

UNITED NATIONS



**United Nations Visiting Mission to the  
Trust Territories of the Cameroons under  
British Administration and the Cameroons  
under French Administration, 1955**

**REPORT ON THE CAMEROONS  
UNDER BRITISH ADMINISTRATION**

TOGETHER WITH RELATED DOCUMENTS

**TRUSTEESHIP COUNCIL**

**OFFICIAL RECORDS : SEVENTEENTH SESSION**

(7 February — 6 April 1956)

**SUPPLEMENT No. 3**

**NEW YORK, 1956**

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**NOTE**

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# REPORT ON THE CAMEROONS UNDER BRITISH ADMINISTRATION SUBMITTED BY THE UNITED NATIONS VISITING MISSION TO THE TRUST TERRITORIES OF THE CAMEROONS UNDER BRITISH ADMINISTRATION AND THE CAMEROONS UNDER FRENCH ADMINISTRATION, 1955 (T/1226) \*

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LETTER OF TRANSMITTAL DATED 6 FEBRUARY 1956 FROM THE CHAIRMAN OF THE VISITING MISSION TO THE SECRETARY-GENERAL

I have the honour to transmit to you herewith, in accordance with Trusteeship Council resolution 1253 (XVI) of 8 July 1955 and with rule 99 of the rules or procedure of the Trusteeship Council, the report of the United Nations Visiting Mission to the Trust Territories of the Cameroons under British Administration and the Cameroons under French Administration, 1955, on the Cameroons under British administration.

I should be grateful if, in accordance with the same rule, you would allow an interval of two weeks to elapse between the transmission of this report to the members of the Trusteeship Council and its general distribution.

I have pleasure in informing you that this report was unanimously adopted by the members of the Visiting Mission.

(Signed) M. H. DORSINVILLE

*Chairman, United Nations Visiting Mission to the Trust Territories of the Cameroons under British Administration and the Cameroons under French Administration, 1955*

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\* Incorporating T/1226/Corr.1.

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## FOREWORD

At its 608th meeting, the Trusteeship Council decided to dispatch a Visiting Mission to the Trust Territories of the Cameroons under British administration and the Cameroons under French administration; it also decided that the Mission should be composed of persons nominated by Belgium, China, Haiti and the United States of America.

At its 615th meeting, the Council approved the nominations of Mr. Robert Scheyven (Belgium), Mr. Hsi-kun Yang (China), Mr. Max H. Dorsinville (Haiti) and Mr. Edward W. Mulcahy (United States of America) as members of the Mission; at the same meeting, Mr. Dorsinville was elected Chairman of the Mission.

At its 632nd meeting, the Council decided that the Visiting Mission should leave for the Trust Territories on 15 October 1955, that it should visit the Cameroons under French administration and the Cameroons under British administration in that order, and that the duration of the visit should be approximately two months.

At its 634th meeting, on 8 July 1955, the Council adopted resolution 1253 (XVI), setting forth the terms of reference of the Visiting Mission. The Mission was directed : (1) to investigate and report as fully as possible

on the steps taken in the two Trust Territories towards the realization of the objective set forth in Article 76 b of the Charter, taking into account the terms of General Assembly resolution 321 (IV) of 15 November 1949; (2) to give attention, as might be appropriate, in the light of discussions in the Trusteeship Council and the General Assembly, and of resolutions adopted by them, to issues raised in connexion with the annual reports on the administration of the two Trust Territories concerned, in petitions received by the Trusteeship Council relating to the Territories, in hearings in the General Assembly of petitioners from the Trust Territory of the Cameroons under French administration, in the reports of the previous periodic Visiting Missions to the Territories and in the observations of the Administering Authorities on those reports; (3) to receive petitions without prejudice to its acting in accordance with the rules of procedure of the Council and to investigate on the spot, after consultation with the local representative of the Administering Authority concerned, such of the petitions received as, in its opinion, warranted special investigation; and (4) to examine, in consultation with the Administering Authorities, the measures taken or to be taken in respect of the provision of information

about the United Nations to the peoples of the Trust Territories under Trusteeship Council resolution 36 (III) of 8 July 1948 and General Assembly resolution 754 (VIII) of 9 December 1953, and to undertake the duties enumerated in Trusteeship Council resolution 311 (VIII) of 7 February 1951 on the same question. The Mission was also requested to submit to the Council as soon as practicable a report on each of the Territories visited containing its findings with such observations, conclusions and recommendations as it might wish to make.

The Mission was accompanied by six members of the Secretariat—namely, Mr. W. F. Cottrell, Principal

Secretary; Mr. T. Shore, Mr. R. Wathen, Assistant Secretaries; Mr. G. Margoulies, Interpreter; Mr. E. Sameh, Administrative Officer; Miss D. Wyns, Stenographer.

During its tour of the Cameroons under British administration, the Mission travelled approximately 1,870 miles by road and 600 miles by air.

At a meeting held at Headquarters on 3 February 1956, the Mission approved unanimously the present report, which is hereby submitted to the Trusteeship Council in accordance with its terms of reference.

## INTRODUCTION

1. Before its departure from New York, the Mission held a meeting on 6 October 1955 at which, *inter alia*, it discussed the detailed itinerary which had been forwarded to it by the Administering Authority. This itinerary, as it related to the Southern Cameroons, had been drawn up in consultation with the Executive Council of the Southern Cameroons. The Mission wishes to express its appreciation of this action of the Administering Authority in providing in advance the proposed details of its itinerary and thus allowing it time for due consideration.

2. During its visit to the Cameroons under British administration, the Mission was grateful for the most cordial hospitality and co-operation from the Administration, including the Native Authorities, the Cameroons Development Corporation, the missions and all sections of the population with whom it came into contact.

3. The Mission wishes particularly to express its gratitude to H.E. Sir James Robertson, Governor-General of the Federation of Nigeria; to Brigadier E. J. Gibbons, Commissioner of the Cameroons; to Mr. J. Brayne-Baker, Deputy Commissioner of the Cameroons; to Mr. A. B. Westmacott, Resident, Special Duties, Bamenda; to Mr. C. K. Wreford, Resident, Adamawa Province; to Mr. T. E. Letchworth, Resident, Bornu Province; to Mr. A. H. Young, Chairman of the Board of the Cameroons Development Corporation; to Dr. E. M. L. Endeley, Leader of Government Business in the Southern Cameroons Government; to Mallam Aligu Mustapha, Lamido of Adamawa; to Umar Ibn Ibrahim, Emir of Dikwa; to Mr. V. Mukete, Federal Minister without Portfolio; to M. Abba Habib, Minister for Northern Cameroons Affairs; to the members of the Executive Council of the Southern Cameroons; to the members of the Consultative Committee of the Northern Cameroons; and to the officers and members of the public services of the Federation and of the Northern Region whom it had the pleasure of meeting.

4. On its arrival at Bamenda, at the commencement of its tour of the Territory, the Mission was officially informed by the Deputy Commissioner of the Cameroons of the attitude of the Federal Government of Nigeria regarding the reception by the Mission of any repre-

sentatives of the three former political parties in the Cameroons under French administration which had been dissolved by a decree of the French Government issued on 13 July 1955. The Deputy Commissioner stated that the Mission was free to receive any person it wished, but if it agreed to receive in British-administered Territory the representatives of any of the three dissolved political parties, the Mission would be immediately deprived of the assistance of officers of the Administration, who could not be responsible for the maintenance of public order during the hearings that might be granted. The Deputy Commissioner stressed the fact that the dissolved political parties of the French-administered Cameroons had no legal existence in the British-administered Territory and that the Government of Nigeria felt it was undesirable that questions concerning the neighbouring Territory should be brought up and discussed in the Territory under its administration.

5. In view of the attitude which it had adopted throughout its tour of the Cameroons under French administration, as set forth in the communiqué that it had issued at Fort Foureau on 20 October 1955,<sup>1</sup> the Mission decided that it had to inform the Deputy Commissioner that it would maintain the same attitude during its tour of the Cameroons under British administration. Furthermore, it felt justified in maintaining that attitude since some of the would-be petitioners were under prosecution by the French judicial authorities.

6. While in the Territory, the Mission received sixty communications and memoranda from groups and individuals, all of which related to local problems or questions of a general nature. The Mission decided, in accordance with rule 84, paragraph 2, of the rules of procedure of the Trusteeship Council that of these, fifty-eight were communications intended for its own information, while the remaining two were of the nature of petitions to be transmitted to the Secretary-General. In preparing its report, the Mission took into full consideration the various points raised in those communications and it appreciates the confidence placed in it by the people of the Trust Territory.

<sup>1</sup> See *Official Records of the Trusteeship Council, Seventeenth Session, Supplement No. 4*, para. 9.

7. It is also of interest to note that the Mission heard on several occasions in the statements made to it expressions of the satisfaction of the population at seeing again two of the members of the United Nations Visiting

Mission to Trust Territories in West Africa, 1952—namely, Messrs. Scheyven and Yang. The population see in this the great interest that the Trusteeship Council manifests in their country.

## NARRATIVE OF THE MISSION'S TOUR

8. On 18 November 1955, the Mission left Dschang (Cameroons under French administration) for the Cameroons under British administration, crossing the border about noon. At the border, it took leave of the representatives of the French Administering Authority and was greeted by the following representatives of the British Administering Authority: the Deputy Commissioner, Mr. J. Brayne-Baker; the Resident, Special Duties, Mr. A. B. Westmacott and the District Officer, Bamenda, Mr. F. Walker. It was also met at the border by Mr. V. Mukete (Federal Minister without Portfolio), by Mr. S. T. Muna and by Mr. J. N. Foncha, both members of the Southern Cameroons House of Assembly for Bamenda Division.

9. The Mission then visited the Santa Coffee Estate (13 miles). On arriving in Bamenda (22 miles), the Mission attended a meeting in the Community Hall to greet representative Chiefs and Native Authorities from Bamenda, Wum and Nkambe Divisions, and heard addresses delivered by the Fon of Bali, by the Chief of Mankon, and by Mr. Mukete, who spoke as the representative of the major political party in the Southern Cameroons, the Kamerun National Congress (KNC). The Mission was also pleased to hear an address delivered by a woman representing the women's section of the Kamerun National Congress, from which it noted that women seemed to be taking a more active part in the political life of the Southern Cameroons.

10. The Chairman of the Mission, with the Chief of Mankon, opened a small new bridge joining the two sections of Mankon town which had formerly been separated by marshland. The bridge had been completed in one week's time in preparation for the Mission's visit, and its cars were the first to pass over it.

11. The following day, 19 November, the Mission divided into two groups, the first party, accompanied by the Deputy Commissioner, going first to Ndop (26 miles) where it heard an address by the Bamenda South East Native Authority before a crowd of about 3,000 persons and inspected the new offices of the Native Authority that were in the process of construction. Subsequently, it visited the Veterinary Station and Livestock Investigation Centre at Jakiri (52 miles), of which a description is given in paragraph 177 of the present report.

12. Arriving at Kumbo (39 miles), where it spent the night, the party visited the Banso Memorial Hospital operated by the Cameroons Baptist Mission. Later in the afternoon, after being greeted by a crowd of several thousand inhabitants, the party heard an address by the Fon of Nsaw and visited the Roman Catholic school

(250 girls, 52 teachers and sisters). In conjunction with the school, there are also a midwifery training school and an orphanage sheltering thirty-eight babies.

13. The second party went first to Mbengui (18 miles) and then on to Wum (53 miles). En route, it saw the Mankon Town hospital and noted its excellent stone buildings, which were completed when the previous Mission had visited Bamenda in 1952. When put into operation, sometime in 1956, the hospital will have some 120 beds.

14. The party also visited the lands which are occupied by the Widekums in agreement with the Balis.<sup>2</sup>

15. Arriving at Mbengui, the party had a meeting with the Bamenda South West Native Authority, during which addresses were read prior to their submission in written form. It was noted that this Native Authority included four women among its members.

16. En route to Wum, the party went along the very interesting and fertile valley of the Mentschem; this river has very fine cataracts which might, at some later date, be exploited. The road to Wum, admirably laid out, was maintained by the Native Authority in a flawless manner.

17. In Wum, a meeting was held with the Wum Divisional Native Authority, which made an address of welcome, stressing the fact that it was the first time a Mission had visited that area.

18. On 20 November, the first party proceeded from Kumbo to Nkambe (45 miles) stopping several times *en route* to greet chiefs, notables and large groups of the local population. Reaching Nkambe, which previous Missions had been unable to visit, a meeting was held with the Nkambe Divisional Native Authority and an address was delivered by a representative of the Nkambe Branch of the Kamerun National Congress party. In the afternoon, the party visited the Veterinary Centre and thereafter returned to Bamenda.

19. The second party, on 20 November, went to Bali (17 miles), where it heard an address read by the Fon of Bali on behalf of the Bali Native Authority. It was noted that no reference was made in the address to the Bali-Widekum land dispute; this fact confirmed the Mission's impression that the question had now been amicably settled. Before leaving Bali, the party visited the maternity hospital, which had been opened only a few months before. It had been built and equipped by means of a £3,000 grant from the Cameroons

<sup>2</sup> See paras. 245 and 246.



Development Corporation. Returning to Bamenda, the second party received petitioners in the large and well-constructed Community Hall. Six communications were submitted among which was one from Mr. J. N. Foncha, an elected member for Bamenda in the Southern Cameroons House of Assembly.

20. On 21 November, the Mission departed by car from Bamenda for Mamfe (96 miles). *En route*, it noticed many bridges of recent construction and considered that, now that they were in place, it might be possible to devote funds to improving the road itself. Reaching Mamfe, the Mission met members of the Mamfe Division Native Authority and held oral hearings and interviews as requested.

21. The following day, the Mission proceeded by car to Buea (172 miles), stopping *en route* to visit the Manyemen Leper Settlement started in 1954 by the Basel Mission, headed by a Swiss doctor, V. H. O. Voute, and Mrs. Voute.

22. At Buea, the Mission had a free morning on 23 November, which was very welcome after two days of extremely arduous travel over difficult roads from Bamenda to Kumbo via Mamfe. In the afternoon, it met informally with the Executive Council of the Southern Cameroons, consisting of the Commissioner of the Cameroons, the Deputy Commissioner, the Legal Secretary, the Financial and Development Secretary and the four unofficial members—namely, Dr. E. M. L. Endeley; the Reverend J. C. Kangsen; Mr. S. T. Muna and Mr. F. A. Sone. It was explained to the Mission that all members of the Executive Council would speak as individuals in their private capacity, so that each would feel free to express his own personal opinions without committing the Executive Council as such. The ensuing discussion was most interesting. It gave the Mission the opportunity of hearing their various points of view on the conditions in, and problems of, the Southern Cameroons.

23. After this meeting, the Mission was shown the new governmental buildings in Buea, the construction of which had been necessitated when the Southern Cameroons attained its present quasi-federal status. The new House of Assembly was completed only in March 1955, just in time for the annual budget session. There were two other new buildings—one, the Court House, and the other temporarily housing the Audit Department.

24. On 24 November, the Mission again divided, the first party going to Tiko (16 miles) where it visited the Likomba plantation of Messrs. Elders and Fyffes. It was able to observe the measures being taken to combat the Panama disease (*sikatoka*) afflicting bananas; those measures consisted primarily in flooding the diseased areas for a three-month period and then planting new trees. Subsequently, this party inspected the Cameroons Development Corporation rubber plant, which has a daily output of a half-ton of crepe rubber. It also visited the Corporation hospital (160 beds, two operating theatres), which, since the visit of the 1952 Mission, has been linked to the town by a good road. It is run in conjunction with Messrs. Elders and Fyffes, and the

personnel of the two firms receive free treatment. Next visited was the Corporation school, opened in 1953, which offers six years of free primary education. There are 228 pupils including eighty-eight girls, all children of Corporation workers. Books and one meal a day are provided gratis. The party then proceeded to Bota, joining the second party for lunch with the Chairman and the members of the Board of Directors of the Cameroons Development Corporation. The Mission was pleased to have this opportunity of discussing the work and undertakings of the Corporation which is so vital to the economic life of the Southern Cameroons.

25. The second party went to Bota (24 miles), visiting various works and institutions of the Cameroons Development Corporation, including the wharf from which there is a lighter service for seagoing vessels (75,000 tons annually), handling chiefly cocoa, rubber, bananas, palm oil and plam kernels from the west and south of the Territory; the Bota warehouses, three of which were completed since the visit of the 1952 Mission; a modern palm oil factory;<sup>3</sup> the primary school, similar to the one visited by the first party described above; the workers' shop; the Community Hall, which includes a small library and the adjoining playing field; the hospital (ninety-six beds and a small operating theatre); and, finally, the Bota area workshop, which has mechanical joinery and carpentry, electrical and motor transport sections. The party observed indigenous personnel (there is a total of seventy) working efficiently under the guidance and supervision of a few European overseers. The Mission was also informed that evening classes are held twice a week for a two-hour period for which a total of 350 persons are enrolled, thus providing the workers with a chance to improve technical skills.<sup>4</sup>

26. During the early part of the afternoon of 24 November, the Mission met the Federated Native Authority Council of Victoria (which consists of two sections, one for Victoria proper, the other for the Bakweri section) and heard an address by Chief J. Manga Williams, who is the Victoria Division Native Authority member in the Southern Cameroons House of Assembly.

27. The Mission then divided, the first party visiting the Government Trade Centre at Ombe (9 miles), while the second party proceeded to the Tole tea plantation (12 miles).

28. On 25 November, the Mission went to Kumba (53 miles), stopping *en route* at Muea for a short visit with representatives of the Bakweri Co-operative Union of Farmers. An address of welcome was read to the Mission, which also heard oral communications from this group. Arriving in Kumba, the Mission was welcomed by the Division Native Authorities and then gave interviews to representatives of the following groups: the Kumba Branch of the Kamerun National Congress and the women's section of the same body, the Kamerun United Commoners' Party, ex-servicemen and pensioners. In the afternoon, the Mission divided,

<sup>3</sup> The Cameroons Development Corporation has three such factories, producing annually 3,300 tons of palm oil and 2,000 tons of palm kernels.

<sup>4</sup> See para. 372.

the first party remaining in Kumba to attend the first congress of the Co-operative Union of the Southern Cameroons. The second party meanwhile visited the Government Agricultural Station at Barombi-Kang (4 miles).

29. The Mission spent 26 November in Buea and held interviews without interruption from 9.30 a.m. to 2.40 p.m. These interviews in particular afforded the members of the Mission an excellent opportunity further to acquaint themselves with the problems facing the indigenous population. Representatives of the following groups appeared : the Kamerun National Congress, the Kamerun People's Party (KPP), the Kamerun National Democratic Party (KNDP), the Bakweri Land Committee and the Cameroons Development Corporation Workers' Union. Chief J. Manga Williams also spoke to the Mission. During the course of the hearings, one member of the Mission visited the newly-completed wharf and warehouses at Tiko which handle the banana exports of the Territory.

30. This completed the Mission's travel in the Southern Cameroons and on 27 November the Mission, accompanied by the Commissioner of the Cameroons, proceeded to the Northern Cameroons by air (600 miles) arriving at Yola (Nigeria) at 4 p.m. where it was met at the airport by the Resident in charge of Adamawa Province, Mr. C. K. Wreford; by the Minister for Northern Cameroons Affairs, M. Abba Habib, member of the House of Assembly; by the Lamido of Adamawa, Mallam Aligu Mustapha, member of the House of Chiefs; and by Mr. R. N. Jacobson, Acting Permanent Secretary, Ministry of Northern Cameroons Affairs. Later in the afternoon, the Mission paid a visit to the Provincial Agricultural Farm at Kofare.

31. On 28 November, the Mission was formally received by the Lamido of Adamawa surrounded by his Council in his residence in Yola Town. The Lamido made a speech of welcome and expressed his conviction that the Mission would observe that further progress had been made in the Northern Cameroons since the visit of the 1952 Mission. The Mission then divided into two parties. The first party visited the Provincial Girls' School, the Yola General Hospital and the Provincial Secondary School. The services of all three of these institutions are also available to the people of the Northern Cameroons. The second party visited the Chief Alkali's Court which administers Moslem law, while the Siyasa courts apply customary law; the Native Authority's prison, which the Mission found to be scrupulously clean and well managed; the Native Authority Treasury, which keeps separate accounts for the Northern Cameroons; the Native Authority Central Offices, which, thanks to the training some of the officials received at the Institute of Administration at Zaria, Northern Region, could compare in organization and efficiency very favourably with those in more advanced countries; the Native Authority Public Works Department and Workshops, in which the Mission noted that the chief mechanic was a man from the Northern Cameroons; and the Native Authority Veterinary Headquarters. In the late afternoon the Mission again met with the Lamido and his Council for a discussion of the

problems facing the Northern Cameroons. The members of the Mission also took this opportunity to obtain clarification and further details on certain points which the Lamido had mentioned in his address the same morning.

32. On 29 November, the Mission divided into two parties. The first party proceeded direct to Mubi, where it was met by Notables and escorted into the town. In the afternoon, the party visited Mayo Nguli and travelled over part of a road constructed by the local authority. The second party went to Sugu (70 miles), but stopped first *en route* near Jada, where it has a meeting with the Chiefs and Notables and heard oral communications. This party consisted of the two members who had also visited Jada in 1952, and they were grieved to learn that in the intervening years, Mr. Campbell, the District Officer, had died. The Mission would like to pay tribute to the memory of a very remarkable administrator, whose passing was deeply regretted by all the local people. In Sugu, the party visited the Health Centre, which was opened in February 1954 with the aid of a grant from the Cameroons Development Corporation. Next, the party inspected the Roman Catholic Mission school for domestic science and observed that instruction was given in cooking, sewing, weaving, pottery, hygiene, and child welfare. In connexion with this school there is also a model African compound which serves as a practical demonstration of a more healthy and sanitary way of living.

33. Returning to Jada, the party attended the Jada Agricultural Show where prizes were given for the best animals (stallions, goats, rams, ewes, bulls), for the best products (guinea corn, rice, pawpaw, bananas) and for trades (weavers, tailors, potters, blacksmiths, leather workers). The party was also able to observe the very keen competition and rivalry manifested by the various exhibitors and participants in the sports and dancing events. It was convinced that such shows cannot fail to lead to an improvement in the quality of the local produce and to the development of a sense of social solidarity, because the participants in the events belong to widely diversified tribes of the country. The party returned to Yola for the night and proceeded to Mubi the following day. *En route*, it observed several bush fires burning vigorously and became aware of the great damage such fires could do if they got out of control.

34. From Mubi, the first party, on 30 November, visited the Roman Catholic senior primary school at Bazza, and later met the Bazza Council. Proceeding to Vi, the party had an opportunity to observe the construction of a bridge and the work being done on the Uba-Bama road and inspected the school. Next came a meeting with the Vi tribal court members, after which the party continued its journey to Micika to meet the Cubunawa District Council. Arriving at Lassa, situated just outside the Trust Territory, the party visited the Lassa Leper Segregation Village and then the Lassa Hospital, both run by the Church of the Brethren (United States of America). The village, which has 220 leper patients, was started in March 1955 and occupies an area of one square mile. The party was informed that

a problem exists in connexion with the so-called "burnt-out patients"—i.e., those whose ulcers have healed or dried up. They are still sometimes rejected by their families and therefore lack all the care which they require. The Mission noted that the lepers were receiving medicaments supplied by the United Nations Children's Fund (UNICEF).

35. Since 1952, when the Lassa Hospital was opened, four more wards (forty-eight beds) have been added. The party was gratified to note a good operating theatre with modern equipment where some twenty-five or thirty operations are performed monthly. Twenty-eight per cent of the hospital's patients come from the Northern Cameroons.

36. In the late afternoon, the Mission attended an athletic meet of which the Lamido of Adamawa and the Lamdo of Mubi were the honorary patrons, presenting prizes to the winners.

37. During the evening, the Minister and members of the Northern Cameroons Consultative Committee were at home to the Mission, which was thus afforded the opportunity for individual discussions on Northern Cameroons affairs.

38. The day of 1 December was spent in Mubi and its environs. The Mission first went to the village of Gella, twelve miles away, where it saw the new village Council building which, though small, is of excellent stone construction. A representative of the Council made a speech of welcome and he, also, expressed the Council's satisfaction with the progress that the Administering Authority had achieved in that area. The Gella village school was also inspected, as were some handicrafts of fine workmanship which the students had done.

39. Returning to Mubi, the Mission visited the Teacher Training Centre where instruction is given in Hausa. Twenty-seven of the 124 students are from the Northern Cameroons. Next, the Mission inspected the Mubi General Hospital (forty-eight beds), which provides free medical treatment. The Mission then paid a visit to the Mubi prison, in which 123 persons were detained. One member of the Mission visited the junior primary school operated by the District Council.

40. During the afternoon, the Mission held separate meetings with the Northern Cameroons Consultative Committee; with representatives of the Northern People's Congress (NPC), and with representatives of the Northern Elements Progressive Union (NEPU). The members of the Mission availed themselves of this further opportunity to discuss matters relating to the development of the Northern Cameroons and to ask questions of these leaders of the indigenous population in order to clarify certain points in the written communications submitted by them.

41. In the early evening, the Mission met with the members of the District Council and with the members of the Mubi Town Council in a single group. The President of the District Council made an excellent speech in English in which he gave a clear account of the composition of the two Councils, how their members

were elected and what the working relationship was between them on the one hand and the Adamawa Native Authority on the other. He added an exposition of their financial system, showing how revenues were collected, the allocations made to them by the Native Authority and the use they made of what they received. A written communication was submitted.

42. On 2 December, the Mission left Nubi by car for Maiduguri (Nigeria) (176 miles). *En route*, it passed over the Uba-Bama road, part of which is in the Northern Region of Nigeria, and again saw the extensive work being done to widen the already quite good road to an even better, three-lane highway. The Mission was informed that some 2,000 men are employed on this project. A stop was made at Gulak where the Mission met the Council of the Madagali District. The Mission saw a completely new town being built at Gulak by the Administering Authority to serve as the district headquarters of Madagali District, it being considered that the old site in Madagali Town itself was not sufficiently central.

43. Reaching the provincial boundary of Adamawa-Bornu around noon, the Mission was met by the Emir of Dikwa, Umar Ibn Ibrahim; the Resident of Bornu Province, Mr. T. E. Letchworth; and by the Divisional Officer, Mr. S. S. Richardson. The Gwoza Pilot Settlement Scheme was then visited and one of the farms in connexion with it inspected. Proceeding to Gwoza Town, the Mission met the District Council and heard an address of welcome before a large number of the population. Resuming its journey, the Mission halted briefly in Bama to be received there by the Emir of Dikwa and his Council before reaching its destination, Maiduguri.

44. On 3 December, the Mission returned from Maiduguri to Bama (45 miles) and spent the day there. At the bridge over the Yedseram river, which forms the boundary between the Northern Cameroons and Nigeria proper, it was met by the Emir of Dikwa and by Minister Abba Habib.

45. After hearing an address by the Emir in the Native Authority Council Chamber and receiving his written communication, the Mission visited the Alkali's Court and the Native Authority Central Office. It then met with the Dikwa Native Authority Outer Council, heard an address, asked questions and received a written communication. At this point, the Mission divided, the first party visiting the Junior Primary School and the Senior Primary School, and the second party paying a visit to the new dispensary and to the Veterinary Clinic of the Emirate.

46. During the afternoon, oral hearings were held, and the Mission received representatives of the Dikwa Branch of the Northern People's Congress, whose spokesman elaborated on the written communication submitted. The Mission then divided into two parties. The first party inspected the new hospital in Bama, while the second party visited the Sudan United Mission's hospital and was informed that this Mission would shortly be opening a new hospital in Gwoza which would be licensed to perform full surgery, thus relieving the pressure on the

Maiduguri General Hospital. The Bama establishment would then continue as a dispensary.

47. The day of 4 December was spent in Maiduguri visiting various institutions in that centre—the Women's Training Centre, the Provincial Girls' School, the General Hospital and the Provincial Secondary School. Around noon, the Mission paid a short courtesy call on the elderly Shehu of Bornu, who made a brief speech of welcome.

48. Having completed its tour of the Northern Cameroons, the Mission had a final meeting with the Government Departmental Heads and the Dikwa Native Authority Heads of Departments, during which members of the Mission took the opportunity to secure further clarification on various aspects of the development of the Northern Cameroons.

49. On 5 December, the Mission proceeded by air from Maiduguri to Lagos (800 miles), accompanied by the Commissioner of the Cameroons.

50. On 6 December, the members of the Mission were formally received by the Governor-General of the Federation of Nigeria. Later in the morning, the Mission met with the Commissioner of the Cameroons, who began

his oral replies to the written list of questions which the Mission had submitted to him concerning Trust Territory affairs.

51. On 7 December, the Mission had discussions with the Federal Ministers of Works and of Communications and Aviation and later with the Commissioner of the Cameroons, who completed his replies to the Mission's written questions.

52. The day of 8 December was used by the Mission to pay an informal visit to the University College at Ibadan, the facilities of which are available to students from the Trust Territory.

53. The Mission departed by air from Lagos on 9 December. It arrived in London in the evening of 14 December<sup>5</sup> and on 16 December it met with the Secretary of State for the Colonies and senior officials of the Colonial Office to discuss affairs relating to the Trust Territory of the Cameroons under British administration. On 17 December, it left London for New York, where it arrived on 18 December.

<sup>5</sup> The intervening days were spent in Paris on work in connexion with the Trust Territory of the Cameroons under French administration.

## CHAPTER I

### GENERAL REMARKS

54. Geographically, the Cameroons under British administration is divided into two sections by a strip of territory some forty-five miles wide which forms part of the Northern Region of Nigeria.

55. Administratively, the Territory is again divided into two groups which, however, do not correspond with its geographical division. The southern group, consisting of the six administrative divisions of Bamenda, Wum, Nkambe, Mamfe, Kumba and Victoria comprising the former Bamenda and Cameroons Provinces, is joined together for administration as the Southern Cameroons and has a quasi-federal status with its own legislative and executive organs. What is known as the Northern Cameroons is administered as part of the Northern Region of Nigeria and consists of the Tigon-Ndoro-Kentu area of 1,236 square miles administered with Benue Province; the Southern Adamawa districts of 9,225 square miles and the Northern Adamawa districts of 1,740 square miles, both administered with Adamawa Province; and the Dikwa Division of 5,149 square miles, administered with Bornu Province. Only in total area and in number of population do the two administrative groups approximate. The Southern Cameroons has an area of some 16,600 square miles with a population of about 753,000, and the Northern Cameroons an area of 17,350 square miles and an estimated population of 747,000.

56. Ethnologically, the Territory is highly complex; the Southern Cameroons is made up of semi-Bantu-speaking and Bantu-speaking peoples, a growing proportion of whom profess Christianity. The population

of the Northern Cameroons is made up for the most part of pagan peoples who took refuge in the mountainous regions at the time of the immigration of the Kanuri, Shuwa Arabs and Fulani, all of whom profess Islam. Nevertheless, the happy results of the Administering Authority's policy are evident, and the pagans tend to come down onto the plains where they are more susceptible to the penetration of modern influences. There is no *lingua franca* for the whole Territory; English is spoken fairly widely in the extreme south (sometimes in a "pidgin" form), and other languages understood over sizable areas are Duala in the south, Bali in Bamenda, Fulani in Adamawa and Kanuri in Bornu. Only in the Northern Cameroons is Hausa approaching a *lingua franca*. This language was introduced into the Territory as a result of comparatively recent immigration. A noticeable and admirable feature is that practically all the administrative officers and many of the other officers of government departments there, especially those working in the field, speak Hausa and in some cases the local language of the people they serve, and are thus not dependent on the intermediary of interpreters. The Mission believes that the languages spoken by the pagan peoples, who represent the majority of the population of the Northern Cameroons, should receive greater consideration on the part of the Administering Authority.

57. The progress towards complete political responsibility for their own affairs achieved by the people of the Southern Cameroons was observed by the Mission on several occasions. Foremost, their new status is exemplified by the spirit and attitude of the people, not

only of those in the more responsible posts, such as members of the Executive Council and House of Assembly, but also of the Native Authorities, the district and village councils and the co-operative societies. While the Mission was unable to be present at a meeting of the Southern Cameroons House of Assembly, since the House was not in session during the Mission's visit, it did have a frank and friendly exchange of views at an informal meeting with the Executive Council. Also, throughout its tour of the Territory, the Mission was accompanied by House of Assembly members for the Division concerned in the Southern Cameroons and by the Minister for Trust Territory Affairs in the Executive Council of the Northern Region of Nigeria throughout its visit to the Northern Cameroons, as well as by the Lamido of Adamawa and the Emir of Dikwa, both members of the Northern House of Chiefs, during visits to their respective areas. Opportunity was thus provided for members of the Mission to gain much information from personal contacts apart from the more formal occasions when the Mission met Native Authorities, local representatives of political parties, village heads, co-operative societies, and other groups such as ex-servicemen, when their respective views, grievances or requests were usually embodied in written communications addressed to the Mission.

58. Not lacking too were signs that this new spirit of responsibility was being translated into material forms. Copies given to the Mission of sessional papers submitted to the Southern Cameroons House of Assembly and setting forth the policies with regard to education, medical services, co-operative development, encouragement of foreign capital, agriculture, forestry, scholarships and an outline plan of development and welfare, 1955-1960, were examples of how the new Southern Cameroons Government was discharging its responsibility.<sup>6</sup> Native Authorities were devoting their energy and finances to the construction of roads, schools, dispensaries, community halls and in one instance, at Nkambe, a veterinary centre and dairy. Co-operative societies were increasing their activities in the economic life of the Territory.

59. While many of the above remarks may be applied equally in regard to both the Northern and Southern Cameroons, it would be unrealistic not to recognize the differences that exist in the political lives of the two groups. The Southern Cameroons has a largely autonomous status within the Federation of Nigeria, with its own government authorized to make laws with respect to all matters other than those included in the Federal List or Concurrent Legislative List of the Nigeria (Constitution) Order in Council, 1954, of which the chief ones relate to defence and external affairs. The Northern Cameroons, while having a separate identity as a Trust Territory, is administered with and participates in the government of the Northern Region of the Federation of Nigeria. The Mission gathered that, on the whole, each of the two parts of the Territory is fairly satisfied with its present position. The principal divergence between the two groups is in the objectives of their

political future. In this respect, in the Southern Cameroons, beyond consolidating their position, representatives of the three political parties expressed two main desires—first, that the Northern and Southern Cameroons should be unified under a common administration and, second, consequent upon the fulfilment of the first desire, that the two Trust Territories of the Cameroons under British and under French administration should be united. In the Northern Cameroons, on the other hand, the desire was emphatically expressed by all the responsible leaders and representatives of the people for their complete integration into the Northern Region of Nigeria. The Mission wishes to point out that the majority of the pagan population of the Northern Cameroons is not yet in a position to give an opinion on its political future. The Mission heard no expression of any wish to join with the Southern Cameroons. Those questions are treated in more detail in paragraphs 114 to 117 of the present report.

60. It seemed to the Mission that it is more towards the development of their economic, social and educational conditions that the energies of the two groups should be devoted. This is not to imply that the responsible authorities in either group are unmindful of this need, as evidenced both by the proceedings in the Executive Council and House of Assembly of the Southern Cameroons and in the Councils of the Lamido of Adamawa and the Emir of Dikwa, as well as by the requests made in the communications addressed to the Mission from groups in both parts of the Territory. It seemed to the Mission, however, that it might be useful to draw the attention of the Trusteeship Council to the urgency of making further efforts in those three fields.

