recommendation of the Premier.

The elected membership of the House of Assembly would be increased from thirteen to twenty-six. The three ex-officio members would remain and there would continue to be provision for two special members to represent interests or communities not otherwise adequately represented. The special Native Authority membership would be abolished.

"The special representative of the Administering Authority informed the Council at its twenty-first session that in order to give full effect to the above changes, a general election would have to be held and it was hoped that this would take place in July 1958.

A House of Chiefs with advisory functions, including the power to advise on legislation and consisting of approximately twenty members would be established. Members of the Executive Council would be entitled to attend and speak in the House but would not vote.

The term 'Quasi-Federal Territory' used to describe this part of the Trust Territory under the 1956 Constitution would be dropped and the Territory would be known as the Southern Cameroons.

"As agreed at the Conference, three commissions were subsequently established to examine particular questions affecting Nigeria and the Cameroons. These were the Fiscal Commission, the Minorities Commission and the Delimitation Commission for the delimitation of the 320 constituencies for the new Federal House of Representatives.

"The Conference arrived at no definite date on which the independence of the Federation of Nigeria would be attained. At the opening of the Conference, the three Regional Premiers and the Leader of Government

Business in the Southern Cameroons had asked that the United Kingdom Government should undertake to grant independence to the Federation in 1959. In a series of statements made at the Conference the United Kingdom Secretary of State for the Colonies indicated that no such undertaking could be given although Her Majesty's Government stood as firmly as anyone in Nigeria behind the proclaimed objective of full self-government within the British Commonwealth. He stated that the strain of regional self-government was yet to be taken and that it would be necessary, for the picture to become clearer, to await the reports of the Minorities Commission to see whether any more States would be created, and also of the Fiscal Commission which would have much contentious business to settle. But on the understanding, reached during the Conference, that the new Nigerian Parliament to be elected in 1959-1960 would debate a resolution asking Her Majesty's Government to agree to full self-government within the British Commonwealth by a date in 1960, the Secretary of State gave an undertaking that his Government would do its utmost to meet the resolution in a reasonable and practical manner.

"In expressing disappointment at the statement of the Secretary of State, the three Regional Premiers and the Leader of Government Business in the Southern Cameroons jointly declared that the year 1959 had been unanimously proposed by the people of Nigeria. They themselves had given consideration to a date in 1960 only because they appreciated that the solution to the various problems that must be disposed of before independence would take a longer time than they had thought. Having gone this far on the path of reason and realism, they had thought that the Secretary of State would accede to their united wishes. In the circumstances, they felt that they could do no more than take note of the Secretary of State's statement, while reserving the right to pursue the issue further with a view to impressing on Her Majesty's Government the necessity for granting independence to the Federation of Nigeria not later than 2 April 1960.

"In the course of his separate discussions with the Southern Cameroons delegates the Secretary of State made a statement, of which the Conference later took note, about the future position of the Trust Territory when Nigeria became independent. The text of this statement was as follows:

Her Majesty's Government fully recognize their obligations to the Cameroons under the Trusteeship Agreement.

One of these obligations has been and is to administer the territory as an integral part of Nigeria. This has of course been on the assumption that Nigeria was a dependent territory. When Nigeria becomes an independent country, this arrangement will no longer be possible so the Trusteeship Agreement will in any case have to be reviewed at that stage.

When Nigeria becomes independent one possibility would be that the Cameroons should remain part of it. This would involve the termination of the Trusteeship Agreement and would require consultation with the United Nations. I can state quite categorically that there can be no question of obliging the Cameroons to remain part of an Independent Nigeria contrary to her own wishes.

Before Nigeria becomes independent the people of the North and South sectors of the Cameroons would have to say freely what their wishes were as to their own future. Among the options open to them would be to continue under the Trust Administration of the United Kingdom. I must in fairness add the warning that you would not thereby be given the golden key of the Bank of England! But many of the best friends of the Cameroons do not foresee a destiny more likely to promote her happiness and prosperity than in continued association with Nigeria.

Her Majesty's Government will of course pay the very greatest regard to their views, whatever form they may take.

"At the twenty-first session of the Council the representative of the Administering Authority, having referred to the above statement, said that he did not intend at that time to deal with the future of the Trust Territory. The appropriate time for this would come later. When that time came, the Administering Authority would submit proposals regarding the future of the Territory."

