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Visiting Mission to the
Trust Territories in West Africa

TOGOLAND UNDER BRITISH ADMINISTRATION:

SUMMARY OF CONDITIONS AND PROBLEMS

RAISED

(Document Prepared by the Secretariat)

In accordance with the instructions given to it by the Visiting Mission to West Africa at its first meeting on 16 August 1949, the Secretariat has prepared the following summary of conditions in the Trust Territory of Togoland under British administration and of problems raised in the course of the examination by the Trusteeship Council, at its fourth session, of the Annual Report on the Territory for 1947 and through petitions transmitted to the Council.

Certain of the problems mentioned are dealt with more fully in additional papers, to which references are made. The additional papers relating to Togoland under British administration are the following:

The Ewe Problem	TC/VM.1949/18
Administrative and Fiscal	
Integration with the Gold Coast	TC/VM.1949/20
Constitutional Developments Affecting the Gold Coast and Togoland	TC/VM.1949/21
Produce Marketing Methods	TC/VM.1949/22
Summary of Petitions and Communications	TC/VM.1949/23

/I. GENERAL

I. GENERAL

1. PopulationFactual Situation

Togoland under British administration is a small, narrow strip of land running about 320 miles along the eastern border of the Gold Coast Colony and Protectorate. It is the smaller part of the former German Protectorate of Togoland (1884-1914) which was partitioned between the United Kingdom and France after the first World War.

The Trust Territory has no outlet to the sea. Nowhere wider than 65 miles, it is only 13,040 square miles in area. Its population in 1948 of 382,564 (one-third larger than in 1931, and double that of 1921) is divided administratively between the Northern Section (pop. 210,114; area 10,576 sq. miles) and the Southern Section (pop. 172,450; area 2,464 sq. miles). In 1948 there were 51 non-Africans in the Territory. The principal administrative and commercial centres in the Southern Section are Ho (pop. 5,840), Hohoe (5,655) and Kpandu (4,055). The largest centre in the Northern Section is Yendi (pop. 7,691).

The territory is poor in natural resources. The economic basis is almost wholly agricultural and pastoral. Cocoa and other cash crops are grown in the southern part; in the north most of the inhabitants are engaged in subsistence farming.

The inhabitants stem from a number of different racial and tribal origins. In the northernmost Mamprusi area (pop. 71,081) about seven tribes are represented; in the Dagomba area (100,455), seven tribes; in the Gonja area (6,975) six tribes;

/and

and in the Krachi district (31,603) fifteen small but distinct tribal units. Hausa communities in the far north are all practising Moslems, and there are some Christians. Missions are active in Krachi, and there are also a number of Islamic adherents.

The pattern of social structure is generally similar among all these tribes: 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. Groups of compounds form villages, and at the village level obligations are owed to the village headman or sub-chief, and also to the priest in charge of the particular area of land they occupy. Above that level, whole regions are administered by chiefs and head chiefs. The Krachi district differs in that family groups are linked into clans, and the clan is the social organization while the village, which may not always coincide with the clan, is the political organization.

The majority of the people in the Southern Section are Ewes, whose origin is placed by local tradition in the Niger Valley. Ewe is the lingua franca of the section, even among certain non-Ewe groups, although in the northernmost part of the Southern Section the Twi language is spoken by an Akan element related to the Ashanti of the Gold Coast. Mission activities, particularly those of the largely native-administered Ewe Presbyterian Church and the Roman Catholic Church, are vigorous. The missions,

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with government subsidies, manage the entire educational system of the Southern Section. The principal political-social unit among the Ewes is the small compact division, within which are sub-divisions, each corresponding to a village and consisting in turn of clans. The head of each clan is a member of the council of the sub-division. The chief, who comes from the ruling family normally by patrilineal descent, is selected from all the available candidates of his family by a committee of stool elders. The selection must, however, be approved by the sub-chiefs and then by the assembly of the people. The chief can exercise no power and give no instructions without the consent of his council.

2. Differences between North and South

Factual Situation

The Trust Territory is divided not only by tribal differences but also by differences in the rate of economic and social development. Closer European contact and more favourable climatic and soil conditions in the south have resulted in a more advanced economic and social development in the southern section than in the northern section.

This difference in development is considered by the Administering Authority to be due largely to economic causes, and it is believed that if it persists it may dangerously complicate the development of self-governing institutions for the country as a whole. The possibility of industrial development as a solution is discounted; the "only solid hope" lies in improved and intensified utilisation of the

country's agricultural resources. A detailed soil survey of the whole Gold Coast is to be made over the next ten years, but it will not reach the Northern Section of the Trust Territory for some six years. An economic survey has also been planned.

Aspects of this problem of unequal development include serious erosion problems in the north; the lack of any reliable cash crop; unsatisfactory marketing facilities for surplus stocks of yams, and the absence in this respect of any cooperative societies; inadequate road and river transport facilities; and inadequate facilities for health and education.

Problems Raised

During the examination by the Trusteeship Council at its fourth session of the Annual Report for 1947, attention was drawn to the contrast in development in the two sections of the Trust Territory, and the apparently less intensive efforts expended by the Administering Authority in the north. The Council recommended that the Administering Authority should take such measures as would rapidly develop the northern section.

Petitions

The petition from the State Council of the Krachi Native Authority (T/PET.6/14) which is in the Northern Section, complains against administration as part of the Gold Coast Protectorate, involving "restrictions and control hitherto unknown to us", and asks for unification with the Southern Section. The petition complains specifically against restrictions on the supply of gunpowder and

/liquor

liquor and the neglect, until the Native Administration was established, of education, water supply facilities and road and other construction work. (The Trusteeship Council instructed the Visiting Mission to investigate this petition).

II. POLITICAL

1. The Ewe Problem (See also TC/VM.1949/18)

Factual Situation

The southern and western boundaries, between the Trust Territory and the Gold Coast, were defined by Anglo-German conventions in 1890 and 1900. The northern and eastern boundaries resulted from the partition of German Togoland after its military occupation in 1914 but were not fixed precisely until by an Anglo-French Boundary Commission in 1927-29.

The existence of these boundaries, separating the Trust Territory from an area under British sovereign administration on the one side and an area under French trusteeship administration on the other, has brought about the division of the Ewe people into three groups under three different types of administration. Before the first war, they were divided between the Gold Coast and German Togoland; the partitioning of Togoland, while making possible in the British zone the unification of the administration of certain other tribes to the north, created a further division of the Ewes, namely, between British and French administration.

The Ewes and Ewe-speaking people, officially estimated at 800,000^{1/} in 1947, are divided as follows: some 200,000^{1/} in the southeastern part of the Gold Coast, some 126,000^{1/} in Togoland under British administration and some 290,000^{2/} in Togoland under French administration. These groups represent between one-third and one-half of the entire population of British-administered Togoland and more than one-third of that of French-administered Togoland.

Problems Raised

The division of the Ewe people has led to a demand for unification which the Trusteeship Council has referred to the Visiting Mission for special attention. The problem bears directly on existing and future political, economic, social and educational development in both the Trust Territories of Togoland.

In seven petitions (T/PET.6/1-5, T/PET.7/2, 7/7) addressed to the United Nations in 1947, various Ewe groups protested that the division of Ewe territory was an injustice from a social, cultural, economic, political and educational point of view, and that the placing of the Ewe people under two different Administering Authorities with differing policies impeded the development of their country as a whole. They asked variously for the unification of all the Ewe people under a single administration, and for the unification of the two Togolands as a whole, the latter request involving Ewes and non-Ewes alike.