61. Over the whole Territory there is an overriding need for more and better roads. This applies particularly to the Southern Cameroons, where, in the northern part, consisting of the Divisions of Mamfe, Bamenda, Wum and Nkambe, fruitful areas for economic development await adequate connexions with markets and ports. Undoubtedly, difficulties of terrain and climate exist—as they do in other parts of Africa not too distant—which militate against any cheap or easy solution of the problem. The plans, and the sums of money allocated for road construction, both Federal and Territorial, are evidence of the recognition the Administering Authority is giving to this basic need. Moreover, the financial position of the Southern Cameroons is not strong, and only by the full development of its resources and the increase in wealth that this will create can it become economically viable and enable the standard of living to be raised. The policy of the present Southern Cameroons Government in this respect is to encourage the investment of foreign capital and to “take all such measures as are within its power to attract foreign enterprise to the Territory in all spheres of economic activity”.<sup>7</sup> This policy is perfectly understandable. The Mission noted, however, the Administering Authority's opinion that the uncertainty of the Territory's political future and the present expressions of the desire of certain groups for unification with the Cameroons

<sup>6</sup> See annexes III to VII and IX to XI.

<sup>7</sup> See annex IV, “Encouragement of foreign capital”.

under French administration may act as deterrents to foreign investors, especially those from within the sterling area. Furthermore, the Governor-General informed the Mission that, to a certain extent, those considerations also affect the decisions of the Council of Ministers of the Federation when it is called upon to allocate money for expenditure within the Southern Cameroons.

62. The Mission fully realizes that one cannot disregard the realities of the economic position, but it hopes that the political situation will develop in such a manner that investors will feel sufficiently confident to take advantage of the opportunities offered and assist in the development of the Territory. In view of the fact that the economic potentiality of the Southern Cameroons is rather promising, it is to be hoped that the Administering Authority will find ways and means to bring about and expedite its economic development.

63. The Mission was favourably impressed by the efforts being made to diversify the cash crops, increase the quantity of foodstuffs grown, improve both pasturage and cattle, exploit and preserve the forest resources and generally increase the standard of living of the people. In particular, the activities of the co-operative societies in the Southern Cameroons, the excellent work done on the Santa Coffee Estate, the work being carried out at the Agricultural Station at Bambui and at the Livestock Investigation Centre at Jakiri, and the patient efforts being devoted to raising the standards of living of some of the pagan peoples by means of the Gwoza Settlement Scheme, all deserve special recognition.

64. The Mission noticed the scarcity of fish farms in the Territory and feels that, wherever practicable, attention should be given to their development.

65. The Mission is of the opinion that economic development requires a larger number of qualified technicians than is at present available in the Territory and suggests that intensive efforts should be devoted to the training of additional technicians, and that attention should be given to the temporary employment of technicians from overseas.

66. The Mission feels that the Administering Authority must be particularly commended for the extensive introduction of the *neem* tree into the Northern Cameroons, which is providing firewood and shade for the population, beauty to the countryside and protection to the soil.

67. In the social field, the most noticeable aspect is the air of liberty that prevails over the whole Territory. As evidenced in the interviews and in open conversations which the Mission had with various sections of the population, there was complete freedom of expression and of assembly. The presence in a great part of the Territory of various religious missions, Roman Catholic, Cameroons Baptist, Basel (Protestant), Sudan United and Church of the Brethren, testifies to the existence of full freedom of conscience and free exercise of religious worship and instruction.

68. The Mission noticed too the gradual improvement in the status of women, as, for example, when it

received on several occasions deputations of women or of associations in which women representatives were included. The appointment of a woman to the Southern Cameroons House of Assembly is a most encouraging sign.

69. With regard to labour, the Mission would here make the observation that the high standard of medical and educational facilities, the housing and the welfare services provided by the Cameroons Development Corporation, by the Santa Coffee Estate and by the other agricultural enterprises are targets which it is hoped will soon be attained by the rest of the working population. The Mission was informed by the Administering Authority that the main problems affecting labour in general are unsatisfactory trade union organization and a shortage of skilled workers.

70. In the field of public health, the Mission noted with pleasure that medical facilities, especially when those provided by the Cameroons Development Corporation and the missions are included, seemed adequate in the Southern Cameroons, though there appeared a need for greatly increased facilities in the Northern Cameroons. It was also gratified to see the greater attention that was being paid to the care and cure of lepers and was very favourably impressed by the work already done at the Manyemen Leper Settlement in spite of great difficulties, not least its road connexions.

71. The Mission, while recognizing the efforts being made in the field of education by the Administering Authority, the missions, the Cameroons Development Corporation and the Native Authorities, as well as the progress achieved, cannot but feel that there still exists a need for added educational facilities, as elsewhere in so many countries of the world. It nevertheless noted that, second to road development, the largest allocation of Colonial and Development Welfare grants available for the period 1955-1960 has been proposed by the Southern Cameroons Government for the improvement of education. The Mission also observed the willingness of certain Native Authorities in the Southern Cameroons to impose education rates. The increase in school attendance, though not very great, is nevertheless encouraging, but propaganda is still urgently needed to convince the people of the benefits of education for their children.

72. In conclusion, the Mission recognizes that the Administering Authority and the Governments of the Northern Region of Nigeria and of the Southern Cameroons are well aware of the difficulties to be overcome and are taking measures to develop the Territory. The Mission has the impression that, with regard to political advancement, the progress in the Trust Territory is satisfactory, particularly in the Southern Cameroons. However, with regard to economic advancement, improvement of the roads is a primary basic necessity and following that, more attention should be devoted to the development of the northern Divisions of the Southern Cameroons, the Santa Coffee Estate being an excellent start. Furthermore, with regard to social and educational advancement, progress should undoubtedly be accelerated as more money becomes available.

## POLITICAL ADVANCEMENT

## A. CONSTITUTIONAL ARRANGEMENTS

73. Since the administration of the Trust Territory is closely related to the Federation of Nigeria, any change in the Constitution of the latter is, and will be, of far-reaching importance to the Territory. For that reason, a brief outline of the pertinent constitutional arrangements that now obtain is given in order to illustrate the political development that has so far been achieved.

74. The present Constitution establishing the Federation of Nigeria came into force on 1 October 1954.<sup>8</sup> It retains for the Federal Government the functions essential for preserving Nigeria's unity, but allows more autonomy to the Regions, including the Southern Cameroons. The subjects in respect of which the Federal Legislature has exclusive power are set out in the Constitution, as are the concurrent subjects on which both Federal and Regional Legislatures have power to make laws. The principal powers reserved for the Federal Government are those dealing with external affairs, defence, police and security, immigration, currency and exchange control, mines, railways, posts and telegraphs, trunk roads and certain questions relating to labour.

75. The Federal Legislature, the House of Representatives, elected independently of Regional Legislatures, is composed of a Speaker, appointed by the Governor-General, three *ex officio* members (who are also members of the Federal Council of Ministers), six special members appointed by the Governor-General to represent interests or communities not otherwise adequately represented, and 184 elected members (92 from the Northern Region; 42 each from the Eastern and Western Regions; 6 from the Southern Cameroons and 2 from Lagos). Of the 92 members elected from the Northern Region, 4 are from the Northern Cameroons.

76. The Federal Executive, the Council of Ministers, is composed of the Governor-General as President, three *ex officio* members (the Chief Secretary, the Financial Secretary, the Attorney-General) and ten Ministers (three from each Region and one from the Southern Cameroons).

77. The Order in Council contains the specific provision for the office of the Commissioner of the Cameroons who, as formerly, is directly responsible to the Governor-General for Trusteeship affairs in the whole Trust Territory and for the administration of the Southern Cameroons.

## 1. Northern Cameroons

78. In accordance with the wishes expressed by the delegates from the Northern Cameroons to the London and Lagos Conference, the 1954 Order in Council continues to provide for the administration of the

Northern Cameroons as an integral part of the Northern Region of the Federation. However, the four constituencies in the Northern Cameroons are now strictly and entirely within the Trust Territory and no longer overlap into Nigeria, as was the case under the previous arrangements. The Legislature of the Northern Region consists of two chambers:

(a) The House of Chiefs, which is presided over by the Governor of the Region and is composed of all first-class chiefs, thirty-seven other chiefs, selected for membership in accordance with regulations issued by the Governor, those members of the Executive Council of the Northern Region who are members of the Northern House of Assembly (these do not have a vote) and one adviser on Moslem law appointed by the Governor. With regard to the representation of the Northern Cameroons, there is no change.

(b) The House of Assembly, which consists of a President, four official members appointed by the Governor, 131 elected members and not more than five special members to represent interests or communities not otherwise adequately represented.

79. With regard to representation of the Northern Cameroons in the Northern House of Assembly, provision is made for two members to be elected from the Dikwa Emirate and five from Adamawa Province as a whole. Elections under the 1954 Order in Council have not yet been held and at present the Northern House of Assembly remains as constituted in 1953 when, it will be recalled, representation was on a provincial basis, and, of the representatives of the Bornu and Adamawa Provinces, three came from the Northern Cameroons.

80. In a communication submitted to the Mission by the Dikwa Branch of the Northern People's Congress, a request was made for additional representation of the Dikwa Emirate in the Northern Region House of Assembly. It was felt that the present representative, because he is the Minister for Northern Cameroons Affairs in the Northern Region Government, could not also continue adequately to represent his constituents.

81. The Administering Authority pointed out that, under the provisions of the 1954 Order in Council, the representation of the Northern Cameroons had been increased and would, in fact, be proportionately more than for other areas in the Northern Region, taking into account the number of its population.

82. The Executive Council of the Northern Region is composed of the Governor as President, three *ex officio* members (Civil Secretary, Attorney-General and the Financial Secretary of the Region) and thirteen regional Ministers appointed from among the members of the Northern House of Chiefs or from among the members of the Northern House of Assembly. Of the Regional Ministers, the Governor appoints one as Premier of the Region and the others on the recommendation of the

<sup>8</sup> The Nigeria (Constitution) Order in Council, 1954. Statutory Instruments, 1954, No. 1146.

Premier. A portfolio for Trust Territory Affairs has been created in the Executive Council of the Northern Region and was given to a Northern Cameroons' representative from the Dikwa Emirate.

83. In addition, in order to preserve the identity of this part of the Trust Territory as an entity separate and distinct from Nigeria, the Northern Cameroons is provided with a Consultative Committee. This Committee consists of twelve members—namely, all the elected Northern Cameroons representatives in the Federal and Northern Region Legislatures, the Lamido of Adamawa and the Emir of Dikwa, members of the Northern House of Chiefs who are responsible for the northern part of the Trust Territory, together with additional members appointed to represent the Tigon-Ndoro-Kentu area and the pagans of Adamawa and of Gwoza. The Committee is not a statutory body but was established on the suggestion of the Administering Authority. An official statement was recently agreed upon by the Governments of the Federation of Nigeria and of the Northern Region concerning the functions of the Northern Cameroons Consultative Committee and reads as follows:

“The Consultative Committee for the Northern Cameroons is an advisory body whose function is to advise the Executive Council of the Northern Region as to the particular needs of the Northern Cameroons and to make recommendations to the Council. It has a special duty to keep the Government of the Northern Region informed of Northern Cameroons opinion on Regional legislation and is able through its Chairman, the Minister of Northern Cameroons Affairs, to make known to the Executive Council any views which it may have on proposed legislation or on the need for additional legislation. In respect of matters of exclusively Federal jurisdiction the Committee may ask the Regional Government to make representations to the Federal Government, and the members of the Committee who are elected members of the Federal House of Representatives are able in that House to represent Northern Cameroons opinion on particular issues.”

84. When it has been longer in operation, the Consultative Committee should be able to play an effective role in representing the interests of the Northern Cameroons within the administrative union of which it forms a part. The Mission, nevertheless, wishes to note that there could be some incompatibility in the simultaneous performance of the functions of Minister for Northern Cameroons Affairs in the Northern Region Government and of chairman of the Consultative Committee. It is understood that such incompatibility is a question of principle and not of personality.

## 2. Southern Cameroons

85. The Southern Cameroons, in accordance with the expressed wishes of the majority party (the Kamerun National Congress) has, under the 1954 Order in Council, been excised from the Eastern Region and given a quasi-federal status within the Federation. This status was also granted in the light of the conclusions reached by

the Fiscal Commissioner that a Southern Regional Government would not in the years immediately ahead be financially stable without external (federal) financial aid. The Territory now has its own legislature, with powers to make laws for it on all matters within the competence of a Regional Government, and to raise revenue from the sources open to a Regional Legislature. The essence of the difference between the position of the Southern Cameroons Legislature and those of the other Regions is that the laws passed by it have to be assented to by the Governor-General, whereas legislation in the other Regions is passed finally by them. Although fiscal legislation and customs are dealt with by the Federal Government (as under the previous arrangements), the Government of the Southern Cameroons may suggest policies and measures which it deems appropriate.

86. The Southern Cameroons now has its own House of Assembly and its own Executive Council with authority extending to all matters on which the House of Assembly has power to legislate. Separate governmental departments attached to the Executive Council have been established, whereas under previous arrangements, such departments were in the Eastern Region of Nigeria.

87. The House of Assembly which first met in October, 1954, consists of the Commissioner as President, three *ex officio* members (the Deputy Commissioner, the Legal Secretary and the Financial and Development Secretary), thirteen elected members, six representatives of Native Authorities and not more than two special members appointed by the Governor-General to represent special interests not otherwise represented. The representatives of Native Authorities are elected from among their own number by the Native Authorities of the six divisions in the Southern Cameroons. It is of interest to note that one of the special members appointed is a woman who represents the women of the Southern Cameroons.

88. The Executive Council consists of the Commissioner as President, three *ex officio* members (the same as in the House of Assembly) and four members selected from the unofficial members of the House of Assembly, after consultation with the leader of the majority party. Although, under the provisions of the Order in Council, they are not invested with ministerial responsibilities, each of these four members concerns himself with a special group of subjects—e.g., local government, land and co-operatives; education and health services; public works and survey; agriculture, forestry and veterinary services.

89. The present Constitution will be reviewed at a conference to be held before 30 August 1956.

90. In communications presented to the Mission by groups in the Southern Cameroons, two principal proposals relating to constitutional arrangements were included. The first was that the next revision of the Constitution should provide for a full measure of self-government for the Southern Cameroons. In communications submitted by the Kamerun National Congress<sup>9</sup>

<sup>9</sup> A complete list of the political parties and details of their personnel and their programmes are given in annex II.



this request was phrased as “the attainment of self-government”; the Kamerun People’s Party requested “a better position for the Southern Cameroons—i.e., full regional status for the Southern Cameroons controlling their own portfolios. The time has come for a responsible form of cabinet government”; the Kamerun National Democratic Party stated its hope that “the next constitution shall be of our own choice, free from any dictation from Nigeria. It should consist of a House of Chiefs and the House of Assembly, with a measure of autonomous power next to self-government, and directly responsible to the Colonial Office. The Office of the Commissioner of the Cameroons [should be elevated] to that of Governor of the Cameroons, it being understood that the next Constitution will bring the Northern and Southern Cameroons together under the same legislature”.

91. The second proposal submitted by each of these above-mentioned political parties, as well as by Native Authorities in the northern Divisions of the Southern Cameroons, was for the creation of a House of Chiefs. The spokesmen for the Kamerun National Congress qualified their proposal by stating they wanted “special arrangements for participation of chiefs in the Government . . .”—not, however, “on the futile pattern of the North”.

92. In communications submitted to the Mission in the Northern Cameroons, a single proposal relating to constitutional arrangements was submitted by all groups. This proposal was to the effect that the Northern Cameroons should remain within the Northern Region of Nigeria. In a resolution adopted by the Consultative Committee at its second meeting in November, it was resolved that the following recommendation should be submitted to the Executive Council of the Northern Region.

“That the Government of the Northern Region should take note of the desire of the peoples of the Northern Cameroons, as expressed by members of this Committee, to remain within the Northern Region and not to be amalgamated with the Southern Cameroons or with any other territory.”

93. In his address to the Visiting Mission, the Lamido of Adamawa referred to the petition, which he had submitted to the 1949 Visiting Mission and which requested “the total dissolution of trusteeship [*in lands formerly belonging to Adamawa Emirate*]”.<sup>10</sup> The Lamido stated: “The fact that the petition did not get the attention it deserved caused much disappointment to the people of Adamawa and made a venue for political interference from outside which, if not halted forthwith, will bring about bitterness, ill-feeling and bad blood between the people of Adamawa Emirate and the Southern Cameroons.” The Lamido went on to say: “When Dr. Endeley demanded the separation of the Southern Cameroons from the Eastern Region because of their political differences, it was made abundantly clear to the Secretary of State for the Colonies that the

Northern Cameroons had nothing in common with the Southern Cameroons and that the Northern Cameroons is part and parcel of the Northern Region of Nigeria with which it will live together and die together.” The Lamido concluded by imploring the United Nations to reconsider his petition of 1949, which called for the total dissolution of trusteeship over Adamawa lands for the good of the people affected.

94. The Emir of Dikwa in his address to the Mission stated:

“ . . . on behalf of my Council and my people I wish to make it clear to the Visiting Mission that the future of Dikwa Emirate lies with the Northern Region of Nigeria and that we do not desire unification with the Southern Cameroons under any circumstances. Moreover, though there are strong historical, cultural and social connexions with the peoples on the other side of the international frontier, it is not our intention to make any territorial claim whatsoever that might prejudice our avowed desire to remain with the Northern Region of Nigeria.”

95. The representatives in the Northern Cameroons of the Northern People’s Congress, the majority party in the Northern House of Assembly, in their communication to the Mission, stated: “We can assure you that the English are dealing justly and fairly with us and are leading us forward in every sphere to achieve self-government in the shortest possible time. For these reasons we want to stay with them until the time when we obtain self-government and unite with the rest of Nigeria.” In their address to the Mission, the members of the Mubi Town and District Councils stated, “We hereby reaffirm and assure you our most important need which is to remain with the Northern Region of Nigeria until such time as we, with the Northern Region of Nigeria in particular, and Nigeria at large, attain self-government and independence.” The Mubi Branch of the Northern Elements Progressive Union stated in their memorandum to the Mission: “Northern Cameroons under [the] British want to remain with the Northern Region of Nigeria.” Finally, the Gella Village Council, on behalf of the Gella and Gude Chekka peoples, pagans living in Northern Adamawa, wished “to report that we are honestly happy with our English administrators under the Northern Regional Government of Nigeria. We therefore hope to remain with the Northern Region until we become a self-governing nation.”

96. The Mission submits these extracts from the communications which it received for the consideration of the Trusteeship Council. Meanwhile, the Mission is pleased to note that the present constitutional arrangements, with regard to the Trust Territory in general and the Southern Cameroons in particular, represent a significant step forward in the political progress of the Territory.

#### B. JUDICIARY

97. The Nigeria (Constitution) Order in Council, 1954, provides for the establishment of a Federal Supreme Court for Nigeria, as well as for regional courts, which later would include a High Court of Justice for each

<sup>10</sup> See *Official Records of the Trusteeship Council, Sixth Session, Annex*, vol. II, document T/PET.4/21-T/PET./5.9.

region and for the Southern Cameroons as well as other courts set up by the regional legislatures. The Federal Supreme Court has both original jurisdiction and also the appellate functions formerly performed by the West African Court of Appeal. The latter court is at present holding its last session. It is intended that the Federal Supreme Court should begin to function in January 1956, when the West African Court of Appeal will have disposed of the last of its business.

98. Two sets of courts function side by side: (1) those administering English law and (2) those administering indigenous law (civil and criminal) and custom in so far as such laws or customs are not repugnant to natural justice or morality or inconsistent with any provisions of any ordinance. In the first category are the magistrates' courts and the Supreme Court of Nigeria. In the second are the Native courts which form the judicial branch of the Native Authorities, whose decisions are subject to review by the Resident or District Officer. The former category may hear and determine appeals from the Native courts, respecting, however, Native laws and customs.

99. The Administering Authority informed the Trusteeship Council at its thirteenth session that a Commission of Inquiry had examined the Native court system and one of the Commission's recommendations had been to separate, wherever possible, judicial and administrative powers.

100. The Mission was informed that the Southern Cameroons Government has been giving effect to the recommendation that the personnel of judicial and administrative organizations should be made completely distinct. This it has been doing, generally, in connexion with local government reorganization and, in certain instances, as in the Victoria Division, in anticipation of local government reorganization. Other pre-occupations and budgetary limitations have so far prevented the new Government from undertaking the major task of making and implementing comprehensive decisions on the recommendations of the Commission of Inquiry. The matter remains on its agenda but, in view of the major issues already immediately pending concerning constitutional, local government and economic development, it is not yet possible to forecast a date when it will be resolved. The Mission, which visited several Native courts, gained the impression that the judicial organization of the Territory is functioning adequately and gives satisfaction to litigants.

#### C. LOCAL GOVERNMENT

101. At its thirteenth session, the Trusteeship Council, considering it important that local government should keep pace with political progress at the higher levels, recommended that steps be taken to stimulate local government development, especially in the Southern Cameroons, and that a bold attempt be made to broaden the base of local government institutions.<sup>11</sup>

<sup>11</sup> See *Official Records of the General Assembly, Ninth Session, Supplement No. 4*, p. 127.

102. It is of interest to note that local government reform in the Southern Cameroons and in the Northern Cameroons proceeds in opposite directions. In the Southern Cameroons, the objective is to build effective higher organizations on the existing democratic indigenous village councils. In the north, the objective is to correct excessive centralization in the large statutory Native Authorities by the devolution of authority upon the subordinate District Councils and by ensuring that those Councils are well and firmly based on local government at village level. Developments in this direction are described in paragraphs 30 and 105 to 109 of the 1954 annual report.<sup>12</sup> In the Adamawa Province, the reorganization of District Councils on representative lines is virtually complete. The process of extending this work to the villages is a new one, but it may already be said that touring Administrative Officers and Native administration officials are achieving encouraging success in modernizing the traditional village councils and in strengthening the links between them and the increasingly responsible District Councils.

103. Local government matters in the Southern Cameroons form part of the "portfolio" of the Leader of Government Business (Dr. Endeley), and the new Southern Cameroons Government has pursued the question of local government reform with energy. Developments in the Kumba and Mamfe Divisions, including the introduction of the system of the secret ballot, are described in paragraphs 110 to 112 of the 1954 annual report. The Mission was informed that during 1955 discussion of reorganization proposals for the Victoria Division had been opened with the people. In the former Bamenda Province there is a movement for regularizing the position of the local councils at the level lower than that of the present statutory bodies and investing them with definite responsibilities. Statutory arrangements have already been made in the Nkambe Division.

104. The Southern Cameroons House of Assembly, being a legislature, will become actively concerned with local government reform only if and when new legislation on the subject is proposed, though it has evinced keen interest in it during debate on the estimates and on private members' motions. So far it has been found practicable to carry out the reforms desired within the provisions of the existing Native Authority Ordinance, but the Southern Cameroons Government sees much advantage in replacing this with new legislation directly designed to meet local requirements and is already giving consideration to the matter.

#### D. ELECTIVE SYSTEM

105. Two issues were brought to the attention of the Mission. The first concerned the process of secret oral voting, known locally as "the whispering method",

<sup>12</sup> *Report by Her Majesty's Government in the United Kingdom of Great Britain and Northern Ireland to the General Assembly of the United Nations on the Cameroons under United Kingdom Administration for the Year 1954* (London, Her Majesty's Stationery Office, 1955).

used in primary elections.<sup>13</sup> In this process, the elector whispers the name of his candidate to the returning officer. In their communication to the Mission, the representatives of the Kamerun People's Party complained that this method of voting was open to abuse. In consequence, they were of the opinion that elections were free, but not fair. They also asked for universal adult suffrage and stated that it was within the competence of the Southern Cameroons House of Assembly to regulate elections. They further spoke to the Mission about the system of "unit groups" which allows one party to capture all the seats in a district in spite of the fact that the opposing candidate has obtained practically the same number of votes. The Mission had the impression that this involved the question of the representation of the opposition, in this case, of the KPP. It was obviously a delicate question and relates to the parliamentary system, which, varying from country to country, does not specifically require the proportionate representation of the opposition.

106. The Mission admits that the process of secret oral voting has its disadvantages and that, until such time as the electorate is completely literate, it would be desirable to study the possibility of designating candidates by symbols in all elections, in view of the success already registered in the use of this method for village council elections.

107. The existing electoral regulations, with their machinery of indirect election through electoral colleges, date back to the first introduction of the elective system in the Territory. They appeared to provide the only practicable method when that system was a novelty, but all local political parties are agreed that the electorate is now ready for more modern procedure. Since its departure from the Territory, the Mission has been informed that the Southern Cameroons Government has decided to proceed with the amendment of the regulations, and the Commissioner, on the advice of Executive Council, has invited the parliamentary leaders of the three parties represented in the House of Assembly to form a committee, under the chairmanship of the Legal Secretary, to examine the regulations and make recommendations to the Government as to their amendment.

108. The second issue related to the grant of suffrage to French Cameroonians residing in the Southern Cameroons under British administration. This question had been brought to the attention of the 1952 Visiting Mission and of the Trusteeship Council at its thirteenth and fifteenth sessions. It may be recalled that at the latter session, the representatives of the Administering Authority stated that any change in the franchise in the Southern Cameroons should spring from the declared wish of the Southern Cameroons Legislature and that due weight would be attached by the Administering Authority to any recommendation or opinion expressed by this Legislature regarding changes in the electoral regulations.

<sup>13</sup> See *Report by Her Majesty's Government in the United Kingdom of Great Britain and Northern Ireland to the General Assembly of the United Nations on the Administration of the Cameroons under United Kingdom Trusteeship for the Year 1953* (London, Her Majesty's Stationery Office, 1954), para. 45.

109. Since its departure from the Territory, the Mission has been informed that the House of Assembly has now unanimously adopted a resolution suggesting that voting rights should be extended to persons lacking the nationality qualification, provided they have resided and paid tax continuously in the Territory for five years. This suggestion is under consideration. It may be noticed that the qualifications suggested by the House of Assembly are as strict as the normal requirements for naturalization.

110. The Mission would point out that this question is one fraught with great difficulties, mainly of a legal character, and has implications outside the Southern Cameroons.

#### E. PARTICIPATION OF INDIGENOUS INHABITANTS IN ADMINISTRATION

111. The Mission was informed that in the Southern Cameroons there are now eighteen African officers in the Government senior service, of whom five are Cameroonians. These Cameroonians are employed in the administrative, medical and public works departments. In addition, at least seven Cameroonians, former scholarship holders, are known to be serving in the Government senior service outside the Cameroons. These officers have not been transferred to the Cameroons, because up to now it has not been the policy of the Administering Authority to require persons awarded scholarships to enter into bonds insisting on their return for subsequent employment in the Territory.

112. The Mission is pleased to note that the policy of the new Southern Cameroons Government, as set forth in paragraph 3 of its statement of policy regarding scholarships (annex XI) requires a scholarship holder to agree to serve, or to continue to serve, in the interests of the Southern Cameroons Government for a period of five years in the capacity for which the training has qualified him. Such a measure will meet the demands of the strictest equity and will do much to develop that sentiment of social, if not national, solidarity.

113. In the Northern Cameroons, the participation of the people in responsible positions in the public service is mainly through employment in the Native Administrations of the Bornu and Adamawa Provinces. Statistics regarding the number of such persons of Trust Territory origin are not at present available.

#### F. QUESTION OF A UNIFIED ADMINISTRATION OF THE SOUTHERN AND NORTHERN CAMEROONS

114. In order to make a clear distinction between the question of the so-called unification of the Southern and Northern Cameroons and the question of the unification of the two Trust Territories of the Cameroons under British and French administration, the Mission has thought it best to employ the phrase "unified administration" in respect of the former question. In one sense, the administration of the Northern and Southern Cameroons is unified since they are both under one

Administering Authority. However, in accordance with the Trusteeship Agreement and subsequent constitutional developments, the Northern Cameroons is administered as an integral part of the Northern Region of Nigeria. The essence of the question under consideration here is that the Northern and Southern Cameroons should be unified under a common administration.

115. It should be noted that this request was made to the Mission only by groups in the Southern Cameroons. In the Northern Cameroons, the Mission found no evidence of any desire for *rapprochement* with the Southern Cameroons. On the contrary, in all communications to the Mission in which reference was made to this question, as well as in conversations on the subject, the desire was emphatically expressed that the future destiny of the Northern Cameroons lay with the Northern Region of Nigeria and any unification with the Southern Cameroons was firmly repudiated, as may be gathered from the quotations from communications and addresses set out in paragraphs 92 to 95 above. Furthermore, as the Lamido of Adamawa pointed out in his address to the Mission, "in spite of the fact that the Cameroons Development Corporation was sponsored and wholly financed by the Nigerian Government for the benefit of the two Trust Territories [Northern and Southern Cameroons] yet in order to avoid unnecessary argument, the Northern Cameroons has foregone its own share of CDC profits. The Southern Cameroons was granted semi-regional status on the understanding that it would support itself financially without seeking financial aid from outside, but recent events have proved beyond doubt that it cannot stand by itself, hence it is now struggling in vain for impossible expansion to cover their faces and deficit".

116. The request for a unified administration came principally from representatives of the Kamerun National Congress and the Kamerun National Democratic Party. Spokesmen for both parties expressed the desire that the two sections of the Trust Territory should be unified, and to that end the Kamerun National Congress spokesman proposed the establishment in the House of Assembly of a joint consultative body, while the spokesman of the Kamerun National Democratic Party suggested the formation of a joint council with representatives from both the Southern and Northern Cameroons. Both spokesmen further suggested that the attainment of their common desire would be helped by the development of communications with the Northern Cameroons, which would thus enable them to disseminate their ideas there.

117. In replies to questions by the Mission, the spokesman of the Kamerun National Congress (Dr. Endeley) stated that the motivating influences behind this request, as well as that for the subsequent unification of the two Trust Territories of the British and French Cameroons, were that the Southern Cameroons was a small territory; in 1956, when the Constitution would be revised, it might happen that the Federation of Nigeria would be dissolved and the three Regions might become independent entities, in which event the Southern Cameroons would be left to fend for itself.

#### G. QUESTION OF THE UNIFICATION OF THE CAMEROONS UNDER BRITISH ADMINISTRATION AND THE CAMEROONS UNDER FRENCH ADMINISTRATION

118. The 1952 Visiting Mission noted that the demand for unification was localized in some parts of the Southern Cameroons and that even there the question was neither a popular demand among the people nor a lively issue.<sup>14</sup>

119. The present Visiting Mission, on the other hand, was confronted right from its entry into the Southern Cameroons with the demand for such unification displayed as a slogan on the banners of, and in the communications addressed to it by, the three political parties and some other groups. Again, it should be noted that this request emanated only from the Southern Cameroons, there being no such desire expressed in the Northern Cameroons.

120. In all the communications, wherever reference was made to this question, it was simply stated as a desire for the unification of the two Trust Territories. There were no supporting arguments except that, prior to the First World War, the two Territories were administered as one by the Germans, nor were there any concrete proposals as to how such unification would be brought about except in the communication from the Joint Committee of the Native Authorities of the Mamfe Division, in which the suggestion was made that, "in consultation with the Administering Authorities the United Nations Organization General Assembly should set up machinery for the working out of the method of unification".

121. With respect to the considerable amount of agitation for unification of the two Cameroons which it found in the southern part of the Trust Territory, the Mission believes that this cry is attributable to various factors: domestic political tactics connected with the forthcoming Nigerian constitutional talks; the spread of the idea by recent expatriates from the Cameroons under French administration; to a lesser degree, a certain amount of sentiment having a racial and linguistic basis; and a feeling on the part of some, particularly small tradesmen and exporters of controlled agricultural produce, that frontier regulations are too stringent.

122. The opinion of the Mission is that, with regard to these questions of the complete integration of the Northern Cameroons into the Northern Region of Nigeria, of the unified administration for the Northern and Southern Cameroons and of the unification of the two Trust Territories under British and French administration, there should be no precipitate decision. There is no denying that the mass of the people is somewhat indifferent to these questions and is unaware of their political implications. All that the people see in them at present is a drawing together of the members of tribes separated by incomprehensible barriers. The more enlightened groups, who think politically, have unfortunately not yet come together in order to discuss these questions. This is true in the case of the Northern and Southern Cameroons under British administration, but

<sup>14</sup> See *Official Records of the Trusteeship Council, Thirteenth Session, Supplement No. 4*, paras. 75 to 80.

even more so in the case of the two Trust Territories under different administrations. The population should not be inclined irrevocably towards the acceptance of hasty political decisions. They should be educated and contacts between them should be encouraged so that they may develop a spirit of social solidarity which will enable them to decide on their future in full knowledge of the facts.

#### H. FRONTIER PROBLEMS BETWEEN THE TWO TRUST TERRITORIES

123. In the Northern Cameroons, the Mission was informed that relations across the international frontier were very satisfactory. Following co-operative action

by the administrative officers and Native Authorities in both Trust Territories, especially by the Dikwa Native Authority, law and order were being maintained across the frontier. Similar action was in process in the Adamawa Emirate adjoining the French Cameroons border and it was hoped that spasmodic banditry would soon be completely eliminated.

124. In the Southern Cameroons, where the frontier is of more significance, there appeared to be little or no hindrance to exchanges of any kind or to movement of persons between the two Trust Territories, except those occasioned by customs restrictions and the necessity for people visiting the Cameroons under French administration to carry identification certificates.

### CHAPTER III

#### ECONOMIC ADVANCEMENT

##### A. GENERAL

125. Although there has been considerable development in certain areas, notably the plantation lands under the administration of the Cameroons Development Corporation, the Territory as a whole is under-developed. There are considerable agricultural resources which have not been exploited; there is a lack of an adequate communications system; there is a shortage of domestic capital. The Government of the Southern Cameroons has therefore as one of its primary tasks the acceleration of the pace of economic and social development in its territory. Properly directed, the programmes of that Government should bring about an increase in the Territory's wealth and thereby enable it to become a viable economic unit with an expanding standard of living for its peoples.

126. Development of the Territory does, however, rest upon the provision of certain basic facilities, and in particular roads, without which economic activity cannot flourish. For this reason, it will be noted that in the Southern Cameroons Government's proposals for the expenditure on the Development and Welfare grant of £1,330,000 allocated by Her Majesty's Government, pride of place has been given to road development. The expenditure plan is as follows for the five-year period ending on 31 March 1960:

	£
Road development .....	659,000
Education .....	323,000
Agriculture and fisheries .....	230,000
Medical and health .....	145,000
Veterinarian services .....	68,000
Forestry .....	60,000
Water supplies .....	45,000
Community development .....	30,000

This plan totals £1,560,000 (£1,330,000 new allocation, plus £230,000 unspent under the old Development and Welfare Plan). Fuller details of the programme are given in the "Outline plan of development and welfare, 1955-1960" (annex III).

127. The Federal Government also is concerned in the development of federal services in the Territory and has already made provisional plans for the next five years. The most important item is the proposal that £848,000 should be spent on converting the Kumba-Mamfe road from an execrable pilot track into a tarred all-season road. The Mission recognizes the importance of this proposal to the Territory's economic development and that the construction of the road presents considerable technical difficulty. An early motorable link will make agricultural development in the middle and northern areas of the Southern Cameroons an economic proposition and enable the various districts of that Territory to realize their potential wealth. A further very important proposal is for the implementation of the recommendation made by the special economic mission of the International Bank for Reconstruction and Development concerning the road link between the Bamenda and the Benue valley. The Federal Government proposes the expenditure of £400,000 in the completion of an all-season link between Takum and Kamine. This will link Wukari (in the Benue Province) and Bamenda. This project should lead to a valuable economic development in the Territory and to the opening up of hitherto inaccessible areas on the northern frontier.