Local government

In paragraph 19, line 8 delete "Victoria" and substitute "Bamenda" and amend line 9 to read "..., and in the Victoria Division the ...".

3. Insert after paragraph 19 the following:

"The Council was informed at its twenty-first session that elections for the new councils in the Victoria Division would shortly take place and that there were, as of January 1958, no councils in the northern part of the Trust Territory that did not have an elected majority."

4. Insert after paragraph 20 the following:

"The Council was informed at its twenty-first session that it had been agreed at the 1957 Constitutional Conference that the Governor in Council of the Northern Region would be empowered by Instrument under Public Seal to constitute for each Province within the Region, a provincial administration consisting of a provincial council and a provincial authority to perform such functions as might be specified in the Instrument. The chairman of the provincial authority would be a regional government official; he would be the chief executive officer of the authority and would be styled Provincial Administrator."

Development of universal adult suffrage and direct elections

5. Delete the last four sentences of paragraph 21 and paragraph 22, and insert the following:

"... the Council was further informed at its twenty-first session that 76.2 per cent of the registered electorate had voted. During these elections the exercise of the vote continued, however, to be conditional upon the payment, unless exempted, of direct or income tax. Thus women although entitled to register and to vote must first have been registered as taxpayers. Since few women in the Territory paid tax, the number of women qualified to register as electors was small.

"In the Northern Cameroons voting continued to be conducted on an electoral college system and only adult males were eligible to vote. In general there were two colleges, but in some cases, where the electoral district was of great size, three colleges. Voting in the primary elections was by overt methods and in the final electoral colleges by secret ballot."

6. Insert after paragraph 23 the following:

"The Council was informed at its twenty-first session that, as noted above, it had been agreed at the Constitutional Conference that, except in the Northern Region where the franchise would continue to be limited to adult males, the new Federal House of Representatives would be elected by universal adult suffrage from single member constituencies. In the forthcoming elections for the Southern Cameroons House of Assembly, the twenty-six elected members would also be elected from single-member constituencies by secret ballot and universal adult suffrage. As the tax qualification had been abandoned, the principal difficulty in the way of giving the vote to women had disappeared and they were now eligible to vote and stand as members of the House. In the elections for local councils, however, the persons entitled to vote would be tax-payers."

Civil service; training and appointment of indigenous persons for positions of responsibility

7. Insert after paragraph 26 the following:

"The Council was informed at its twenty-first session that it had been agreed at the 1957 Constitutional Conference that public officers in the Southern Cameroons would remain members of the Federal Public Service but that provision would be made to enable a sub-committee of the Federal Public Service Commission to be set up in the Southern Cameroons to advise on certain appointments provided for in the Southern Cameroons estimates. The Governor-General undertook to keep in mind the possibility of finding a suitably qualified Southern Cameroonian for appointment to the Federal Public Service Commission."

III. ECONOMIC ADVANCEMENT

General situation: economic development

8. Insert at the end of paragraph 31 the following:

"At its twenty-first session the Council was informed that the United Kingdom Government had recently made to the Southern Cameroons a further grant of £450,000 under the Colonial Development and Welfare Act."

9. Insert after paragraph 32 the following:

"At its twenty-first session the Council was informed that the timber industry had further expanded and that there were then three timber firms in the Territory. Exports were shortly expected to reach 6,000 tons of logs per month. This development, besides providing employment, had brought much needed revenue to the Southern Cameroons as well as to the Native Authorities in whose areas the forests lay and who received 50 per cent of all fees and royalties on trees felled. The export duty on timber had risen from £300 in 1955 to over £13,000 in 1957."

10. Insert after paragraph 33 the following:

"At its twenty-first session the Council was informed that the new Cameroons Development Agency had been formally established and that its first Chairman was a Cameroonian. In the course of 1957 a new coffee-processing factory was opened at the Agency's coffee estate at Santa and negotiations were in progress for the Agency to provide the initial capital for the proposed co-operative bank. Divisional loans boards were being set up for each Division of the Southern Cameroons to advise the Agency on applications for loans for minor economic projects."

11. Insert at the end of paragraph 34 the following:

"The Council was informed at its twenty-first session that the Corporation had made a loan of £12,500 to the Adamawa Native Authority and one of £10,700 to the Dikwa Native Authority."

