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## EXAMINATION OF ANNUAL REPORTS

TOGOLAND UNDER BRITISH ADMINISTRATION FOR 1947

Report of the Drafting Committee on Annual Reports

Chairman: Mr. Lin Mousheng (China)

The Drafting Committee on Annual Reports recommends to the Council the adoption of the following passage for inclusion in the Report of the Council to the General Assembly covering its fourth and fifth sessions.

## INTRODUCTION

The Report of Togoland under British Administration for the year 1947 was received by the Secretary-General on 21 June 1948 and, having been transmitted\* to members of the Council on the same date was placed on the agenda for the fourth session of the Council.

During the sixth meeting of that session Mr. D. A. Sutherland, who had been appointed as special representative of the Administering Authority, made an opening statement on conditions in the territory. Mr. Sutherland subsequently submitted written answers\*\* to written questions\*\*\* addressed to him by members of the Council on the Report and on the administration of the Territory. During the 22nd, 23rd and 24th meetings, the representative and the special representative of the Administering Authority answered supplementary oral questions of members of the Council.

During the 29th and 30th meetings, the Council held a general discussion with a view to formulating conclusions and recommendations relating to the

\* T/186

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report and to conditions in the Territory, and requested the Drafting Committee on Annual Reports to draft a report, in accordance with rules 100 and 101 of its rules of procedure, for inclusion in the annual report of the Council to the General Assembly.

The draft prepared by the Drafting Committee was considered by the Council at its.....meeting on the.....

PART I

Review of conditions based on the Report of the Administering  
Authority and on statements made in the Council by the  
Special Representative

1. GENERAL

Area, Topography and Climate

Togoland under British Administration consists of a narrow strip of land about 320 miles long with an average width of about 40 miles. It lies just north of the Equator between the Gold Coast and Togoland under French Administration. Its area of 13,040 square miles is divided into a Northern Section of 10,576 square miles, and a Southern Section of 2,464 square miles. The Southern Section consists of flat, lightly forested savannah country in the south and very hilly and more densely forested terrain in the north. The Northern Section is generally flat with a predominantly savannah type of vegetation. Rains normally fall from May to October inclusive, the yearly total varying from about 40 inches in the north to about 80 inches in the south. Annual mean temperatures range between 70.6° and 93.5° F.

Population

The indigenous population is estimated at 382,200, consisting of 209,900 in the Northern Section and 172,300 in the Southern Section. The majority of the people in the Southern Section are Ewes; there are various tribes in the North, some of Sudanese origin.

There is no civil register in the Territory.

2. POLITICAL ADVANCEMENT

General

The Territory is administered as an integral part of the Gold Coast; it does not possess legislative, administrative or budgetary autonomy. The Governor of the Gold Coast is responsible for the Administration of Togoland. The seat of the Government is in Accra, Gold Coast.

For administrative purposes, the Territory is divided into two Sections. The Northern Section is administered as if it formed a part of the Northern Territories of the Gold Coast; the Southern Section is administered as if it formed a part of the Gold Coast Colony. There is no organic law defining the status of the Territory.

The Northern Section of Togoland consists of one district and parts of three other districts of the Northern Territories of the Gold Coast. The Southern Section forms the larger part of a district of the Eastern Province of the Gold Coast Colony.

Chief Commissioners represent the Governor in the Northern Territories of  
/the Gold Coast

the Gold Coast and the Gold Coast Colony. District Commissioners in charge of Districts are responsible in the Northern Section to the Chief Commissioner of the Northern Territories of the Gold Coast; in the Southern Section, the District Commissioner is responsible to the Chief Commissioner of the Gold Coast Colony through the Provincial Commissioner.

The Governor of the Gold Coast is assisted by an Executive Council consisting of seven ex-officio members and such other persons as may be appointed by him. None of the members is from the Trust Territory.

The Gold Coast Legislative Council, consisting of thirty-one members with an unofficial majority, debates and enacts all legislation which affects the Gold Coast generally. No indigenous inhabitant of the Trust Territory is a member of the Legislative Council.

The Governor is the legislative authority for the Northern Territories of the Gold Coast (including the Northern Section of Togoland). A Territorial Council was formed in 1947 which discusses and advises upon draft legislation affecting the Northern Territories. It is intended that this development should lead to representation of the Northern Territories in the Legislative Council.

There are no suffrage laws or regulations in the Territory.

#### Native Authorities

Local government institutions in the Southern Section comprise the Native Authorities and State Councils, constituted in accordance with the provisions of the Native Administration (Southern Section of Togoland) Ordinance. State Councils are constituted by the Paramount Chiefs and Divisional Chiefs of the State. There are also Divisional Councils which consist of the Divisional Chiefs sitting with their Divisional Sub-Chiefs. State and Divisional Councils have power to enquire into all disputes of a constitutional or political nature which arise within the limits of the State or Division.