^{1/} In the case of British-administered Togoland and the Gold Coast, these figures are based on the 1931 census. A new census taken in 1948 shows that the total population of Togoland has increased by nearly one-third, and that of the Southern Section -- predominantly Ewe and Ewe-speaking -- from 125,566 to 172,540.

^{2/} Figure given to Trusteeship Council by the special representative of France, T/FV.40, p. 46.

The two Governments submitted to the Trusteeship Council, at its second session in November 1947, a joint memorandum (T/58) in which, while stating that substantial social, economic, political and cultural progress had been achieved under the two somewhat different types of administration, they agreed that there were certain difficulties and disabilities under the present arrangement and that the Ewes had certain legitimate grievances.

The two Governments considered, however, that the grouping together of the Ewe-populated areas had no obvious advantages, since a territorial unit based on a tribal community could not possess a national character; and that a re-uniting of the two Togolands as a whole, while probably offering a broad enough basis for a future self-governing country, would seem to create more difficulties than it would solve. Any advantage which the Ewes in the south might gain would, in their opinion, be more than counterbalanced by disadvantages to tribes in the north (under British administration) which had been united by the partition of ex-German Togoland. The memorandum pointed out further, that one of the Ewe areas lay in the Gold Coast and was therefore outside the Trusteeship System.

In place of a solution by unification, the two Governments announced a decision to undertake certain measures to reduce and eventually to remove specific difficulties created by the frontier between the two Togolands, as follows:

/(a) Economic

- (a) Economic measures: Maximum possible removal of restrictions on movement of people and local commerce across the frontier; efforts to establish a conventional zone designed to remove all customs disabilities.
- (b) Fiscal measures: Maximum possible elimination of double taxation; study of possibility of equalizing the native tax burden on both sides of the frontier.
- (c) Cultural measures: Maximum possible teaching of French in the British area schools, and of English in the French area schools, beginning with higher primary schools; creation of an exchange system for university students.
- (d) Implementation: To implement the programme, the two Governments established in 1948 an Anglo-French Standing Consultative Commission for Togoland, under the joint chairmanship of the Governor of the Gold Coast and the Commissaire of Togo under French administration, and consisting of two representatives of the inhabitants of each Territory. (An account of its first two sessions appears in the Annual Report for 1948, pp. 17-33).

After examining the petitions and the proposals of the Administering Authorities, the Trusteeship Council directed the Visiting Mission to devote special attention to the problem set forth in the petitions and to the implementation of the measures proposed. The Council agreed to re-examine the problem when the Visiting Mission's report comes before it. In addition, it noted that the measures proposed by the two Governments had been stated by their representatives to be transitional and not capable of solving the Ewe problem, and it invited the two Governments to consult with each other and with Ewe representatives with a view to evolving further measures for fulfilling the wishes of the Ewe people.

/The Ewe

The Ewe problem is dealt with at greater length in a separate paper (Document TC/VM.1949/18). Mention may be made here of certain salient aspects from the viewpoint of the present status of the requests for unification:

- (a) The principal petition -- that of the All-Ewe Conference (T/PET.6/5) -- was accepted by the Trusteeship Council as representing the wishes of the majority of the Ewe population.
- (b) These petitioners have made it clear, both through their representative at the second session of the Council and subsequently in a further petition (T/PET.6/11), that they do not regard their fundamental desire as having been met by the measures agreed to by the two Governments. Their request for unification still stands. A further petition from Togoland under French administration (T/PET.7/14) also repeats the request for unification. (This attitude was, in fact, noted by the Council in its resolution on the petitions.)
- (c) Although their original request was for the unification of the three Ewe groups -- i.e. that in the Gold Coast Colony as well as those in the two Trust Territories -- this request was clarified by their representative at the Council to the effect that the whole of the Trust Territories, including the non-Ewe northern parts, should be unified under a single administration. He stated that this merger should include the Ewe part of the Gold Coast as well. (T/PV. 38, p. 176). Subsequently, however, he stated that if the Trusteeship Council had competence only in respect of the two Trust Territories, unification of those two areas would take the Ewe people well on the way towards complete unification. (T/PV.39, p. 23.)
- (d) These petitioners have not named the administration under which unification would be effected, but have asked for a decision by plebiscite.
- (e) A further and comparatively recent request for the unification of the two Trust Territories has been received from another organization, the Togoland Union (T/PET.6/17.). This petition does not specifically refer to the Ewe case, although the addresses of the

/signatories

signatories are in the Southern Section of Togoland under British administration. Furthermore, while the petition itself asks simply for unification under an administration chosen by plebiscite, attached resolutions propose certain constitutional reforms for Togoland which involve continued administrative and legislative relationships with the Gold Coast. In addition, a joint "conventional assembly" is proposed for the two Trust Territories as a measure towards unification.

- (f) The creation of a single Ewe state has been opposed by the Progress Party of Togoland under French administration (T/PET.6/10). This petition accepts future unification of the two Togolands in principle, but approves the joint measures proposed by the two Governments. It expresses a desire to remain under French administration.
- (g) Incidental questions relating to the composition and powers of the Standing Consultative Commission are raised in the more recent petition from the All-Ewe Conference (T/PET.6/11) and in a petition from the Natural Rulers of the Southern Section of Togoland under British administration. (T/PET.6/12)

2. Administrative Integration (See also TC/VM.1949/20)

Factual Situation

Since 1922, Togoland has been administered as an integral part of the adjoining British colony and protectorate of the Gold Coast. It has no legislative, administrative or budgetary autonomy, and possesses no separate administrative entity either as a whole or in any of its administrative parts.

The Governor of the Gold Coast is responsible for its administration. The seat of government is at Accra in the Gold Coast. Administrative and other government services in the Territory are not self-contained but for the most part indistinguishable from those of the Gold Coast.

/The Trust

The Trust Territory is divided into two administrative sections. The Northern Section consists for administrative purposes of one district and parts of three other districts of the Northern Territories of the Gold Coast, the whole of which is under a Chief Commissioner who is responsible to the Governor. The Southern Section forms the larger part of a district of the Eastern Province of the Gold Coast Colony; the province as a whole falls under a Provincial Commissioner responsible to the Governor through the Chief Commissioner for the Colony.

No separate budget is voted for the Trust Territory. The Annual Report for 1948 gives estimated revenues and expenditures in the Territory for the year ended 31 March, but emphasizes that the figures are only approximate and that certain overhead charges and costs of common services cannot be divided accurately. The figures given were compiled at the request of the Trusteeship Council.

Grants made by the Administering Authority from colonial development funds are for the Gold Coast generally, and no amounts have been specifically earmarked for the Trust Territory.

Integration with the Gold Coast also applies to a certain extent on the level of native administration, in which certain parts of the Trust Territory are under the jurisdiction of Native Authorities whose headquarters are in the Gold Coast. (See below, 5. Native Administration).

Problems Raised

In the view of the Administering Authority, the administrative integration of the Trust Territory with the Gold Coast has been carried out in accordance with Article 9 of the Mandate and with Section 5(a) of the Trusteeship Agreement. It considers that the arrangement has been proved necessary for geographic and ethnical reasons and that it has served the best interests of the Territory, providing it with social and public services on a scale otherwise unattainable. The Administering Authority considers also that the distinctive character of Togoland as a Trust Territory has at the same time been preserved.