128. Apart from the development planned by the Government, a large part should also be played by the Cameroons Development Corporation. There is also the Production Development Board which is being established by the Government in accordance with the International Bank mission's recommendations.

129. The Corporation has planned extensive and varied development with a view to ending its present undue reliance upon the banana crop. Development of rubber and tea features in the Corporation's development plan, which aims to double its revenues over the next thirty years.

130. The Production Development Board, which will be financed by grants from the Southern Cameroons Marketing Board, will be especially concerned to foster

the development of crops other than those handled by the Marketing Board. It will wish to bring the coffee estate at Santa to full maturity. It will endeavour to establish other plantation schemes in collaboration with foreign capital. It will make finance available for agricultural and other development by small holders. Co-operative societies in particular will look to this agency for loans.

131. Finally, the Southern Cameroons Government is most concerned that private capital should participate in the development of its territory. With this object in view, a policy statement on the encouragement of overseas investment in the Territory (annex IV) was presented to the House of Assembly at its meeting in July. A private member's motion calling upon the House to welcome the Government statement was adopted by an overwhelming majority. The first significant result of this policy has been the agreement recently concluded between the Government and a London timber firm for the working of 170 square miles of forest in the Kumba area. This firm will export marketable timber from Tiko and Victoria. It will also establish a sawmill to supply the local market. The Government hopes that other enterprises will be attracted to the Territory. It is already in negotiation with Messrs. Cadbury for the development of a cocoa plantation in the Kumba area. This project met with the approval of all the various political parties which expressed the hope that concerns similar in importance to the Cameroons Development Corporation would be established in the Territory.

#### B. RECOMMENDATIONS OF THE SPECIAL ECONOMIC MISSION OF THE INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT

132. The Visiting Mission was very gratified to learn that the report of the mission organized by the International Bank for Reconstruction and Development was considered in many ways as the "economic Bible" for Nigeria, including the Cameroons. The recommendations contained in the report were under consideration and the following is an analysis of the present position as it refers to the Trust Territory of the Cameroons. The report recommended, *inter alia*:

(a) *That a National Economic Council should be established.*

This Council has been established by the Federal Government. The Southern Cameroons has two representatives on the Council, which held its first meeting in late October 1955.

(b) *That the possibility of increasing the export duty on bananas should be examined and that consideration should be given to the introduction of an export duty on coffee.*

The Executive Council of the Southern Cameroons has considered the possibility of increasing the export duty on bananas and has decided that it would be inappropriate to recommend such an increase to the

Federal Government at the present time when market conditions are more rigorous and the industry is meeting increasing labour costs. The recommendation in regard to coffee is still under examination.

(c) *That a Department of Agriculture should be established for the Southern Cameroons, together with a Veterinary Department and an Agricultural School.*

These two Departments have been established as a consequence of the constitutional changes. The Executive Council of the Southern Cameroons has also decided that the Rural Education Centre at Bambui should be converted into an Institute of Agriculture, and detailed arrangements are being formulated to achieve this so that agricultural courses may commence at the Institute in 1957.

(d) *That a separate development agency should be established for the Southern Cameroons.*

The necessary legislation has been passed by the Southern Cameroons House of Assembly and assented to by the Governor-General. It is hoped that the agency, to be known as the Southern Cameroons Production Development Board, will commence its operations shortly, once it has taken over the Southern Cameroons assets of the Eastern Region Board, including the coffee estate at Santa. The Federal Government has not yet given consideration to the International Bank mission's recommendation that a sum of £1 million be made available to the agency.

(e) *That an expert on tea production should be employed on a survey of the prospects for the development of tea planting.*

A proposal that it should finance such a survey will be submitted to the Production Development Board at its first meeting.

(f) *That the projected construction of about 200 miles of the Bamenda-Yola road should be deferred in view of the anticipated completion of the connexion via Takum.*

133. The Federal Government has accepted the last-mentioned recommendation and is earmarking £400,000 for the completion of the Takum-Bissaula-Kamine link between the Bamenda area and the Benue valley. This will give direct road access from the Southern to the Northern Cameroons. Work has already commenced on this project from the Bamenda end with £35,000 of the profits of the Cameroons Development Corporation.

#### C. THE CAMEROONS DEVELOPMENT CORPORATION

134. The Trusteeship Council, at its thirteenth session, reaffirmed its previous endorsement of the basic conception and policies of the Cameroons Development Corporation; recommended that all possible further measures be taken to expedite the training of indigenous personnel for increasingly responsible participation in the Corporation's work; requested the Administering Authority to keep it fully informed as to the development of public opinion in the Northern Cameroons with

respect to declining, for political reasons, any allocation to it of the Cameroons Development Corporation funds.<sup>15</sup>

135. At its fifteenth session, the Trusteeship Council was informed that, on the basis of recommendations made by the special economic mission of the International Bank for Reconstruction and Development, it had been decided to review the financial policy of the Cameroons Development Corporation in the light of the new constitutional situation created by the Nigeria (Constitution) Order in Council, 1954. The matter had been raised by the Southern Cameroons House of Assembly and it was intended to request the Nigerian Council of Ministers to appoint an expert committee to review the legal basis of the Corporation's activities.

136. The Trusteeship Council noted with interest this proposal, awaited information on the results of this study and expressed the hope that, in considering the committee's report, the Government of the Southern Cameroons would not fail to take into account the importance of finding means of increasing the general revenue of the Territory for developmental purposes. The Council further hoped that, in pursuing its policy of Africanization of the civil services, the Administering Authority would not fail to apply this policy also to the Cameroons Development Corporation.<sup>16</sup>

137. With regard to this last observation of the Council, the Mission is pleased to report that in the senior service of the Corporation there are now ten Cameroonians and seventeen other Africans of origin outside the Trust Territory.

138. The Mission was informed that the Northern Cameroons public abides by its decision to withdraw from participation in the profits of the Corporation; this decision was also reaffirmed by the Lamido of Adamawa and his Council.

139. Concerning the appointment of an expert committee to review the legal basis of the Corporation's activities, a conference representing official and unofficial members of the Federal and Southern Cameroons Governments, under the chairmanship of the Chief Secretary of the Federation, met in June, 1955, to review the Ordinance in question in the light of the new constitutional arrangements. As a result, amending legislation was passed by the Southern Cameroons House of Assembly in August, of which the principal effects were:

(a) To make the Financial and Development Secretary of the Southern Cameroons Government a statutory member of the Corporation; and

(b) To cause the report and accounts of the Corporation to be laid on the table of the House of Assembly, thus making the policy of the Corporation the subject of debate in that House.

Proposed legislation to discontinue the application of the Ordinance to the Northern Cameroons is pending in the Northern Region House of Assembly.

140. With regard to the recommendation concerning the finances of the Corporation contained in the report

<sup>15</sup> See *Official Records of the General Assembly, Ninth Session, Supplement No. 4*, p. 135.

<sup>16</sup> *Ibid.*, Tenth Session, Supplement No. 4, p. 151.

of the International Bank mission, the Corporation, after full consideration, found that the Ordinance on which its policy is based had proved entirely satisfactory, was serving the purpose for which it had been designed, and thus needed no amendment.

141. The Visiting Mission calls attention to the fact that the International Bank mission recommended in its report that the Corporation should make over a larger share of its profits to the Government of the Southern Cameroons. It is understood that the profits shown on the balance-sheet are lower than the real figure and that part of these undeclared profits are reinvested in the Corporation's undertakings. It appears that the Corporation intends to expand its activities still further and for this purpose it needs some £2,500,000 extra capital, for which it would be prepared to pay interest up to 6 per cent.

142. The conclusion that can be drawn from the foregoing paragraph is that the Corporation is, in general, in a sound condition. The question is what economic policy should be pursued. There is the risk of creating a vicious circle. Expansion calls for an increase in capital and at the same time entails an increase in overhead costs which would, after a while, lead to fresh demands for capital.

143. The Mission noted that the Corporation's income tax payment for 1954-55 was approximately £187,000 and that provision for the 1955-56 payment was £140,450.

144. The Mission was much impressed by what it saw of the activities of the Corporation in the economic, social and educational fields. It would be inclined, however, to endorse the observations made in communications submitted to it by the Kamerun People's Party and by the Mamfe Branch of the Ex-Servicemen's Union that the concentration of development, both economic and other, in the Victoria and Kumba Divisions needs to be balanced by equal development in the remaining four Divisions of the Southern Cameroons. The Mission recognizes that the Administering Authority and the Southern Cameroons Government are not unmindful of this need and that, beginning with road development, greater attention is being paid to exploiting the resources of the northern part of the Southern Cameroons. Instrumental in such development, as far as the economic field is concerned, should be the Southern Cameroons Marketing Board and the Production Development Board, established on the recommendation of the International Bank mission.

## D. LAND

### 1. Land tenure

145. At its fifteenth session, the Trusteeship Council, considering the desirability of a progressive reform of the system of indigenous land tenure, expressed the hope that elected representatives in both parts of the Territory would give serious attention to means of bringing about this reform.<sup>17</sup>

<sup>17</sup> *Ibid.*, p. 150.

146. The Mission was informed that, in the Northern Region, the Land and Native Rights Ordinance had been amended in order to clarify the powers of the Native Courts to determine disputes between Africans as to traditional rights of occupancy.

147. With regard to the granting of certificates of occupancy of native land in the Southern Cameroons and the question of prior consultation with the local population concerned, the following facts were brought to the Mission's attention.

148. Since the preparation of the 1954 annual report, two certificates of occupancy had been prepared in Enugu and registered there while the Southern Cameroons was still part of the Eastern Region (i.e., until 1 October 1954).

149. One certificate of occupancy had been prepared and registered in Buea. Thirty-eight certificates of occupancy are in the process of being issued. They had been held up pending the establishment of the Land Registry in Buea but were likely to be issued before the end of 1955. In the case of thirteen of these, the local inhabitants were consulted. In the other twenty-five cases, there was no consultation with local inhabitants, since the question of customary rights was not involved. These certificates of occupancy were either in respect of government buildings, plots in government stations, or land which had been surrendered to the Government and previously held on earlier certificates of occupancy.

150. In every case where the question of customary rights over land is involved, discussion with the local inhabitants invariably takes place. Under the terms of the Land and Native Rights Ordinance, those enjoying customary rights over land are entitled to compensation both for disturbances and for the value of their unexhausted improvements. Where a private firm or a private individual seeks a certificate of occupancy over land occupied by indigenous persons, the certificate can only be granted with the consent of those local inhabitants, and their agreement to the amount of compensation payable is necessary before the certificate of occupancy is issued.

### 2. *The Bakweri land dispute*

151. While on the one hand the Mission was very much impressed by the enthusiasm of, and the successful work so far accomplished by, the Bakweri Co-operative Union of Farmers, on the other hand, it states with regret that the attitude of the Bakweri Land Committee remains the same as that described in the 1952 Visiting Mission's report.<sup>18</sup> A memorandum was submitted to the Mission in very much the same terms as those submitted to the two previous Visiting Missions, including a request that a representative of the Bakweri Land Committee should be enabled to present its case before the Trusteeship Council. To this request, the Mission replied that the Committee was perfectly free to apply to the Council for an oral hearing.

152. During the interview given by the Mission to the Bakweri Land Committee, the representative of the

Administering Authority stated that the offer was still open to hold a tripartite conference, consisting of representatives of the Administering Authority, the Cameroons Development Corporation, the Bakweri Land Committee and other groups concerned to discuss, in a realistic spirit, recognizing the importance to the Southern Cameroons of maintaining efficiency in the operation of Corporation lands, proposals for the subdivision of Corporation land for the use of the people. The policy of the Administering Authority concerning a resettlement scheme to provide the Bakweri people living on the western, eastern and southern slopes of the Cameroon Mountain with fifteen-acre plots for cultivation for each household remained unchanged. This policy had been commended by the Trusteeship Council, but unfortunately misunderstandings and suspicions entertained by the Bakweri Land Committee regarding the Administering Authority's proposals have prevented a satisfactory solution.

153. The Mission hopes that the Administering Authority will continue to take the initiative by giving fuller publicity to its proposals and by renewing its invitation to the parties concerned to discuss the question. The Mission further hopes that, with the example of the Bakweri Co-operative Union of Farmers before it, the Bakweri Land Committee will be induced to co-operate in a constructive manner with the Administering Authority towards a satisfactory settlement of their grievances. The Mission feels that only the Bakweri and not people from outside the tribe should benefit from the measures proposed by the Administering Authority.

### 3. *Land situation in Victoria*

154. In his address to the Mission, Chief Manga Williams, speaking as chairman of the Victoria Division and Federated Councils, stated that a treaty was made on 17 February 1844, between his grandfather, King William of Bimbia, and a representative of the British Government regarding the abolition of slavery and slave trading. Following this treaty, the King "welcomed the missionaries who brought Christianity to this country and gave them for religious purposes a settlement which is doubtless the existing Town of Victoria, and up to this day no documents can be found to substantiate a claim by sale or purchase of this land either to the London Baptist Mission or to any Government, be it German or British". The Chief went on to say that although he had made a search in London "no record was found to prove an agreement by the sale of the land to the Baptist Mission", and that therefore "I, on behalf of my grandfather, would say the land in this place [Victoria] is ours. The missionaries may still use the land for religious purposes, as was understood by the old chief and the missionaries..." The Chief said that "the land was simply occupied by the German Government, but not as its possession. Therefore there is no claim of land in this place by Government if rights are now justified..."

155. In its observations on this claim, the Administering Authority stated that the Basel Mission held in 1903, in Victoria town, eighteen parcels of land totalling

<sup>18</sup> See *Official Records of the Trusteeship Council, Thirteenth Session, Supplement No. 4*, paras. 243 to 246.



some 75 hectares. In the same year it sold back to the German Government all but 6.3 hectares in the middle of Victoria. A deed of conveyance, dated 27 August 1903 and registered as No. 10, Volume 407, in the Land Registry, Enugu, and now kept in Buea, exists to support the transaction. The purchase price was 8,000 francs, payable to the Treasury of the Swiss Legation in Berlin. The Basel Mission acquired most of Victoria from the Baptist Mission in 1886. The freehold of the land and all buildings on it was acquired for £3,750. In 1902 the German Government realized that it had let go all the freehold land in Victoria and had to buy back from the Basel Mission all that is now government land.

156. The original purchase by the Baptist Mission which led to this state of affairs was made between 1858 and 1859 by William Saker. King William of Bimbia sold outright, with its islands and a ten-mile strip of coastline, the whole of Ambas Bay on which Victoria is situated. Details of the sale have never been disclosed, but the sale was publicly acknowledged. It is believed the purchase price was £2,000.

157. The Mission is of the opinion that the claim of Chief Manga Williams is one that can be decided only by the competent courts, to which he has recourse should he so desire.

#### E. AGRICULTURE AND FORESTRY

158. The statement of the new Southern Cameroons Government on its policy for agriculture is contained in its sessional paper No. 7 of 1955, which is reproduced as annex V to the present report.

159. The Mission does not consider it necessary in the present report to describe the general pattern of agriculture in the Territory, inasmuch as this has been amply covered in the reports of the two earlier Visiting Missions<sup>19</sup> and also in the Administering Authority's annual report for 1954.<sup>20</sup> It will, therefore, concern itself here with noting any new developments in the field of agriculture, with special reference also to the earlier recommendations of the Trusteeship Council.

160. On several occasions, the Trusteeship Council expressed the hope that the Administering Authority would be able to introduce more modern methods into indigenous agriculture. It appeared to the Mission that the Administering Authority is still encountering much difficulty in persuading the peasant farmer to abandon his traditional techniques in favour of more up-to-date methods and tools, even if these are no more modern than the use of compost, manures and ox-drawn ploughs.

161. The Mission noted that, when the Administration's educational endeavours take the form of actual demonstration, such as at Jada, its efforts meet with greater success. If it seems an established fact that the employment of heavy agricultural machinery is hardly suitable for most of the soils of tropical Africa, the use of lightweight equipment could be widely adopted. The

Mission feels that help could be given to the small farmers in the form of loans through co-operatives, for the purchase of lightweight equipment. Thus, the part played by the hoe would be restricted to the upkeep of existing plantations.

162. The Mission noted praiseworthy efforts on the part of the farmers. They have planted a large number of coffee shrubs and cocoa trees in particular, but they are neglectful in the upkeep of these plantations, which are, in certain instances, overgrown by the invading bush and in other cases by food crops planted in the same land which inevitably are detrimental to the yield of the cash crops. It is better to have one acre of well-cultivated crops than ten acres of neglected crops.

163. The Mission visited the Kofare Agricultural Farm near Yola (Nigeria) where research is done to determine what are the best crops for the whole of Adamawa Province, including the sections of the Trust Territory administered with it. Various strains of seed are examined for suitability to the local soil and conditions, and modern methods of agriculture are demonstrated. It was explained by the Provincial Agricultural Officer of Adamawa that progress, though very slow, was nevertheless being made. Thus, for example, they had been able to introduce with some success a small, hand-operated groundnut decortication machine costing about £15. Two were ordered from Micika and ten from other parts of the Adamawa Province. He also stated that, although the soil in the Northern Cameroons responded well to super-phosphate fertilizer, there was a very uneven response by the indigenous people to its use. For example, in the Kilba district, which lies just to the west of the Northern Cameroons area, some 1,400 bags of fertilizer had been bought in 1955, but in the adjacent part of the Trust Territory only about 100 bags had been bought. It was hoped that, when it was seen that fertilized land produced a far better crop, the use of the super-phosphate would spread rapidly.

164. The Mission was favourably impressed by the fine work being done at the Governmental Agricultural Station at Barombi-Kang near Kumba to teach the indigenous farmer how to combat the black-pod disease which ruins a large portion of the cocoa crop. When it inspected this station, the Mission was informed that the farmers are now eager to co-operate since it has been demonstrated that, by spraying the tree with Bordeaux mixture, the output of dried cocoa per tree increases one and one-half pounds to three pounds and, if the trees are properly spaced, it may rise to as much as six pounds. The Marketing Board granted £15,000 to the co-operative to purchase the necessary spraying equipment. This equipment is sold by the co-operative to the individual farmer, and, when he finishes paying for his unit, the co-operative is able to purchase another unit for some other farmer. The Agricultural Station teaches the farmers how to spray, and in 1955 to demonstrate spraying methods it ran ten courses, attended by some 400 farmers. The expectation is that, in 1956, the number of farmers will increase to 1,000.

165. In addition, the Station is also experimenting with the Amazon type of cocoa tree which, if it can be

<sup>19</sup> See *Official Records of the Trusteeship Council, Seventh Session, Supplement No. 2*, paras. 218 to 227 and *Ibid.*, *Thirteenth Session, Supplement No. 4*, paras. 167 to 178.

<sup>20</sup> Paras. 276 to 296.

adapted to local conditions, promises to give a better yield than the local types, the *trinitario* and *amelonado*. The Station now has 18,500 seedlings in the nursery. The Production Development Board gave £5,000 for this Amazon variety experiment.

166. The Mission is glad to note that the Southern Cameroons Government proposes to extend throughout the country at suitable centres demonstration farms and nurseries. The Mission considers that the Trusteeship Council may wish to commend the Administering Authority for its efforts to date and, at the same time, to urge the Administering Authority to intensify those efforts and to expand its programme as rapidly as possible in this field so basic to the economy of the Trust Territory.

167. At its thirteenth session, the Trusteeship Council took note of the Administering Authority's attempts to diversify crops so that economic self-sufficiency might be attained. This continues to be a major object of the Administering Authority's policy and further data are contained in paragraphs 290 to 292, 295 and 583 of the 1954 annual report. To date, however, no subsidiary rural industries have been established, the Administering Authority stating that development along this line must await the improvement of technical skills resulting from its efforts in technical education.

168. It will be recalled that one the recommendations of the International Bank mission was to the effect that an expert on tea production should be employed on a survey of the prospects for the development of tea planting. This recommendation is now being implemented and part of the Mission visited the Cameroons Development Corporation's tea plantation at Tole where 108 acres are already under cultivation. As yet there has been no production, but the expectation is that there will shortly be a yield of 1,200 lb. per acre, to be retained entirely in the Nigerian area. A potential source of trouble lies in securing the necessary labour—especially of women. It is essential that the whole family work at the tea packing and not merely the male head of the household, who would then be occupying accommodation for wife and children when he is the only worker. It is not yet a widely spread custom in the Territory for women, especially wives, to work for money.

169. The 1952 Visiting Mission noted that some sections of the Bamenda area had good possibilities for the growing of coffee.<sup>21</sup> The present Mission visited the Santa Coffee Estate and was very favourably impressed by the modern techniques, the orderly, clean and well-cultivated fields and the excellent buildings. This estate is in the process of being taken over by the Southern Cameroons Production Development Board from the Eastern Region Development Corporation, which financed and developed it. The Estate is the only one of its kind at present in the Territory. It consists of 605 acres under coffee and 5,000 acres of grazing land. To date, there has been no production, although a small yield is expected this season from trees planted three

years ago. There are some 220,000 seedlings for future planting. Full production is expected in 1960, when the Estate should prove of great revenue value. This Estate, managed by a particularly competent expert, serves as an excellent model for the local population.

170. In the extreme north of the Trust Territory—i.e., in the Dikwa Division, agriculture is retarded by the great scarcity of water. Two schemes are now under way to improve this situation. The first is the so-called "Tapki" scheme which involves the construction of approximately forty artificial reservoirs over a two-year period. The estimated cost is £60,000 and will come under the Northern Regional Development Plan as part of the allocation made from the United Kingdom's Colonial Development and Welfare Fund. In addition, the Dikwa Native Authority will vote some £4,000 for extra services such as communicating roads. The scheme is designed to provide water in arid areas to prevent seasonal migration of large herds of cattle and also to provide water for future irrigation schemes and the extension of dry-season farming.

171. The second scheme is the Lake Chad Pilot Irrigation Scheme at Wulgo. The Mission was scheduled to inspect this scheme but was prevented by floods from making the 100-mile journey from Maiduguri. Owing to the very flat nature of the terrain surrounding Lake Chad, the water recedes in the dry season for some miles. The basis of the scheme is the exploitation of the annual rise and fall of the lake waters for dry-season cultivation of an area to be reclaimed from the lake bed. At Wulgo there are two spits of land jutting out from the shore, three miles apart. By constructing an earth dyke across the lake between these two spits, an area of some four square miles will be reclaimed from the lake bed, about 1,500 acres of which will be irrigable. During the rains, the reclaimed area will be planted with selected crops such as swamp rice, cotton and vegetables. The dyke will hold back the rising waters of the lake until such time, after the end of the rains, when the crops require water. The sluices through the dyke will then be opened and irrigation carried out. At the end of the cultivation period, all sluices will be opened so that any stagnant water imprisoned in the reclaimed area can drain to the lake as the tide goes out. Construction costs are low, approximately £25 per acre.

172. The matter of contour farming has also been before the Trusteeship Council on several occasions. The Mission is happy to state that it observed certain progress in this regard during its tour in the Territory. Although certain mountainous areas are now cultivated following the contours, with hedges or stone walls spaced at regular intervals, fields with vertical furrows are only too often found. The Administering Authority informed the Mission that the Native Authorities of Bamenda have adopted compulsory agricultural regulations. The Mission wishes to congratulate these Authorities for having taken this decision which had been suggested to them in the report of the 1952 Visiting Mission.<sup>22</sup> The present Mission hopes that these regulations will be strictly enforced and will be adopted by other Native Authorities.

<sup>21</sup> See *Official Records of the Trusteeship Council, Thirteenth Session, Supplement No. 4*, para. 173.

<sup>22</sup> *Ibid.*, para. 185.

173. Considerable soil erosion is still being caused by bush fires. The Mission considers that in this instance also vigorous measures are called for on the part of the Administering Authority.

174. The Mission congratulates the Administering Authority on its successful efforts to diversify crops and to provide the water necessary for agriculture. It considers, however, that now that a good beginning in this latter programme has been made, it will be necessary to increase the tempo of the progress as quickly as possible.

175. With respect to forests, the Southern Cameroons Government's policy is stated in its sessional paper No. 5 of 1955, reproduced as annex VI.<sup>23</sup> *En route* from Mamfe to Kumba through dense forest country, the Mission noticed several Native Authority forest reserves. In these reserves, it was observed that the growth was lush and wild. Since these forests represent a considerable economic potential for the Territory, appropriate measures of control in these reserves would seem desirable with a view to their rational exploitation.

#### F. VETERINARY SERVICES

176. Next in importance to agriculture in the economy of the Trust Territory comes the keeping of livestock, primarily cattle. Cattle are almost exclusively owned by the Fulani, who breed and keep their cattle under range conditions. On the high grasslands of the Bamenda area, for example, Fulanis who have worked their way down from the north graze large herds of native cattle. The Administering Authority estimates that in 1954 there were some 220,000 head in the Bamenda, Wum and Nkambe Divisions as well as some 150,000 on the Mambila plateau.

177. Due to the importance of this livestock industry, the Mission was interested to know what work was being carried on in the veterinary centres, several of which it visited. In the Bamenda area, it inspected the Livestock Investigation Centre at Jakiri operated by the Veterinary Department where, on some 2,000 acres, breeding improvement, basic research in indigenous and imported livestock and their diseases and pasture improvement are carried on. The Fulani are frequent visitors here and show great interest in the work. The Centre also provides training in animal husbandry. It is a most significant fact that when the Jakiri Centre was started some seven years ago, difficulty was found in feeding the herd maintained there. Now the herd is more than double the original size and there is ample grass for the 630 head of cattle maintained.

178. The Mission was also interested by the Veterinary Centre near Nkambe which has been established with Native Authority funds, supplemented by a £500 grant from the Government for the purchase of dairy machinery. The Centre aims at improving cattle and pasture and is making an effort to give the Fulanis

something in return for the *jangali* tax of 5s. a head which they pay on their cattle and which forms over 50 per cent of the Native Authority's revenue.

179. The Mission visited the Native Authority Veterinary Office at Yola (Nigeria), which also provides services for the part of the Trust Territory administered with Adamawa Province. This Office operates eight control posts, four of which are in the Trust Territory, chiefly along the border of the French Cameroons (Mubi, Nguroje, Ganye and Soran). The following diseases are dealt with: rinderpest, foot-and-mouth disease, contagious bovine pleuro-pneumonia, black-quarter, anthrax and trypanosomiasis.

180. Much of the work done here concerns the control of bovine pleuro-pneumonia which, according to the Veterinary Officer, comes in from the north and from the French Cameroons. This is a very insidious disease since it may take a year before symptoms sufficient to diagnose it are seen. In the meantime, through coughing, it is spread to other members of the herd. It is controlled by quarantine and slaughter, with compensation paid to the owner of the afflicted beast.

181. In the Northern Cameroons itself, the Mission visited the Native Authority Veterinary Clinic at Bama in the Dikwa Division where it is estimated that there are at least some 112,000 cattle. The Mission was informed that the commonest diseases in this area are rinderpest and blackquarter, 25,000 inoculations against rinderpest and 20,000 against blackquarter being given annually. The Clinic also operates five immunization camps to administer such inoculations. The Veterinary Officer stated that in the area, since the visit of the 1952 Mission, the Clinic had made great progress against contagious bovine pleuro-pneumonia which, for the time being at least, was practically eliminated.

182. The Mission considers that the Trusteeship Council may wish to congratulate the Administering Authority on the excellent measures taken to protect and develop the cattle industry and to improve pasturage, which are of such basic importance to the Trust Territory's economy.

183. It suggests that exchanges of visits between the veterinary and agricultural authorities concerned in the two Cameroons would be to their mutual benefit.

184. The Mission feels that the Trusteeship Council might consider it advisable to ask the Administering Authority to include in its annual reports more factual information as to the slaughtering of animals and the disposal of meat and hides so as to allow a better assessment of the contribution of stock-breeding to raising the income of the population and to the improvement of its diet.

185. With regard more specifically to hides, the Mission considers that their preparation is not satisfactory. Hides are still dried in the sun, whereas hides dried in the shade bring better prices.

186. It would perhaps be appropriate for this matter to be brought to the attention of the local authorities and for them to study the possibility of installing community drying areas where a well-trained attendant would

<sup>23</sup> See also the Administering Authority's annual report for 1954, paras. 306 to 320; and *Official Records of the Trusteeship Council, Thirteenth Session, Supplement No. 4*, paras. 179-184.

see to their processing. That would perhaps be a first step toward the establishment of a tanning industry and perhaps even of the manufacture of leather goods.

## G. CO-OPERATIVE MOVEMENT

187. The Mission was most encouraged to note the strong influence in the Southern Cameroons Government in favour of the co-operative movement and the excellent progress achieved by it. Apart from Dr. Endeley, the Leader of Government Business, who is the leading spirit in the Bakweri Co-operative Union of Farmers, there are Mr. Mukete, Southern Cameroons Minister in the Federal Council of Ministers, who is a co-operator on whose farm the first spraying tests on cocoa were carried out, and Mr. E. K. Martin, who serves on the Cameroons Development Corporation Board, is a member of the House of Assembly and President of the Victoria Co-operative Banana Society.

188. As mentioned earlier in this report (see para. 28) the Mission was able to attend the first congress of the Co-operative Union of the Southern Cameroons, Ltd. which was in session at Kumba. The congress was composed of delegates representing the following societies: 900 members of Co-operative Coffee Farmers from Bamenda Province; 650 members of Co-operative Cocoa Farmers from Mamfe Division; 750 members of Co-operative Coffee Farmers from Bakossi area; 1,300 members of Co-operative Cocoa Farmers from Kumba Division; 750 banana planters from Victoria and Kumba Divisions; and 250 members representing salaried employees, making a total of 4,600 members of co-operative societies.

189. In a memorandum submitted to the Mission, it was mentioned that since the Southern Cameroons had its own government and its own co-operative department, the activities of the co-operative societies had multiplied considerably. During the past year, 250 tons of coffee had been marketed through co-operative channels; the sales of cocoa had more than doubled and the export of bananas had reached approximately 24,000 stems a month. On the financial side, the growth of the movement could be appreciated when it was realized that its potential turnover had risen from £200,000 in 1954 to £500,000 in 1955.

190. The policy of the Co-operative Union is to utilize all the resources of the Southern Cameroons, both material and human, in order that every kind of co-operative service can be made available to producers and workers. By these methods, the production of both export crops and local foodstuffs should be greatly increased and the standard of living raised.

191. The memorandum listed the following resolutions that had been passed at this first session of the congress:

(a) That the Government should be pressed to implement its policy declared in chapter X in the sessional paper on "Policy for co-operative development" (annex VII) by setting up a co-operative financing body, for the benefit of co-operative farmers whose societies

are considered the best media through which to extend credit.

(b) That this Union should seek aid for the establishment of a training centre for co-operative workers and general farmers.

(c) That the Government should take note of existing land shortages in the Victoria and Kumba Divisions.

(d) That the declared policy of channelling consumer supplies, particularly agricultural requisites and building materials, to farmers should be fully implemented.

(e) That finance should be obtained to improve co-operative storage facilities for all types of produce.

(f) That finance should be sought so that co-operative transport services can be extended for the evacuation of produce and food from all parts of the Territory.

(g) That the Union should continue to press the Government to pursue with the utmost vigour its plans to improve both trunk and feeder roads.

## H. TRANSPORT AND COMMUNICATIONS

### 1. Transport

192. The vital importance to the further, all-round development of the Territory of an adequate and improved road system has been emphasized several times in this report. Practically all of the communications received by the Mission contained complaints about the lack of good roads, which the Mission, from its own experience, considers to be fully justified. It may be pointed out that, because of this lack of roads, this Mission, as well as the two previous ones, was unable to visit the Tigon-Ndoro-Kentu area and the Mambila plateau; the potential economic importance of the latter has already been mentioned in this report.

193. The Mission realizes that the authorities concerned, both Federal and Territorial, are aware of the over-all situation and are preparing to take action. In this respect, the Mission wishes to stress the importance of using modern machinery in the construction of permanent roads; it makes this point because it saw only little evidence of road-making machinery in the Territory but quite a lot of dependence still on manual labour and inadequate tools.

194. The responsibility for the road system in the Territory is shared by the Federal Government with regard to the Trunk "A" roads, by the Southern Cameroons and Northern Regional Governments for the Territorial roads and by the Native Authorities for the local or communal roads.

195. With regard to the Trunk "A" roads, the Mission was informed by the Federal Minister of Works, in Lagos, that an allocation of £848,000 had been estimated for expenditure from federal funds on the improvement of the Kumba-Mamfe road. The work was estimated to take four years and the expenditure was proportioned, approximately, as follows:

	£
Materials .....	306,000
Labour .....	362,000
Equipment .....	180,000

196. For comparison, the following figures show the expenditure on the Kumba-Mamfe road for the last three years:

	£
1952-1953 .....	15,967
1953-1954 .....	102,239
1954-1955 .....	81,000

197. The Minister also informed the Mission that a further estimated £400,000 would be spent on improving the Mubi-Uba-Bama Trunk "A" road in 1955-1956. As mentioned above, the Mission witnessed work on this road in process. Also, proposed for construction in the future are Trunk "A" roads from Nkambe via Serti and Juntari to Sugu which will link the Southern and Northern Cameroons, and from Kamine in Nkambe Division to Takum in Benue Province, Nigeria.

198. With regard to the roads which are the responsibility of the Southern Cameroons Government, a total allocation of £659,000 from the Colonial Development and Welfare grant of £1.33 million for the period 1955 to 1960, has been proposed for expenditure on roads by that Government. The break-down of this proposed expenditure is as follows :

	£
Kumba-Tombel road .....	133,000
Mbonge-Kumba road .....	171,000
Bakebe-Fontem road .....	298,000
Bamenda Ring Road-West ..	10,000
Menemo-Ngaw road .....	20,000
Ossing-Nguti .....	4,000

A margin is also provided for survey works and contingencies.

199. As to the roads constructed and maintained by Native Authorities, no figures of expenditure were made available to the Mission, though evidences of their work were pointed out to it on several occasions.

200. Also of importance to the transport system of the Territory are the navigable rivers, such as the Cross river, which can be used for transportation from Mamfe to Calabar at the height of the rains and the Benue river in the Northern Cameroons linking Garoua in the Cameroons under French administration to Yola in Adamawa Province, Northern Region, Nigeria. In this latter connexion, the Mission was informed that work on projects to make this river navigable throughout most of its length has been undertaken jointly by the French and British authorities, in the realization that this would be to their mutual advantage.

201. In the Northern Cameroons, the Mission noted that very considerable quantities of produce were transported over great distances on donkey-back. In view of the fact that economic output is on the increase and that the tracks used by these donkeys would seem to allow it, the Mission feels that the use of small animal-drawn carts might be encouraged throughout the Territory.

## 2. Communications

202. In some of the communications received by the Mission from groups in the Northern Cameroons, complaints were made regarding the inadequacy of postal

and telegraphic facilities. At its interview in Lagos with the Federal Minister of Communications and Aviation, the Mission was informed of plans to improve postal and telegraphic services in the Federation. The Minister pointed out the difficulties, mainly of money, equipment and personnel to operate it, which had hampered a more rapid improvement in the services for which he was responsible. He also mentioned the fact that the provision of postal and telegraphic services in any given area was only justified if there were sufficient people ready to use them.