In the Northern Section the local government institutions are also Native Authorities. They have power to make rules subject to the approval of the Chief Commissioner.

Attempts have been made in the Southern Section to establish enlarged districts. The purpose is to ensure a greater measure of continuity of policy, and to amalgamate, administratively, kindred tribal units.

#### Ewe Problem

The consideration given by the Trusteeship Council to the Ewe petitions and the Anglo-French memorandum concerning this problem was the main event of the year. An administrative reorganization took place in the Southern Section. The Kata (Anlo) District and the Ewe-speaking portion of the Ad District of the Gold Coast Colony were amalgamated with the Southern Section.

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for administrative purposes, under a Senior District Commissioner at Ho. This amalgamation is designed to secure greater continuity of service by Administrative Officers among related tribal units and a concentration of departmental officers in Ho which will allow of more co-operation than before.

#### Judicial Organization

The Southern Section is regarded for judicial purposes as being within the Gold Coast Colony and the Northern Section as being within the Northern Territories of the Gold Coast.

The judicial organization includes two sets of courts: (1) the Supreme Court and Magistrates' Court, which administer English law, and (2) the Native Tribunals and Courts, which administer native law and custom. Administrative Officers have powers of review and transfer in Native Courts.

Appeals proceed through the Magistrates' Court, the Chief Commissioner's Court and Supreme Court of the Gold Coast to the West African Court of Appeal.

English is the language of Magistrates' Courts and the Supreme Court. Native Courts hear cases in the tribal language, but court records are kept in English.

### 3. ECONOMIC ADVANCEMENT

#### Agriculture

The economic basis of the Territory is almost wholly agriculture and pastoral. Probably 95 per cent of the people are full-time peasant farmers, living slightly above subsistence level. Abnormal weather conditions can bring about food shortages or even famine, though there is normally no serious deficiency in food supplies, except in the north.

With the exception of an unsurveyed area of some 800 square miles, nearly the whole of the Territory (13,040 square miles) is arable. There is no information available as to the acreage or production of crops within the Northern Section. In 1947, 130,511 acres in the Southern Section were estimated to be devoted to the cultivation of the principal crops.

#### Land Tenure

Land in the Southern Section generally belongs to the tribe, but the individual occupier enjoys security of tenure, so long as he has the consent of the chief and keeps his land under cultivation. With the introduction of permanent crops, such as cocoa, the tendency has been towards individual as opposed to communal ownership of land. The indigenous priest-kings, the Tendanas, in the Northern Section, have the sole authority to grant or terminate rights of occupancy and receive the customary offerings to propitiate the spirits.

Under the Administration Ordinance, no indigenous person in the Northern Section may, without previous consent of the Governor, alienate any estate,

right or interest in any land to any person not a native. Under the Public Lands Ordinance, the Gold Coast Government may acquire land for public service; a total of 5.24 square miles has been so acquired.

In the Northern Section the non-indigenous population comes under the Land and Native Rights Ordinance which prevents undue encroachment on the land by strangers. The Chief Commissioner of the Northern Territories is empowered under the Administrative Ordinance to acquire land for public service. With the exception of some 258,000 acres held by Government, mission and some non-indigenous Africans, all the land in the Northern Section is held by the indigenous inhabitants communally.

#### Livestock

The Territory's stock population in 1947 included approximately 586 horses, 1,304 donkeys, 11,101 pigs, 43,345 goats, 43,530 cattle and 55,255 sheep. The quality of domestic livestock is low; protozoal diseases are serious and the standards of animal husbandry are poor.

#### Forests

Forestry policy is directed towards conservation rather than any large-scale economic exploitation. The forest law provides for the constitution of Forest Reserves which are managed by duly appointed Forest Officers. The Timber Protection Ordinance prevents the cutting of certain valuable timber trees while immature. Some 242 square miles have been reserved. It is estimated that the total forest products of the Territory in 1946 amounted to 6,046,300 cubic feet, including sawn timber, roundwood, firewood, charcoal etc. There is no export of forest products with the exception of small quantities of ebony, as carvings.

#### Minerals

No mineral deposits of economic value are known and no mines are operated in the Territory.

#### Commerce, Trade and Industry

It is not possible to separate the Territory's trade figures from those of the Gold Coast.

External trade consists of the exports of agricultural produce. Cocoa accounted for 98 per cent of the total export for the period 1943-47.

Both the Territory and the Gold Coast are governed by the same custom laws. No custom agreements with neighbouring territories are in effect.

Apart from Government controlled commodities, i.e., cocoa, coffee and palm kernels, any person is free to export goods, while imports are subject to a licensing system partly designed for the control of currency and partly to control quantity where the goods are subject to international allocation.