Nevertheless, doubts were raised in the Trusteeship Council at its fourth session as to the compatibility of the present form of integration with the provisions of the Charter and the Trusteeship Agreement, and the arrangement was the subject of study by the Council's Committee on Administrative Unions. The problems raised in this connection are dealt with in a separate Visiting Mission document (TC/VM.1949/20). In brief, they may be stated here as follows:-

- (a) Whether, because of the complete nature of administrative integration, the extent of common services, the absence of budgetary autonomy and the inavailability of separate statistical and other data, the Council could gain a clear understanding of conditions in the Trust Territory and thus properly exercise its supervisory functions in accordance with the Charter;

/(b) Whether

- (b) Whether the extent of integration was such as in practice to amount to or tend towards annexation of the Territory and the loss of its separate status as a Trust Territory;
- (c) Whether the integration freely permitted the development of the Trust Territory in accordance with Article 76 of the Charter, or whether in fact development in some or all fields was being neglected or hindered by the administration of the Territory as segments of administrative areas of the Gold Coast.

In a recommendation adopted during the examination of the Annual Report at its fourth session, the Council expressed concern over the difficulty in performing its supervisory functions because of the administrative integration of the Trust Territory into different administrative divisions and sub-divisions of the Gold Coast, and because integration was such that even on the lowest levels of administration certain portions of the Trust Territory were being administered by Native Authorities with seats outside the Territory. The result was that there were no adequate figures and data as would enable the Council to appraise the exact status or situation of the Trust Territory.

The Council accordingly recommended that, pending a final solution of the question of these administrative arrangements, the Administering Authority should review the situation and take steps or institute measures such as budgetary autonomy for the Territory, which would enable the Council better to perform the duties and functions vested in it by the Charter. Further, it requested the Administering Authority to include in future annual reports precise and separate data on all common services.

Petitions

Complaints and requests related to the administrative integration and to the absence of administrative and legislative autonomy in the Trust Territory are contained in two petitions.

In connection with a complaint against cocoa marketing arrangements, the petition from the conference of Togoland farmers (T/PET.6/15) complains that the Governor of the Gold Coast makes laws for the Territory without the knowledge and consent of the population. (The Council instructed the Visiting Mission to investigate this petition.)

The petition from the Togoland Union (T/PET.6/15) complains against the lack of adequate representation and participation of Togoland in governmental and similar organs, and proposes a constitutional structure for Togoland which would provide separate regional councils for the Northern and Southern Sections, a joint council for the Territory as a whole, direct representation on the Gold Coast Executive Council, and representation on the Gold Coast Legislative Council as a "separate unit" for Togoland, with "fiscal union only". (See also below: 3. Organs of Government). (This petition has not yet been examined by the Trusteeship Council.)

3. Organs of Government (See also TC/VM.1949/21)

Factual Situation

No territorial or regional body, representing the Trust Territory as a whole or either the Northern or

/Southern

Southern Sections as such, existed up to the end of the period covered by the Annual Report for 1948. The Northern Section is represented in a Territorial Council set up in 1946 for the Northern Territories of the Gold Coast, which from an administrative point of view includes the Northern Section of the Trust Territory. This Territorial Council consists of all the Native Authorities in that region, who, as will be seen below (para. 5), are the traditional rather than popularly-elected leaders of the people. It has consultative and advisory powers, and is presided over by the Chief Commissioner.

In the Southern Section, the inhabitants asked in 1948 for the establishment of a regional council of their own, from which representation on the Gold Coast Legislative Assembly could be secured. The Gold Coast Government has approved this plan in principle, and discussions were to take place in 1949.

While the Governor is the sole legislative authority for the Northern Territories of the Gold Coast, and thus for the Northern Section of the Trust Territory, in the case of the southern parts of the Gold Coast and Togoland certain legislative powers are vested in the Legislative Council of the Gold Coast. Presided over by the Governor, this Council has an African majority. Six members are government officials, six are appointed by the Governor, thirteen are elected by regional councils and five are elected by voters in the coastal areas. The Northern Territories, including the Northern Section of Togoland, are not yet represented in

/the Legislative

the Legislative Council. One of the 31 members "watches the interests" of the Southern Section of Togoland; he is an Ewe who lives in the Trust Territory but is not a Togolander.

The Governor also has an Executive Council of seven government officials and an indefinite number of appointed members who are chosen in an individual capacity and not as representatives of any area or interests. None of these is an inhabitant of the Trust Territory.

Problems Raised

During the examination by the Trusteeship Council at its fourth session of the Annual Report for 1947, attention was drawn to the following problems:

- (a) The absence from the Territory of legislative organs established independently of organs created on the basis of the integration of Togoland with the Gold Coast;
- (b) The absence of direct representation of Togoland on the Gold Coast Executive and Legislative Councils;
- (c) The justification for greater representation of Togoland in the Councils of the Gold Coast, because of its special status as a Trust Territory, than it might be given purely on the grounds of size of population;
- (d) On the other hand, the question whether, by recommending such representation, the Trusteeship Council might not imply its support for administrative integration in its present form;
- (e) The absence of any system of suffrage for the election of Trust Territory representatives to organs of government.

/The Council

The Council recommended that the Administering Authority should consider the possibility of establishing as soon as practicable such democratic reforms as would eventually give the ingenuous inhabitants of the Trust Territory the right of suffrage and an increasing degree of participation in the executive, legislative and judicial organs of government, preparatory to self-government or independence.

Petitions

Two recent petitions appear to deal with the proposal, approved in principle by the Administering Authority, to establish a regional council in the Southern Section of Togoland. The petition from the Togoland Union (T/PET.6/17), dated 30 April 1949, protests against the formation of a "Trans-Volta Territorial Council embodying part of the Gold Coast and part of the Southern Section of Togoland" because this would extend the process, already disapproved by the petitioners, of splitting up the Trust Territory instead of welding it into a larger unit. (This petition has not yet been examined by the Trusteeship Council)

The petition from Five Natural Rulers of Togoland (T/PET.6/18), dated 9 June 1949, in asking for the establishment of a regional council for the Southern Section, also objects to the establishment of any council which is not formed exclusively for Togoland. (This petition has not yet been examined by the Trusteeship Council.)

No observations have yet been received on these petitions by the Administering Authority, which, however, refers specifically in its Annual Report for 1948 (p.iii, p. 12) to "a separate regional council to be set up for the (Southern) Section". The report contains no suggestion that the new

/council

council might also embrace part of the Gold Coast.

The petition from the Togoland Union which, as noted earlier asks for immediate unification of the two Trust Territories of Togoland (para. 1 above) and complains of the lack of adequate participation in the integrated affairs of the Gold Coast and Togoland (para. 2), also proposes:

- (a) a 33-member "territorial council" for the Southern Section, elected by adult suffrage;
- (b) a similar council for the Northern Section;
- (c) a joint "provincial" (all-Togoland) council of representatives of the two Section councils, with power to sanction legislative proposals of the Gold Coast Legislative Council, and with control over the Togoland branches of the Gold Coast government departments;
- (d) allocation of at least three seats for the Trust Territory on the Gold Coast Executive Council;
- (e) allocation of at least five seats for the Southern Section and a similar number for the Northern Section on the Gold Coast Legislative Assembly, to be filled by popular franchise; Togoland to be represented on the Council as "a separate unit".

(This petition has not yet been examined by the Trusteeship Council.)