## I. PUBLIC FINANCE

### 1. Taxation

203. Since the Administering Authority has set forth the details of taxes in the Trust Territory in paragraphs 164 to 177 and in tables 32A to 35 of its annual report for 1954, the Mission notes here only the general features of the taxation scheme.

204. Income tax is payable only by companies and by non-Africans. Companies pay tax at 9s. in the pound on their net profits and only four or five companies are affected. Individual non-Africans pay tax either on a sliding-scale or at a flat rate; the details are set out in the tables.

205. The main taxes levied on Africans are a capitation tax on able-bodied adult males and a tax on cattle. The bulk of these taxes is retained by the local authority; only a very small amount is paid over to the Central Government.

206. The capitation tax is a minimum figure. Persons with substantial cash incomes pay rather more, usually on a sliding-scale.

207. There are no indirect local taxes. The basis of customs duties is that they should yield about 10 per cent *ad valorem* on exports, and 20 per cent *ad valorem* on imports.

208. New companies earning less than £3,000 a year profit are taxed at lower rates during the first six years of operation.

209. Individual or personal income tax is payable only by non-Africans. Tax is paid: either (a) on gross income less reliefs and deductions—on a sliding scale rising from 4½*d.* in the pound to 15*s.*; or (b) on gross income less deductions—at a flat rate of 4½*d.* in the pound—whichever method yields the greater tax. The first £200 of a woman's income is absolutely exempt from taxation.

### 2. Southern Cameroons Government budget <sup>24</sup>

210. With the coming into force of the new Constitution, the Southern Cameroons Government now prepares an annual budget in which provision is made for the following departments, which give a wide variety of public services: the Commissioner's Office and

<sup>24</sup> See Annex VIII, which contains an extract from the budget speech made by the Financial Secretary to the Southern Cameroons House of Assembly in 1954.

secretariat; administration; agriculture; audit; co-operative societies; education; executive and legislature; forestry; information services; judicial; land; legal; medical services; printing and stationery; public works; survey; treasury; veterinary.

211. The financial position of the Southern Cameroons is not strong and, in making provision for these services, it is necessary to exercise the utmost financial stringency; certain of the departments, therefore, are at present designed upon extremely modest lines.

212. The first budget was for a six-month period and it is only in the estimates for 1955-1956 that the budgetary picture for a full financial year may be seen.

213. It has been considered prudent to divide the Territory's budget into a recurrent and a capital budget. In the 1955-1956 estimates, this division had been shown in the budget summary. In next year's estimates volume, the division will be made even clearer. The recurrent budget for 1955-1956 shows a revenue of £715,000 with recurrent expenditure running at £809,000, giving rise to a deficit of £94,000 on revenue account. The capital budget shows expenditure of £305,000 compared with the capital revenue items of £113,000—that is, a deficit of over £190,000. The over-all budget, therefore, shows a deficit of approximately £285,000. But, as will be explained later, the position has been materially improved by stabilization assistance from the Federal Government.

214. On the revenue side of the recurrent budget, the most important single item is the constitutionally prescribed grant. This is the form of grant recommended by the Fiscal Commissioner, Sir Louis Chick, and now enshrined in section 163 of the Nigeria (Constitution) Order in Council, 1954. In broad terms, this grant ensures that every penny the Federal Government gets from the Territory and does not spend on federal services for the Territory is returned in the shape of the constitutional grant. The level of the grant is largely determined by the activity of the primary-producing industries of the Territory, and in particular by the trading results of the major plantation companies (the Cameroons Development Corporation, Elders and Fyffes and Pamol). At the moment, the economy of the Territory is narrowly based and too dependent upon the success or otherwise of the banana growing and marketing operations of the plantation companies. Fluctuations in crop yields and in world market prices bring about considerable movement in the level of the constitutional grant from one year to another.

215. The same considerations affect another important item of revenue—the distributed profit of the Cameroons Development Corporation. This revenue, which was formerly applied to local development projects, is now taken into the general revenues of the Southern Cameroons, in accordance with the recommendations of Sir Louis Chick. The trading results of the Cameroons Development Corporation's operations obviously affect this term of revenue. For example, while in 1953 the Corporation was able to distribute a profit of approximately £60,000, in 1954 the profit was less than £20,000. In this connexion, the Mission recalls the recommendation of the International Bank mission's

report on the use of the profits of the Corporation, as referred to in paragraph 141 above.

216. To meet the difficulty of violent fluctuations in two of the most important items of territorial revenues, the Federal Government has agreed, for three years only, to underwrite the revenue from the constitutional grant and the Corporation's profits to an amount of £580,000, whereas the current estimate for these two items totals only £450,000. If the actual revenue from these two sources proves in fact to be less than this figure, the Federal Government will advance the difference at interest. If, on the other hand, the actual revenue proves to be more, the excess must be applied (a) to clearing any previous advances made by the Federal Government, and (b) to sustaining the capital budget. This stabilization measure was approved by the Federal House of Representatives after the current Southern Cameroons estimates had been printed, so that in fact the revenue budget is not £94,000 in deficit but about £40,000 in surplus. This surplus will, however, be swallowed up by the recent increases in salaries stemming from the acceptance by the Federal Government of the Gorsuch recommendations.

217. Of the other sources of earnings for the revenue budget, one very important item is the produce sales tax, which is imposed upon sales of cocoa, palm oil and palm kernels to the Southern Cameroons Marketing Board. This tax was introduced by the Southern Cameroons House of Assembly with effect from 1 January 1955. The tax is identical with the produce tax imposed in the Northern and Western Regions of Nigeria and similar to the purchase tax imposed in the Eastern Region. The effect of the tax is to reduce the price paid to the producers, thereby skimming off the high earnings of this section of the community to finance development in the government sector of the economy. The rate of the tax is £4 a ton on cocoa, £4 a ton on palm oil and £2 a ton on palm kernels. The yield in the present year is estimated at over £50,000.

218. Another important item of local revenue is the territorial Government's share of the general tax collected by the Native Authorities. With effect from 1 April 1955, the rate of the government share has been increased from 5*d.* per adult male taxpayer to 2*s.* 6*d.* Then, apart from the miscellaneous earnings of the various government departments, there is the share of recurrent development expenditure that is met by grants from Her Majesty's Government under the Colonial Development and Welfare Act.

219. The expenditure side of the recurrent budget provides for the servicing of the territorial government departments. The Southern Cameroons appropriates money for all the normal regional services and, although on a smaller scale, its expenditure estimates are very similar to those of a full-blooded region of Nigeria.

220. As to the capital budget, the major part of the expenditure is devoted to public buildings. The achievement of separate status for the Territory has made it necessary to provide offices and houses for the staff required to operate the new organization. About £150,000 of the capital budget is therefore devoted to

offices and houses in the Buea area. The second significant item of expenditure in the capital budget is expenditure on development projects assisted by the United Kingdom Government under the Development and Welfare scheme. This expenditure totals some £100,000. On the revenue side of the capital budget, there are two sources of revenue: first, the United Kingdom grants for capital development items and second, a lump-sum grant paid to the Territory by the Federal Government under the terms of section 166 of the Nigeria (Constitution) Order in Council, 1954.

221. In general, the budgetary picture is considered weak but, according to the Administering Authority, there is no need for despondency, especially when one takes into consideration the middle and long term prospects for development of the Territory's resources and the increase in wealth that such development will create.

### 3. *Native Authority finance*

222. The financial powers of the Native Authorities are wide and they have almost complete control of their own affairs. The Mission notes that there has been a steady increase in the revenues at the disposal of the Native Authorities over the period 1950-51 to 1954-55, rising from £271,900 in 1950-51 to £440,500 in 1954-55.<sup>25</sup>

223. Native Authority revenues are derived from two main sources, ordinary tax and *jangali* tax on cattle. The flat-rate tax paid by the majority of the people varies with each Native Authority—e.g., it is as low as 11s. 6d. in Wum Division and rises to £1 in the area of the Bali Native Authority. A few persons with higher incomes, generally traders, transport owners or salaried persons pay what is known as Schedule II tax calculated at the rate of 4½ per cent in the pound on their assessed incomes over the year. Women are not required to pay tax.

<sup>25</sup> See tables 28, 29A, 29B and 30, pp. 202 to 203, of the Administering Authority's annual report for 1954.

224. Other revenue is derived from court fees, government grants, licence fees and from sale of timber in the Southern Cameroons of the various Native Authority forest reserves. The Native Authorities devote their revenues to satisfying popular demands for roads, markets, schools, water supplies and dispensaries. Certain Native Authorities are now seeking loans to finance their more ambitious projects.

### 4. *The Cameroons Development Fund*

225. This Fund, to which reference was made in paragraph 118 of the 1953 annual report of the Administering Authority and also in paragraph 202 of the 1952 Visiting Mission's report, will in due course be brought to an end as the financial provisions of the amended Constitution remove the necessity for it by instituting a separate Southern Cameroons budget. A final payment to the fund will be made by the Federal Government if calculations show an excess of attributable revenue over attributable expenditure up to 30 September 1954.

### 5. *Northern Cameroons*

226. The financial status of the Northern Cameroons remains unchanged, but during 1954 the Northern Region of Nigeria, with which the Northern Cameroons is administered, achieved greater administrative and financial autonomy as a result of the new Constitution. Thus, for example, all income tax paid by individuals, but not including company tax, is now payable to the Regional Government. Furthermore, the Region is now responsible for the finance and administration of the Colonial Development and Welfare schemes concerned with the Northern Region.

227. It might also be mentioned that, in accordance with the wishes of the people of the Northern Cameroons, no further revenues are accepted that stem from the Cameroons Development Corporation.

## CHAPTER IV

### SOCIAL ADVANCEMENT

#### A. GENERAL

228. The Mission appreciates the fact that in the social field the Administering Authority has been making steady progress, especially in the Southern Cameroons. It is, however, of the opinion that much remains to be done and that there are many obstacles still to be surmounted or removed. To begin with, there is tribal stratification. While the ethnologist has to investigate physical differences and the psychologist has to study the different temperaments of the people, the educator must look for the common and complementary points on the basis of which he can work out a system that will mould the social individual. More important still, the adminis-

trator must create the atmosphere and the conditions most favourable to the advancement of Africans.

229. Tribes live side by side in so many closed worlds. The peoples of the north distrust those of the south and consider them politically too aggressive. The peoples of the north include societies still organized in a feudal pattern, hardly influenced as yet by other systems; these are, in particular, the Fulani, while the pagans live in a relatively elementary stage. In the south, the people have long been in contact with the outer world and would like to break down the tribal system.

230. It appears to the Mission that in the Southern

Cameroons the rate of change in the social field, as in other fields, is faster than in the Northern Cameroons. The Mission considers that, whereas the people in the north still seem to cling to a very large extent to the social customs that stem from their traditional institutions as well as from their professed Islamic religion, the people of the extreme south of the Territory seem more inclined to adopt a social pattern closer to that of the western world. The Mission believes that among the causes for the changing social pattern in the Southern Cameroons may be found the following:

(a) The loosening of family ties so that the younger generation is less willing to accept strict parental control upon which to a large extent depends the observance of family, clan or tribal traditions;

(b) The concomitant weakening of the authority of the chiefs;

(c) The greater spread of education, leading to the emergence into public and political life of young people eager to assume positions of responsibility and authority that had formerly been the prerogative of their elders;

(d) The attainment by women of a greater degree of independence;

(e) The spread of the Christian religion coupled with the work done in the social field by the Christian missions, which, in the south, have vastly more adherents (123,800) than in the north (1,825). In the Trust Territory there are five missionary organizations: Roman Catholic, Cameroons Baptist, Basel, Sudan United and the Church of the Brethren. The Visiting Mission had ample opportunity to observe the excellent work which they perform, mainly in the field of education and public health. It observed the excellent relations that exist between them on the one hand and the Administering Authority and Native Authorities on the other, which assist the missions through grants-in-aid. The Visiting Mission commends both the Administering Authority and the Native Authorities for providing such assistance and expresses the hope that increasing funds will be made available as the Territory's revenues continue to improve;

(f) The opportunity to secure employment with the several commercial firms operating in the south which attract workers from all over the Southern Cameroons, as well as from Nigeria and the Cameroons under French administration. This is another factor which causes chiefly the younger element to leave the parental roof, the village and the tribe where traditional social customs are usually stronger. The Cameroons Development Corporation had in 1954, for example, a labour force of 25,030 in which no fewer than eighty separate tribes were represented and which also included 7,248 from Nigeria and 1,582 from the Cameroons under French administration.

231. Such a congestion of labour in the plantation area is not, however, without its dangers and social evils, since these people who have left their traditional background cannot be allowed to remain in a social vacuum. The Mission was informed that the West African Institute of Social and Economic Research had finished its survey in connexion with stabilizing the labour

force of the Cameroons Development Corporation and finding further ways and means of giving specialized training. The Trusteeship Council may wish to request the Administering Authority to make available to it the Institute's findings, the publication of which is now awaited. The Mission observed and congratulates the Cameroons Development Corporation and other firms upon the measures taken so far to look after their personnel. It visited some of the Corporation's hospitals and schools, and noted as well what was being done in the field of adult education and in providing technical training for adult workers. It also paid a visit to the Corporation's fine Community Hall at Bota—a permanent building erected in 1951—in which is included a small but well-stocked library. The Mission was informed that the Corporation has five such permanent buildings and sixteen temporary structures throughout its estates. The Mission considers that such community centres and the athletic fields adjoining them provide the workers with an excellent means for a healthy social life and for a commingling and comparison of social attitudes which will lead to a pattern of social behaviour more in consonance with their new type of life.

232. Other occasions for the indigenous people to come together—and this applies to both the Northern and Southern Cameroons—are provided by the markets, the various agricultural fairs and by athletic meets arranged by the Native Authorities which are becoming increasingly popular. The Mission visited numerous markets, several fairs and athletic meets. The large markets in particular always afforded an animated and colourful scene and when the Mission saw people trudging for miles, frequently bearing a minimum of goods for sale which obviously would not yield much financial return for the effort involved, it realized that the market played a social function in their lives just as important as the economic function.

233. By all these means, the once very parochial interest of the villagers, limited solely to their own small community, is being progressively widened.

234. It appeared to the Mission that the standard of living remained at the subsistence level, especially in the Northern Cameroons. In its earlier reports, the Administering Authority has furnished the Trusteeship Council with data on the cost of living in Victoria and Buea. The Mission notes that the 1954 annual report also includes commodity prices from three centres in the Northern Cameroons: Bama, Gwoza and Mubi, although the Administering Authority does not consider it possible to assess the worth of these latter figures since they were compiled by local authority employees. The Mission gained the impression that wages were reasonably well adjusted to the cost of living. Where the price of one commodity—e.g., fish—rose in 1954, it was compensated for by a decrease in the cost of some other basic commodity—e.g., beef. Moreover, the Southern Cameroons Government has recently established central and divisional committees, representing employers and employees, which keep the level of the wages of government labour under periodic review in the light of fluctuations in the level of the cost of living.



235. Mention must also be made of the Cameroons Development Corporation's twenty-one workers' shops where, in an effort to keep down the cost of living and also to provide a better diet, goods can be bought more cheaply than from the ordinary trader. The existence of these shops has gone a long way towards breaking the vicious economic circle, observed by the 1949 Visiting Mission, in which it was the invariable practice of petty traders to raise their prices the moment it was known that a new increase in wages had been granted, so that wage earners clamoured anew for yet another raise in pay, which only led to a further action on the part of the petty trader to demand more for his stock.

236. The Mission commends the Administering Authority and the Cameroons Development Corporation for instituting these co-operative stores and hopes their numbers will increase to the extent necessary further to stabilize the cost of living. In theory, these shops sell only to Cameroons Development Corporation employees, but in practice they sell in reasonable quantities to anybody. The Mission visited such a workers' shop in Bota, found it plentifully stocked with all kinds of goods and doing an excellent business. The Mission was informed that the annual turnover is £150,000, a figure which it is expected will constantly increase.

237. While some progress is being made with the construction of dwellings of solid material in towns and larger settlements, much remains to be done. The price of the materials increases with the distance from the coast. It is understood that orders must be placed about a year in advance, so that advantage may be taken of the dry season.

238. With respect to labour and wages, the Mission was informed that, since the writing of the Administering Authority's annual report for 1954, further increases in daily wage rates have been made as follows:

Government labour:

Victoria, Kumba and Bamenda Divisions .....	2d.
Mamfe Division .....	3d.
Cameroons Development Corporation, Elders and Fyffes, United Africa Company, John Holt and Co. ..	5d.

239. During 1955, relations between management and labour were on the whole cordial, although four trade disputes occurred, involving the largest trade union, the Cameroons Development Corporation Workers' Union; the disputes were based on demands concerning wages and other conditions of service. Only one of the disputes affected the whole Cameroons Development Corporation plantation, the others being restricted to certain sections.

240. While in Buea, the Mission gave audience to two representatives of the Cameroons Development Corporation Workers' Union. In view of the general feeling that trade union leadership in the Southern Cameroons was not yet considered completely satisfactory, they asked that such leaders should receive training at government expense.<sup>26</sup> Another request

was that the workers should have representation both on the Cameroons Development Corporation's Board of Management and in the Government itself.

241. The Mission congratulates the Administering Authority and the Native Authorities on promoting the participation of the indigenous people in community development work which is in their own interest. Thus, more than 300 miles of road in the Bamenda area have been built by community effort. Part of the Mission travelled over some of the Ring Road (232 miles long, completed in 1953) which links the Divisions of Bamenda, Wum and Nkambe. Despite the rugged and mountainous nature of the terrain and the lack of mechanical equipment, the Mission found the road quite good. The Mission was of the opinion that the Administering Authority might continue to foster such enterprises also in other areas and to develop community consciousness and pride. For example, the Mission found that the road actually within Kumba Town itself—a very populous centre which seemed to have an abundant supply of labour—left much to be desired. Civic pride, if awakened, might remedy the situation. The Mission stresses once again the need for providing mechanical equipment.

242. Alcoholism does not appear to present any serious problem in the Territory, except for the traditional beer drinkings of the hill-peoples of the Northern Cameroons, which sometimes give rise to outbursts of violence. The Administering Authority stated to the Mission that, in the present circumstances, it did not consider it practicable to interfere with these ritualistic practices, except to recommend moderation.

243. With respect to vital statistics which up to the end of 1954 had not been recorded, the Native Authorities at the close of that year were invited by the Commissioner of the Cameroons to consider making rules to collect statistics of marriage, birth and death. The matter was discussed by most Native Authorities and in Bamenda there was agreement that such statistics were essential. The Mission commends the Bamenda Native Authority for being once again the first to grasp the importance of a problem and for taking steps to solve it. Details as to the method of registration and the form which the proposed rules should take caused some delay, but to date the Native Authorities of Victoria, Wum and Bali have actually passed rules. It is understood that the remaining Native Authorities are considering whether to pass similar rules.

244. The Mission did not visit any of the four prisons maintained by the Southern Cameroons Government at Buea, Kumba, Mamfe and Bamenda, but in the Northern Cameroons it inspected the prison at Mubi in which 123 persons, including three women and five men awaiting trial, were detained at the time of the Mission's visit. The longest time spent in prison by those awaiting trial was two days. Theft was the commonest crime. It also saw the prison at Yola (Nigeria), which receives prisoners from the whole of the Adamawa Emirate. Both prisons were found to be exceptionally clean and well run. The courts administering English law in the Territory are still empowered to use whipping as a punishment, but only for mutiny, incitement to mutiny and assault on

<sup>26</sup> For details of the training already provided, see paragraph 428 of the Administering Authority's annual report for 1954.

prison officers. Native courts may award corporal punishment only to juveniles.

## B. RESETTLEMENT SCHEMES

### 1. *The Bali-Widekum disorders*

245. Paragraphs 248 to 252 of the report of the 1952 Visiting Mission give an account of the earlier history of this land dispute which resulted in an attack by the Widekum tribe on the Balis on 3 March 1952. In view of the Trusteeship Council's interest in the question, in connexion with which petitions had been received since 1949, the Mission took occasion to visit the site on its trip from Bamenda to Wum via Mbengui. The Mission is happy to state that the ancient feud now appears to be amicably and satisfactorily settled. Two thousand acres of land have been turned over by the Balis to 150 families of the Mengen-Mbo section of the Widekum tribe which earlier were unsettled and had no land of their own, and a further 1,000 acres to forty families of the Mengen-Muwa section. Government experts first tested this land and found it to be good soil. In compensation, the Balis received £9,000 for damages as a collective fine paid by the Widekums, as well as £16,000 paid by the Government for the land actually ceded. The Mission commends the excellent use to which the Balis have put this money, *viz* to build a pump installation to pipe water into Bali Town itself.

246. The Widekums have now been on their new land for some eighteen months and the Mission saw the fine crops of cassava, coco-yams and corn which they are growing in well-contoured fields. Through community effort they have also constructed a dam—the top level of which also serves as a viaduct—and thus have a pond to provide a fish supplement to their diet. The Administering Authority has also given the Widekums £5,000, of which £2,000 must be used to grow a fuel reserve consisting of eucalyptus trees marking the border between Bali and Widekum land. It is considered that this will also keep the two tribes apart and act as a deterrent against mutual poaching or raiding. The remaining £3,000 are to be spent in resettling the Widekums on the land, including stocking their fish pond. The Mission was informed that the Widekums are now accepted by the Balis, with whom they frequently intermarry and associate on a friendly basis. The Mission also noticed that, in the address made to it by the Fon of Bali, no reference was made to any outstanding difficulties with the Widekums. The Mission considers that the Trusteeship Council will certainly wish to congratulate the Administering Authority on the happy solution provided for a once thorny problem.

### 2. *The Fulani in the Bamenda area*

247. While this problem has not yet assumed serious proportions, the Administering Authority is already taking steps to deal with it. It is the custom of the Fulani herdsmen to remain in the hills with their cattle as long as possible, descending to the plains only during the dry season when water and pasturage become scarce

in the uplands. The presence of large herds of cattle in the agricultural plains has created the problem of rival claims of farmer and grazier because inevitably these cattle damage crops already under cultivation. In travelling through the Bamenda area, the Mission saw several of these herds and appreciated the potential source of danger to growing crops. At the same time, the Mission realizes the merit of the Fulani claim to land of their own, if they desire to be less nomadic and, at least for certain periods of the year, to settle on land accorded them for grazing purposes. The Fulani pay to the Native Authority treasury a *jangali* tax of 5s. per head of cattle and this is an important source of income for the Native Authority. The Fulani appear now to be requiring land or, at least, grazing rights in the plains in return for their tax contribution.

248. To meet the problem, the Administering Authority states that it is undertaking an annual survey to assess the needs of each group—farmers and graziers—so as to create the basis for peaceful coexistence. Also, the Administering Authority is endeavouring to retain the Fulani longer in the hills by prospecting for new water holes and by opening up more pasture lands.

249. The Mission considers that the Administering Authority should be commended for its foresight in taking such measures to deal at an early stage with a situation which conceivably might later have unfortunate consequences.

### 3. *The Gwoza Settlement Scheme*<sup>27</sup>

250. Earlier in the history of the country, the ancestors of the present-day pagan hill-dwellers had fled for refuge before the warlike tribes, who were invading the plains, into the fastness of the hills—many in the Dikwa Division. Here some 70,000 still live at the present time. They are a fertile race and the area is heavily overpopulated. Due to this shortage of land, they are exemplary farmers, practising rotation of crops, have a good manuring programme and take the proper measures of contour-farming to guard against erosion.

251. Now that more settled conditions have been established, they are beginning to descend again into the plains and the Administering Authority considers that the present increased flow is the start of a large exodus from the hills. Unfortunately, when they are once in the plain country where there is plenty of land, they abandon their good farm husbandry of the hills. Their custom is now to cultivate a patch of land for some five years until it is exhausted and then to clear a bit of bush from new land and farm it.

252. The Gwoza Settlement Scheme was devised to control the flow of these peoples from the hills to the fertile plains that lie just to the west of the Gwoza hills. The purpose of the pilot scheme is to establish fifty settlers and train them in economic farming methods which will also lead to increased food production in the Northern Region. The intended area of cultivation for the pilot scheme is 1,500 acres, of which some 500 have

<sup>27</sup> In this connexion, see also *Official Records of the Trusteeship Council, Thirteenth Session, Supplement No. 4*, paras. 191 to 193.

been cleared to date. Eight hundred acres have been set aside as communal forest and fuel areas and as areas for the grazing of cattle. Farms are of thirty acres each, and a few settlers have been provided with a pair of oxen for ploughing. More will receive oxen when it has been established that the area is not prey to the tse-tse fly. The new settler clears his own land and builds his own house. Eight settlers came in 1953, twenty-three in 1954, and now there are forty-two. The main crops are guinea corn, groundnuts and some cotton.

253. After earlier grants amounting to £4,900, the Northern Region Production and Development Board made, during the current year, a further grant of £6,150 for capital expenditure for the extension of the Scheme, and the Dikwa Native Authority has underwritten the current expenditure to the extent of £900 a year.

254. The Mission visited one of the farms and observed for itself the excellent results that were being obtained as a result of the employment of the proper methods that had been taught.

255. The Mission, while not unaware that time and patience are vitally necessary for the successful prosecution of such a scheme that introduces fundamental changes in the habitat and mode of living of the people entering into it, nevertheless expresses the hope that it will shortly be developed beyond the pilot stage so that ever greater numbers of the pagans may cease to live in comparative isolation and enter more fully into the economic and political life of the Trust Territory.

### C. STATUS OF WOMEN

256. Throughout its travels in both parts of the Trust Territory, the Mission was struck by the different status accorded to women in the Southern Cameroons as compared with the Northern. While in the whole Territory, women continue to be the pivot of the indigenous economy, both producing and preparing the family food as well as caring for the children, they have in the south also attained a considerable degree of independence. Family ties are being loosened and the authority of the father as undisputed head of the family is often questioned. The father's desire to marry off his young daughter is now not infrequently opposed by the mother of the child or by the girl herself.

257. Especially in the political field did the Mission notice the increasingly active part being played by women in the Southern Cameroons. They are eligible to vote and to stand for election provided they pay tax, as do all adult males. The Mission noted the appointment of Mrs. Idowu to represent the women of the Southern Cameroons in its legislature. Several of the Native Authorities also have women members, and in addressing these Native Authorities, the Mission took the opportunity to congratulate them for including women in their councils. Also, in speaking with Native Authorities who so far were composed entirely of males, the Mission suggested that the time might now have come when they would wish to consider having women among their members. The Mission commends this emergence of

women into public life and expresses the hope that, when they hold office, they are given every encouragement to overcome any initial timidity in participating fully in debate, a timidity natural enough in view of the novelty of the institution by which a woman is entitled to speak on an equal footing with men, whose sole prerogative political activity had been for so many years.

258. The dominant political party in the Southern Cameroons, the Kamerun National Congress, has very active women's sections who, wearing the party's uniform, on several occasions held rallies before the Mission and displayed banners inscribed with party objectives.

259. Medical authorities, especially in the Southern Cameroons, assured the Mission that the prejudice against women presenting themselves at clinics and hospitals was rapidly disappearing, and they were appearing in greater numbers even for prenatal consultation and childbirth.

260. As noted in the chapter on education (para. 320), there has so far been no marked increase in the attendance of girls at school. The Administering Authority has stated that prejudice against the education of women dies hard. The Mission expresses the hope that every means will be used to overcome such a prejudice so that parents will be more willing to allow their female children to benefit from facilities provided for education at all levels.

261. The Mission observed that, while it is still chiefly women who work in the fields, on several occasions, in Bali and Widekum territory, men were among these workers. The Administering Authority informed the Mission that a trend for men to engage in agricultural activities—an occupation which they formerly disdained—was now noticeable inasmuch as they found that such work paid a good financial profit. The Mission suggests that every encouragement might be given to the breaking down of this prejudice on the part of men to work on their farms so that the life of women might become less onerous and so that they might have more time for home and children.

262. In the Northern Cameroons, where social organization is on a much more autocratic basis under the leadership of the Lamidos and chiefs, whose authority is very strong indeed, it is only natural to find a more tightly knit family, with the father still in complete control. In these circumstances, women have attained very little of the independence that is gradually emerging in the Southern Cameroons. There is unfortunately a strong tradition whereby Moslem women do not appear in public, and the Northern Cameroons—apart from the majority of the pagans—professes the Moslem faith. In visiting the Chief Alkali's Court in Yola, the Mission noted the screen behind which it is the custom for a Moslem woman to give her evidence. On another occasion, when the Mission had a meeting with the Mubi representatives of the Northern People's Congress, it appeared to the Mission that certain of these representatives believed that Moslem law was opposed to giving women the right to vote. The Chairman of the Mission mentioned the fact that at one session of the

Trusteeship Council, and also in the General Assembly, Moslem members had called attention to a widespread misconception that the Islamic systems of law, under the influence of the Shariah, denied women equality of rights with men. In reply, a representative of the Northern People's Congress stated his belief that Moslem law did forbid women appearing in public.

263. It was apparent to the Mission that in the Northern Cameroons—as in many other places in the world—the people have their own culture and customs and their own concept of woman's place in society—a concept that does not necessarily coincide with that of the western world. These customs still command respect on the part of the people practising them, and, if there are any customs among them which are unwholesome, then evolution through education should bring about the desired change without causing the social upheaval that would result from unduly forcing the issue.

264. The same holds true of the custom of polygamy, which is still widely practised in the Trust Territory. The Administering Authority stated that it is very closely woven into the social system and to abolish it, without disrupting that system, would be impossible. The Administering Authority subscribes to the views on the subject expressed by the 1949 Visiting Mission and has framed its policy accordingly. The 1949 Visiting Mission suggested that some measures such as the following might be adequate for the time being: <sup>28</sup>

“First, to proclaim, and effectively protect, the right of women and girls to refuse to take part in any forced union, and to release themselves from any such unions in which they have been compelled to take part.

“Secondly, to allow the wives of polygamists to withdraw from their marriages when it appears that they no longer wish to accept their position as additional wives.”

265. On the basis of its observations and discussions with numerous and varied groups of indigenous people, the present Mission agrees that such a policy is basically a sound one, although, at the same time, it realizes that its practical implementation may present certain difficulties in view of the social, economic and parental pressures that may be brought to bear on any woman or girl availing herself of such rights.

266. Also in connexion with marriage, the custom of the bride-price continues to exist; according to this custom the suitor or his family makes gifts of cattle, goats, sheep, etc., or of money to the father of the woman, or the young man sometimes agrees to render the father labour service. The Administering Authority states, however, that the custom is causing no great difficulty, although cases do arise in which the husband takes legal action, should a divorce occur, in order to reclaim part or all of the bride-price which he paid. The Administering Authority's policy, based on the wishes of the elected leaders of the people, is not to interfere in the institution

of the bride-price, but to leave it to modification by public opinion. There is a significant tendency for the practice of the bride-price to fall to low levels in centres where the population is largely fluid and detached from traditional influences. This would apply especially in the Southern Cameroons, where, as mentioned earlier, family ties are weakening and people are crowding into the more populous centres such as Victoria, and where a high bride-price would tend to foster prostitution in the labour camps since the would-be husband could not assemble the money necessary to obtain a legitimate wife. The Administering Authority states, however, that prostitution is on an insignificant scale. Measures to combat this social evil are of two kinds. On the one hand, among the labour force there are the housing, educational, health and other welfare activities of the Cameroons Development Corporation and other employers—of which the Mission saw examples—and on the other, among the local indigenous communities, there are the efforts to improve their economic and social condition by developing the co-operative movement, education (particularly of girls and in the teaching of domestic science) and a rural health service with particular emphasis on the care of women.

#### D. PUBLIC HEALTH <sup>29</sup>

##### 1. General

267. At its fifteenth session, the Trusteeship Council recommended that the Administering Authority formulate a more definite and co-ordinated public health policy at the central level.<sup>30</sup> In this connexion, the Mission draws attention to the fact that, as of 1 October 1954, public health policy in the Northern Cameroons became the responsibility of the Northern Region Government and in the Southern Cameroons of the Southern Cameroons Government, which latter region had formerly been the responsibility of the Medical Headquarters of the Eastern Region of Nigeria. The Administering Authority states that these Governments are by no means at a loss for objectives of policy, their difficulty lying in apportioning limited funds among the numerous laudable objectives.

268. At its thirteenth session, the Trusteeship Council recommended that the Administering Authority encourage the Cameroons representatives in both the north and the south to give serious consideration to means of raising additional revenues in order to increase the financial appropriations for medical services.<sup>31</sup> The Mission notes that the total Government and Native Authority expenditure on health and medical services in 1954 was £122,000, as compared with £145,000 in 1953 and £141,000 in 1952. The 1954 figure breaks down into £80,900 from the Government and £41,100 from the Native Authorities. The moneys expended by missions in 1954 also show a decrease, £30,700 as com-

<sup>28</sup> For the Southern Cameroons Government's statement of policy for medical services, see annex IX.

<sup>30</sup> See *Official Records of the General Assembly, Tenth Session, Supplement No. 4*, p. 153.

<sup>31</sup> *Ibid.*, Ninth Session, Supplement No. 4, p. 141.

<sup>28</sup> See *Official Records of the Trusteeship Council, Seventh Session, Supplement No. 2*, para. 256.

pared with £43,000 in 1953. Fees decreased from £6,600 in 1953 to £2,100 in 1954. On the other hand, commercial concerns spent more in 1954, £95,800 as compared with £86,000 in 1953, all expended in the Southern Cameroons. Thus, over all, some £30,000 less was spent in 1954 as compared with 1953. The Mission also notes that in 1954 the Government and Native Authorities spent £13,500 in the Northern Cameroons as compared with £108,500 in the Southern Cameroons, the latter, in addition, receiving the benefit of £123,800 from funds spent by missions and commercial concerns. The Northern Cameroons received £2,700 from missions, but nothing from commercial firms.

269. The Mission is of the opinion there are still too few hospitals, dispensaries and maternity homes, although it is argued that three years ago wards remained empty because the inhabitants refused to give up witch doctors. Since then the situation seems to have changed. There are too many patients for the existing facilities. Great efforts are being made to provide treatment for leprosy, yaws, goiter, etc., but one has the feeling that there are still sick persons uncared for, hidden away in the depths of the woods and outlying country regions. Sleeping sickness has not yet been overcome in the Territory.

270. The African in the bush has not yet learned the elementary rules of hygiene. He does not know how to protect himself against disease. Some tribes still live in extremely primitive conditions and have not adopted clothing as a protection against cold and damp. Thus, they are an easy prey to tuberculosis and all kinds of infection.

271. The Mission considers that the Trusteeship Council may wish to repeat its earlier recommendation that more funds should be made available to expand medical services, especially in the Northern Cameroons.<sup>32</sup>

272. The Mission also hopes that measures will be taken to help the people, particularly those living in the bush, to improve their diet and the sanitation of their living quarters, prerequisites to an effective solution of problems relating to public health. The excellent work which has been carried out by the Domestic Science School at Sugu, to which reference has been made earlier in this report, is one of the measures which should be extended as far as possible to other areas.

273. The Administering Authority has provided statistics on its medical and health services in tables 69 to 80B of its annual report for 1954. In view of the confidence which the Trusteeship Council expressed at its fifteenth session that the Administering Authority would take all possible steps to increase the number of nurses,<sup>33</sup> the Council will no doubt wish to note in particular that the figures for 1954 show a total of twenty-six nursing sisters, 111 qualified nurses and twenty-two nurses-in-training, as compared with the

figures twenty-five, eighty-five and twelve, respectively, in 1953.