12. Insert after paragraph 34 the following:

"Industrial Development

"Industry in the sense of heavy industry or factory production does not exist in the Territory and apart from domestic crafts almost the sole industrial activity is the processing of primary produce for export, making of palm oil and sheet rubber, and tanning of hides and skins. These activities are merely ancillary to agriculture and are carried out mainly by and for the large plantations who also do their own building, mechanical repairs, woodwork, dairy farming, retailing, electricity generation and transport and operate the main port facilities."

13. Transfer the section on communications from page 18 (paragraphs 54 and 55) to follow the new section concerning industrial development.

14. Insert after paragraph 55 the following:

"At its twenty-first session the Council was informed of further developments in the road building programme. These developments included the completion of the Mungo River bridge; the grant of £30,000 by the Northern Regional Government for air surveys and subsequent groundwork on the road up to the northern escarpment of the Mambila Plateau and a further allocation of £190,000 for construction in 1958-1960; and, the provision of £150,000 by the Federal Government for the construction of the Jamtair/Serti and Jada/Sugu sections of the Yola/Takum trunk road.

"Attention was also being given to the improvement of telephone communications and work was in hand to instal a VHF radio telephone network."

15. Insert the heading "Agriculture, livestock and water supplies" before paragraphs 35 to 37 and place the new section after the section on "Communications". Delete the first two sentences of paragraph 35 and insert "The Council has at past sessions made a number of recommendations concerning the improvement of agriculture."

16. In paragraph 36 delete in the first sentence the words "the year" and substitute "1956". Insert after the second sentence the following:

"There had also been a considerable expansion of cotton cultivation production having risen from virtually nothing a few years ago to 500 tons of seed cotton in 1957 and an anticipated 750 to 1,000 tons during 1958."

Delete the fourth sentence and insert: "... and had been suspended during 1957."

Delete in the seventh sentence the words "the year" and insert "1958".

17. Insert after paragraph 36 the following:

"At its twenty-first session the Council was informed of further developments in the provision of water supplies. These included in the Southern Cameroons the almost completed new water supply scheme for Kumba; the installation at Bali of three hydraulic rams; and the completion of a 150,000 gallon reinforced concrete reservoir at Buea. In the Northern Cameroons sub-artesian wells had been discovered in the Bama and Gulumba districts; fifteen wells were started in the Jada area; and fifteen surface water reservoirs were completed in the Bornu Province and thirteen were under construction."

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18. Insert at the end of paragraph 37 the following:
- "During 1957 a full-time veterinary technical assistant had been posted to the Mambila Plateau."
19. Transfer the section concerning land on page 18 (paragraphs 56 to 59) to follow the section on agriculture, livestock and water supplies.
20. In paragraph 57 in the third sentence delete the words: "which was awaiting the Governor-General's assent". Insert after the third sentence the following:
- "At its twenty-first session the Council was informed that this extension had been made because the previous limit had been uneconomic for certain plantation enterprises."
- Delete the fourth sentence and substitute "The law also provided a penalty for native occupiers alienating their rights of occupancy except as provided by law."
21. Insert the following after the section concerning land:
- "Standards of Living
- "No comprehensive survey of Nigerian National Income of a kind permitting published results has been undertaken since 1950-1951. The Federal Statistics Department is building up economic statistics with a view to making revised estimates of the National Income.
22. Amend the heading "Marketing Boards and Co-operatives" on page 12 to read: "Marketing Boards".
23. In paragraph 38 insert in the first line after the word "arrangements" the word "mainly".
24. Insert the heading "Co-operatives" before paragraph 42.
25. In paragraph 42 insert after the fifth sentence the following: "By 1958, the number of societies had further increased to 130."
26. Insert at the end of paragraph 43 the following:
- "By 1958 production had risen to a little under one million stems a year. During 1957 the Co-operative also ceased to market its produce through the Cameroons Development Corporation and now deals with its shipping and marketing agents direct.

"At its twenty-first session the Council was further informed that the two apex societies had joined together to form a new Co-operative Engineering and Transport Union in order to pool their transport and run it more efficiently."

27. Insert at the end of paragraph 44 the following:

"At its twenty-first session the Council was informed that, as mentioned above, discussions were in progress with a view to setting up a co-operative bank."