4. Constitutional Reforms (See also TC/VM.1949/21)

Factual Situation

Proposals for constitutional and political reforms in the Gold Coast have been under discussion during the past year as a result of the findings of a Commission of Enquiry (the "Watson Commission") sent from the United Kingdom to investigate civil disturbances which took place in February 1949 chiefly in the Gold Coast but to a minor extent at Hohoe, the main commercial centre of the Southern Section of Togoland. The Commission made a number of recom-

/mendations

mentations aimed at wider political powers for Africans and involving changes in the structure and functions of the Executive, Legislative and Regional Councils and Native Authorities.

The Administering Authority expressed a measure of agreement in principle, and at its request an all-African committee (the "Coussey Committee") began examination of the proposals in January 1949. Its recommendations are expected to have far-reaching effects on the political life of the Trust Territory as well as the Gold Coast. The "Coussey Committee" contains four representatives of the Northern Territories (including Northern Section of Togoland) Council, but there is no direct representation of Togoland as such.

These developments are discussed in a separate paper (Document TC/VM.1949/21).

Petitions

The petition from the Togoland Union (T/PET.6/17) complains about the failure of the (Watson) Commission of Inquiry to include the Trust Territory specifically in its investigation, and about the absence of representation for the Trust Territory on the Coussey Committee.

The petition from Five Natural Rulers of Togoland (T/PET.6/18), containing a request for the establishment of a regional council for the Southern Section of Togoland, mentions that suggestions were put before it on 9 June 1949 by a Sub-Committee on Regional Councils of the Coussey Committee. (These petitions have not yet been examined by the Trusteeship Council.)

5. Native Administration

Factual Situation

Local "native administration" in Togoland follows the general pattern of indirect rule applies in most African territories under British administration. Under this system the traditional forms of government, usually based on hereditary chiefs and councils, are recognized and given certain legislative, executive, financial and judicial powers in respect of their own local areas of authority. In addition they are required to enforce laws and regulations issued by the central government, in this case the Gold Coast Government. They carry out these functions under the supervision and with the approval of the local administrative officers; the Administering Authority, however, regards this form of control as being only an educative measure, applied during the transitional stage when the native administrations need European advice and guidance.

Processes of amalgamation fostered by the Administering Authority have had the effect of merging many such administrations into a small number of large units. In the Northern Section there are now five Native Authorities, two of which, however, are parts of Native Authorities which have their headquarters in the adjoining Gold Coast Protectorate. In the Southern Section there are four Native Authorities.

/The composition

The composition and structure of the Native Authorities differs considerably from one to another. In the main, they consist of hereditary chiefs, and sub-chiefs, with other tribal leaders or elders sitting in council, although some movement towards the appointment or election of "commoners" has taken place. Each Native Authority has a treasury formed of local revenues and grants from the Administration, and provides staff for and administers such branches of government as water supplies, agriculture, roads, taxation, local police, dispensaries, education to a certain extent, and indigenous courts.

Problems Raised

During the examination by the Trusteeship Council of the Annual Report for 1947, information was sought as to the Native Authority budgets and to the salaries paid to principal chiefs and their relationship to other expenditures. The Annual Report for 1948 gives a summary of Native Authority finance (pp. 181-182) and some examples of chiefs' salaries (p. 79).

The question was raised as to whether the use of the tribal system as a means of administration was compatible with the progressive development of the Trust Territory towards self-government or independence. The Council as a whole adopted no specific conclusion or recommendation on this point, but attention may be drawn to the recommendation already mentioned above (3. Organs of Government) to the effect that the possibility of establishing democratic reforms in the political structure as a whole should be considered.

Petitions

The petition from the Togoland Union (T/LET.6/17) favours federation rather than amalgamation of Native Authorities, under presidents appointed for fixed terms of office. It also asks for the abolition of the present practice by which native state councils are composed only of "natural rulers", in favour of a more democratic system by which a majority of non-chiefs might be elected by adult suffrage. (This petition has not yet been examined by the Trusteeship Council.)

6. Administrative and Technical ServicesFactual Situation

With numerous normal local governmental functions delegated to the Native Authorities, the organization of Gold Coast administrative and technical services within the Trust Territory is on a small scale, and as a result of administrative integration these services are to a large extent based in the adjoining Gold Coast areas.

In the Northern Section only two European officers -- a District Commissioner at Dagomba and another at Krachi -- are actually stationed in the Territory. The subordinate staffs at those two places numbered 88 in 1948, all of them being Africans and in such positions as teachers, clerks, court officials, veterinary assistants, medical assistants, customs officials and police. None of the Gold Coast departments have senior officers stationed within the Northern Section.

/The Southern

The Southern Section has, by comparison, a larger and more complex administrative organization. Based mainly at Ho and Kpandu, it consisted in 1948 of ten Europeans, holding most of the key positions, and over 300 Africans. There were a Senior District Commissioner and a District Commissioner at Ho, a District Commissioner and assistant at Kpandu, a medical officer, an assistant conservator of forests, an agricultural officer and an agricultural survey officer, an inspector of produce and a customs collector, all Europeans.

Two Africans -- a magistrate and a superintendent of police -- were on the same basic salary level as most of the Europeans. A number of clerks, postmasters and others were on medium salary scales. The total of some 309 Africans employed included more than 100 in the customs preventive service, some 40 police, 30 prison keepers and warders, 25 forest rangers and guards and 20 postal agents.

Most of the engineering work in the Southern Section, such as the maintenance of roads and bridges, is the responsibility of the administrative officers, but the Executive Engineer of the Public Works Department in Accra is responsible for certain aspects; he visits the area regularly.

Information is not available as to the extent to which the African officials are Togolandese or inhabitants of the Gold Coast. In addition to the government, the various Native Authorities employ staffs of clerks, messengers, registrars, dressers, tax collectors, police and others. They are usually recruited from the local area concerned.

Petitions

The petition from the Togoland Union (T/PET.6/17) complains that the Trust Territory inhabitants hold almost no responsible positions in the civil service. (This petition has not yet been examined by the Trusteeship Council.)

7. Judicial Organization

Factual Situation

Judicial organization in the Territory takes two forms: firstly, the judicial system of the Gold Coast, of which the Territory forms a part, and which administers English law through the Gold Coast Supreme Court and Magistrates' Courts; and, secondly, the recognized indigenous tribunals, which administer indigenous law and custom. In the Southern Section there are 69 Native Tribunals, and there is a further large but unspecified number in the Northern Section. Numerically, the Native Tribunals handle the great majority of cases between Africans. Their jurisdiction is limited, however, by ordinance.

Administrative officers also have certain judicial powers as magistrates, especially in the hearing of appeals from Native Tribunals.

/III. ECONOMIC

III. ECONOMIC

1. General

Factual Situation

In general, a single, rural subsistence economy prevails in the Trust Territory, and it is estimated that probably 95 per cent of the inhabitants are peasant farmers. Commercial activities on any scale are confined to the cocoa-growing areas, mainly in the south.

The economic situation of the Southern Section is considered sound. It is self-sufficient in all the principal staple foodstuffs, and large quantities of rice, beans, cocoyams and cassava, maize and other foodstuffs are sold to the Gold Coast. Cocoa is the chief cash crop and one of the main sources of government tax revenue; it was estimated that 21,000 tons would be shipped overseas during the 1948-49 main crop season. Coffee is another relatively important crop, and about 500 tons were marketed in the 1948 season.