274. In addition to the statistics given in its 1954 annual report, the Administering Authority gave the Mission the following further information defining the public health services in the various areas and divisions.

## 2. Southern Cameroons

### (a) Bamenda area

275. Medical work in the area is under the charge of the Medical Officer, Bamenda, who is also directly in charge of the Government General Hospital at Bamenda. The present General Hospital has ninety-six beds, but it will shortly be replaced by a new and larger hospital of 120 beds which will include a tuberculosis ward. It is anticipated that the new hospital will be opened early in 1956, the only outstanding work being the completion of the staff quarters and the hospital water-supply scheme on which good progress is being made by the Public Works Department.

276. Construction of this hospital had actually begun as early as 1951, but, as no money had been available for staff quarters and for the provision of water, it had not been possible to put the hospital into operation. The Mission deplors the long delay that has resulted from the lack of funds.

277. There are no other government hospitals in the area but provision has been made from Colonial Development and Welfare funds for a cottage-type general hospital to be erected at Wum by the Public Works Department using direct labour. Coupled with this project is a proposed water-supply scheme for the hospital and town.

278. In the Wum Division, a medical field unit under the command of a medical officer of health is conducting an effective anti-yaws campaign. This campaign, the penicillin for which is provided by UNICEF, has the expert help of the World Health Organization's adviser on yaws, Dr. Cruz-Ferreira. The unit is also making a leprosy survey of the area and conducts a vaccination campaign.

279. The Native Authorities of the area provide a large number of auxiliary medical services including, in all, thirteen dispensaries, each in the charge of a trained dispenser, and four maternity homes. In addition, the Native Authorities employ sanitary overseers and inspectors whose duties include the inspection of markets, the construction of water points and the provision of advice to the local people on general sanitation and health matters.

280. The following statistics for 1954 indicate the popularity of the services provided by Government and the Native Authorities in the area:

(i) General Hospital, Bamenda: in-patients, 1,875; out-patients, 8,574; total attendance, 19,383; operations, 637.

(ii) Native Administration dispensaries: total attendance, 96,875; cases treated, 31,259.

<sup>32</sup> See annex III, para. 18, which sets out the Southern Cameroons Government's proposals for development in the medical and health field; £145,000 will be spent over the five-year period 1955-1960.

<sup>33</sup> See *Official Records of the General Assembly, Tenth Session, Supplement No. 4*, p. 153.

281. The three missions in the area, the Roman Catholic, Basel and Cameroons Baptist, play a large part in providing medical services. The Roman Catholic Mission maintains maternity homes at Njinikom and Shisong, the latter including a Midwife Training Centre under the control of a resident qualified medical practitioner. At Nkambe, a cottage hospital is at present in the course of construction; this hospital is being erected from funds provided by the mission, the Native Authority and the Government. The Basel and Cameroons Baptist Missions each provide maternity homes in the area.

282. The New Hope Leper Settlement at Mbingo in Wum Division cares for infectious cases from all three Divisions in the area and is operated on similar lines to the Manyemen Leper Settlement. The settlement, which is supervised by a qualified medical practitioner of the Cameroons Baptist Mission, is assisted by grants made towards its upkeep by the Southern Cameroons Government and the Native Authorities. A Leprosy Board for the area which supervises its general administration has been set up and includes representatives of the missions, the Government and the Native Authorities.

283. The Mission visited the Bali maternity hospital, built and equipped by means of a £3,000 grant from the Cameroons Development Corporation. Although it began functioning only in September 1955, some seventy prenatal consultations have been held and seven babies have already been born there. It also visited the Banso Memorial Hospital (seventy-five beds) at Kumbo, run by the Cameroons Baptist Mission, built in 1952. It receives a government grant-in-aid of £15 per bed, and has about fifty out-patients a day, rising to 100 on market days. The Mission was informed that the most prevalent ailments were malaria, amoebic dysentery and hernia. The Mission was favourably impressed by the good operating theatre, the complete X-ray equipment (United States Army field unit type) and the excellent children's ward.

#### (b) Mamfe Division

284. Difficulties of communication have hampered the development of medical and health facilities. Dispensaries are of little value if they cannot be visited at regular intervals by the Medical Officer, nor reached easily by the people. For these reasons all dispensaries must be sited in close proximity to a motor road, and only three dispensaries are in existence in Mamfe Division. Each is maintained by the Native Authorities. They are situated in Tali, Kembong and Widekum.

285. The Native Authorities also employ four travelling dressers who tour the remote villages and deal with minor ailments. The General Hospital in Mamfe provides beds for sixty in-patients, and a four-bed maternity ward. An ambulance operated by the Native Administrations is available to bring patients to the hospital from the surrounding villages. Six Native Administration Sanitary Overseers and one Government Sanitary Inspector are engaged in improving urban and rural sanitation.

#### (c) Victoria Division

286. The preventive work in Victoria is in the charge of a Senior Service Sanitary Superintendent. He has four Government Sanitary Inspectors to assist him and also supervises the work of ten Native Administration sanitary overseers and building inspectors. His task is to improve the general standards of sanitation and hygiene in the Division. He is concerned with roads and drains and improvement of village water supplies and he also carries out a considerable number of vaccinations.

287. Apart from the Sanitary Superintendent, preventive work is also carried out by a rural health sister who supervises the domiciliary midwifery services of the Native Authorities. The difficulty has been to train suitable local midwives. The service visits the important villages and runs both a prenatal clinic for women and a child welfare service. Home visiting is also done. Preventive work in the Division also includes the examination of shipping in the two ports of Bota and Tiko.

288. Curative work in the Division is supervised by two medical officers in Victoria. There is in addition a dental surgeon, the only one in the Territory, two senior service nursing sisters and a pharmacist. This staff runs two hospitals:

(i) The Albert Nursing Home with six beds for senior service officers or patients of equivalent status. The hospital occupies the ground floor of an old German-built house; the first floor is converted into flats for the nursing sisters;

(ii) The Victoria General Hospital which contains 120 beds. The hospital is of the pavilion type and was opened in 1947. It is well equipped and has X-ray apparatus, a dental surgery and an electrically equipped laundry. An annex of the hospital is the Sick Bay at Buea which is visited weekly by the Medical Officer, Victoria. Serious cases are transferred to Victoria.

289. In addition to services operated directly by the Medical Department, there are four Native Administration dispensaries at Tiko, Muyuka, Muea and Bonjongo serving village areas. A fifth dispensary is shortly to be opened to service the West Coast villages.

#### (d) Kumba Division

290. At Kumba, there is a government hospital of sixty-nine beds under the direction of a medical officer, who is also the Medical Officer of Health for the Division. Other hospitals supervised by resident medical officers are to be found at the Cameroons Development Corporation estate at Mukonje and at the Ndian and Lobe estates of Pamol Ltd. The doctor at Mukonje is also responsible for the inspection of the dispensaries for plantation workers on the Cameroons Development Corporation estates.

291. The General Hospital at Kumba is undoubtedly one of the busiest throughout the Southern Cameroons, as the following attendance figures for the period January to July 1955 demonstrate: new cases, 7,410; attendance, 14,719; in-patients, 1,079. Maternity and child welfare clinics are conducted by a nursing sister at the hospital and this service increases steadily in popularity.

292. In addition to the government medical facilities, the Kumba Native Administration maintains dispensaries at Ndoi, Kumbe Balue, Muambong, Mbonge and Tombel. Attendance at each averages about twenty a day. Refresher courses to keep the dispensary attendants up to date are run at Kumba General Hospital.

293. In the government station, Kumba, is to be found the Loaisis Research Centre, the capital cost of which has been met from Colonial Development and Welfare funds. The scheme is administered by the West African Medical Research Council which is financed by funds from the United Kingdom Government and the Governments of the four British West African Territories. Since work started at this centre a few years ago, much information has been obtained on loaisis and its transmission by the "red fly"; investigations are also being made into filarial diseases which are carried by the biting flies in the area and into onchocerciasis. The unit, which is under the control of a pathologist, also includes an entomologist and a parasitologist; it comprises four permanent quarters and a laboratory with modern equipment and electric lighting. The work of the unit is primarily concerned with attempting to discover preventive measures to combat the painful condition resulting from the bites of these infected insects.

294. The Mission visited the Basel Mission Leper Settlement at Manyemen that opened in January 1954, although, in their anxiety to get treatment, patients began arriving before the hospital was ready to receive them. Soon there were 150 patients, and shortly a new unit, situated more in the bush, was opened to accommodate another 150. The land first had to be cleared—a very onerous task. Since the Government hopes to accommodate 500 patients on the settlement—which is the normal requirement for the amount of leprosy in the area—it is planned to construct a third unit as soon as practicable. It is also proposed to have clinics in the bush with a leprosy inspector visiting them periodically. These will be for non-infectious cases and will constitute a Native Authority project. These bush clinics are considered essential because at present people may take as much time as two or three weeks to reach Manyemen on foot, only to be turned away because of lack of accommodation if they are non-infectious cases. This leprosarium receives its patients from the Victoria, Mamfe and Kumba Divisions (forest dwellers) whereas the leprosarium at Mbingo (Cameroons Baptist Mission) treats patients from the hill country (Bamenda, Wum and Nkambe Divisions). Grants towards the upkeep of the Manyemen Settlement are made by the Southern Cameroons Government and by the Native Authorities of Victoria, Mamfe and Kumba Divisions. The Medical Director stated to the Mission that he now had nine patients who, after treatment for two years, were about to return home. Here again, the Mission realized the vital necessity for improved roads and communications. The Manyemen Settlement endeavours to grow its own food but as yet has not been able to reach self-sufficiency, which is its ultimate aim, because of the great difficulty of clearing the heavily-wooded surrounding area. During the rainy season, the hospital is entirely isolated, and

food supplies can run perilously low. Even when the road to Kumba or Mamfe is open, it may take as much as eight hours to reach one of these centres, and the villages surrounding Manyemen are too poor to be able to furnish food which they need for themselves.

295. The Mission was greatly impressed by the Manyemen Leper Settlement, its excellent, clean, bright and sanitary stone buildings, fine staff accommodation, good operating theatre, plentiful supplies of drugs and medicines—many of which are sent by Swiss friends—cots furnished by the Swiss Army, and above all by the self-sacrificing devotion of the Director and his staff.

296. The Mission would also draw attention to the work being carried on in the field of public health in the Southern Cameroons by the Cameroons Development Corporation and by the United Africa Company. The United Africa Company has hospitals at Ndian, Lobe and Bai, while the Cameroons Development Corporation's estates are divided for medical purposes into four areas—Bota, Ekona, Tiko and Mukonje—with staff and their families totalling approximately 50,000. Further details of the Cameroons Development Corporation's operation in this field are given in chapter XIII of the Corporation's annual report for 1954.

297. The Mission visited the Corporation's hospitals at Bota (ninety-six beds) and Tiko (206 beds) and found both institutions to be of a very high calibre. The Bota hospital has a fully qualified African doctor, a native of Bali, in charge. He is the first Cameroonian to qualify as a doctor in the United Kingdom. It also has on the staff a fully qualified African pharmacist who received his training in Lagos, as well as a fully qualified expatriate nurse.

298. The hospital at Tiko is run in conjunction with Messrs. Elders and Fyffes. This hospital also trains its own nursing staff and has twenty-six students in the preliminary training school. It has two operating theatres in which approximately 1,200 operations were performed from 1 January 1955 to the time of the Mission's visit. Some 1,500 consultations monthly are given. In connexion with this hospital also there is a maternity ward in which from 200 to 300 babies are born each year.

### 3. Northern Cameroons

299. Dikwa Division has nine Native Authority dispensaries, located at Bama, Dikwa, Gwoza, Ngala, Kala Balge, Gulumba, Ashigashiya and Kumshe.

300. The Mission visited the Native Authority dispensary in Bama which, besides giving some 350 vaccinations a month, treats approximately fifty patients a day among whom, on an average, eleven are new. The Mission was informed that this dispensary had no midwives, that in fact suitable candidates for midwifery were hard to find in Bornu Province because of a lack of the requisite educational background. Like all other Native Authority dispensaries in the area, it has on its staff a man trained in the treatment of lepers. The Mission was informed that there still existed a considerable reluctance on the part of people living in the bush to visit Native Authority dispensaries. They continued to go to witch doctors especially if no immediate

cure of their sickness was effected by a visit or two to the dispensary.

301. As yet, this Division has no hospital and patients in need of hospitalization are taken forty-five miles to Maiduguri in Nigeria. However, work on the future Bama hospital is continuing and an out-patient block has almost been completed; a government medical officer will be posted to Bama to begin out-patient work as soon as accommodation for him is provided. The Mission visited the small, but well-appointed dispensary at Bama operated by the Sudan United Mission. It consists of a main building and six huts with two or three patients per hut. In 1954, it received no grant-in-aid from the Northern Regional Government for general medical work, but had hopes for a grant of £100 in the near future. Its revenue came largely from fees (£1,156) plus small gifts from the United Kingdom (£30). In 1954, it treated 8,132 out-patients and 113 in-patients. This Mission also operates a leprosy clinic giving treatment to 406 lepers, of whom nine were cured. The Visiting Mission was informed that the Sudan United Mission was moving its main seat of operation to Gwoza in 1956, the Government having agreed to pay 50 per cent of the cost of any new buildings erected. Its establishment in Bama would, however, be continued on a dispensary basis. The Visiting Mission was favourably impressed by the work of the Sudan United Mission and joins in its hope that it may secure financial aid for general medical work from the Northern Regional Government.

302. The Mission was informed that, in March 1955, the Medical Field Unit carried out a mass vaccination campaign along the Dikwa-Bama road, 3,287 persons having been inoculated.

303. The 1955-1956 estimates for the Dikwa Division for medical and health services are £6,411, representing an increase of £1,718 over 1954-1955.

304. In that part of the Northern Cameroons which is administered with Adamawa Province of the Northern Region of Nigeria, there is a general hospital at Mubi. The Mission visited this hospital, which has forty-eight beds and treats gratis approximately 150 out-patients daily. Each Wednesday a leprosy clinic is held. The Mission was informed that bilharzia, yaws and syphilis were the commonest diseases. Patients from this part of the Northern Cameroons may also go to the Yola General Hospital (132 beds) where they form 18 or 20 per cent of the patients in this hospital. There is an ambulance service to Jada. This hospital was visited by the Mission, which was informed that since 1 April 1955 there had been 10,144 consultations which represented a 40 per cent increase. There is an expatriate doctor in charge (they are short of staff) and a surgeon from the United Kingdom was expected shortly. The Mission inspected the maternity ward, the children's ward and the tuberculosis ward, which were found in excellent condition. There is also a small ward for smallpox cases.

305. The Mission also paid a visit to the Health Centre at Sugu (four beds) opened in February 1954, which is a joint effort by the Roman Catholic Mission and the Adamawa Native Authority. The Native Authority owns and maintains the building, which was built with the aid of a Cameroons Development Corporation grant, the Roman Catholic Mission staffs and operates it. This health centre had 5,946 consultations in 1954 and so far 12,802 in 1955. Leprosy is also treated (forty cases, of which nineteen were new in 1955; three were cured).

306. The Mission learned that some of the patients come from the Cameroons under French administration from villages like Kaucha, Tingeru and Maiganga just over the border. Medicines are freely and copiously supplied on demand from the Yola hospital.

## CHAPTER V

### EDUCATIONAL ADVANCEMENT

#### A. General

307. By the Adaptation of Laws Order, 1954, made under the Nigeria (Constitution) Order in Council, 1954, the Education Ordinance was amended so that powers previously vested in the Inspector General of Education and the Central Board of Education for Nigeria now devolve upon the Director of Education for the Northern Region so far as the northern part of the Trust Territory is concerned and upon a Chief Education Officer stationed in Buea and a newly created Board of Education for the Southern Cameroons, which was removed from the administrative supervision of the Director of Education of the Eastern Region. Thus, although the Education Department throughout the whole Trust Territory remains under the general supervision of the Chief Federal Adviser on Education in Nigeria, the Government of the Southern Cameroons has attained a greater

degree of autonomy in dealing with its own educational development. It is interesting to note that this new Government has already established a scholarship scheme to encourage its young people to seek higher education and to ensure that a firm foundation will be laid for the future. The Scholarship Board is already responsible for some fifty scholarships awarded for secondary education and, in addition, for nearly forty scholars who are attending courses of advanced study in American, British and Nigerian universities.

308. The Southern Cameroons Government is also achieving a noteworthy expansion of teacher-training facilities, has increased financial appropriations and has earmarked a large proportion of its prospective Colonial Development and Welfare funds for capital development, including the establishment of a secondary school for girls.



309. All Divisions in the Southern Cameroons now have Education Committees, whose chief duty it is to control the growth and spread of education. All applications to open new schools and the development of junior primary schools into senior primary schools must be approved by the Committee before the Education Department will grant its approval. In addition, these Committees discuss and advise on all aspects of education such as adult education, domestic science, education rating and fees. Similar committees also exist in the Northern Cameroons.

310. The main objectives of the Administering Authority's education policy continue to be the provision of a four-year junior primary school course for all children who want it and a further four-year senior primary school course for those who can benefit by it, to give an opportunity for the able child to proceed from a primary school to a secondary school and thence to a training institution or other institution for post-secondary studies, and to extend literacy amongst the adult population. The Government continues to depend upon the policy of developing education by financing and controlling established voluntary agency and Native Authority schools. The Administering Authority considers this to be a well-trying system and one that secures the speediest expansion at the lowest cost. Elsewhere, as in the Bornu Province, the Government resorts to the direct provision of educational facilities.

311. The Visiting Mission, bearing in mind the results obtained by the school and the dispensary operated by a Christian mission at Sugu, where the latter is warmly welcomed by the pagan population, feels that it would be desirable to encourage the establishment of similar institutions in the parts of the Northern Cameroons inhabited by the same peoples. That would be an excellent means of leading these peoples peacefully to adopt a better standard of living and to modify their customs as a consequence of this education, thus bringing them more into keeping with the principles of the Charter of the United Nations.

312. Mention must also be made of the free primary education and adult education provided by the Cameroons Development Corporation and the commercial firm of Messrs. Elders and Fyffes, which receive no government grants-in-aid.

313. The number of schools in the Trust Territory between 1951 and 1954 was as follows :

Year	Government and Native Authority schools	Voluntary agency schools	Total
1954 .....	68	313	381
1953 .....	68	257	325
1952 .....	67	269	336
1951 .....	60	252	312

314. As to the number of children enrolled, the year 1954 shows a slight numerical increase—38,700, as compared with 37,900 in 1953—although this represents only 15 per cent of the total of school-age children. In this connexion, the Mission draws attention to the fact that in the Southern Cameroons in 1953 and 1954, 28 per cent of all school-age children were enrolled in the schools

as compared with only 3 per cent in the Northern Cameroons. The Mission is therefore of the opinion—an opinion also expressed by the 1952 Visiting Mission—that ever-greater efforts are urgently needed, first to create the desire for education among the indigenous population and then to provide the facilities for giving it, once the people are awakened to its necessity. On this point, the Mission read in communications submitted to it the expressed desire among certain elements of the population for increased educational facilities, including scholarships. It also noted the statement contained in paragraph 502 of the Administering Authority's annual report for 1954 which reads:

“The governing factor in the development of primary education in the Southern Cameroons is still the lack of genuine demand but every encouragement is given to the opening of schools in areas where any interest is shown, and it is gratifying to be able to report that there are now signs of an increase in tempo. In the area administered from Buea 35 new schools were given permission to open during the year, and in the last three months of the year applications were received to open no fewer than 25 new schools in Bamenda.”

315. The estimated public expenditure on education in 1953-1954 amounted to £202,000 as compared with an estimated £190,000 in 1952-1953—both figures including grants from Colonial Development and Welfare funds. On the assumption that a total of £1,560,000 will be available to the Southern Cameroons Government in Colonial Development and Welfare grants for the five-year period 1955-1960, this Government is proposing to assign £323,000 to educational development—a figure exceeded only by what it wishes to allocate to what is perhaps an even greater necessity—roads (£659,000). Its proposals to apportion the £323,000 are set out in paragraph 14 of annex III to this report.

316. It is apparent that capital grants will consume most of the £323,000 and in the interim the actual financing of education, especially in the primary system, represents a problem as a result of the inadequacy of the local contribution towards the rising costs of education which places a great strain upon the limited resources of the Southern Cameroons Government. Despite this fact, the Government has not increased its fees for primary schools, which since 1951 remain at 12s. 6d. in junior classes and 25s. in senior classes.

317. Having met with some measure of success in its programme of raising local education rates, for which much preliminary propaganda was required, the Administering Authority proposes to continue its policy of expanding the system as rapidly as possible until ultimately funds from education rates will bridge the gap between expenditure and grant-in-aid income.

318. The existing rating schemes in Wum and Nkambe Divisions are being developed and proposals have been received for raising an education rate from the Bamenda South Western Native Authority. It has been appreciated in Mamfe that education rating has now become an economic necessity, and agreement in principle to rating has been obtained in Kembong. A meeting is

to be held before the end of the year to discuss rating details in the Bangwa, Monka and Widikum areas. There have been no developments this year in either Kumba or Victoria Divisions. The rating areas have been restricted to the level of the village groups with the result that public opinion supports the payment of the rates.

319. The Mission agrees that the levying of local education rates represents an intermediary stage between the paying of tuition fees by parents and completely free, publicly financed, primary education. It seems to the Mission, however, that any fee at the primary level is only an added deterrent to parents who are still unaware of the meaning of education and therefore totally indifferent to it. The necessary funds will ultimately have to come from taxation, and the Mission considers that in the meantime the Administering Authority might study the possibility of increasing its financial contribution.

320. There was no appreciable increase in the number of girls enrolled in schools in 1954 as compared with 1953, the figure remaining just under 20 per cent of the total, 7,355 out of 38,429 in 1954; 7,271 out of 37,862 in 1953. In the Northern Cameroons, there were 578 girls out of a total of 3,838 pupils, but it is expected that the appointment of the Provincial Woman Education Officer, based in Yola, who will devote her work entirely to girls will also serve to increase the number of female pupils in the schools of that area.

321. Aware of the Trusteeship Council's interest in seeing an ever-increasing school-attendance by girls, the Mission asked the Administering Authority what action was being taken to induce parents to send their girls to school. The Commissioner of the Cameroons replied that propaganda in favour of female education was a normal function of touring Administrative Officers, and was also being spread by leaders of local public opinion. The number of girls in school, both in the north and in the south, appeared to be increasing but, though the 1954 statistics on enrolment show girls separately from boys, earlier separate figures were not available for comparison.

322. The Mission considers that no efforts should be spared to further the education of girls and women. It observed on numerous occasions the comparatively insignificant number of little girls, particularly in the north, who attend school. There is some tendency to blame the Moslem religion for this situation, but the Mission asks whether other causes are not to be sought rather in social customs which have been developed in an environment dominated entirely by men.

323. As to teachers, there was a total in 1954 of 1,778 (including 231 females) in all types of school, an increase of 372 over 1953. Of these 1,778, 353 (48 females) were in Government and Native Authority schools and 1,425 (183 females) in the schools of the voluntary agencies. By far the great majority, 1,714 (224 females) were teaching in the primary schools.

324. With regard to the availability of reading material, the Mission was interested to see the fine library at the Community Hall at Bamenda. It hopes

that similar libraries can be established at other centres and that more readers will make use of them.

## B. PRIMARY EDUCATION

### 1. *Southern Cameroons*

325. In the three administrative divisions of Bamenda, Wum and Nkambe, there are 71,900 children between the ages of 7 and 14. At the time of the Mission's visit there was a total of 150 primary schools, seven as in 1952 belonging to the Government or Native Authorities, the remainder to the voluntary agencies operating in the area, chiefly the Roman Catholic, Basel and Cameroons Baptist missions. The Administering Authority states that attendance has increased by approximately one-third since 1952 and that there is a continual demand for new schools. Education rating on a clan basis is established in the Wum Division and on a village basis in Nkambe Division which has to a large extent permitted the abolition of fees in the junior primary department.

326. Grants-in-aid have increased from £16,000 in 1952 to over £44,000 in 1955 so that, in an endeavour to reduce this increasing liability, it has been decided to raise the assumed local contribution rates as from 1 January 1956. Thus, local communities will be required to contribute by rate or by fees from between 25 to 30 per cent of the total recognized expenses of the school, instead of at present only approximately 15 per cent.

327. The Commissioner of the Cameroons stated that in the Northern Cameroons the present demand for education was so small that it continued to be financially practicable to provide free primary education. In the Southern Cameroons, in the foreseeable financial situation, the provision of free primary education was looked upon only as a distant objective.

328. During 1955, 599 children completed the Standard VI course, whereas at the time of the 1952 Visiting Mission only 490 sat for the final examination.

329. The Mission visited the Roman Catholic Mission school in Kumbo and was pleased to note that here primary education is afforded to some 250 girls.

330. The difficult terrain, numerous rivers, scattered villages and multiplicity of languages in the Mamfe Division, where there are 15,000 children between the ages of 7 and 14, have, according to the Administering Authority, stood in the way of rapid educational development. There is a government school situated in Mamfe Township, as well as five Native Authority schools centrally sited throughout the Division. In addition, there are twenty-one Roman Catholic Mission grant-aided schools, and two assisted Basel Mission schools. The one privately owned school in the Trust Territory, the Sumbe Community School, is located in the Mamfe Division and receives full Government grant-in-aid.

331. On its way from Mamfe to Kumba, the Mission stopped to visit the Manyemen Leper Centre, the Director of which explained his need for a boarding school and living accommodation for its teachers as part of his programme to segregate children from leper adults to as

great a degree as possible. He estimated that about £13,000 would provide what was necessary. The Mission earnestly hopes that it may be possible for the Administering Authority or the Native Authorities concerned to lend financial assistance for this commendable project.

332. Victoria Division, with 10,300 children between the ages of 7 and 14, has one government school in Buea, and throughout the Division there are six Native Authority schools, ten Roman Catholic Mission schools, five Basel Mission schools and three Cameroons Baptist Mission schools, all of which receive grants-in-aid. In addition to these, mention must be made of the considerable effort in the education field (sixteen schools) made by the Cameroons Development Corporation and by Messrs. Elders and Fyffes. Thus, for example, in 1954 the Corporation opened three new primary schools at Ekona, Mambanda-Mukonje and Ebubu-Tombel, bringing the total of the schools it owns and manages up to eight, the number of enrolled pupils being approximately 1,100. Another group of about 2,300 children attend non-corporation schools, but the Corporation pays their fees.

333. The Mission visited the Corporation's school at Bota and also the very similar one at Tiko. The Bota school, started in January 1952 with 100 pupils, now has an enrolment of about 300, including some 110 girls, with a teaching staff of ten, all African. Present classes, all double-stream, go up to Standard III, higher classes to be opened up annually as the pupils progress. The Mission was informed that they have already sufficient accommodation for 600 pupils in Bota. Owing to the multiplicity of languages, pidgin English is used as the *lingua franca* medium of instruction during the first two years. A free noon-day meal is provided. The Mission was much impressed by the excellent buildings and the high quality of instruction in the several classrooms it visited; it was gratified to learn that, at this centre at least, there was a minimum of absenteeism.

334. The Kumba Division, with 22,100 children between the ages of 7 and 14, has a government mixed primary school in Kumba Township, eight Native Authority schools, twenty Roman Catholic Mission schools, two Cameroons Baptist Mission schools and eighteen Basel Mission schools—all of which are grant-aided. In addition, the Cameroons Development Corporation has three schools in this area.

## 2. Northern Cameroons

335. The Administering Authority's annual report for 1954 shows that in the Northern Cameroons within the Adamawa, Benue and Bornu Provinces there is an estimated total of approximately 126,000 children of school age. Of this total 4,342, or 3 per cent, were enrolled in schools in 1954.

336. In a document submitted to the Mission by the Provincial Education Officer, Adamawa, the statement is made that the statistics attached to his note which show 2,611 pupils (including 345 girls) in school out of a total of 54,420 children between the ages of 7 and 14 do not give a correct indication of the apathy which still exists

towards education. The statistics are based on enrolment, and not on attendance, which may be as low as 75 per cent of the enrolment. However, in an attempt to remedy this situation, Adamawa Native Authority has recently approved specimen compulsory attendance orders for enrolled children which can be adapted by District Councils and which will, if adopted, fill any empty seats in Native Authority schools. While the Mission appreciates that such a measure may be helpful, it considers that it must go hand in hand with the propaganda necessary to convince the north that education is both useful and desirable. It would appear that, without such a conviction in the minds of the parents, legislation to secure attendance at school by their children cannot be truly efficacious.

337. Whenever the Mission had an opportunity to address Native Authorities, Village and District Councils, Chiefs and Notables or gatherings of the people themselves, it did its best to impress upon its audience the necessity for education. Thus, for example, one member who had also been with the 1952 Visiting Mission, in addressing the Village Council at Gwoza, congratulated the Council on the fact that school attendance in the area had increased since 1952 and urged the Council to make even greater use of the educational facilities provided for them. On another occasion, another member mentioned to the Town and District Councils of Mubi that he had been disturbed, on the occasion of a visit which he had paid to a local school, to find many empty seats in the classrooms. He exhorted the leaders of the community to seek out ways and means of remedying this and similar situations.

338. While at Yola (Nigeria), members of the Mission visited the Provincial Girls' School, which had been in operation for only two months. The school accepts female pupils from all parts of Adamawa Province and ten girls, out of the total of 53 in attendance, come from the Northern Cameroons. This school has fine modern buildings (cost £43,000) provided with electricity and piped water. Only two classes are given so far, the junior being taught in Hausa, the senior in English by a staff of two European teachers and two African female and two African male teachers. Small fees are collected if possible. The dormitories were found to be exceptionally clean and in excellent order. There is a dispensary and a teacher trained in first aid instructs in tropical hygiene. The Mission's Chairman addressed the pupils in a well-appointed library where there was an exhibit made by the students showing paste-ups of peoples and countries of the United Nations, as well as a needlework display.

339. The Mission also visited the corresponding type of school for Bornu Province, the Bornu Provincial Girls' School in Maiduguri, which started with forty-four students on 29 July 1952. The school, which is the responsibility of the Bornu Native Authority, has nine teachers (four expatriates) and a current enrolment of 103 (twenty-one from the Northern Cameroons). At present, it is a four-class school, taking girls who have completed two years in the (junior) elementary school and bringing them through Standard VI, after which they may enter the Woman's Training Centre to

become either teachers or nurses. Hausa is the medium of instruction during the first two years. In addition to academic subjects, the girls also receive practical training to enable them to run a home—needlework, knitting, cooking, spinning, weaving, domestic science and gardening. In November 1955, ten girls out of twenty passed all subjects for their First-School Leaving Certificate.

340. While in Bazza, one party of the Mission was able to visit the Roman Catholic Mission senior primary school started only during the current year by means of a government grant. It now consists of only one class, but the expectation is that the school will be converted into a training centre.

341. The same party also saw the village school at Vi, attended mostly by pagans, at which instruction is given in Hausa because of the acute lack of English-speaking teachers. The school provides a two-year course, has two teachers and a total all-male enrolment of thirty. This school was described to the Mission as an example of rural schools which are not encouraged by the parents of the area. The parents would prefer to have it removed to some other place so that they might keep their children at home to work on the farms or to hunt and fish.

342. A village school of a different type was seen at Gella just outside Mubi; the school gave every evidence of active support if the enthusiasm and alertness of the assembled students and their teacher could be taken as a criterion. It was lodged in a small but well-constructed permanent building of stone, part of which also housed the Village Council office. The Mission was shown an exhibition of dancing by the pupils and it also saw a humorous skit very well acted in good English, which the participants handled fluently and with remarkable ease. There was also a display of handicraft and embroidery of excellent workmanship.

343. In the Dikwa Division, part of the Mission visited the Junior Primary School and the Senior Primary School in Bama.

### C. SECONDARY EDUCATION

344. As at the time of the visit of the 1952 Visiting Mission, the number of secondary schools in the Territory remains at two, both of which are in the Southern Cameroons. Pupils from the Northern Cameroons obtain their secondary education at institutions in Nigeria. The total number of pupils in these two schools rose to 426 in 1954, as compared with 394 in 1953 and 330 in 1952. The number of teachers has remained at twenty-two. Government grants-in-aid in 1953 rose to £12,700 as compared with £9,700 in 1952. During 1954, thirty-three children of Cameroons Development Corporation employees were receiving secondary education at Corporation expense, and fifteen new scholarships to secondary schools were awarded before the end of 1954.

345. The Administering Authority states that there is always a large number of applicants for admission to both of these schools, but entrance examinations

reveal that many are below the required academic standards. A balance must be maintained between the Territory's urgent need of educated people and the equally vital necessity of maintaining standards.

346. The secondary school at Bali, operated by the Basel Mission, had during 1955 an enrolment of 146 in six classes and received a grant-in-aid of £3,500. Pupils sit for the Cambridge Overseas School Certificate and in 1957 it is hoped to reduce the period for this course from six to five years. In 1953, the first time boys from this school took the Cambridge examination, nineteen out of twenty were successful. Arrangements have been made for the Basel Mission, in co-operation with the Cameroons Baptist Mission, to develop the College into a full double-stream school with a grant of £16,000 from Colonial Development and Welfare funds.

347. The other secondary school at Sasse near Buea is operated by the Roman Catholic Mission and has an enrolment of 284. Twenty-nine of the thirty boys who sat for the Cambridge Overseas School Certificate in December 1954 succeeded.

348. While at Yola (Nigeria), the Mission took the opportunity to visit the Adamawa Provincial Secondary School for Boys, a boarding school with 183 students, seven of whom are from the Northern Cameroons. This institution has not yet progressed beyond Secondary II, and up to now the few pupils who have completed Secondary II were sent to Bauchi Provincial Secondary School for further training (Standards II to IV). Four pupils from the Northern Cameroons were studying at Bauchi (Nigeria) during 1955. It should be mentioned also that the Adamawa Provincial Secondary School was formerly a middle school, and for the time being, senior primary classes, relics of its former status, are still taught there. These classes, however, will soon be discontinued and the institution will become a full secondary school. The Mission noted that five of the teachers came from the Northern Cameroons. A classroom was visited where a lesson in English was being given and the Mission was favourably impressed by the degree of knowledge of that language which the pupils had already acquired. In connexion with the school there are also workshops, and the Mission saw boys engaged in manufacturing coat-hangers.

349. The Mission also saw a similar institution in Maiduguri (Nigeria), the Bornu Provincial Secondary School, which will be progressively expanded to give a complete secondary education. At present, there are five pupils from the Northern Cameroons, and eight more are expected early in 1956.

### D. VOCATIONAL AND TECHNICAL TRAINING

350. The Mission visited the Government Trade Centre at Ombe River, which is now in full operation with nine technical instructors and a student enrolment of 136. The students are receiving training to become fitter-mechanics, blacksmiths, welders, cabinet-makers, painters and decorators, carpenters, bricklayers, sheet-metal workers and electricians. Plans are in hand to increase the enrolment to 200. Apart from an initial

entrance fee, training is completely free, all expenses being borne by Colonial Development and Welfare funds. In 1954, the Cameroons Development Corporation paid the fees for twenty-three children of its employees at this centre. Students must have Standard VI as the prerequisite educational qualification for admission to Ombe. The Mission was greatly impressed by the equipment, as well as by the high standard of craftsmanship, and realized that the output from this centre would help to relieve the shortage of skilled workers in the Territory. The Mission also witnessed the presentation ceremony at which certificates were presented by the Mission's chairman to the first two classes of apprentices to complete their training.