28. In paragraph 45 insert at the end of the first line the words: "during 1956".
Add at the end of paragraph the following:

"At its twenty-first session the Council was informed that the expansion of the co-operative movement in the Northern area was engaging the close attention of the Northern Regional Government. Two marketing societies to deal with cotton and groundnuts had recently been established and proposals for extending the movement into other spheres, such as the marketing of dried fish were being examined."

Cameroons Development Corporation

29. Insert after paragraph 48 the following:

"At its twenty-first session the Council was further informed that the Colonial Development Corporation had been invited to look into the Cameroons Development Corporation with a view to participating in it. No final decision had, however, been taken."

Development of adequate public revenue

30. Insert after paragraph 51 the following:

"At its twenty-first session the Council was informed that the Fiscal Commission, established on the recommendation of the 1957 Constitutional Conference, would review the fiscal arrangements of the Federation. It was recognized, however, that the Southern Cameroons required special consideration and the Commission's terms of reference in this regard were:

"To consider what fiscal arrangements would be most suitable for the Southern Cameroons, including whether the Territory should be treated as a Region for the purpose of revenue allocation; and to advise on the extent for which additional financial assistance might be required to meet the immediate needs of that Territory and provide for a reasonable degree of expansion; and to indicate what form this assistance should take."

IV. SOCIAL ADVANCEMENT

31. Insert after paragraph 64 the following:

"The Press

"A number of newspapers and periodicals published in Nigeria circulate within the Territory. Although none of them is owned or operated by inhabitants of the Cameroons, many of them have representatives in the Territory whose duties include the stimulation of sales and the transmission of news items. A Cameroons edition is published by two leading newspapers as often as news items warrant."

32. Insert the heading "Status of Women" before paragraphs 62 and 63 and place the new section after the section concerning the Press.

Medical and health services

33. Insert at the end of paragraph 70 the following:

"At its twenty-first session the Council was informed that a forty-eight bed hospital had been opened at Mubi and work was about to start on the construction of a sixteen bed ward and auxiliary buildings at Bama."

34. In paragraph 71 after the penultimate sentence insert:

"... and further informed the Council at its twenty-first session that there were eleven leprosy clinics in the Southern Cameroons and seventeen in the Northern area. The work had been greatly assisted by the generous grant of the drug Dapsone by UNICEF".

Add at the end of the last sentence:

"and during a mass vaccination campaign against small-pox some 57,250 persons were vaccinated in that part of the Adamawa Province lying within the Trust Territory."

V. EDUCATIONAL ADVANCEMENT

General

35. Insert after paragraph 86 the following:

"At its twenty-first session the Council was further informed that during 1957, 29 new primary schools had been opened; that grants of £30,000 from Colonial Development and Welfare funds were made to voluntary agencies for the construction of new primary school buildings in the Southern Cameroons; that £16,000 from the Colonial Development and Welfare funds would be spent on new buildings for the Basel Missionary secondary school at Bali now renamed the Southern Cameroons Protestant College; and that a new senior primary school had been opened at Jada, Northern Cameroons."

36. Insert after paragraph 87 the following:

"At its twenty-first session the Council was informed that the number of girls attending school in the Northern Region had increased to 965 and that the number of children attending secondary schools had increased by about 70.

37. Insert at the end of paragraph 93 the following:

"At its twenty-first session the Council was informed that the Governments had continued to encourage secondary education by the award of scholarships and that some 50 per cent of the children attending secondary schools were there on awards made by the Governments, the Native Authorities or the Cameroons Development Corporation."

38. Insert after paragraph 94 the following:

"At its twenty-first session the Council was informed that a total of 92 students, of whom 89 were in receipt of scholarships, were then undergoing post-secondary courses outside the Territory."

39. Insert after paragraph 95 the following:

"The United Nations Educational, Scientific and Cultural Organization submitted an analysis of, and made certain observations and recommendations on, the educational situation in the Territory which are to be found in document T/1353."

Teachers and teacher-training

40. In paragraph 96 delete in the second sentence the word "consist" and insert "consisted during 1956". Delete the words "during 1956" in the fourth line.

41. Insert after paragraph 97 the following:

"At its twenty-first session the Council was further informed that a new teacher-training school was opened during 1957 at Bazza and that another was about to be established in the Bornu Province."