There are no major manufacturing industries, and the amount of outside private capital invested is negligible. The principal local handicrafts and

industries are brick and tile-making, weaving, collection of beeswax and honey, ivory and ebony carving; these are mainly located in the Southern Section.

There are ten Co-operative Societies established in the Territory with a total membership of 1,893 persons. A Federation of Co-operative Societies sells cocoa to the Cocoa Marketing Board on behalf of its constituent members.

An ordinance has been passed to establish an Industrial Development Corporation designed to aid Africans and others in the development of local industries.

In the Territory a strong and continuous demand for imported consumer goods of all types is apparent and the prices of those available have been high.

#### Gold Coast Marketing Board

Cocoa is purchased at fixed prices on behalf of the Gold Coast Marketing Board by licensed firms and by Co-operative Societies. The estimated average tonnage of cocoa produced in Togoland in the period 1943-47 was approximately 14,000 to 16,000 tons and accounted for 98 per cent of the total export. The Board, which was set up by statute as a semi-public Corporation, began operation in 1947 with an initial capital of £14,000,000 handed over by the West African Produce Control Board. The present Board sells its cocoa at world prices and is charged with the duty of operating its fund for the benefit of the industry, particularly to cushion the effects of price fluctuations. No inhabitant of Togoland is a member of the Board.

#### Public Finance

No national income estimates are available.

It is not possible to give separate financial figures for the Territory; the figures given for the Gold Coast do not necessarily present an accurate picture of the Territory's finances.

The main forms of Government taxation are income tax, excise and licensing fees, import and export duties, the last accounting for a large proportion of the total revenue and being chiefly collected at the ports of the Gold Coast. In the Territory only companies and higher income level groups are liable to pay income tax. Native Authority revenue is derived principally from market tolls, slaughter house and lorry park fees, license fees, capitation tax, the last varying from 2 to 6 shillings per head per year and being normally paid individually. Tax defaulters are generally sentenced to a fine or imprisonment for three months or both.

#### 4. SOCIAL ADVANCEMENT

##### Human Rights

Freedom of thought and conscience and free exercise of religious worship and instruction are ensured to all inhabitants. There is no restriction on the exercise of the right of petition, provided the petitioner follows the procedure laid down.

The only political association in the Territory is the Ewe Conference which was set up in June 1946.

No newspapers are published in the Territory. Gold Coast newspapers which circulate in the Territory are not censored.

Ordinarily the English law of arrest prevails, with its concomitant safeguards. Native Authorities have certain defined powers in the prevention of crime and the arrest of offenders. All elements of the population are subject to the same laws with regard to the safety of their person and property.

No restrictions exist governing the free movement of the population within and outside the Territory.

##### Slavery

Slavery practices no longer exist. In the Northern Section the pledging of children for debt may be practised, and there is child betrothal in some areas.

##### Status of Women

Politically, the women of both Sections have a lower status than men.

The legal status of women in civil law is equal to that of men, but indigenous tribunals accept and enforce the rights of women only in accordance with indigenous custom. Polygamy is practised. Child marriage exists but not to the same extent as in the past.

Women play an important part in the economic life of both Sections, having a virtual monopoly of all petty trade in local produce and a large share in the trade in imported goods.

It is not customary for women to take employment as wage earners in any occupation, but they are not debarred from doing so. Opportunities exist for women to enter and train for government service but their general lack of education has prevented them from being more widely employed by the Government.

##### Social Security and Welfare

A Government Department of Social Welfare and Housing is responsible for the organization of social welfare. The total expenditure under this head in 1947 was £43,800. It is not possible, however, to distinguish the services provided specifically for the Territory from those provided generally

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for the Gold Coast, nor the amount spent specifically for the Territory. There is no organized social welfare work in the Northern Section and measures for undertaking such activities are only now being extended to Togoland.

Other than provisions made by Government for workmen's compensation in case of accidents and pensions paid to retired Government officers, there are no services provided or contemplated with respect to widows' pensions, old age pensions, maternity benefits or other aspects of social security.

#### Standard of Living

No family living studies or other surveys of cost of living have been made. There has been an increase in the average prices of imported articles and a high rise in prices of textiles used as clothing. A slight but general improvement in the standard of living has taken place during recent years owing to improved communications, higher prices for agricultural produce, and improved water supplies.

#### Labour

Approximately 20,000 to 25,000 workers are employed in cocoa farming each year. Government and Native Authorities employ approximately 700 and 1,200 workers respectively. The local demand for labour is normally satisfied. There is little opportunity for the absorption of skilled labour owing to the absence of industrial and technical works of any importance. No recruiting of local or outside labour by either public or private organization is carried out in the Territory. Compulsory labour for public works and services is not permitted although chiefs, subject to the approval of the District Commissioner may call upon such labour for certain economic purposes within the limits permitted by the Forced Labour Convention.