The Northern Section presents a sharp distinction between the cocoa growing areas in the Krachi district, in its southernmost part, and the savannah areas further north where the basic economy is subsistence farming. Generally speaking, the Northern Section is self-sufficient in all staple foodstuffs, and surpluses of rice, yams, groundnuts, groundnut oil, shea butter and kapok are sold to the Gold Coast. Mainly, however, the economy is a primitive one, based on the self-sufficiency of the village, with its family farms and local market.

Alienation of land to non-Africans has been negligible. All the cocoa farms, for instance, are in African hands. There are no mining operations in the Territory, and the only deposits of potential importance are iron ores on the Anglo-French frontier near Yendi. Industries are confined to local crafts; investment of outside private capital is negligible, being confined to commercial and mission buildings and properties. River fishing, which supplies smoked fish to the Gold Coast and to the Trust Territory, is thought capable of further development. Cattle, sheep, goats, pigs and other animals are raised to a certain extent, particularly in the north. Timber is not exported since supplies have already proved insufficient for the Territory's own needs.

Primitive, traditional methods of agriculture are still in use, although a few farmers in the Mamprusi area have adopted mixed farming methods, including the use of animal-drawn implements. The Gold Coast Department of Agriculture is demonstrating improved techniques, and experiments in mechanised methods are being carried out in the Gold Coast. The possibility of expanding rice production in the Trust Territory by mechanised methods has been under consideration.

Petitions

The petition from the State Council of the Krachi Native Authority (T/FET.6/14) urges the encouragement of agriculture by the most scientific and modern methods. (The Trusteeship Council instructed the Visiting Mission to investigate this petition.)

2. Commerce and Trade

Factual Situation

Internal trade in the Southern Section consists of local marketing of agricultural produce, petty trading and retail trading by large business concerns. Flourishing native markets exist at the larger centres, and in these markets trade is almost entirely in the hands of African women who deal in locally grown foodstuffs and minor local products. Considerable numbers of petty traders sell imported goods of a relatively cheap type.

In the Northern Section petty traders travel from village to village and from market to market, sometimes owning stores in the larger centres. Local markets retail locally grown foodstuffs.

Branches of six European (British and French) trading firms operate in the Territory. They pay taxes to the Gold Coast Government. These firms bring in most of the imported goods sold in the Territory, although the import licensing system in force has recently been operated in such a way as to give African concerns an increasing share of licenses for controlled goods. (Both imports and exports are subject to government control, in order to encourage imports from soft currency areas as far as practicable and to prevent re-export of essential commodities.)

External trade consists of the export of agricultural produce of two types: firstly, foodstuffs which are sent to the large urban centres of the Gold Coast and, secondly, cocoa, coffee and palm kernels which are exported outside West Africa.

/The foodstuffs

The foodstuffs trade is almost entirely in the hands of African traders; cocoa is handled by a semi-government agency (see below); coffee and kernels are marketed through the larger import-export companies but under special arrangements -- namely, coffee is bought by the United Kingdom Ministry of Food at fixed prices, and kernels are bought in London by the West African Produce Control Board at prices fixed in advance for each season. It was intended to establish in 1949 a new Gold Coast Agricultural Produce Marketing Board which will deal with all exportable surpluses except cocoa.

A feature of the commercial agriculture and more particularly the trading in the Trust Territory is that while these activities are largely in the hands of Africans, they are carried out to a considerable extent by Africans who are not natives of the Territory. Numbers of Ewes from the Gold Coast have settled in the Southern Section, and up to 10 per cent of the total area of the Krachi district is held by non-indigenous Africans, who comprise most of the cocoa farmers there. Most of the motor trucks that carry commodities into and out of the Northern Section are owned by non-indigenous persons; the fishing of the rivers is almost entirely in the hands of the Ada people of the Gold Coast; Yorubas from Southern Nigeria and Hausas do most of the petty trading in the northern section; the yam trade in the Dagomba District is conducted by African middlemen invariably of non-indigenous stock; and the petty traders in the Southern Section are often non-natives of Togoland.

3. The Cocoa Industry (See also TC/VM.1949/22)

Factual Situation

For practical purposes, the cocoa-growing industry of the Trust Territory forms part of that of the Gold Coast, which is the world's principal cocoa-producing country. Estimated production in the 1948-49 season was 275,000 tons in the Gold Coast and 21,000 tons in Togoland.

In the Gold Coast as in Togoland, the industry has been built up by a large number of small African producers; large scale production on European-owned plantations is unknown. Until the 1930's, the cocoa reached the world markets through African middlemen and European trading firms. Prices paid to the farmers varied with the fluctuation of world prices, and discontent led to investigation in 1938 by a Commission which recommended that a single association representing the farmers and the government should be set up to market the entire crop. The outbreak of war prevented action on this proposal, but the shortage of shipping caused the United Kingdom Government to agree to purchase the crop through a West African Cocoa Control Board, which later purchased other commodities as well and is now known as the West African Produce Control Board. It fixed the price to the farmer at the beginning of each season and irrespective of fluctuations in world price. From the margin between world and farm prices, the Board accumulated large profits.

After the war, the Governments of the Gold Coast and Nigeria decided to establish permanent cocoa purchasing and marketing organizations, and the Produce Control Board handed over its cocoa interests, in the case of the Gold Coast, to

the new Gold Coast Marketing Board in 1947. Out of the accumulated profits, £1,000,000 was devoted to the establishment of a West African Cocoa Research Institute at Tafo in the Gold Coast, and nearly £900,000 to the establishment of the Gold Coast University College. The share of the remaining profits falling to the new Gold Coast Cocoa Marketing Board was approximately £13 1/2 million.

The Board has its headquarters in Accra, and sells through a subsidiary company in London. It consists of 12 members -- an official appointed by the Governor as chairman; three persons appointed by the Governor; two producer members recommended by the Joint Provincial Council and two by the Ashanti Council; one member nominated by each of those regional organs; one member nominated by the cocoa manufacturers; and one member nominated by the Chambers of Commerce in the Gold Coast Colony. There is no direct representation of Togoland farmers, nor of any groups of farmers as such; but, according to the Administering Authority, each member has the interest of the whole industry at heart.

The Board is empowered to purchase the entire cocoa crop, to fix the prices paid to the producers, and to dispose of the crop. Existing companies and co-operatives act as its agents at a small remuneration. The cocoa is shipped direct to the purchasing countries where possible. Shipments for the United Kingdom are purchased exclusively, at world prices, by the Ministry of Food, which took about one-quarter of the 1947-48 output.

/The Board

The Board continues the practice of fixing a guaranteed annual price to the producers, building up stabilization reserves against a fall in world prices. In its first year (1947-48) the mean price c.i.f. New York was £207 per ton and the price paid to the producer at Ho was £73. After allowing for fees, insurance, freight and other costs a substantial margin still remained, and a large profit (£24 million) was made by the Board. In the following season the price to the producer was increased to £121; at the opening of the season the New York price was £215, but it fell rapidly throughout the season and had dropped to £105 by April 1949, i.e., £16 less than the price paid to the farmer.

The net funds available to the Board at 30 September 1948 were some £36 1/4 million. Of this sum, £20 million was set aside as stabilization reserves, £9 million for the rehabilitation of diseased cocoa areas, and smaller amounts for development purposes.