351. People in the Northern Cameroons get professional and vocational training in Nigeria, for example, at the Government Trade Centre in Kaduna and the Zaria Institute of Administration, which prepares personnel for civil service work in the various Native Authority offices.

352. A training scheme for young artisans in Adamawa Province is being conducted by the Public Works Department. Assistance has been sought from the United States Foreign Operations Administration for disseminating craft training through teacher-training institutions.

353. The Mission was able to visit the Women's Training Centre in Maiduguri (Nigeria), which trains girls in either nursing or teaching. It offers a pre-nursing course of two years leading to entrance to the Preliminary Nurses Training Schools at Kano or Wusasa or—in the event of the student's not being able to reach this standard—to work in a local dispensary or hospital. Of the thirty-four pupils enrolled, thirteen are pre-nursing students, including one from the Northern Cameroons.

#### E. HIGHER EDUCATION

354. The need for higher education is illustrated, *inter alia*, by the great shortage of professionally trained people in the Territory, especially doctors and engineers. The Mission heard more than one African complain about this fact and these complaints have been echoed in many communications.

355. Students desiring higher education proceed to institutions chiefly in the United Kingdom or in Nigeria. Thus, in 1954, twenty-four holders of Southern Cameroons scholarships were studying at universities overseas and seven were in attendance at University College, Ibadan (Nigeria), where the teaching is in English.

356. In connexion with the Trusteeship Council's recommendation made at the fifteenth session to the effect that more scholarships should be granted to Cameroonian students for study abroad, the Mission asked the Administering Authority whether the number of qualified Cameroonian students applying for scholarships exceeded the number of scholarships available. To this question, the Commissioner of the Cameroons replied in the negative, adding that the difficulty continued to be to find candidates sufficiently highly qualified to secure entry to institutions of higher education in the

prevailing conditions of severe competition. The Southern Cameroons Government was endeavouring by negotiation to secure favourable treatment for nominees.<sup>34</sup>

357. For the past few years, the Cameroons Development Corporation has provided annually £5,000 for the award of scholarships to Cameroonians pursuing courses of higher education especially in the fields of medicine, nursing, accountancy, engineering, commerce and in particular, agriculture.

358. Since the beginning of the Corporation's scholarship scheme, a total of thirty-one scholarships has been awarded.

359. The Mission, during its stay in Lagos, took advantage of its proximity to Ibadan to visit University College. This admirable institution, which has several students from the Trust Territory, was a source of great interest to the Mission.

#### F. TEACHERS

360. Data on teachers and teacher training in the Territory can be found in paragraphs 538 to 548 of the Administering Authority's annual report for 1954.

361. With reference to the Trusteeship Council's recommendation, made at its fifteenth session, to the effect that the Administering Authority should continue its efforts to train more and better qualified teachers, the Mission was informed that for a number of years there have been four single-stream Grade III teacher training centres in the Southern Cameroons and one government single-stream Grade II Centre, but there has been no significant expansion until this year when the new Southern Cameroons Government made determined efforts to improve the situation. Development now taking place is as follows:

*Roman Catholic Mission Training College, Bambui.* This was expanded into a double-stream college this year.

*Roman Catholic Mission Women's Training College, Fiango.* A Grade II course, for which a building grant of £4,000 has been made, will be enrolled for the first time in January 1956 and this centre will now deal with Grade III and Grade II training for women teachers. There have previously been no facilities for training women Grade II teachers in the Territory.

*Government Teachers' Training Centre, Kumba.* In order to increase the output of Grade II teachers, this centre has been converted to a double-stream Grade II college. The first double-stream class was enrolled this year, and in 1956 there will be four classes in training. The International Bank mission recommended an annual output of fifty Grade II teachers. It is expected that, by the end of 1957, the annual output will be approximately seventy-five.

*Baptist Training College, Soppo.* This voluntary agency which previously did not train its own teachers, opened a new Grade III training centre at Soppo in

<sup>34</sup> See annex XI for a full statement of the Southern Cameroons Government's policy for scholarships.

January 1955 and an initial building grant of £6,000 has been earmarked from Colonial Development and Welfare funds.

*Basel Mission Training Centre, Batibo.* This is being developed into a double-stream college with a grant of £11,000, and it is anticipated that the first of the additional classes will be enrolled in 1957 when the new buildings are completed.

*Roman Catholic Mission Training College, Muyuka.* A new training centre will be opened by the Catholic Mission in temporary accommodation and will be transferred to a new site at Bonjongo when buildings are completed. Provision for a building grant of £6,000 has been made from the Colonial Development and Welfare funds.

362. Table 93 of the 1954 annual report shows that there was an increase in the number of teachers in the Territory from 1,406 in 1953 to 1,778 in 1954. Figures for 1955 are not yet available.

363. While in the Northern Cameroons, the Mission visited the Vernacular Teacher Training Centre for boys at Mubi, where students are taken in direct from junior primary school after having had only Standard IV education. It was stated that such a meagre educational background mitigated against the attainment of a high teaching standard and the hope was expressed that eventually the school would accept for teacher training only students who had completed the senior primary school (Standard VI).

364. In a number of places, the Mission's attention was drawn to the multiplicity of languages in the Trust Territory—a fact which constitutes no minor problem in the field of education. In the Vernacular Teacher Training Centre at Mubi, for example, the students have in general little knowledge of English and the teaching is carried on in Hausa, which language the students also mostly employ as the medium of instruction when they become teachers themselves. However, not all the students know even Hausa and some must learn it after entering the Centre. In reply to a query by one member of the Mission as to why English was not taught to such students since they had to learn a new language in any case, it was stated that Hausa was easier for them since they already knew at least a few words of Hausa and in daily life were surrounded by Hausa-speaking people. The Mission noted with interest that in the near future, when students from senior primary schools are admitted, English, instead of Hausa, will be used as the medium of instruction. It would take two years to acquire an adequate knowledge of English, which is included as a subject in the curriculum. The Mission is, however, not entirely convinced that from a technical point of view, the teaching of a foreign language, Hausa, before reaching English as the medium of instruction is the best solution, and suggests that the opinion of the United Nations Educational, Scientific and Cultural Organization (UNESCO) should be sought on this particular point.

365. The Centre has an enrolment of 124 students, twenty-seven of whom are from the Northern Cameroons. It provides a four-year course, after which a vernacular

teacher's certificate is awarded. Each year, one course is graduated and a new one taken in. Married students are permitted to have their wives with them and the wives receive some training in domestic science and allied subjects. In its emphasis on the practical side of teaching, the Centre runs, in conjunction with it, a "practice school" consisting of seven classes and there is an enrolment of ninety-three children drawn from Mubi Town. Some of these children also must spend two or three months learning Hausa before they can benefit from the instruction offered them. Here the novice teacher actually engages in teaching a class under the supervision of his instructor. The Centre has a staff of seven (two expatriates) and a crafts instructor. The African teachers hold the senior primary certificate and have spent one year in England in professional training. In connexion with the Centre, there is also a farm of fifteen acres and a herd of eighteen cattle, so that the students may receive instruction in mixed farming and modern agriculture and dairy methods. Twenty-four students graduated in 1953, twenty-six in 1954 and it was expected that twenty-seven would graduate during 1955. The Mission commends this effort to secure a greater flow of teachers to develop education in the north.

366. During the evening, the Mission saw the students of the Centre perform a little play in English which impressed it the more, since at the theatrical evening enjoyed by the 1952 Visiting Mission the language had been Hausa.

367. The Mission also visited the Women's Training Centre at Maiduguri (Nigeria) which, as mentioned above, trains in teaching as well as in nursing. Of the thirty-four students enrolled, twenty-one (including two from the Northern Cameroons) are studying to be teachers. The Centre offers a three-year course leading to the Grade III teaching certificate. Besides merely academic subjects, courses in domestic science (cooking, sewing, housewifery), and in hygiene and physical training are also given. The Mission was very favourably impressed by the excellent plant, by the high quality of the instruction and by the enthusiasm of both staff (three expatriate teachers) and students. It hopes that it will be possible to enlarge considerably upon the present enrolment and to secure a higher percentage of girls from the Northern Cameroons.

## G. ADULT EDUCATION

368. In its report, the 1952 Visiting Mission noted that mass education was still little developed and was of the opinion that the Administering Authority might consider the possibility of increasing its efforts in this field.

369. The present Mission is happy to report that considerable progress has in fact been made since 1952 in adult education and considers that the Administering Authority deserves commendation for its efforts, especially for the campaign conducted in the Northern Cameroons against illiteracy, which resulted in the award of 6,000 literacy certificates. It notes, however, that the spread of adult education is somewhat uneven, due

perhaps to difficulties of communications, as in the Mamfe Division, which render co-ordination of effort no easy thing. The Mission hopes that it will soon be possible to overcome these difficulties so that all people in the Trust Territory may be included in the over-all programme of mass education.

370. The newly formed Southern Cameroons Government has already enunciated its policy for adult education<sup>35</sup> and stated its view that adult education embraces much more than adult literacy and must be held to include such matters as health, hygiene and sanitation, the improvement of agriculture and housing conditions, and the wise and thoughtful use of leisure. It is therefore the aim, in the pursuit of this policy, to enlist the aid of all agencies concerned with the improvement of community life.

371. In the Bamenda area, there are now 114 centres and 172 classes with a total enrolment of just under 3,500. This represents an increase of twenty-nine centres and sixty-six classes as compared with the figures given in the Administering Authority's annual report for 1954.

372. An adult literacy campaign is now being vigorously prosecuted in the Victoria Division where a Native Authority organizes and supervises the work of seventeen centres in which just over 600 illiterates are

receiving instruction. In this Division also, the Cameroons Development Corporation provides evening literacy classes three times a week in three grades, those reaching the top being allowed to take an examination prior to the award of literacy certificates. Seven full-time adult education organizers, all of whom are trained teachers, have enrolled 1,400 adults who attend 188 classes at eighty-nine centres. Classes in English and arithmetic are also held for employees who have completed the senior primary school course, mainly office workers. Part-time technical classes for carpenters, electricians and mechanics have also been started at Tiko, Bota and Idenau respectively.

373. An adult education organization has been set up by Pamol Ltd. on its Lobe estate in Kumba.

374. The Administering Authority states that it intends to make a survey of the whole problem of adult literacy in the Southern Cameroons and to this end, UNESCO is to be asked to make available the services of an expert to conduct such an inquiry and advise upon an over-all policy.

375. In Dikwa Emirate, there are 196 classes which in the last session of 1954 catered to 5,900 people and issued 662 certificates.

376. In the Trust Territory administered as part of Adamawa Province, there are 233 classes with approximately 15,000 pupils, of whom 2,898 were awarded certificates.

<sup>35</sup> See annex X, "Policy for education", paras. 23 and 24.

## CHAPTER VI

### DISSEMINATION OF INFORMATION ON THE UNITED NATIONS

377. During its visits to schools, community halls and other institutions, the Mission saw displays of United Nations explanatory literature, booklets and posters which testified to the endeavours of the Administering Authority to make known in the Trust Territory the general purposes of the United Nations and the International Trusteeship System. Throughout its tour in the Southern Cameroons, the Mission was accompanied by a movie-cameraman and a still-photographer from the Federal Department of Public Relations, as well as by the local correspondent of the *Daily Times*, a newspaper published in Lagos with an extensive circulation in the Southern Cameroons.

378. In the Northern Cameroons, the Mission learned of the attempt to keep the people more fully informed about the United Nations. Besides the display of literature and posters in the schools, vernacular "study

kits" are being distributed to adult education classes. This is being done with the co-operation of the Northern Region Literature Agency, which arranges translation, printing and distribution. The first "study kit" is a description of United Nations and of the implications of the International Trusteeship System. The language used is simple in the extreme, and only the barest outlines of the problem are touched.

379. The pamphlets are being printed at the moment and initially 30,000 will be issued in Kanuri, Fulani and Hausa and a small number in Hidkala, a pagan dialect of Gwoza.

(Signed) M. H. DORSINVILLE (Haiti) *Chairman*

R. SCHEYVEN (Belgium)

H. K. YANG (China)

E. W. MULCAHY (United States of America)

## ANNEX I

## Itinerary

<i>Date (1955)</i>	<i>Description</i>	<i>Miles covered</i>	<i>Date (1955)</i>	<i>Description</i>	<i>Miles covered</i>
November			November		
18	Arrived by car at Bamenda from Dschang (Cameroons under French administration) having inspected Santa Coffee Estate <i>en route</i> ; inspected new town (Mankon) layout; meetings and oral hearings.	112		Group B: departed by car to visit the Cameroons Development Corporation tea plantation at Tole, returned to Buea.	
19	Group A: departed by car for Kumbo, met Bamenda South Eastern Federation Native Authority <i>en route</i> at Ndop; inspected the Veterinary Station and Livestock Investigation Centre at Jakiri; addressed by Fon of Nsaw and met his Council.	80	25	Departed by car for Kumba to meet the Kumba Divisional Native Authorities; meetings and oral hearings; <i>en route</i> to Kumba, met the representatives of the Bakweri Co-operative Union of Farmers; oral hearings. In the afternoon the Mission divided: Group A remained in Kumba to meet the Southern Cameroons Co-operative Congress; Group B visited the Government Agricultural Station at Barombi-Kang. Both groups returned to Buea.	106
	Group B: departed by car for Wum stopping <i>en route</i> at Mbengui to meet South Western Federation Native Authority; met Wum Divisional Native Authority; meetings and oral hearings; returned to Bamenda.	137	26	At Buea; meetings and oral hearings.	—
20	Group A: departed by car from Kumbo for Nkambe, stopping <i>en route</i> at Ndu, Nsob and Binka; met with Nkambe Divisional Native Authority; returned to Bamenda.	37	27	Departed by car for Tiko airport and proceeded by air to Yola (Nigeria); visited Kofare Agriculture Farm outside Yola.	16 600 20
	Group B: departed by car from Bamenda for Bali, meeting the Bali Native Authority; meetings and oral hearings; returned to Bamenda where meetings and oral hearings also took place.	85 36	28	At Yola; visited various institutions in Yola Town; discussion with the Lamido of Adamawa and members of his Council.	—
21	Departed by car from Bamenda for Mamfe, meeting the Mamfe Division Native Authority; meetings and oral hearings	98	29	Group A: departed by car from Yola to Mubi	120
22	Departed by car from Mamfe for Buea; visiting <i>en route</i> the Manyemen Leper Centre.	175		Group B: departed by car from Yola via Jada for Sugu, visiting the Health Centre there; meetings and oral hearings at Jada. Returned to Yola with a second (afternoon) stop at Jada to attend the agricultural show.	192
23	At Buea; informal talks with members of the Southern Cameroons Executive Council; inspected new governmental buildings.	—	30	Group A: departed by car for visits to Bazza, Vi, Micika and Lassa; returned to Mubi.	140
24	Group A: departed by car for Tiko to inspect undertakings of the Cameroons Development Corporation and the Likomba plantation of Elders and Fyffes; joined up with Group B at Bota for lunch.	16		Group B: departed by car from Yola to Mubi.	120
a.m.			December		
	Group B: departed by car for Bota to inspect undertakings of the Cameroons Development Corporation.	40	1	At Mubi; departed by car for Gella; returned to Mubi, visiting various institutions in that centre, meetings and oral hearings.	24
p.m.	Both groups proceeded to Victoria for a meeting with the Victoria Divisional Native Authorities; the Mission then divided.	50	2	Departed by car from Mubi for Maiduguri (Nigeria) with stops at Gulak, Gwoza and Bama; meetings and oral hearings.	176
	Group A: departed by car for Government Trade Centre at Ombe; returned to Buea.		3	Departed by car from Maiduguri for Bama, visiting various institutions in that centre; discussion with the Dikwa Native Authority Outer Council; returned to Maiduguri.	90
			4	At Maiduguri; visits to various institutions; meetings with the Government Departmental Heads and the Dikwa Native Authority Heads of Departments.	—



<i>Date (1955)</i>	<i>Description</i>	<i>Miles covered</i>	<i>Date (1955)</i>	<i>Description</i>	<i>Miles covered</i>
December			December		
5	Departed by air from Maiduguri for Lagos.	800	10 and 11	Departed by air from Abidjan for Paris via Dakar.	
6 and 7	Meetings in Lagos.	—	12 and 13	Meetings in Paris.	
8	Departed by car for Ibadan (Nigeria) for unofficial visit to University College; returned to Lagos.	224	14	Departed by air from Paris for London.	220
9	Departed by air for Abidjan (French West Africa); communications difficulties prevented immediate onward flight to Dakar for the scheduled visit to Dakar University.	560	15 and 16	Meetings in London.	
			17	Departed by air from London for New York.	3,450
			18	Arrived in New York.	

## ANNEX II

### Political parties and their personnel and programmes

In the Northern Cameroons the only political parties functioning are the two Nigerian organizations, the Northern People's Congress and the Northern Elements Progressive Union described in paragraphs 130 and 131 of the 1954 annual report. The last elections showed that the NPC had much greater support in the Northern Cameroons than the NEPU. The Mission met the local leaders of the branch organizations of these parties in the Trust Territory.

In the Southern Cameroons, since the 1954 annual report was written, the political parties have been increased by the emergence of two new ones, the Kamerun National Democratic Party (KNDP) and the Kamerun United Commoners' Party (KUCP). The following is a list of the officers of the present Cameroons political parties:

<i>Name</i>	<i>Office</i>	<i>Town</i>
<i>Kamerun National Congress</i>		
Robert Jabea Kum Dibonge	President-General	Douala, Cameroons under French administration; domiciled Victoria/Buea since January 1918.
Dr. Emmanuel Mbele Lifafe Endeley, O.B.E.	Parliamentary Leader	Buea
Rev. Jeremiah Chi Kangsen	Vice-President-General	Wum
Solomon Tandeng Muna	Deputy Parliamentary Leader	Mengen-Mbo. Now domiciled at Abakpa, Bamenda
John F. Gana	Secretary-General	Bali, Bamenda, now domiciled at Soppo/Buea
Henry D. Tankoh	Asst. Secretary-General	Bali, Bamenda
Ernest Kofele Martin	Secretary to the Parliamentary Committee	Victoria
John T. Ndze	Chief Whip	Tabenken, Nkamba
Joseph Henry Ngu	Treasurer-General	Dschang, Cameroons under French administration. Domiciled at Buea-Kumba since 1918
Vincent T. Jainjo	Auditor-General	Banso, now at Ndop, Bamenda
<i>Kamerun People's Party</i>		
Paul Monyango Kale	Leader	Buea
Nerius Namanso Mbile	First Deputy Leader	Kumba
Sama Ndi	Second Deputy Leader	Bikom, Bamenda
Peter N. Notomby-Woleta	Secretary	Soppo-Buea
Chief Richard Ndobede Charley	Treasurer	Bakossi, Kumba
<i>Kamerun National Democratic Party</i>		
J. N. Foncha	President	Bafreng, Bamenda
Anthony Ngunjoh	Principal Organizing Secretary	Victoria
<i>Kamerun United Commoners' Party</i>		
Benedic Mesuah	President	Bakossi, Kumba
E. A. Anjeh	Secretary	Isangelle, Kumba

The Mission has met many of the leaders of these parties in the Southern Cameroons.

The last elections (for the Federal House of Representatives) showed the KNC as still having much the greatest support among

the electorate generally, though the KPP polled nearly as heavily in the Victoria, Kumba and Mamfe Divisions. The strength of the KNDP and KUCP have not yet been tested at the polls.

The declared programmes of the Southern Cameroons political

parties do not differ very radically one from another, the objectives of all being autonomy of some kind for the British Cameroons and accelerated social development.

At the last elections, which provided generally a straight fight between the KNC and KPP the distinction seemed to be that the KNC, which maintained an alliance with the Nigerian Action Group, put Southern Cameroons autonomy before any other consideration, while the KPP, which was actively associated with the National Council of Nigeria and the Cameroons, held that there were considerations of expediency which should qualify the

pursuit of this aim and that, meanwhile, the Southern Cameroons should play as full a part as possible in the affairs of the Federation. The KNDP was subsequently formed by a break-away from the KNC in protest against the alliance with the Action Group: the new party has given special prominence to the demand for unification of the former Kamerun territory.

At the last elections both the KNC and the KPP showed themselves to have organizations effective in all Divisions. That of the KNC was inherited from an association of Improvement Unions existing before the days of party politics in the Southern Cameroons.

## ANNEX III

### Outline plan of development and welfare 1955-1960

#### INTRODUCTION

1. Honourable Members will be aware that, in response to the invitation of the Federal Government, proposals were framed early in 1954 for colonial development and welfare assistance to this Territory in the five-year period 1 April 1955 to 31 March 1960. These proposals called for assistance of the order of £4,750,000.

2. In his despatch of 26 April 1955, the Secretary of State announced his decisions in regard to the allocation of development and welfare funds for the five-year period. These funds will amount to £80 million new money plus £40 million unspent from the previous period. Under the Colonial Development and Welfare Act, 1955, the Southern Cameroons is allocated £1,330,000 for the five-year period, but this is additional to the unspent amount of the allocations made to the Territory under the 1950-1956 Revised Plan of Development and Welfare.

#### PROCEDURE

3. The Government has carried out a comprehensive review of the development projects planned for 1955-1960, and the purpose of this paper is to acquaint the House with the proposals of the Government for development and welfare planning in the five-year period ending on 31 March 1960.

4. It is not proposed to set out in this paper the fully detailed plan of work for each development project: rather, it is to sketch in broad outline the Government's proposals. When the views of the House on these proposals are known, it will be possible to prepare detailed applications for submission to the Colonial Office. It should be appreciated that, although the Secretary of State has approved a global figure for development and welfare assistance to the Southern Cameroons, it does not relieve the Territory of the obligation to submit full details of each scheme. Each scheme has to be approved by the Colonial Office and by the United Kingdom Treasury, and for this reason it is necessary to furnish information showing how the proposed expenditure is to be phased over the period of the plan, distinguishing between capital and recurrent expenditure and indicating what proportion of the cost, if any, can be met from local funds. When schemes have received the approval of the Secretary of State, it will also be necessary in many cases to submit applications for supplementary provision to the Standing Committee on Finance. By seeking the general approval of the House for the Government's proposals at this stage, it should be possible to initiate the new schemes with as little delay as possible, thereby enabling departments to take advantage of the building season beginning in October.

#### FINANCE

5. The first financial consideration is that the Territory has no accumulated reserves for the financing of the five-year development plan. This follows inevitably from the fact that the Territory has

operated its own budget only since 1 October 1954, and that it was established with no reserves other than £300,000 of working capital which had been advanced by the Federal Government and which cannot properly be applied to development expenditure. The second consideration is that there is no prospect at present of any margin of revenue over expenditure that could be applied in whole or in part to capital development. The revenues of the Territory are barely sufficient to sustain the ordinary level of the Government recurrent budget and that part of the existing Development and Welfare schemes which it is proposed to lift to the ordinary budget.

6. The effect of this is that, in general, all that will be available for the Territory's development plan will be the £1,330,000 contribution from the Colonial Development and Welfare Act plus the unspent amount under the 1950-1956 Plan.

7. In regard to the latter, the Government has decided that, in view of the delay in obtaining the final figures for the agreed division of the old Eastern Region schemes between the Eastern Region and the Southern Cameroons and of the objection of the British Treasury to giving retrospective authority for expenditure on development and welfare schemes, the expenditure under the present section B schemes should be borne wholly on Southern Cameroons revenues until such time as they are superseded by new schemes.

8. The amount now agreed as the Southern Cameroons share of the old Eastern Region schemes is £230,000, which means that there is a total sum of £1,560,000 available in colonial development and welfare grants for the five-year period 1955-1960. In view of the facts stated in paragraph 5 above, it has been necessary to seek special consideration for 100 per cent schemes for the Southern Cameroons. Representations have been made to the Federal authorities on this point and it is hoped that the Southern Cameroons case will shortly be put to the Secretary of State. The House should note that the Plan set out in this paper is conditional upon the Secretary of State's accepting the claim of this young Territory to special treatment.

#### OLD SCHEMES

9. As indicated above, the Government has proposed that certain of the old schemes under the Revised Plan of Development and Welfare, 1950-1956, should be transferred to the ordinary budget in the new five-year period and should no longer attract development and welfare grants. These schemes are:

Development of general education (the Rural Education Centre, Bambui);

Medical and health services: general;

Medical and health services: Field Unit;

Building staff, plant and vehicles;

Rural water supplies.

10. As regards the remainder of the old schemes, the Government has proposed that the new schemes should incorporate that part of them which is essential to the Territory's development programmes for the five-year period.

#### ALLOCATIONS

11. The Government proposes that the colonial and development welfare grants available for the period 1955-1960 should be allocated as follows:

	£
Road development .....	659,000
Education .....	323,000
Agriculture (including fisheries) .....	230,000
Veterinary .....	68,000
Forestry .....	60,000
Medical (including leprosy) .....	145,000
Community development .....	30,000 <sup>a</sup>
Water supplies .....	45,000
	<hr/>
TOTAL	£1,560,000

#### SCHEMES

12. The following is a very brief description of the individual schemes to be financed under the allocations shown in the preceding paragraph.

##### *Road development*

13. The extension and improvement of road communications is the prerequisite of all development in the Territory. The Government therefore proposes to devote a high proportion of the funds available for development to the provision of the feeder roads essential for the economic advancement of the Territory. It is hoped to carry out the following projects with the funds allocated for this scheme:

(a) *Kumba-Tombel*: provision of bituminous surface and permanent bridging—£133,000.

(b) *Mbonge-Kumba*: provision of all-season gravel surface and permanent bridging—£171,000.

(c) *Bakebe-Fontem*: provision of all-season gravel surface and permanent bridging—£298,000.

(d) *Bamenda Ring Road—West*: reconstruction of bridges—£10,000.

(e) *Menemo-Ngaw*: construction of new road with community labour assistance—£20,000.

(f) *Ossing-Nguti*: provision of pilot track and culverting—£4,000.

A margin is also provided for survey works and contingencies.

##### *Education*

14. The allocation will be spent on the following projects:

(a) *Ombe River Trade Centre*. Some £150,000 must be devoted to the continuation of development at this Centre. It is hoped, as the plan progresses, to shift much of the recurrent cost of this Centre to the ordinary budget, thereby releasing development and welfare funds for other educational projects of a capital nature.

(b) *Manual training centres*. It is hoped that this project will be carried out in partnership with the United States Foreign Operations Administration (FOA). The aim of the project is to develop skill in woodwork and metalwork on the part of pupils in senior primary classes. The scheme will provide a central workshop and training facilities at the Kumba Teacher Training Centre.

<sup>a</sup> Colonial Development and Welfare share only.

It is also proposed to establish workshops at three primary schools. The Southern Cameroons' share of this scheme is put at £12,000.

(c) *Primary schools*. It is proposed to spend £68,000 on permanent buildings for primary schools. The Government hopes that, by providing attractive accommodation, primary school enrolment will be stimulated with lasting benefits to the Territory's educational system.

(d) *Secondary school for girls*. £25,000 is set aside for the Roman Catholic Mission as a capital grant towards the building of a secondary school for girls. At present there is no provision in the Territory for the secondary education of girls.

(e) *Secondary education for boys*. A grant of £16,000 is proposed to enable the Cameroons Baptist and Basel Missions jointly to develop Bali College into a double-stream secondary school.

(f) *Teacher training*. Capital grants are proposed to enable the voluntary agencies to expand and improve the training centres at Batibo, Soppo and Bonjongo. This will help to correct the present unsatisfactory dilution of teaching staff which gives a very low ratio of trained to untrained teachers in the Territory's primary schools.

(g) *Agricultural Institute*. The Government has noted the recommendation of the International Bank mission that a school of agriculture should be established in the Territory. The Government has accordingly proposed that the existing Rural Education Centre at Bambui should be developed into an Agricultural Institute, among other things providing training for aspirants to jobs in the Agriculture, Forestry and Veterinary Departments. It is therefore proposed to spend £14,000 on additional buildings at the Rural Education Centre to enable this plan to be carried out.

##### *Development of agriculture and fisheries*

15. The Government has noted the recommendations of the International Bank mission regarding the establishment of a Department of Agriculture for the Southern Cameroons and has borne these recommendations in mind when allocating this comparatively large sum to the development of agriculture. It is proposed to continue the agricultural development at present in process under the Revised Plan of Development and Welfare. The following special projects are also planned:

(a) *Buildings*. An essential requirement for the establishment of a Department of Agriculture for the Territory is the provision of buildings. At present this department owns hardly any permanent buildings. It is therefore proposed to devote £66,500 to the basic needs of the new Department in respect of staff quarters, offices and laboratory space.

(b) *Agricultural machinery*. It is proposed to earmark £15,000 for the purchase of agricultural machinery. This machinery will be used for testing, demonstration and hire. The employment of machinery will be an essential feature of agricultural development in this sparsely populated Territory.

(c) *Barombi-Kang*. £25,000 is to be spent on the development of this farm which will be the centre for research on the wide variety of crops whose development is vital to the economic progress of the Territory.

(d) *Land utilization*. An allocation of £15,000 is proposed to enable the following work to be carried out:

- (i) Fertilizer experiments;
- (ii) Soil conservation projects; and
- (iii) Resettlement projects.

(e) *Victoria Botanic Gardens*. Capital expenditure of £4,000 is planned in order to bring the Gardens into decent repair so that they may be more economically maintained. Part of the Gardens is admirably suited to market gardening development and it is also proposed to carry out work there on the vegetative propagation of cocoa.

(f) *Fisheries.* In accordance with the recommendation of the International Bank mission, it is proposed to establish a small fisheries organization. This will form part of the Agriculture department. It is intended to employ this organization for the development of inland fishing.

#### *Veterinary*

16. A large part of the allocation under this head will be required for the continuation and development of the work at present being carried out at the Jakiri Livestock Investigation Centre. In addition, it is proposed to finance a number of capital projects. These will include the installation of a much-needed water supply at the Livestock Investigation Centre, the provision of offices and quarters for the newly-formed Southern Cameroons Veterinary Department, the improvement of the cattle route from Bamenda to Victoria, an investigation into cattle and meat marketing projects and the procurement of essential items of capital equipment for the new department.

#### *Forestry*

17. The allocation will be sufficient to allow the existing development work being carried out by this department to continue. A high proportion of the allocation will be spent in the forest reserves on forest operations, including afforestation.

#### *Medical and health*

18. It is proposed to allocate the funds available to the following projects:

(a) *Leprosy control.* Approximately £55,000 will be devoted to the provision of capital and recurrent grants for the Manyemen and Mbingo Leper Settlements.

(b) *Housing for medical staff.* The absence of suitable (and, in some cases, of any) housing for medical staff has long hampered medical development in the Territory. It is therefore proposed

to devote £20,000 to the provision of staff quarters for medical personnel, both senior and junior.

(c) *Kumba Hospital.* This is a project that was postponed under the old Plan. Some £18,500 will be spent on the erection of new buildings at this hospital, which at present is housed in cramped and ill-equipped buildings.

(d) *Bamenda Hospital.* About £5,000 is required for an X-ray block and generator at the new hospital.

(e) *Roman Catholic Maternity Hospital, Shisong.* A grant of £1,000 is proposed towards the cost of a midwives' dormitory.

(f) *Nkambe Hospital.* A capital grant of £5,000 is proposed for the completion of this hospital.

(g) *Wum Hospital.* Provision of £40,000 is made for the capital cost of a 30-bed hospital at Wum. This will be a government hospital.

#### *Community development*

19. In addition to the sum earmarked in the allocation at paragraph 11 above, the Southern Cameroons is also proposing to provide £60,000 over the five-year period for this purpose from its own funds. There will thus be a total allocation of £90,000. This will provide community development grants which will be used to stimulate local endeavour by meeting the cost of those items which local communities themselves cannot reasonably be expected to provide, in particular the cost of capital items.

#### *Water supplies*

20. Final details of this scheme have not yet been framed, but it is hoped to finance the following projects under this scheme:

(a) A grant towards the completion of the Kumba Water Supply Scheme;

(b) Grants towards the cost of water supply schemes for Tombel and Wum; and

(c) The provision of village wells and water points.

## ANNEX IV

### Encouragement of foreign capital

The Southern Cameroons Government, recognizing the great need of the Territory for direct investment from abroad to hasten the development of its resources, and in particular its agricultural resources, is anxious that foreign enterprise should participate to the full in the economic advancement of the Territory.

To this end, the Government proposes to take all such measures as are within its power to attract foreign enterprise to the Territory in all spheres of economic activity.

Although the Government prefers that there should be an element of local partnership in such enterprise, it does not propose to apply a rigid insistence upon local financial participation.

In particular, the Government proposes, by all available means of publicity, to bring to the notice of overseas enterprise the many possibilities for development that exist in the Territory, at the same time explaining the desire of the Southern Cameroons Government for foreign investment.

The Government also proposes to advise the Governor-General to make land available on reasonable terms for all suitable types of enterprise, including overseas plantation enterprise, having due regard to the interests of indigenous inhabitants.

Apart from the lease of land, the Government will grant such other facilities as are within its power to assist foreign enterprise that comes to establish itself in the Territory.

## ANNEX V

### Policy for agriculture

#### INTRODUCTION

The Southern Cameroons under United Kingdom administration lies between the latitudes 4 degrees and 7 degrees North and 8 degrees 30 minutes to 11 degrees 10 minutes East. The climate varies between the extremes of the hot coastal plain and the cold highlands of Bamenda. The soil is mainly of volcanic origin and is capable of producing a wide range of crops, from those of the hot tropical forests to such temperate crops as wheat. It is

hard to mention any known crops that cannot be grown in some part of the Southern Cameroons.

There are two factors which prevent such a fruitful and potentially rich country from being fully developed. These factors are the shortage of labour and the lack of communications. Efforts will be made to remedy these difficulties so that the Southern Cameroons may attain the rich future that its soils and climate have in store for it.

In any agricultural country such as the Southern Cameroons it is not sufficient to ensure that the farmer has enough to eat but that he can produce in excess of his requirements those raw materials required by the outside world whereby goods and services can be bought to raise his standard of living. Above all it will be our endeavour to conserve and improve the soil, from which all products are obtained, for those who follow. No one should leave a barren heritage for his children.

#### STAFF

No policy can be carried out without staff, and in a country wholly dependent on agriculture for its livelihood it is essential that all grades of staff in the Department of Agriculture should be of the highest quality. Officers and officials indigenous to the country have advantages not enjoyed by those from elsewhere and it is proposed to staff the Department with local officers as rapidly as possible. The training of men for the higher grades of the service cannot yet be undertaken in the Southern Cameroons and therefore scholarships will be awarded to suitable men to enable them to pursue courses of study to fit them for these posts.

The junior grades will be trained locally and provision will be made for suitable courses within or without the Southern Cameroons for those who would most benefit and to enable others to specialize in certain sections of their work.

The Government will convert the present Rural Education Centre at Bambui into an Institute of Agriculture for the training of (a) teachers; (b) candidates for departmental staffs; and (c) selected farmers.

The Staff of the Department will be increased so that as many farmers as possible can be brought into direct touch with the Department. The ultimate aim will be to bring the resources of the Department to every farmer.