Although world prices for cocoa in recent years have been very much higher than before the war (e.g. £207 per ton in 1947-48 as compared with £21 per ton in 1939) the decline this year has made the outlook uncertain, and the Board has not found it possible to allocate further parts of the reserves for development purposes. In his Annual Report for 1947-48 the chairman stated that

"for the protection of the farmer against the vagaries of the world market, it is essential that some thirty million pounds should eventually be devoted to the stabilization fund. A fall in prices with continued depression for several years might well necessitate using the greater part of this sum."

/The possibility

The possibility of a fall in prices was described as one of the Board's two main problems. The other was the swollen shoot disease -- a virus disease carried by mealy bugs -- which has devastated areas in the Eastern Province of the Gold Coast to an extent reflected by the allocation of £9 million for rehabilitation purposes. Only a few outbreaks of the disease have occurred in Togoland, and they have been suppressed by cutting out the diseased trees, a measure regarded as the only known remedy. Compensatory payment is made for trees so destroyed.

Problems Raised

During the examination by the Trusteeship Council at its fourth session of the Annual Report for 1947, particular interest was expressed in the organization of the cocoa industry under the Gold Coast Cocoa Marketing Board and in the policy of fixing the prices to the producers at a level allowing for the building up of stabilization reserves. The need for full annual information was emphasized, and the question was raised as to whether too great a margin of profit was being kept in reserve and whether the present standard of living of the inhabitants did not warrant a more immediate and direct benefit to the producers from the current high world market prices.

The Council recommended that the Administering Authority should review from time to time its policy with respect to the cocoa industry to the end that the producer might get the most direct benefits from his produce.

Petitions

The petition from a conference of Togoland farmers (T/LET.6/15) complains that the present marketing organization was set up without any possibility of consultation with the Togoland producers, and is operated without representation of them on the Marketing Board. It asks for the return to the farmers of millions of pounds of reserved profits and the restoration of free marketing by farmers. It also expresses opposition to the cutting out of cocoa trees as a means of combatting swollen-shoot disease. (The Trusteeship Council instructed the Visiting Mission to investigate this petition.)

4. Co-operative Movements

Factual Situation

With government encouragement, cooperative movements have been developed in the Southern Section of the Trust Territory, especially in the field of cocoa marketing. It is estimated that 18 per cent of the present cocoa production is now handled by co-operatives, which operate as agents for the Cocoa Marketing Board, and receive commissions from it, in the same way as the larger trading firms.

There are 12 cooperative societies established at nine different places. Ten are engaged in marketing agricultural produce, with a membership of some 2,700 and subscribed capital of £3,188 in 1948. They are members of the Trans-Volta Cooperative Union, which in turn belongs to the central Cooperative Bank and the central Cooperative Marketing Society of the Gold Coast; these bodies organise the marketing, provide the credit and obtain the consumer goods for all societies in the Gold

Coast and the Trust Territory. All the Togoland societies have recently started to deal in consumer goods, of which the value in 1948 was approximately £4,000. The marketing societies also issue credit, and loans issued by them and by two smaller societies formed by school teachers totalled £6,614 in 1948.

There are no cooperative societies in the Northern Section. An administrative officer was being trained in 1948 to undertake the formation in 1949 of societies in the Northern Territories, including the Northern Section of the Trust Territory.

5. Public Finance (See also TC/VM.1949/20)

Factual Situation

The absence of budgetary autonomy in the Trust Territory has already been discussed under the heading of Administrative Integration. The estimated proportion of the Gold Coast public revenue and expenditure relating to the Territory, given in the Annual Report (pp. 73-74), show revenue totalling £363,900 and expenditure £625,540 for the year ended 31 March 1948. While emphasizing the approximate nature of these figures, the report states that there can be no doubt that the expenditure on the administration and social services of the Trust Territory greatly exceeds the revenue derived from it.

The Gold Coast budget, which includes but does not distinguish expenditure allocated to the Trust Territory, is approved by the Gold Coast Legislative Council. It provides for the administrative and technical services

of the Government in the Territory, and for the greater part of the government expenditure on health and education.

In addition, each Native Authority in the Territory has its own treasury, for which revenue is derived from local taxes, court and other fees, and government grants, and from which expenditure is made on the native administration, police, health, education and road and other works and services. Total revenue of the four Native Authorities in the Southern Section in 1947-48 was £27,653 and expenditure was £30,834, of which the largest item (28 per cent) was education. Revenue of the five Native Authorities in the Northern Section was £134,966 and expenditure £120,660. In four cases, however, the areas concerned lie largely or partly outside the Trust Territory.

Problems Raised

Problems raised in the Trusteeship Council in respect of the absence of budgetary autonomy, and its recommendation referring to this matter, have been dealt with under the heading of Administrative Integration.

6. Taxation

Factual Situation

A dual tax system in force in the Gold Coast applies to the Trust Territory. It consists of (a) direct and indirect taxes payable to the Government of the Gold Coast and (b) direct and indirect taxes payable to the Native Authorities. The greater part of Government revenue comes from import and export duties. There is a Gold Coast Government income tax, but very few persons in the Trust Territory other than senior government officers and the local managers of the trading com-

panies are liable to pay it, since the family liabilities of most Africans enable them to claim the maximum personal and family relief of £350.

In practice, African incomes are so low that the only direct tax which affects them is that levied by and paid into the treasury of their local Native Authority. In all except one small area (Gonja) where the tax is assessed collectively, this tax is paid individually at rates ranging in the Southern Section from four to six shillings a head (male) and in the Northern Section at rates ranging from four shillings in Mamprusi to ten shillings in Krachi. Females are assessed also, but at a lower rate, in the Southern Section and in Krachi. A cattle tax is also levied in the northernmost areas, an additional educational tax in some parts of the Southern Section, and all the Native Authorities collect such other taxes as market tolls, beer tax, hunting and fishing fees, etc.

Compulsory labour is not exacted in default of payment of tax. Refusal to pay may involve maximum penalties of a fine (of three times the tax owed in the Southern Section; or £10 in the Northern Section) and/or imprisonment for three months.

Problems Raised

During the examination by the Trusteeship Council at its fourth session of the Annual Report for 1947, the question was raised as to whether the native poll tax system placed the greater part of the burden of taxation on the poorest section, which was also the greatest section, of

/the population

the population, and whether it should be replaced by some form of progressive income tax which would take into account ability to pay.

7. Wages and Standards of Living

Factual Situation

Wage earners form only a small minority of the inhabitants of the Trust Territory, whose standard of living generally, and in the Northern Section in particular, is low.

The principal employer of labour is agriculture. A rough estimate of the number of workers employed in cocoa farming each year is 20,000 to 25,000, and this is divided into three classes: (a) sharecroppers; (b) labour engaged on annual contract or by the day; and (c) casual contract labour for such jobs as carrying the crop to buying centres.

Apart from the Government, which employs approximately 700, and the Native Authorities, who employ approximately 1,200, the amount of daily paid labour in the Territory is negligible. Standards for wages generally are set by the Government in the Southern Section and the Native Authorities in the Northern Section. Figures given in the Annual Report for 1948 (p. 212) are described as "samples of the recently increased wages", but it may be noted that they are exactly the same as were given in the Annual Report for 1947 (p. 130) in which it was explained that "recent salary revisions" in the Gold Coast had affected all wage levels. The examples given show ordinary labour at two shillings and sixpence per day in the Southern Section and forty-five shillings per month in the Krachi district, with higher rates for skilled labourers.

The 1947 Report also stated, with particular reference to the Northern Section, that since the wage rates had been increased in order to meet the higher cost of living, little real change had taken place in housing and living standards, which were generally at a very low level. The Southern Section was in a better position because of the direct benefits received by the cocoa producers from the high price of cocoa. The post-war shortage of consumer goods, which had led to inflation and black marketing, was gradually being eased.