#### AGRICULTURAL CREDIT

The Southern Cameroons Production Development Board will be the agency to which farmers may apply for agricultural loans. Such loans may be utilized for the employment of labour and generally for the adoption of improved methods.

#### PLANNED LAND USE

An objective of Government is to carry out a survey to determine the soil types of the Territory and to indicate the most suitable crops for those soils. Soil conservation in its widest sense will be applied and every effort will be made to enforce such measures as are necessary to bring this about.

When new areas are opened up the people will be encouraged to settle as a group so that social services may be more efficiently organized.

Encouragement will be given to the adoption of improved agricultural practices such as the keeping of livestock and the use of fertilizers and manures.

#### PLANTATION DEVELOPMENT

Capital from overseas will be welcomed into the country for the development of plantations and proper safeguards will be

provided for it. At the same time a partnership with Southern Cameroons interests will be welcomed.

#### THE DEPARTMENT OF AGRICULTURE

The policy of the Department of Agriculture is first and foremost to develop a system of agriculture that will not only keep the population self-sufficient in food but will also provide a surplus of food for sale, thereby enabling farmers to raise their living standards. The Department will ensure that a variety of foodstuffs is grown in order to afford the people an improved diet.

The Department will examine the possibility of bringing into use land at present regarded as unsuitable for cultivation. Attention will also be given to the livestock industry, which is so necessary to a balanced system of agriculture.

Encouragement will be given to the cultivation of export and other economic crops known to be suitable under Cameroons conditions.

Machinery will be tested and developed and, when found suitable, sold or hired to farmers to help them to develop their land.

Diseases and pests will be controlled and plant-breeding programmes carried out to evolve better crops suitable to the country.

To carry out this policy the Department has established experimental farms at Barombi-Kang near Kumba and at Bambui near Bamenda. At these stations the best methods of soil conservation, the maintenance of soil fertility, the introduction and testing of new crops, and methods of improving and protecting the existing ones will be investigated.

The Department will continue to maintain and will extend throughout the country at suitable centres demonstration farms and nurseries. The demonstration farms will show to the farmer the latest and best-proved practices which have been discovered and which he can practise himself. At some centres improved stud animals will be kept. The nurseries will provide the farmer with a source of new or improved planting material for his own use. Farmers will be expected to pay for the planting material they receive, although in order to encourage them to develop their holdings, the price paid may be nominal and may not reflect the full cost of production.

Active propaganda will be undertaken by the Department through the institution of agricultural shows and field days to draw the farmer's attention to improvements possible in his farming methods. The press, leaflets and handbooks will be used to encourage agricultural education.

#### BOARD OF AGRICULTURE

A Board of Agriculture, on which producers will be represented, will be set up to advise the Government on all matters affecting agriculture. In order to achieve this end, a law has been enacted by the Southern Cameroons Legislature. By this means the advice tendered to the Government will reflect not only the opinion of the expert but also that of the producer, the most important person in the country.

### ANNEX VI

#### Forest policy for the Southern Cameroons

1. History has so consistently demonstrated the inevitable penalties which follow wanton, indiscriminate forest destruction that the Government accepts the necessity for a sound long-term forest policy and the obligation to ensure that its forest policy is implemented.

2. Agriculture naturally takes precedence over forestry, but it

is recognized that a minimum area of permanent forest is essential for the physical, social and economic health of the country.

3. The object of the forest policy of the Government must be the production of the maximum benefit to the greatest number from the minimum amount of permanent forest which is essential for the general well-being of the Territory.

4. The supply in perpetuity of all forms of forest produce to satisfy the wants of the people will be assured by the preservation and management of an adequate forest estate.

5. Where there are indications that local conditions require protective forests, such protective forests shall be preserved, or established by afforestation. Protective forests in this context are forests needed either for the prevention of active or incipient soil erosion, or for the preservation of continuity of flow and freedom from contamination of water supplies from catchments serving communities, large or small.

6. The satisfaction of the needs of the people in forest produce of all kinds at the lowest possible rates will take precedence over revenue.

7. After the preceding objective is attained, the aim should be the production from the forest estate of the greatest revenue compatible with a sustained yield.

8. The area of land permanently preserved and managed as productive or protective forest will be kept to the absolute necessary minimum.

9. Since planned forest management is impossible without security of tenure, first attention will therefore be given to the secure establishment of the forest estate in the form of legally constituted forest reserves. Reserves constituted, but not yet placed under planned management, shall exceptionally be open to adjustment in accordance with major decisions of planned land development. Reserves which are, or which shall come, under planned management shall be regarded as inviolate and not open to adjustment.

10. The forest estate will consist of two main divisions, the first of regional value comprising the larger reserves, the second being plantations of strictly local value.

11. Management of the forest reserves will always be by method compatible with a sustained yield, whether of major or minor forest produce, or with the declared objects of management where no direct yield of forest produce is involved (case of purely protective reserves).

12. In any forest reserve, the objects of management and the methods adopted to achieve them will be decided with due regard to the interest of the forest owners and to any other interests affected and shall be in accordance with the Government's forest policy.

13. In addition to its primary duties in connexion with the forest reserves, the Forest Department must be prepared to advise departments of the Government, local government bodies and the general public on tree growing, timber utilization, subsidiary forest industries and other matters connected with forestry in all its ramifications.

14. The Government will favour and encourage by all means in its power the establishment of sawmills and other forest industries in the region, and will try to ensure to accredited operators of such sawmills and industries availability in regular supply from the forest reserves of the raw material they require, subject to the conditions of *ad hoc* agreement.

15. While the bulk of the timber and firewood consumed still comes from lands outside the reserves, these supplies are inevitably dwindling and will dry up in the course of time; the reserve forests will sooner or later have to supply virtually the whole of the demand.

16. The following premises can be accepted:

(a) Demand for timber will steadily increase with the growth of population, improved standards of living and industrialization;

(b) Demand for firewood and minor forest produce will tend to increase;

(c) The productivity of the reserved forests will steadily increase as time goes on through better and more intensive management;

(d) It is unlikely that further forest reservation on any large scale will be possible.

17. The organization, administration and finances of the Forest Department will at all times be such that the department can and does carry out efficiently and economically all the details of this Government's forest policy.

18. On 1 October 1954, the forest reservation position in the Southern Cameroons was as follows:

Forestry charge	Population (thousands)	Land area (square miles)	Number of forest reserves	Total area of forest reserves (square miles)	Percentage of land area reserved
Bamenda .....	429	6,932	10 <sup>a</sup>	486	7.1
Mamfe .....	100	4,321	5 <sup>b</sup>	1,027	23.8
Kumba-Victoria ....	223	5,328	9 <sup>c</sup>	759	14.2

<sup>a</sup> Bamenda Forestry Charge: of which three are not yet under planned management, *viz*: Mbembe Native Authority Forest Reserve; Fungom Native Authority Forest Reserve; Bali-Ngemba Native Authority Forest Reserve.

<sup>b</sup> Mamfe Forestry Charge: of which four are not yet under planned management, *viz*: Takamanda Native Authority Forest Reserve; Nta-Ali Native Authority Forest Reserve; Mbo Native Authority Forest Reserve; Mawne River Native Forest Reserve.

<sup>c</sup> Kumba-Victoria Forestry Charge: of which four are not yet under planned management, *viz*: Korup Native Authority Forest Reserve; Bambuko Native Authority Forest Reserve; Barombi Lake Native Authority Forest Reserve; Rumpi Hills Native Authority Forest Reserve.

## ANNEX VII

### Policy for co-operative development

#### Chapter I

##### OVER-RIDING CONSIDERATION

1. *Expansion of the movement.* The Government recognizes the merits of co-operation in economic improvement and now accords to the movement an important place in its plans for national development. It is the intention, therefore, to foster the steady expansion of the co-operative movement at a pace commensurate with the growing response of the people to the movement and with their increasing capacity to manage their own affairs.

2. *Inclusion of co-operation in economic plans.* It is agreed that co-operative methods are the most practical to adopt to meet the needs of the mass of the people in the spheres of economic develop-

ment which can take place in the future. Therefore, government policy will be to secure the participation of the people through the co-operative movement at the very start of any new economic schemes in the Southern Cameroons. The Co-operative Department will be a partner in the launching of new ventures, the administration of which requires teamwork from all appropriate Departments, the aim being that as many as possible of such ventures should ultimately be owned by the people and organized on co-operative lines.

3. *Stimulation towards independence.* The aim of the Government through the Co-operative Department will be to stimulate the co-operative movement to a degree of self-reliant independence at the earliest possible time so that the intensity of supervision of the simple type of societies may be relaxed; it being constantly

borne in mind that the movement cannot attain full vigour and health or be administered in a true co-operative spirit until societies are able to stand by themselves. This will allow the official staff to pursue development in other fields as the needs arise.

4. *The part of the Government.* The following facilities and services will be provided by the Government:

- (a) Legislation to provide easy registration and to safeguard members.
- (b) Trained supervisory staff in the Co-operative Department.
- (c) Support in obtaining financial grants and loans for societies to carry out approved objects.
- (d) Exemption from taxation in any surpluses accruing to societies by co-operative operations.
- (e) Assistance in any way which might facilitate the operations of co-operative societies.

### Chapter II

#### DEVELOPMENT

1. *Types of organizations.* The proposed development will follow three channels:

- (a) Agricultural producer co-operatives;
- (b) Consumer supply organizations;
- (c) Co-ordination of services, finance and policy at centre.

2. *Pyramid Plan.* With regard to the method of organization, the Pyramid Plan is already accepted and should be generally strengthened. By "Pyramid Plan" is meant the combination of small societies into unions and of unions into associations until country-wide organization is formed with a broad basis of primary societies.

### Chapter III

#### MARKETING OF EXPORTABLE CROPS

1. *Cocoa.* Up to recently this was the main co-operative activity in the Cameroons but through lack of funds, irregularity of supervision and absence of exporting facilities, progress has been disappointing. A reorganization of buying methods coupled with an expansion in the activities of the Cameroons Co-operative Exporters Limited will be carried out with a view to bringing to members the full advantage of co-operation. In the meanwhile a vigorous propaganda campaign will be undertaken, the ultimate aim being that of co-operative controlling of the export of cocoa in the Southern Cameroons.

2. *Bananas.* The expansion of the production and the export of indigenously grown bananas will be properly organized and steps taken to ensure that the fruit exported will be of the highest quality. At the same time the efficiency of the Bakweri Union of Farmers and its affiliated societies will be constantly reviewed in order that the farmers can obtain the maximum return for their fruit.

3. *Coffee.* The orderly marketing and export of coffee through co-operative societies and the Cameroons Co-operative Exporters will be developed with the knowledge that the return so assured and the services supplied will encourage farmers to expand the production of this valuable crop.

4. *Other crops.* Investigations will proceed regarding the possibilities of co-operative marketing and export of all other products in the Southern Cameroons, and when it has been found possible to grow new crops, such crops together with the method of cultivation will be introduced to the farmers through co-operative societies, it being desirable for the Territory's economy as a whole that as many products as possible should be exported.

5. *Quality.* The importance of a steady improvement in the quality of all produce is recognized and co-operative societies will

be encouraged to take the lead both in teaching farmers to realize that their future income largely depends on the quality of their exportable produce, and in providing facilities whereby improved methods of civiculture and processing can be introduced.

### Chapter IV

#### MARKETING LOCAL FOODSTUFFS

1. The maldistribution of available land and labour in the Southern Cameroons has led to wide variances in the quantity and prices of essential food in different areas and therefore whenever it is found that economic benefit will be brought to both producer and consumer, steps will be taken to establish societies consisting of producers of local foodstuffs in the areas most suited for the crops in order to market their surpluses in the most efficient way. The increased return will act as an inducement for farmers to expand their production and thereby counteract persistent shortages.

### Chapter V

#### CREDIT

1. *Short-term credit.* In spite of the recent high prices of certain commodities, the incidence of disease, particularly in the cocoa areas, has left the producers in need of credit between seasons. This results in the mortgaging of crops at some 50 per cent of their true value, leading to loss of income and inability to expand or rehabilitate plantations or farms. Generally it is considered that, although the Southern Cameroons farmer does not incur an undue proportion of debts for unproductive purposes, he does not have sufficient working capital to tide him over varying seasons and at the same time expand his production. This being the case, the provision of short-term credit should be encouraged, particularly through societies which can fulfil the dual purpose of incorporating both credit and marketing.

2. *Short term credit in kind.* Where experiments prove that certain agricultural processes will increase production to the extent that a definite economic gain will be brought to farmers within a limited period, co-operative societies having a lien on their members' crops offer ideal media through which the agricultural requisites can be supplied on short-term credit. Supply of manures, fertilizers and insecticides by this method, as is happening in the case of pumps and chemicals for spraying cocoa against black pod, will be organized whenever practicable.

3. *Medium and long term credit.* The needs for these forms of credit are:

- (a) For the establishment of storage and processing installations to facilitate marketing operations;
- (b) For the rehabilitation and extension of members' plantations and farms;
- (c) To assist co-operative group farming either to obtain joint services or to farm on a collective basis.

4. *Sources of credit.* There are limited sources of short-term credit within societies which possess accumulated surpluses and deposits but the real need for all types of credit can only be fulfilled by the central co-operative financing organization it is proposed to establish with powers to borrow from the Government and other sources.

### Chapter VI

#### PROCESSING

1. With the aims of facilitating marketing and improving quality, processing plants will be installed whenever possible at the most convenient places and will be controlled by secondary or primary co-operative societies. The types of plant envisaged will be:

- (a) Coffee hullers and winnowers in the Bamenda and Bakossi areas.
- (b) Rice hullers in the Mbonge and Mamfe areas.
- (c) Drying ovens for cocoa farmers.
- (d) Corn-mills.
- (e) Banana drying plant to absorb the defective products in the Bakweri and Kumba areas.

### Chapter VII

#### GROUP FARMING

1. *Two types.* This aspect of co-operative work falls into two distinct sections.

(a) Group farming for the production of exportable crops on a plantation basis.

(b) Group farming for the production of foodstuffs for local consumption by: (i) collective labour; (ii) mechanization.

2. *Plantations.* In the interests of furthering production and when the economic return warrants it, the acquisition of areas of land by groups of people to establish, on a co-operative basis, plantations of exportable crops will be encouraged. It is hoped that these people will be assisted in their projects by the newly formed Southern Cameroons Production Development Board, which could become a partner in such schemes by providing capital and technical assistance.

3. *Group farming for the production of local foodstuffs.* It is considered that, at present, schemes for established plantations for the production of local foodstuffs would be impracticable, but expansion could be stimulated by providing services on a co-operative basis, particularly in the northern areas where mechanical ploughing, etc., would be easier than in forest areas. Such schemes will be explored in consultation with the Department of Agriculture, it being borne in mind that it is particularly important that the Bamenda Province should be developed as the "granary" for the "Plantation South".

4. *Displacement of labour.* Bamenda being regarded as the reservoir of labour for the ever-thirsty plantations in the south, the dangers of the exhaustion of this reservoir will be lessened by the replacement of farm labour by mechanization.

### Chapter VIII

#### SUPPLY OF CONSUMER GOODS

1. *The need.* On account of poor communications and monopolies by firms and producers in certain types of goods and foodstuffs, artificial shortages are created which cause much fluctuation in prices usually at an increasingly high level. There is therefore a very definite need for ensuring a steady supply of goods and food direct to the consumer at constant and reasonable prices and it is considered that a co-operative consumers' movement could fulfil this need.

2. *Three classes of supply.* There are three categories of goods requiring, in the initial stages, different organizations of supply:

(a) Agricultural requisites;

(b) Local foodstuffs which need to be moved from one area to another;

(c) Domestic requirements.

3. *Agricultural requisites.* Taking into consideration their intimate knowledge of farmers' diverse requirements and their capacity to supply these needs on credit terms, it has been decided that the supply of agricultural requisites will be undertaken by the marketing societies through their apex organizations.

4. *Supply of local foodstuffs.* As regards the supply to the consumer of local foodstuffs made available by the methods described in chapter IV above, at first, realizing that strong opposition will be encountered from traders and in order to gain the confidence of the farmers by assuring a steady market, it is hoped to arrange supply contracts between producer societies and the larger employers of labour. This alone should have a stabilizing effect on the market and therefore on the cost of living, but as supplies increase and efficiency improves it is intended to sell in the other markets through consumer stores set up in accordance with paragraph 5 (b) below.

5. *Domestic requirements.* The organization of the supply and sale through co-operative channels of these requirements, most of which are imported, will be developed as follows:

(a) *Supply.* The difficulties in the beginning of making direct contact with overseas exporters and the placing of orders large enough to attract the most favoured trade advantages are fully realized, and close relations will be established with the Co-operative Supply Association of Western Nigeria, which has been financed to import consumer goods on a considerable scale.

(b) *Retail.* The lessons learned by the failures of co-operative consumer ventures in other Territories will be carefully examined and the development of societies cautiously pursued, but a start will be made in executing orders collected on behalf of their members by marketing organizations and by establishing buyers' clubs amongst salaried employees. This should give indications of the type and quality of goods required in all communities. Provided that adequate finance is obtainable, the next step will be to set up retail stores under central control in towns, with the aim that the control of these stores will eventually be taken over by primary consumer societies formed in the surrounding areas.

(c) *Control.* The control of imports and the management of retail stores will be vested in a central co-operative union, a specialized branch of which will be set up for the purpose.

6. *Housing and building.* By making available a ready supply of necessary materials a consumer organization will do much to encourage an improvement in the local standards of housing. In addition it will be the general policy of the movement to explore the best means of forming building societies and to persuade members to invest their surplus income in improving their homes.

### Chapter IX

#### CO-ORDINATION OF DEVELOPMENT AND SERVICES

1. *Central Union.* It is proposed to form at the centre the Co-operative Union of the Southern Cameroons which will have as its members all co-operative organizations in the Territory and will fulfil the functions of:

(a) Formulating over-all policies,

(b) Providing a statutory audit service.

2. *Policy.* It is very necessary that there should be a non-official body representing co-operative interests as a whole which cannot only formulate the general policy of development but also be able to express the opinions of the movement and make representations on its behalf to Government. It is, in addition, intended that this body should play a large part in bringing co-operation to all corners of the Territory, it being realized that propaganda is far more valuable if preached to the people by those they know and trust than by government officials.

3. *Audit.* The annual statutory audit of societies has been provided by the staff of co-operative Union of Eastern Nigeria and Cameroons controlled by the Eastern Region and to which audit and supervision fees and the government subsidy were paid. This has ceased as from 1 April 1955 and the service will be undertaken by this Territory's Co-operative Union for which staff has



already been trained. At the same time the Registrar of the Eastern Region has been requested to amend the registered title of his region's Union.

## Chapter X

### FINANCE

1. *The need.* The need for a central financing organization is urgent. Experience in other countries has proved that commercial banking cannot be properly wedded to the co-operative credit system. Commercial banks lend principally on material security. Co-operative financing bodies attach great importance to the character of the borrower and, by an intimate knowledge of him in a chain system of organization, is able to minimize risks and to lend at lower rates of interest. Most co-operative organizations and members require credit but are not able to provide material securities, and only have their record of good management and character to stake.

2. *Interest paid versus interest received.* When a co-operative society borrows from a bank, it is paying an interest on a percentage which represents an element of risk on a wide range of unknown customers for whom a considerable margin for bad debts has to be allowed. But the greatest objection to the system is not the high rate of interest, but the fact that such interest when paid is lost to the movement and has to be bought back again at a price which is very high. An opportunity for building up capital is thereby dissipated.

3. In order to attain independence and stability and to carry out the programmes of development envisaged in the foregoing sections of this policy, no better machinery can be found than by setting up a co-operative financing organization, the functions of which will be to regulate the financial policy of the movement, to operate as a central agency for securing finance for societies and to act as a balancing centre for the surplus funds of societies and unions.

4. The present potential turnover of the marketing organizations in the Territory amounts to £250,000 and borrowings to maintain this turnover reach £90,000 annually. Finance for the development of marketing installations and the establishment of a processing plant call for an initial expenditure of approximately £50,000; it is anticipated that the demand for credit in kind for the issue of black pod spraying equipment and chemicals might well reach £60,000 after the first year's restricted extension and, while the demand for short-term interseasonal credit can never really be satisfied, it is considered that about £100,000 may be needed for this purpose.

5. The Government fully recognizes that to build a strong co-operative movement it is essential that it should possess its own capital, and channels will be explored from which adequate grants can be obtained as and when the present financial stringency affecting the Territory eases.

6. *Control.* When capital has been obtained, a central financing branch of the Co-operative Union of the Southern Cameroons shall be formed and shall be governed by a Board of Management consisting of prominent delegates of societies affiliated to the Union under the guidance of the Registrar. The day-to-day management will, until suitable local staff have been recruited and trained, be closely supervised by an Assistant Registrar.

## Chapter XI

### THE GOVERNMENT

1. *Functions of the Government.* There is need to restate the functions of the Government through the Co-operative Department under the revised Constitution. In future these functions will comprise the statutory duties of registration, inspection, control of audit and the organization and supervision of new societies

until such societies are able to stand by themselves. The Department, together with the Co-operative Union, will be responsible for co-operative propaganda and education and for pioneering in new fields of co-operative enterprise.

2. *Assistant Registrars.* Assistant Registrars will be afforded facilities for travelling abroad to study co-operatives in other lands and their conditions of service will be such that, if they specialize in any branch of co-operative technique, they can be seconded as executive officers to societies which will then be responsible for the payment of their salaries. The more the movement can absorb such specialist staff, the less it will be dependent on the Department for supervision and the sooner it will attain its desired goal of independence.

3. *Africanization.* Every effort will be made to recruit Cameroons personnel for all posts and to train locally-born junior staff for the more senior appointments but the assistance of experienced staff from other Territories and regions will be very welcome, and steps will be taken to safeguard their career and conditions of service while in the Cameroons.

4. *Organization.* Assistant Registrars with their own sub-area offices will be placed in control of the supervision of societies and co-operative development in the Bamenda and Kumba areas. Within these areas the staff will be directly responsible to the Assistant Registrars. Victoria area will continue for the present to be supervised by the Headquarters office.

5. *Headquarters office.* The Headquarters office will be organized to:

(a) Co-ordinate the activities of all Assistant Registrars and the developments with the movement,

(b) Supervise the audit functions, Banking Department and Consumer Branch of the Co-operative Union of the Southern Cameroons; for the supervision of the Victoria Division, a further Assistant Registrar, yet to be included in the establishment, will be needed.

6. *Training of government staff.* Yearly, adequate provision will be made for the training of recruits and for refresher courses for existing staff at the Federal Co-operative Staff Training School, and means will be sought by which promising junior service staff can be offered the opportunities to undergo courses of overseas study.

7. *Training of society's officers and staff.* Besides the advice given to the members and employees of societies by Assistant Registrars and Inspectors during their routine visits, it will be the duty of the Department to organize annual training and refresher courses in all areas for secretaries and other employees and courses for instructing the elected officers of societies on their responsibilities, obligations and duties towards their societies.

## Chapter XII

### SUMMARY OF POLICY

To summarize, this Government's policy will be:

1. To give the co-operative movement a major place in the economic development of the Territory;

2. To expand the activities of the co-operative marketing organizations to all fields and include, within these organizations, the extension of credit and development of processing;

3. To encourage the increase of production and the efficient marketing of local foodstuffs by co-operative enterprise and thereby lower the cost of living;

4. To start co-operative consumer supply organizations;

5. To establish a central representative co-operative union;

6. To set up a central co-operative financing body whenever the necessary funds can be obtained.

## ANNEX VIII

### Extract from 1954 budget speech

Of the total revenue of £621,000, by far the largest item is the constitution grant, estimated for this half-year at a figure of £425,000. For some time to come this will be our most important source of revenue and I am sure the House will want me to describe what it is and how it is to be calculated.

Members will recall that the Fiscal Commissioner, Sir Louis Chick, devoted a large section of his report to the financial problem of the Southern Cameroons. He recommended that, should the Southern Cameroons be separated from the Eastern Region and attain regional status, the Federal Government should pay to the Southern Cameroons each year a grant equal to the difference between the Federal Government's revenue derived from the Southern Cameroons and federal expenditure attributable to the Southern Cameroons. Sir Louis Chick's recommendation was accepted by the Resumed Conference on the Constitution Instrument in the following terms:

"The Federation shall pay to the Southern Cameroons in respect of each financial year such sum as is declared by the prescribed authority to be equal to the amount (if any) by which the revenues of the Federation for that year that are attributable to the Southern Cameroons exceed the expenditure incurred by the Federation in respect of the Southern Cameroons that year."

On the revenue side of the grant calculation, the biggest single item the Federal Government gets from the Southern Cameroons is the company tax paid to the Commissioner of Inland Revenue by the various companies operating in the Cameroons: the Cameroons Development Corporation, Messrs. Elders and Fyffes, the United Africa Company and so on. Next in importance for the Federal Government among the Cameroons revenues are the customs and excise duties. These embrace the import duties on a wide range of commodities, the export duties on primary products (principally cocoa, bananas and palm products in the Cameroons) and also the excise duties on beer and cigarettes manufactured within the Federation. Other revenues the Federal Government obtains from the Cameroons include personal income tax and the many miscellaneous receipts collected by Federal Department.

All these items of revenue will be calculated as exactly as possible each year. Their total will be regarded as the federal revenue derived from the Southern Cameroons for that particular year.

At the same time, a similar calculation will be made for the money spent by the Federal Government on the provision of services for the Southern Cameroons. This means the Federal Government's expenditure on such services as defence, and on such Federal Departments as Customs and Police. Federal expenditure on the Posts and Telegraphs and the Nigerian Marine, however, will be excluded, as will be the revenue of these two Departments. This is because it is assumed that the operations of these two Departments will be financially self-balancing.

The total federal expenditure attributable to the Southern Cameroons will then be deducted from the total federal revenue. But before the figure for the constitution grant is known, there must be one further adjustment. The Southern Cameroons is not required to provide in its estimates for the statutory pensions payable to its established staff. These pensions will be charged to federal expenditure. The Southern Cameroons will, however, be required to contribute fully towards the cost of the pensions. And, for this reason, before the constitution grant is finally calculated, a deduction will be made for the Territory's pensions contribution.

In short, then, the operation of the constitution grant ensures that every penny got from the Southern Cameroons by the Federal Government is either spent on providing Federal services for the Territory, or else it is returned for the Southern Cameroons to spend on its own services.

As I have said, the estimate of the grant for the first six months of our new life—of course we will not know the final figure until the accounts are closed—is some £425,000. Unfortunately this does not mean that our grant for a full year is going to be £850,000. It so happens that the bulk of the company tax for the current financial year is being paid to the Commissioner of Inland Revenue in these six months for which I have budgeted. This gives us a substantial windfall. And the House should appreciate that it is largely because of this windfall that the six months' budget is balanced, in spite of a very heavy capital expenditure. In a full year, however, assuming no sudden rise or fall in the level of revenue, the grant would only be £475,000.

It is highly significant that, when all the calculations have been made, the final figure for the constitution grant is very close to the amount of company tax paid by the Cameroons Development Corporation and the companies. In this half-year, for example, when the grant is about £425,000, some £500,000 will be paid in company tax.

For various reasons this happens to be a year of low receipts from company tax in the Southern Cameroons. Last financial year, as members may have observed in Sir Louis Chick's report, some £690,000 was paid in company tax by organizations operating in the Southern Cameroons. This year's estimate shows a drop of over £250,000. These figures need little comment from me. Clearly our grant is liable to wild fluctuation and our present largest source of revenue is dependent on the success or otherwise of a comparatively small number of companies operating in the Southern Cameroons.

A good year for these companies, and our revenue is likely to show a startlingly good increase. A bad year, and it may be cut back disastrously. It does not need me to tell the House that this is a situation no Financial Secretary enjoys. Windfall revenues are all very well, but it is the solid, relatively stable revenues that gladden a Financial Secretary's heart, revenues he can depend on.

## ANNEX IX

### Policy for medical services

1. *Aims of the Medical Services.* The aim of the Medical Services is to promote in all classes of the people the greatest possible measure of health, and to secure for those who are ill the best possible curative facilities.

2. *Attainment of positive health.* Full health and vigour can be attained by most individuals and communities by practising simple rules of personal and communal hygiene. Our children

will be taught these rules in schools and colleges; and every encouragement will be given to Sanitary Inspectors and Sanitary Overseers and all other members of the health and education staff of Government, Native Administrations, and missions who engage in health propaganda amongst the older age groups of the community. Native Authorities will be encouraged to introduce and enforce sanitary rules relating to housing, town planning, markets, water supplies, protection against and control of infectious diseases and

similar health matters. Every encouragement will be given to the public health committees of the Native Authorities in their efforts to mould public opinion and to promote by precept and example the principles and practice of modern civilized preventive medicine.

3. *Health legislation.* Various health matters on the concurrent and residual list will be reviewed, and in particular the Private Hospital Ordinance and the Hospital Fees Regulations will be the subject of new legislation.

4. *The Place of local government in the medical plan.* Native Authorities will be encouraged to shoulder their share of the health services—the organization of environmental hygiene in towns, villages and rural areas, the provision and maintenance of dispensaries and maternity centres, and the maintenance of an adequate staff of sanitary overseers, midwives, and dispensary attendants. Plans for the training of Native Authority medical staff will be formulated. Local government bodies will exert their influence through the health committees of their own councils and through their representatives in hospital visiting committees, leprosy boards and similar institutions.

5. *Vital statistics.* Native Authorities will be encouraged to introduce registration of births and deaths in their area of jurisdiction.

6. *Rural water supplies.* Steps will be taken to provide piped water to as many towns as possible. In smaller towns and villages wells and water points of approved design will be constructed.

7. *The control of mosquito-borne diseases.* The attack on diseases of importance such as malaria, yellow fever, and dengue will be through control of the mosquito vector. To this end it is hoped to seek the co-operation of Native Authorities in encouraging and supporting the sanitary inspectors and overseers who supervise this work.

8. *Attack on the community diseases.* An all-out attack will be launched against three major crippling community diseases—yaws, leprosy and smallpox.

9. *Yaws.* The Medical Field Unit will not rest until every man, woman and child in the Cameroons has been examined for yaws, and all treated adequately with specific antibiotics by injection. After the disease in its infectious form has been eliminated its reintroduction will be prevented by raising and maintaining the hygienic standards of the community, and by seeking out, with the help of Native Administration's scouts, relapsed and new cases and bringing them in for treatment.

10. *Leprosy.* Financial support will be afforded to the Christian missions, which are mainly responsible for the control of this crippling, widespread and common disease. Two hospitals and settlements will care for infectious and badly crippled sufferers, and a network of supervised clinics will be established throughout the

Territory for the treatment of non-infective out-patients. It is hoped to train Native Administration leprosy inspectors who, on completion of their training, will help to run local clinics. It is our intention that ultimately through settlements and clinics the new powerful leprosy drugs will be brought within the reach of every sufferer from leprosy in the Cameroons. Representative leprosy boards will co-ordinate the efforts of those who finance and work for leprosy control in the Territory.

11. *Smallpox.* This killing disease, which can be prevented by the simple operation of vaccination, will be combated by the sustained efforts of health superintendents, dispensary attendants, sanitary inspectors, sanitary overseers, and medical field unit assistants and other appointed public vaccinators. The distribution of vaccine lymph will be improved.

12. *Control of tuberculosis.* Everything possible will be done to lower the incidence of tuberculosis by raising the standards of environmental hygiene, particularly town planning and dwelling house standards. Native Authorities will be encouraged to promote good housing, and town and village planning by active dissemination of knowledge through their health committees and their health and education staff, and by introducing and enforcing legislation to this end. Special attention will be paid to housing and work-place accommodation in labour health areas and in schools, colleges and training establishments. As funds become available, tuberculosis pavilions will be built in government hospitals.

13. *Maternal health and infant welfare.* The scope of this work will be enlarged and the standard raised. Financial support will be given to missions who train midwives in registered training centres, and the staff in government training institutions will be maintained. The pioneer Government/Native Authority work in Victoria Division in the training of community nurses will continue. Government and Native Authority maternity and infant welfare work in hospitals and maternity centres will be expanded, and the foundation of a Native Authority-sponsored domiciliary midwifery service will be laid.

14. *Child welfare.* As funds become available, children's wards will be built in all government hospitals. Where medical staff is available, inspection and treatment of school-children will be carried out.

15. *Medical work of the Christian missions.* Financial aid will be given to the Christian missions in their important medical work for the Cameroons especially in the field of maternal and infant health and in leprosy control.

16. *Hospital service.* The service will be expanded and improved. Native Authorities will be encouraged to expand their ambulance service linking the hospitals to the outlying feeder dispensaries and maternity clinics.

## ANNEX X

### Policy for education

1. The broad aim of education should be to ensure the fullest development of the potentialities of the individual child and to provide the fundamental training which will enable him to play a full and enlightened part in the affairs of the community in which he lives. The children of today will be called upon to adjust themselves to a more complex society than the one we know, and it must be our duty to ensure that the education we provide for them is such as will equip them to meet these changing conditions. It follows then that an enlightened educational policy must make provision for much more than the mechanical skills—children must be trained to observe and reason for themselves, and the school must play its part, largely through the example and influence of the teachers, in the development of those standards

of conduct and manners which are the basis of good citizenship. With the aim of preparing the child of today to meet the challenge of this changing social and political environment it is our intention to raise the standards of primary education by doubling the output of trained teachers within the next few years, to increase the facilities for technical education at both the primary and post-primary levels, to encourage the development of commercial teaching in both boys' and girls' secondary schools and to make provision for advanced training in agricultural techniques and skills.

2. The speed of educational progress is influenced by a number of factors of which two of the most important in this Territory are popular demand and availability of funds. These two factors

will to some extent continue to condition the development of primary education in the future, but we are confident that the measures we propose will enable us to stimulate demand and to overcome the problem imposed by the limited financial resources which are likely to be available to us in the next few years.

3. *Primary education.* Our immediate aim is to provide adequate facilities for all children in the Territory who wish to pursue a course of primary education and eventually, as our financial position becomes capable of bearing the greater burden, to introduce a system of universal education. We are fully aware that the implementation of this second phase of expansion must inevitably involve the country in heavy financial commitments and, as a proportion of this cost must be found by local communities, we feel that the timing of such a scheme must, if it is to be at all effective, depend to a large extent upon the speed with which the communities accept their responsibilities and reveal their willingness to contribute their share of the necessary funds.

4. It is our intention that the Government should, through the grant-in-aid vote, continue to bear the major share of financial responsibility for education, but some readjustment of this responsibility is necessary if the local communities are to make a fair contribution towards the growing cost of primary education and to relieve central funds of part of an ever-increasing burden. It was this consideration which led us to institute a revision of the rates of assumed local contribution early this year. This measure will have the effect of apportioning primary educational costs more equitably between government and local funds, but even so, by 1960 over 60 per cent of the cost will remain a charge on the grant-in-aid vote. It will be our policy to encourage the local financing of primary education by the levying of education rates. We propose that ultimately the complete cost of such education should be covered by the combined proceeds of these rates and grants-in-aid, but we wish to leave to the local communities the decision as to whether or not fees should continue to be charged. We look forward however to the time when the system of contributions and levies falls into abeyance and the entire local share of the cost of education is borne by rates, thus bringing us well within sight of our ultimate goal of universal education.

5. The Government feels that the existing junior primary course of four years' duration makes little more than adequate provision for continued literacy, and does not give the necessary background which will enable pupils to increase their knowledge in later years by their own efforts. We intend therefore to abolish the present accepted break at Standard II and carry this stage two years further, thus making provision for a junior course of six years. It is our present intention that two years' further training should follow to complete a full primary course, but we wish to ensure that all children attending school receive at least six years' instruction, and voluntary agencies will be given to understand that permission to open a junior primary school carries with it the obligation to provide a six-year course.

6. We appreciate that not all pupils leaving primary schools will qualify for entrance to secondary grammar schools and a future aim will be the development of centrally sited secondary modern schools for boys and girls which will consolidate and develop the academic work of the primary schools and produce a more mature individual for absorption into industry and commerce. The implementation of this policy must, however, depend upon finance and the availability of the qualified teachers needed, as the Government considers that its first responsibility lies in the development of the primary system and the provision of the additional trained teachers necessary to raise present standards.

7. We view with concern the unsatisfactory buildings in which many of our schools are at present operating, and in the belief that this is one of the factors handicapping the development of primary education it is our intention to provide adequate building grants for primary schools. In the distribution of such grants prior consideration will be given to those areas which have agreed

to levy an education rate, as it is considered essential that the finances of a school which receives such a capital grant should be placed upon a sound footing from the beginning. A further and equally important consideration is our expectation that, when communities outside a rating area appreciate that the levying of an education rate may attract a building grant, the system of education rating will be extended and, on the assumption that facilities which have been paid for will be used, that an additional factor will be introduced leading to increased enrolment and, ultimately, universal education.

8. It is our intention to standardize the present First School Leaving Certificate Examination and we propose therefore to institute one examination for all approved senior primary schools in the Territory. This examination will be set by the Education Department and marked by central marking committees. In this way it is expected that a uniform standard will be instituted and maintained.

9. *Secondary education.* Our policy with regard to secondary education is to make provision for post-primary training for all pupils who show themselves capable of benefiting from such further education. Plans are under active consideration for the conversion of Bali College into a united school to be operated jointly by the Basel and Baptist Missions and for the payment of capital grants to facilitate its early development into a double-stream secondary school catering for 150 additional students. We are in addition seeking further places in Nigeria and the Federation for Cameroons students and through the operation of the scholarship schemes it is our intention to guarantee that no Cameroons boy or girl with the requisite ability will be denied the benefits of a secondary education by reason of the financial embarrassment of parents or guardians.

10. It is our intention to promote the establishment of a girls' secondary school under voluntary agency management to which all qualified girls in the Territory may seek admission. It is expected that this school will open in temporary accommodation in 1956 pending the construction of permanent buildings, towards the cost of which we propose to pay capital grants. As in the case of the existing boys' secondary schools it is intended that this new girls' school should provide a full academic course leading to the school certificate examination, but in order to meet the growing demand for persons with commercial training, afford wider opportunities of employment for girls, and offer a greater selection of subjects to meet individual abilities and interests it is our intention to integrate with the academic work a commercial course including book-keeping, shorthand and typing which would prepare girls for the examinations of a recognized body and a subsequent commercial career. It is also proposed to extend this policy to boys' schools and to encourage them to offer their students similar facilities for commercial education.

11. It is generally agreed that thirteen is probably the most satisfactory age for a pupil to embark upon a secondary career, but we believe that there are sound reasons for extending this age limit in the special circumstances of the Cameroons and we propose to recommend the admission of pupils up to fifteen years of age.

12. There is at the moment no provision for post-school certificate work in the Territory, but we are anxious for a course of this nature to start and are prepared to encourage proposals for the development of such instruction as soon as possible.

13. We intend to keep the situation with regard to secondary education continually under review as the expansion of the primary system must inevitably lead to a demand for additional facilities for secondary training, and as, and when, new schools become necessary the further development of secondary education will be undertaken by Government and by existing voluntary agencies or reputable local organizations, provided they can recruit the necessary qualified staff and provide a fair share of the compara-

tively heavy capital costs which are associated with an undertaking of this nature.

14. *Teacher training.* One of the factors not mentioned previously as governing the rate of educational expansion is the number of trained teachers likely to be available, and in realization of the need to increase the ratio of trained to untrained teachers it is our policy to double the number of such teachers over the next few years. Plans to achieve this aim are at an advanced stage.

15. The International Bank mission recommended in its report that the Southern Cameroons should endeavour to provide facilities for an annual output of approximately fifty senior primary teachers, and we consequently decided that the Government Training Centre should be converted into a double-stream college and should specialize in the training of Grade II teachers. There are at the moment seventy-seven teachers undergoing senior primary training and this figure will be increased next year to approximately 100, which is the maximum capacity of the Centre. With effect from 1956, therefore, we expect to achieve our aim of graduating a minimum of fifty trained Grade II teachers and output at this figure will be maintained annually. It is our intention also to provide facilities for similar training for women and with this end in view the Roman Catholic Mission has received a Special Purposes Grant towards the development of such training at its centre at Fiango. Admission to this course, as is at present the case on the Grade III course, will be made available to qualified women teachers of all denominations including Government and Native Authorities, and those commercial firms with primary educational commitments. The first of these classes will complete its training in 1957 and we anticipate therefore that by that date we will have exceeded the target figure indicated by the Bank mission.

16. Our aim with regard to Grade III training is, as we have already stated, to double the number of trained teachers as soon as possible and as with the senior primary training we have already gone some way towards achieving this end. The Cameroons Baptist Mission has this year opened its own centre and the Roman Catholic College at Bambui has enrolled a second class which will be moved to a new training centre as soon as it is completed. We have already planned to make preliminary capital grants towards the establishment of these two centres, and further assistance will be given within the limit of finance available. Our plans for the further expansion of teacher training include the development of the Basel Mission College at Batibo into a double-stream centre and we also propose to make a capital grant for this purpose. Thus, by the end of 1956 two additional centres will have completed their first course of training and by December 1958 students from the second class at Batibo will also be available to augment the number of trained teachers in the schools.

17. We attach particular importance to the training of women and it will be our policy to encourage the recruitment of women for primary school teaching. The establishment of the girls' secondary school may have the effect of limiting the numbers available in the immediate future but it will be the duty of the Education Department to keep a careful watch on this development and it is our aim to encourage the establishment of a second women's training college as soon as there are indications of its necessity.

18. This expansion will involve the employment of more highly qualified teachers on the staff of the Training Colleges and we propose therefore to continue with the policy of utilizing Southern Cameroons scholarship funds for this purpose. A number of teachers have just returned from, or are at present attending advance training courses, and it is our intention to increase the supply of these teachers for service in both teacher training centres and secondary schools.

19. *Technical and vocational education.* We propose to continue the existing policy with regard to Ombe River Trade Centre. This institution is already engaged in a recurrent training programme, covering a comprehensive range of trades, which is designed to

produce the highly skilled artisans we regard as essential for technical development in the Southern Cameroons. As a result of the courses already enrolled we will obtain the services of a regular output of fully trained fitter-machinists, blacksmiths and welders, cabinet makers, painters and decorators, carpenters, bricklayers, motor mechanics, sheet metal workers, electricians and wood machinists.

20. It is our intention however that this policy of technical instruction should be carried further and while we are considering the facilities we can provide locally for advanced technical training, it is our aim to make immediate provision for the training of Cameroonians for employment in the higher ranks of the technical services by utilizing resources provided by the Federal Government. We have therefore taken steps to secure entrance to the Junior Technical School of the Yaba Technical Institute for boys from this Territory. The course which has been made available, and for which scholarships will be awarded in appropriate cases, consists of a normal four-year secondary education with special emphasis on mathematics and science and the inclusion of technical subjects. Successful students will be exempt from the civil service entrance examination and will be qualified for appointment as engineering assistants.

21. As has already been mentioned, it is our policy to make increased provision for the teaching of handicrafts and we propose to institute a manual training scheme in co-operation with the United States Foreign Operations Administration. It is intended that handicraft training should be integrated into the present syllabus of the Government Teacher Training Centre and that, as the first step in the development of general manual instruction, a central workshop and three primary-school workshops should be built. We have already asked for the appointment of a technician to give instruction to student teachers during their course at the Training Centre, and these teachers will later be responsible for the teaching of manual subjects in senior primary workshops attached to their own schools. It is proposed that the organization and expansion of this scheme should eventually be directed by a Cameroonian at present on a two-year course in the United Kingdom. The object of this scheme will be not to produce skilled workmen, but to ensure that boys leaving primary schools have at least some knowledge of the use and handling of simple tools and thus to provide more suitable apprentice material than is available at present or, for boys who do not intend to become tradesmen, to equip them with sufficient skill to enable them to improve their living conditions in home or village, using the practical experience gained at school.

22. It will be our policy to develop a similar scheme for girls on domestic science lines but, taking into account the existing facilities, we feel that the present enrolment hardly justifies heavy expenditure at this juncture. The matter will, however, be kept under active consideration, and preliminary steps have been taken to introduce such a scheme for girls in the arrangements already made for the inclusion of domestic science in the curriculum of the Women's Training College.

23. *Adult education.* We attach a great deal of importance to adult education and in the belief that the general rate of development will be accelerated if the education of the adult is made to progress side by side with that of the child we intend to pursue a vigorous policy in this matter. In these days of rapidly changing social, political and economic values, the old as well as the young must learn to adapt themselves to the new conditions being forced upon them and while for the child this process will be brought about as one of the natural results of his school education, other and different methods must be employed to assist the illiterate adult to adjust himself to the new order. A great deal has already been accomplished in this respect in Bamenda and we are sensible of the very valuable work being carried out by the Cameroons Development Corporation in the southern area of the Cameroons, but it is our intention to co-ordinate these isolated campaigns, and with the aim of formulating a comprehensive policy for the

Territory, we have asked for the services of an expert to survey and report upon the whole problem of adult education in relation to this Territory. It is our intention that the eventually determined policy should be put into effect by an adult education officer with overriding responsibility for the organization of adult education throughout the Southern Cameroons.

24. In our view adult education embraces much more than adult literacy and must be held to include such matters as health, hygiene and sanitation, the improvement of agriculture and housing conditions and the wise and thoughtful use of leisure. It will therefore be our aim in the pursuit of this policy to enlist the assistance of all agencies concerned with the improvement of community life.

25. *Religion.* The Government appreciates the fundamental influence of sound religious training in the formation of character and it is our intention therefore to see that religious instruction takes its rightful place in the curriculum of all schools and, realizing the importance of scouting and guiding as an adjunct to character training, to give every encouragement to the formation and development of scout troops and guide companies.

26. In the peculiar circumstances of the Cameroons where it is not possible for economic reasons to provide a multiplicity of post-primary institutions it is inevitable that for some time to come voluntary agencies will have to assist each other in the provision of both secondary and teacher-training facilities. We propose therefore to seek the co-operation of all voluntary agencies in the institution of a quota system in the allocation of places which will be fair to all missions and organizations engaged in educational activities. We shall ensure that no child is affected in any way by religious discrimination, and the sections of the Education Ordinance which deal specifically with this matter will be enforced.

27. "*Cameroonization*". We appreciate that progress in this direction will be slower in some branches of education than in

others, but it is our policy that both the teaching and administrative sides of education should ultimately be conducted by Cameroonians. With the development of Grade II training for women this policy can be brought into force within a reasonable time in the primary schools and in the very near future it should be possible to discontinue the payment of expatriate grants to personnel engaged in primary school teaching. Owing to the present lack of qualified staff this process will be slower in secondary schools and teacher-training institutions, but it is our intention through the operation of the scholarship scheme to train our own people for this work as quickly as possible. With regard to the Inspectorate and Administrative branches of the Education Department, we anticipate that we will require the assistance of non-Cameroonians for some years but it will be our policy to encourage qualified Cameroonians to apply for senior civil service appointments and gain the experience which will enable them eventually to take over the direction of the Department.

28. *Organization.* We are deeply concerned that the standard of education in the Cameroons should be maintained at a high level and it is our intention to take advantage of the services of the Federal Inspectorate and seek its advice and co-operation in the regular inspection of secondary schools and teacher-training institutions, and in the development of technical education.

29. It would appear that the existing structure of the Education Department need not undergo any major modification in the near future in so far as administrative functions are concerned, but additional personnel may have to be recruited for the technical branches and for teacher training. The Government does, however, envisage the eventual creation of a separate Ministry of Education and the ultimate expansion of the Department to include distinct administrative and inspectorate organizations.

30. *Scholarships.* The Government considers this matter to be one of paramount importance to the development of the Territory and it will therefore be the subject of a separate policy paper.

## ANNEX XI

### Policy for scholarships

#### INTRODUCTION

1. Before the reorganization which led to the establishment of the Southern Cameroons as a separate political entity, scholarships tenable by students from this Territory were variously awarded by the Eastern Regional Scholarship Board, the Cameroons Scholarship Selection Committee, and two Cameroons Secondary Schools Scholarships Committees operating in Bamenda and Buea. One of the earliest decisions of the Government was to combine the functions of these different Boards and Committees under a new organization to be known as the Southern Cameroons Scholarship Board, which was empowered to take over the liabilities of the four original bodies and operate a consolidated scholarship scheme for the benefit of the Southern Cameroons. It is the purpose of this paper to define the policy under which the Scholarship Board operates, and describe the means by which the Government intends to implement this policy.

#### POLICY

2. The over-all policy of the Government is to encourage as far as possible an even development throughout the Southern Cameroons and it is proposed therefore to award scholarships for secondary, technical and professional courses, a stipulation with regard to the last two being that, in general, awards will be made only to pursue courses of study which will be of assistance to

the general development of the country, and which will lead to the eventual "Cameroonization" of the civil service.

3. It is considered equitable that scholars who take advantage of public funds to enable them to qualify for senior posts should, on the completion of their training, be required to agree to serve, or to continue to serve, in the interests of the Southern Cameroons Government for a period of five years in the capacity for which the training has qualified them, provided that such an opportunity is made available within a period of six months after the completion of their training. Scholars awarded scholarships for higher education will therefore be required to sign an agreement to this effect before a scholarship is awarded.

4. At the present stage of development in the Southern Cameroons the time element must be regarded as a major factor, and the Government considers it most important that qualified men and women should be made available as quickly as possible to assist in the general development of the Territory. For this reason it is our policy to give first consideration to those courses available at University College, Ibadan, and at the Nigerian College of Arts, Science and Technology, but in addition it is intended to take full advantage of facilities for higher education afforded by recognized institutions outside West Africa.

5. With regard to secondary school scholarships, it is naturally our wish that candidates should first take advantage of the provision which has been made for secondary education in the

Cameroons, but we also propose to award scholarships to deserving boys and girls who obtain entrance to an approved secondary school in any part of the Federation of Nigeria and also, in furtherance of our policy of encouraging technical development at all levels, to award further scholarships to deserving candidates who are successful in obtaining admission to the Junior Technical School at Yaba.

6. Before the organization of the Southern Cameroons Scholarship Board secondary awards were made on a provincial basis, but the Government believes that in the interests of the Territory as a whole the overriding consideration must be the maintenance of the highest possible standards, and that awards should therefore be made on merit alone. Certain areas, largely for geographical and economic reasons, have developed less rapidly than others and consequently have relatively fewer pupils qualified for secondary education, but to enable them to compete on equal terms with the more progressive communities the basic policy must lie in the strengthening and development of the primary school system.

7. The Government has also given thought to the future of those engaged in commercial occupations, and it is our hope that firms operating in the Territory will give consideration to the establishment of scholarship schemes which will enable the best of their employees to be trained for managerial and executive positions within those firms.

#### ORGANIZATION

8. The composition of the Southern Cameroons Scholarship Selection Board, which consists of seven members including a representative of the Federal Public Service Commission, was published in *Southern Cameroons Gazette*, No. 5, of 1 December 1954. In order to deal expeditiously with matters of urgency affecting individual scholars, the Board has formed a small standing committee with powers to take such decisions, with the proviso that a full report of these matters must be made to the next meeting of the Scholarship Board. A further duty of the Standing Committee is the preliminary consideration of all applications received, with a view to placing before the full meeting of the Board a short list of applicants who have the requisite qualifications for the courses they have elected to pursue. These selected candidates are called for interview, their suitability assessed, and recommendations for the award of scholarships are then made to the Commissioner of the Cameroons. In order that all concerned may be kept fully informed of the operation of the Scholarship Scheme the Board intends to publish an annual report which will include a schedule showing scholarships currently held and giving details of all new awards made during the preceding year.

9. The Southern Cameroons House of Assembly, at its meeting on 29 July 1955, approved the establishment of a fund for the financing of scholarships to be known as the Southern Cameroons Scholarship Fund. The Cameroons Development Corporation has allocated the sum of £5,000 to finance awards for higher education and in the current estimates the Government has set aside £17,200 with the intention that this allocation should be increased as and when the finances of the Territory permit.

10. The rules governing the operation of the Southern Cameroons Scholarship Fund provide for payment to the fund of such contributions as may be made by the Cameroons Development Corporation or other persons or bodies, together with such scholarship funds as are provided for in the annual estimates and other such monies which may be appropriated for this purpose from time to time by the Legislature of the Southern Cameroons.

#### TYPES OF SCHOLARSHIPS

11. It is proposed that scholarships should continue to be awarded for secondary, technical, and professional courses and among the advanced courses envisaged are: medicine and medical technology, dentistry and dental mechanics, science, arts, law, veterinary science, forestry, surveying, chartered accountancy, agriculture, engineering in all its forms, sociology, anthropology, textile technology, nursing and teaching courses, and survey. Basic technical courses for apprentices are available at the Government Trade Centre, but it is considered essential that provision should also be made for candidates able to profit from more advanced pre-university training, and scholarships will be available to deserving students who obtain entrance to such institutions as the Junior Technical School of the Yaba Technical Institute or the Technical Institute itself.

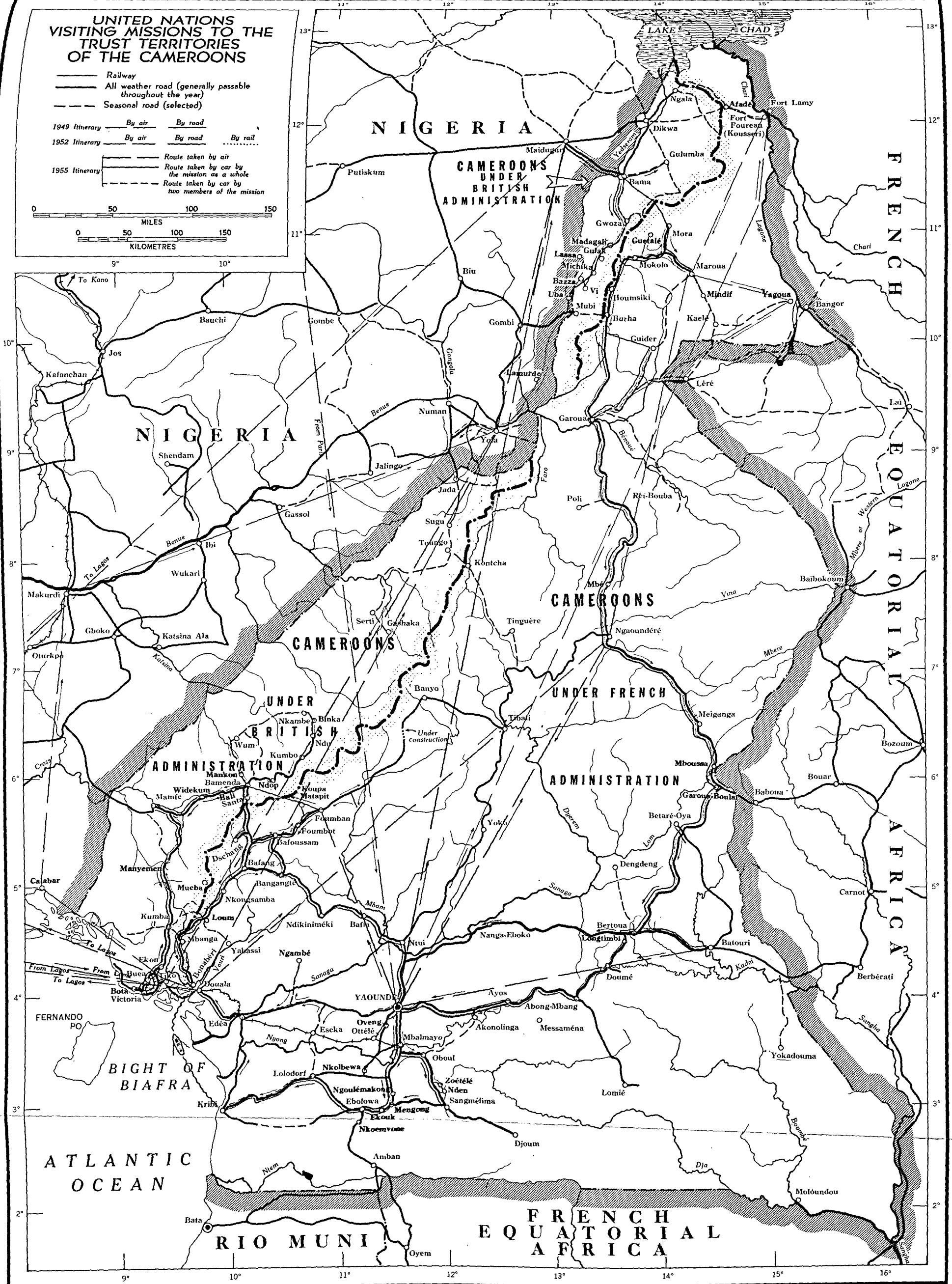
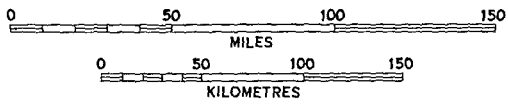
12. Although it is proposed to sponsor, as far as possible, courses within West Africa, a number of our students will have to proceed overseas and particularly to the United Kingdom. In the case of students undertaking courses outside West Africa it is considered desirable, provided both parties are agreeable, to provide such financial assistance as will enable a wife to join her husband for a limited period and, where this is practicable, to undertake a short course of study approved by the Southern Cameroons Scholarship Board as likely to be of benefit to the community on her return. In making this proposal the Government has been influenced by the problems of readjustment which may well arise in a family when only one member has had close experience of a different way of life.

**UNITED NATIONS  
VISITING MISSIONS TO THE  
TRUST TERRITORIES  
OF THE CAMEROONS**

- Railway
- All weather road (generally passable throughout the year)
- Seasonal road (selected)

- 1949 Itinerary By air By road
- 1952 Itinerary By air By road By rail

- 1955 Itinerary Route taken by air
- Route taken by car by the mission as a whole
- Route taken by car by two members of the mission





## OBSERVATIONS OF THE ADMINISTERING AUTHORITY ON THE REPORT OF THE VISITING MISSION (T/1234)

*Note by the Secretary-General:* The Secretary-General has the honour to transmit to the members of the Trusteeship Council the observations of the United Kingdom Government on the report of the United Nations Visiting Mission to the Trust Territories of the Cameroons under British administration and the Cameroons under French administration, 1955, on the Cameroons under British administration (T/1226). These observations were communicated to the Secretary-General by the permanent delegation of the United Kingdom to the United Nations by letter dated 1 March 1956.

The Administering Authority welcomes this opportunity of expressing its appreciation of the objective and thoroughly helpful examination of current conditions in the Cameroons under British administration prepared with such expedition by the Visiting Mission under the chairmanship of M. Dorsinville.

The Mission's most important contention, at the conclusion of chapter I, that it is in the fields of economic and social advancement, and more particularly in the improvement of the road system, that progress is now most urgently required, rather than in the field of political advancement, appears to be fully justified. Other passages of the report indicate that the Governments and other Authorities concerned fully appreciate this fact and that vigorous action is already being taken accordingly.

At the present time there seems to be nothing to add to the careful assessment of political trends in the Territory offered by the Mission, though in a year's time there may well be developments to report as a result of the review of the Constitution of the Federation of Nigeria in which the leaders of all shades of Trust Territory opinion will shortly participate with the representatives of other parts of the Federation.

Many suggestions made by the Mission have been noted and will, no doubt, prove of great interest to the Governments concerned. Cases in point are paragraph 173, regarding the control of bush fires, paragraph 185, regarding the treatment of hides, paragraph 201, regarding the use of animal-drawn carts, and paragraph 311, advocating the creation of more institutions such as that at Sugu.

A recommendation of importance made by the Mission which the Administering Authority feels unable to endorse is that contained in paragraph 319.

Experience in the Territory has shown that increases or reductions in school fees have no effect on the trend

of enrolment in primary schools and it seems widely open to doubt whether moderate fees have any deterrent effect at all; in fact some educationists maintain that they have the opposite effect. A local contribution in some form is certainly regarded as essential, if only to fix public attention upon educational needs: local rates for an educational purpose familiar to the community will be far more readily paid than heavy taxes to enable a distant Government to increase its impersonal subsidies to the primary schools. The Administering Authority does not envisage any stage at which local rating for educational purposes will be abandoned in favour of increased taxation. Regarding contributions by the Administering Authority, the Mission's report and those of the Administering Authority itself show the generous scale of United Kingdom assistance towards capital expenditure in connexion with educational development. No contribution by the United Kingdom, however, has been made towards the recurrent cost of operating the primary schools, since if the Territory were to become dependent upon such assistance for maintaining an essential service it would be unlikely ever to emerge from such dependence. The only permanently satisfactory solution is for the Territory to find the cost of its primary educational system out of its own resources. The Administering Authority, therefore, while prepared to continue its present generous attitude towards capital expenditure, does not contemplate making contributions towards the recurrent costs of the primary schools.

The following paragraphs contain correction and clarification on certain points of detail and additions regarding subjects in which there have been developments of interest since the Mission's visit:

*Paragraph 4.* The statement of the Deputy-Commissioner was not intended to imply that the assistance of administrative officers would be withdrawn from anything except the actual conduct of hearings which

the Mission might decide to give to representatives of the dissolved parties. Any assistance which might have been needed to maintain public order would have been immediately available.

*Paragraph 7.* The Administering Authority also welcomed the inclusion, as members of the 1955 Visiting Mission, of Messrs. Scheyven and Yang both for the personal qualities of the gentlemen concerned and for the valuable element of continuity thus provided. These two members were able by personal observation to estimate the degree of progress achieved between 1952 and 1955.

*Paragraph 33.* Events similar to the Jada Agricultural Show have also for the last few years been a regular, and highly useful, feature at Bamenda.

*Paragraph 56, last sentence.* The advice to give greater attention to the pagan languages will by no means be neglected but it is doubtful whether its implementation will be practicable owing to the large number of languages involved and the small size of the areas in which they are severally spoken. Perhaps the solution eventually will lie in the use of English, cf. paragraph 364.

*Paragraph 64.* The advice to develop fish-farms will receive renewed attention. When the current Development Plan was under consideration, the Southern Cameroons Government gave serious attention to proposals to allocate considerable sums on such a project, but eventually found itself obliged to reduce the proposed allocation to a sum sufficient for surveys only, in order to make way for agricultural projects felt to be deserving of higher priorities.

*Paragraph 65.* It is considered that the present facilities for technical training are quite as much as the quality output of the primary schools can utilize. Applications have been made through the Food and Agriculture Organization for supplementary technical assistance.

*Paragraph 80.* The argument that a constituency loses its representation when its member achieves Cabinet rank can scarcely be maintained.

*Paragraph 84.* The Commissioner of the Cameroons considers that the Consultative Committee has already achieved valuable results in drawing attention to the needs of the northern part of the Trust Territory. Incompatibility between the two functions of the Minister would only arise were he to pursue local interests to a degree which would bring him into conflict with the collective responsibility of Ministers; there is little likelihood of this happening.

*Paragraph 89.* The date for the constitutional conference has now been fixed as mid-September, in London. As a result of preliminary discussions held between representatives of the Governments of the three Regions and of the Southern Cameroons it has been decided that, at the London Conference, each Region will be represented by a delegation of ten with five advisers, and the Southern Cameroons by a delegation of five with three advisers. The Northern Region delegation will include representation from the Northern Cameroons. The members of the delegations are to be chosen by the

respective Governments in such manner as to secure representation of all shades of political opinion.

*Paragraph 100.* Since the Mission's visit the question of Native Court reform has been under examination by a committee of the Executive Council of the Southern Cameroons and the committee's recommendations are now under consideration.

*Paragraph 107.* The Committee referred to has not yet submitted recommendations.

*Paragraph 109.* The residential qualification for naturalization as a citizen of the United Kingdom and Colonies is: (a) 12 months' continuous residence in Nigeria or the Trust Territory immediately preceding the date of application, together with (b) 4 out of the 7 preceding years in the United Kingdom or any Colony (including the Trust Territory).

*Paragraph 117.* The London Conference on the Nigerian Constitution, held in July and August 1953, in considering the question of the attainment of self-government in 1956, did not disregard the provision of safeguards for the unity of the Federation. The relevant paragraph of the report of the Conference reads as follows :

“ 28. This question had been placed on the agenda at the request of the three principal political leaders attending the Conference . . . and the Conference devoted two plenary sessions to a lengthy discussion of this matter. The Secretary of State for the Colonies informed the Conference that Her Majesty's Government were not prepared to fix a definite date for self-government for Nigeria as a whole, the more so as the Northern delegation, representing over half the population of Nigeria, was unable to depart from its policy of self-government as soon as practicable. The Conference eventually accepted a declaration of policy that in 1956 Her Majesty's Government would grant to those Regions which desired it full self-government in respect of all matters within the competence of the Regional Governments, with the proviso that there should be safeguards to ensure that the Regional Governments did not act so as to impede or prejudice the exercise by the Federal Government of the functions assigned to it now, or as amended by agreement in the future, or in any way make the continuance of federation impossible.”

*Paragraph 126.* The Development Plan as proposed by the Southern Cameroons Government has now been accepted by Her Majesty's Government in the United Kingdom.

*Paragraphs 127 and 192 to 199.* The Administration is fully in agreement with the recommendations of the Mission about the importance of improving road communications. Between 1951 and 1955 £1,145,000, from the Cameroons Development Fund alone, has been spent on the Victoria-Bamenda Road, of which the Kumba-Mamfe stretch referred to in paragraph 127 of the report is a part. It should perhaps be added that, at the time of the Mission's visit at the end of the rainy season, the amount of progress already achieved in the

rehabilitation of this trunk road was concealed by the conditions. In fact nearly all the temporary bridges and culverts on the Kumba-Mamfe stretch, numbering some 140, have already been replaced by permanent ferro-concrete structures capable of carrying heavy road-making equipment. This engineering work inevitably cut the road surface to pieces and it has taken some months of the dry season to effect the necessary repairs. Exceptional engineering difficulties are involved in construction in that part of the road, but it is anticipated that the further expenditure planned for the next five years should result in maintaining a satisfactory surface.

*Paragraph 132 (c).* The Southern Cameroons Government has also now established a statutory Board of Agriculture with mixed official and public representation.

*Paragraph 132 (e).* Meanwhile, surveys of tea production possibilities have been carried out by commercial experts.

*Paragraph 161.* The Co-operative Department is reluctant to give to co-operatives assistance in the form of loans. Assistance has however been given to members of co-operatives for the acquisition of lightweight equipment, such as spraying outfits, by the provision to them of such equipment on deferred-payment terms, payment not being collected until the farmer has received his price for his crop.

*Paragraph 164.* The effect of the Administration's various efforts to improve cocoa production has been remarkable. Cocoa marketed during 1955 amounted to 5,215 tons, a record figure compared with 3,346 tons for 1954.

*Paragraph 193.* The quantity of mechanical equipment on the road construction jobs in the Territory is already considerable; much of it had not yet been deployed for the dry season when the Mission was in the Territory. In the Northern Cameroons there are now in use seven construction units, consisting of heavy rollers and concrete mixers, three more being expected shortly; five lorries are in use and five more are expected shortly. In the Southern Cameroons the following are in use already, or expected shortly :

	<i>In use</i>	<i>Expected shortly</i>
Tar boilers .....	5	
Emulsion sprayers .....	2	
Crushers .....	7	
Granulators .....	7	
Compressors .....	8	
Excavators .....	4	
Graders .....	5	1
Wading shovels .....	2	
Concrete mixers .....	14	2
Pumps .....	12	
Rollers .....	23	2
Water trailers .....	5	
Low loaders .....	2	1
Wheel tractors .....	12	
Crawler tractors .....	6	1
Dumpers .....	1	
Trailers .....	6	
Mobile workshops .....	3	
Five-ton tippers .....	37	25
Five-ton flats .....	4	
Landrovers .....	10	

*Paragraph 229, last sentence.* The desire to break down the tribal system is not yet very strong among the majority of the population living on the grasslands of the Southern Cameroons.

*Paragraph 231.* The report on plantation labour conditions prepared by the West African Institute of Social and Economic Research will be made available to the Council on its publication.

*Paragraph 244.* The list of offences quoted for which whipping may be ordered is in fact the list of those offences for which an officer in charge of a prison may order this punishment in the maintenance of discipline.

*Paragraph 276.* The deplorable delay in completion of the ancillary buildings of the Bamenda hospital was brought about by the transition of financial control from the Eastern Region to the new Southern Cameroons Government.

*Paragraph 310.* The payment of grants-in-aid to voluntary agency schools is automatic, provided that the schools conform with the provisions of the Government Education Code.

*Paragraph 322.* The Administering Authority is in full agreement with this recommendation.

**RESOLUTION 1373 (XVII), ADOPTED BY THE TRUSTEESHIP COUNCIL  
ON 5 APRIL 1956**

REPORTS OF THE UNITED NATIONS VISITING MISSION TO THE TRUST TERRITORIES OF THE CAMEROONS UNDER BRITISH  
ADMINISTRATION AND THE CAMEROONS UNDER FRENCH ADMINISTRATION, 1955

*The Trusteeship Council,*

*Having examined* at its seventeenth session the reports of the United Nations Visiting Mission to the Trust Territories of the Cameroons under British Administration and the Cameroons under French Administration, 1955,<sup>1</sup> as well as the written observations submitted by the Government of the United Kingdom of Great Britain and Northern Ireland<sup>2</sup> on the report on the Cameroons under British administration and the oral observations made by the representative of France on the report on the Cameroons under French administration,

1. *Takes note* of the reports and of the observations of the Administering Authorities concerned;
2. *Expresses its appreciation* of the work accomplished by the Visiting Mission on its behalf;
3. *Draws attention* to the fact that, at the seventeenth session, in formulating its own conclusions and recommendations on conditions in the Territories concerned, the Council took into account the observations and

conclusions of the Visiting Mission and the observations of the Administering Authorities thereon;

4. *Decides* that it will continue to take these observations and conclusions into account in future examinations of matters relating to the Trust Territories concerned;

5. *Invites* the Administering Authorities concerned to give the most careful consideration to the conclusions of the Visiting Mission as well as to the comments made thereon by the members of the Trusteeship Council;

6. *Decides*, in accordance with rule 99 of its rules of procedure, that the reports of the Visiting Mission, together with the written observations submitted by the Government of the United Kingdom and the present resolution, shall be printed;<sup>3</sup>

7. *Requests* the Secretary-General to make arrangements for the printing of these documents at the earliest possible date.

<sup>3</sup> For the Visiting Mission's report on the Trust Territory of the Cameroons under French administration, see *Official Records of the Trusteeship Council, Seventeenth Session, Supplement No. 4*. This supplement also includes the written observations submitted by the French Government, which were received after the closure of the seventeenth session of the Trusteeship Council.

<sup>1</sup> T/1226 and T/1231.

<sup>2</sup> T/1234.