The Annual Report for 1948 states that a slight but general improvement in the standard of living has taken place in recent years owing to improved communications, higher wage levels, higher agricultural prices, improved water supplies and increased supplies of goods. Availability of consumer goods was greatly improved over 1947, and the further increase in cocoa prices was responsible for an increase in purchasing power in the cocoa areas. However, the average level of market prices in the Southern Section rose slightly during the year, as also did working class monthly rents and the prices of most imported goods.

No cost of living indices are kept for the Trust Territory.

Problems Raised

During the examination by the Trusteeship Council at its fourth session of the Annual Report for 1947, the question was raised as to the adequacy of existing wages and living standards, and the ability of the mass of the people to buy such foodstuffs as meat, fish and fats. The Council recommended that the Administering Authority should take appropriate measures

to establish wages at a level which would not only enable workers to meet the expenses of everyday life but would also raise progressively their standard of living.

The Council also considered that cost of living studies would provide important information on prevailing conditions and might serve as a basis for a realistic policy designed to ensure the well-being of the indigenous population, and recommended that the Administering Authority should undertake such studies as soon as possible.

IV. SOCIAL

1. General

Factual Situation

The general social structure of the inhabitants of the Trust Territory has been briefly outlined in the first chapter of this paper. The standards of living have been described as generally low, but considerably more so in the north than in the cocoa-growing areas further south. Housing in general is commensurate with the present state of social and economic development. In the south the typical house is made from sun-dried laterite soil, with a beaten earth or sometimes a concrete floor and a roof of thatch or sometimes corrugated iron. In the north most of the people live in compounds in round-roomed houses built from local materials.

Sanitation is being improved in the Southern Section with the building of septic tanks in the villages, but sanitation methods are primitive on the whole. Water is usually carried from wells or streams; there is a simple piped-water supply at

/the town

the town of Ho.

Social welfare activities are still in their infancy. Illiteracy is widespread: in the Northern Section the number of literates -- defined as those who have completed a course of formal education -- is very small indeed, and most of them are men; in the Southern Section, where educational facilities are better, it is believed that some 70 per cent of the population is still illiterate. An experiment in mass literacy and in the training of community leaders was carried out in certain Ewe-speaking areas in 1948, and is to be expanded.

Women play an important part in the economic life of the Territory as traders in the local markets. Politically, their status is lower than that of men. In the Southern Section, however, they have become more and more vocal in their desire for political recognition, and unofficial women's councils have been established in some places.

Child marriage used to be common in the Southern Section, but is now less so. The Annual Report for 1948 explains that girls are often betrothed, although not actually married, at an early age; the betrothal is a most tentative one, and the contract is not enforced if the girl proclaims her repugnance for the union on reaching adult life. While the Annual Report for 1947 stated that it was not certain that the pledging of children for debt was not practised in the Northern Section, the 1948 Report states that there is no evidence of such pledging.

/problems

Problems Raised

During the examination by the Trusteeship Council at its fourth session of the Annual Report for 1947, the question was raised as to whether the custom of "child marriage" should not be prohibited by law. The question of the pledging of children for debt was also raised.

The Council recommended that uncivilized practices which were gradually disappearing, such as child marriage, should be expressly forbidden by law.

2. Public Health and Medical Services

Factual Situation

The medical and health services of the Territory form part of the services of the Gold Coast Medical and Health Department. As in 1947, two medical officers were stationed in the Southern Section in 1948, although one was absent for part of the year. The Northern Section remained without a permanently-stationed doctor, but it was expected that one would be posted to Yendi in 1949. To help overcome the shortage of doctors in the Gold Coast public health administration as a whole, and the lack of adequate British applicants, a number of doctors have recently been appointed from among European displaced persons.

There are three small hospitals in the Trust Territory, two in the Southern Section and one in the north, while the Northern Section is also served by two hospitals in the adjoining Gold Coast areas. A new 40-bed hospital was to be erected at Hohoe (Southern Section) in 1949 and a model health centre established at Kpandu (Southern Section). Dispensaries or clinics, with indigenous staffs, are maintained at a few places

/by the

by the Government, the Native Authorities, or missions. Special treatment teams have worked in some areas and are to be continued. These efforts have been concentrated on yaws, trypanosomiasis and cerebro-spinal meningitis treatments in the Northern Section.

Problems Raised

During the examination by the Trusteeship Council at its fourth session of the Annual Report for 1947, attention was drawn to the inadequacy of health and medical services in the Trust Territory, and, in particular, the need for greater numbers of medical personnel; the complete absence of permanent medical officers in the Northern Section; the lack of clarity as to the medical services because of their unification with those of the Gold Coast; the desirability, if possible, of recruiting doctors of non-British nationality as a means of overcoming staffing difficulties; and the absence of statistical records of births, deaths and morbidity.

The Council as a whole, noting with concern that only two medical officers were stationed in Togoland and that hospital, dispensary and other medical and health facilities were inadequate for a reasonable programme of medical and health care for the population of the Trust Territory, recommended that the Administering Authority should take measures to increase the numbers of doctors and other trained personnel and to take all further steps necessary to provide for the medical and health needs of the indigenous population. The Council also recommended that the Administering Authority should increase the budgetary allocations for the public health services.

Petitions

Two petitions refer to the medical and health facilities in the Territory. The petition from the State Council of the Krachi Native Authority (T/FET.6/14) asks for the establishment of a government hospital. The petition from the conference of Togoland farmers (T/FET.6/15) complains that only one medical officer served the whole Territory, and asks for the establishment of hospitals and dispensaries and the improvement of health conditions. (The Trusteeship Council instructed the Visiting Mission to investigate both these petitions.)

3. Labour Conditions

Factual Situation

Certain aspects of labour conditions in the Territory have been dealt with under the heading of Wages and Standards of Living in the chapter on Economic Advancement.

It has been noted that because of the extent of subsistence farming, the wage-labour force is relatively small and is confined largely to seasonal work in the cocoa areas and to labour for government and Native Authority activities. The seasonal cocoa workers are mostly transient workers from Togoland under French administration. There is also labour migration, not on a large scale, from the Northern Section to and from mining areas in the Gold Coast and to and from the cocoa areas. There are no trade unions registered in the Territory, but there is a branch of a Gold Coast union (motor drivers) and there are members of certain other Gold Coast unions.

Many locally trained artisans operate on their own account, particularly in the Southern Section, but there is an overflow of craftsmen into the Gold Coast.

Forced labour is prohibited, but in accordance with the International Labour Organization Convention, the term "forced labour" is not deemed to cover services required in emergencies or as normal civic obligations. However, prior consultation between the chief and the people concerned is required, and an absolute maximum of 24 days' labour within twelve months is laid down by law.

4. Prisons and Punishments

Factual Situation

There are four prisons in the Territory, but prisoners sentenced to terms exceeding six months to two years (depending on the location) are transferred to institutions in the Gold Coast. The death penalty applies to the Territory. The Courts may order corporal punishment for adults only in cases of rape, robbery with violence and a strictly limited number of similar offences. Whipping with a light cane of boys under 16 may be ordered for any serious crime. There were 10 cases of corporal punishment in 1948, all involving boys 16 years of age and under.

Restrictions on corporal punishment of prisoners serving criminal sentences were imposed in 1948.

Problems Raised

During the examination by the Trusteeship Council at its fourth session of the Annual Report for 1947, the question was raised as to whether corporal punishment ought not to be abolished.

/The Council

The Council, considering that corporal punishment was a humiliating practice inconsistent with the spirit of the International Declaration on Human Rights, urgently recommended that the Administering Authority should immediately abolish the practice.

V. EDUCATIONAL

1. General

Factual Situation

General educational facilities within the Trust Territory itself are limited to primary schools, of which there were 359 in the Southern Section and 13 in the Northern Section in 1948. The Government itself maintains no schools, but control and development of education are the responsibility of the Gold Coast Education Department, and schools of a regulated standard (129 in 1948) are subsidized by the Government to the extent of about 80 per cent of the cost of teachers' salaries. A number of schools of lower quality (61 in 1948) are subsidized by Native Authorities.

All the schools in the Southern Section are mission or church schools, principally Ewe Presbyterian and Roman Catholic. Eleven of the 13 schools in the Northern Section are conducted by Native Authorities, and the other two by missions. In 1948, 25,030 or 72.5 per cent of the estimated 34,500 children of school-going age in the Southern Section were enrolled at schools, but in the Northern Section only 762 or 1.81 per cent of the estimated 42,000 school-age children were enrolled. The percentage for the Territory

as a whole was 33.71 per cent. The total enrolment of 25,792 was some 4,000 higher than in 1947, and more than three times greater than in 1936.

By far the greater proportion of the children (21,881) were enrolled at infant-junior schools. The curriculum for infant classes includes the speaking, reading and writing of the vernacular; simple spoken English; arithmetic, singing, games, nature study and informal studies. In the junior classes, comprising the first three standards or grades, the curriculum is similar though more advanced, and also includes civics. In the senior classes, in which 3,911 (all except 55 being in the Southern Section) were enrolled in 1948, a transition from the vernacular to English as a medium of instruction is made.

2. Secondary and Higher Education

There is no secondary school in the Territory, but one is to be opened at Ho in 1950. Secondary schools in the Gold Coast are open to Togoland pupils, of whom 77 were enrolled in such schools in 1948. Two mission teacher-training colleges in the Southern Section, providing a two-year course for pupils from senior primary schools, were attended by 145 during the year. Teachers for the Northern Section are trained at a Government college at Tamale, in the Gold Coast, where 10 Togoland pupils were enrolled. Ten other Togoland students were enrolled at Gold Coast colleges for more advanced teacher training.

There are no technical schools or institutions of higher learning in the Territory. Eleven Togoland pupils

/were taking

were taking four-year technical or trade-training courses in the Gold Coast in 1948, and one attended the new Gold Coast University College. Three were studying law and two medicine in the United Kingdom.

3. School Fees

Education is free only at the non-mission day schools in the Northern Section; in practice, therefore, fees are required in respect of the great majority of all children at school in or outside the Trust Territory. The rates in the Southern Section are 15 to 18 shillings per year for the infant classes; 30 shillings a year for the junior classes; and 48 shillings a year for the senior classes. Fees at Government-assisted secondary schools in the Gold Coast, begin at £39 for boys and £36 for girls, normally including board. Some public scholarships are available; eight were awarded to Togolanders in 1948 out of approximately 120 provided each year for the Gold Coast as a whole.

4. Policies and Plans

The Administering Authority recognizes the inadequacy of educational facilities in the Trust Territory. Under the existing administrative machinery and policy, however, education in Togoland is not viewed as a separate problem but as a more or less indistinguishable part of the larger problem of expanding educational facilities in the Gold Coast as a whole. In the case of teacher-training and secondary and higher education, for instance, emphasis is laid primarily on facilities existing and to be expanded in the Gold Coast, and the opportunities afforded there to Togoland students, and a self-contained educational structure in the Trust Territory itself is not at present contemplated.

/The general

The general objective is the provision of universal primary and subsequently universal secondary education, but financial and technical difficulties have prevented the attainment of this aim in the Gold Coast generally and in Togoland in particular. The immediate objective now is to provide for all children the present six-year infant-junior course, and to provide the four-year senior primary course for approximately one child in four. The expanding accommodation of secondary schools in the Gold Coast will continue to provide facilities for pupils from Togoland, in addition to the secondary school to be built at Ho, and the same applies to other levels of education.

Reference has already been made to mass literacy experiments in the Southern Section.

Problems Raised

During the examination by the Trusteeship Council at its fourth session of the Annual Report for 1947, the problem of the inadequacy of educational facilities for the Trust Territory was discussed, both in general terms and with particular reference to the following aspects:

- (a) Whether the Administering Authority, which was basing the educational system on mission and Native Authority schools, should not assume direct responsibility for education.
- (b) Whether primary education should not be provided free and the cost of secondary education reduced from what might be at present a prohibitive level.
- (c) Whether present plans for expansion were adequate and whether further efforts could not be made.

In a series of recommendations, the Council noted the plans of the Administering Authority for educational development and recommended that it should press forward energetically

/with these

with these plans, especially in the Northern Section of the Territory.

The Council, desiring to emphasize the decisive influence which education played in the political, economic and social advancement of a people, and noting that in Togoland education was still backward and almost entirely left in the hands of private initiative, that it was not available free of charge and that generally the fees payable were too high, urged the Administering Authority to press forward more vigorously in its efforts to develop and increase educational facilities, particularly in the Northern Section where literacy was admittedly very low, and to devise ways and means to make education as inexpensive as possible so as eventually to make primary education free and secondary education not dependent on means.

In the same recommendation the Council urged the Administering Authority to institute a programme of mass and adult education; welcomed its present attempts to encourage higher education, and expressed the hope that efforts in this direction would receive added momentum through an increasing number of government scholarships abroad.

The Council also urged the Administering Authority to make an earnest effort further to develop through educational channels the various indigenous cultures of the population.

The Council also recommended that the Administering Authority should increase the budgetary allocations for educational requirements and other cultural needs.

/Petitions

Petitions

The petition from the State Council of the Krachi Native Authority (T/PET.6/14) asks that the missions be allowed to establish schools in its area. (The Trusteeship Council instructed the Visiting Mission to investigate this petition.) The petition from a conference of Togoland farmers (T/PET.6/15) complains about the lack of government schools. The petition from the Togoland Union (T/PET.6/17) complains that the Trust Territory receives only secondary consideration in the award of scholarships. (This petition has not yet been examined by the Trusteeship Council.)

Special Studies

During its fourth session the Trusteeship Council, acting upon General Assembly resolution 225 (III), set up a committee to make a preliminary study of the financial and technical implications of a further expansion of facilities for higher education in Trust Territories in Africa, including the possibility of establishing in 1952 and maintaining a university for those Territories.

During its fifth session the Council adopted a draft resolution prepared by the committee. It contains observations and recommendations relating to all the African Trust Territories; it commends the Administering Authorities for their achievements and plans in the field of higher education and urges the intensification and strengthening of these efforts to the fullest extent possible; it expresses the hope that efforts will be increased to appoint as many

/qualified

qualified Africans as possible to the staffs of institutions of higher education; and, in the case of the West African territories under United Kingdom trusteeship, it recommends that, with a view to facilitating the expansion of higher education in Togoland and the Cameroons, the Government of the United Kingdom should take all possible steps to increase the number of scholarships for students from the two Territories. (For a fuller summary see TC/VM.1949/4 relating to the Cameroons under British administration.)