Standards for wages are set by the Government in the Southern Section, where they vary from 2/6d per day for labourers to a maximum for overseers of 200/- per month. In the Northern Section standards for wages are set by the Native Authorities and wages are lower than in the Southern Section. No information is available of rations being provided by employers as a part of remuneration. Labour employed by Government and Native Authorities generally works 45 hours per week. Hours of work on cocoa farms are not fixed and vary.

The only dispute that arose in 1947 occurred in the Krachi district, where forty sanitary labourers employed by the Government and Native Authority went on strike. It was brief and was promptly settled.

There are no trade unions in the Territory.

Those conventions and recommendations of the International Labour Organisation accepted by the Government of the United Kingdom on behalf of the Gold Coast have been equally applied to the Territory. The terms of conventions which have not so far been applied in the Gold Coast have been

/provided

provided for in the draft Labour Ordinance, 1948, which will be applicable to the Territory.

### Public Health

The medical and health services of the Territory form part of the services of the Gold Coast Medical and Health Department. In 1947 the Medical and Health Department's personnel in the Territory consisted of two Medical Officers stationed at Ho and Hohoe. There are no Medical Officers stationed in the Northern Section but a Medical Officer in the Northern Territories of the Gold Coast makes fairly regular visits, mainly in the large towns. Medical Officers in charge of mass treatment campaigns visit this area.

In addition, there are two licensed midwives, five qualified nurses, four sanitary inspectors, four qualified dispensers, two ward attendants, three village overseers, two vaccinators and one Field Assistant.

In 1947 there were four Government hospitals and one dispensary, two mission dispensaries, two leper settlements, and five ante-natal and child welfare clinics in the Territory. Government hospitals treated 1,413 in-patients and 17,999 out-patients during 1947, while clinics or medical centres treated 27,572 in-patients and out-patients. Mass treatment of yaws and trypanosomiasis is carried out in the Territory as well as routine anti-smallpox vaccination.

Frequent outbreaks of smallpox and cerebro-spinal meningitis on the north-eastern border of the Northern Territories and the Kete Krachi area have made it advisable to place the whole area under the Infectious Diseases Ordinance.

No figures for actual expenditure for 1947 are available. Plans for medical and health development have been delayed through lack of medical staff, essential materials and equipment.

### Prisons and Crimes

There are four prisons in the Territory classified as local prisons under the control of the Gold Coast Prisons Department. Prisoners sentenced to twelve months and over are transferred to Central Prisons of the Gold Coast.

During 1947, 504 persons were committed for debt on remand and for penal imprisonment, the latter totalling 381 persons. Corporal punishment may by law be applied to both indigencous and non-indigencous inhabitants, although it is rarely imposed upon adults. The law does not inflict penalties of forced residence or deportation in respect of indigencous inhabitants of the Territory, but aliens convicted of serious crimes may be deported.

/Juvenile

### Juvenile Delinquency

No juvenile under fourteen is imprisoned. Offenders between fourteen and sixteen are committed to the Industrial School at Agona Swedru, Gold Coast, and those between sixteen and twenty to the Industrial Institution, Accra.

There are special laws applying to juveniles, and the courts are empowered to consider a wide range of methods of dealing with juvenile offenders. Juvenile courts have recently been established in the Gold Coast; arrangements are in force whereby a juvenile offender in the Territory is treated in the same manner.

## 5. EDUCATIONAL ADVANCEMENT

### Administration

Control and development of education in the Territory are the responsibility of the Education Department of the Gold Coast. All schools are open to inspection by the Education Department and all grant-aided institutions must achieve and maintain certain minimum standards of efficiency, staffing accommodation, equipment and teachers' salaries.

### Government Expenditure on Education

The Gold Coast budget for 1947 provides for an expenditure of £1,212,760 for education and the construction of schools. No separate figures are given for Togoland.

### Schools and Curriculum

In 1947 there were 370 primary schools in the Territory; of these 118 were state-assisted. Of the 241 non-assisted schools, 63 were classified as Designated Schools and were entitled to receive grants from the Native Authorities.

All schools in the Southern Section are conducted by Missions. In the Northern Section, schools in the majority of cases are managed by Native Authorities and facilities for education are very limited.

With the exception of two two-year post-primary teachers training colleges, there are no secondary schools, technical schools, or institutions of higher learning in the Territory. Facilities for education on these levels are available in the Gold Coast and attendance at these schools may be facilitated by grants from the Government. Scholarships are available in the United Kingdom for qualified Africans.

The medium of instruction in the lower classes of the primary schools is the vernacular of each area. In the upper classes, English replaces the vernacular as medium of instruction.

### Pupils

The estimated school age population (6-15 years) of the Territory is 75,733. The total enrolment in the primary schools in 1947 was 22,576 of whom 21,985 were in the Southern Section and 591 in the Northern Section.

/Adult

Adult Education

With the exception of the Public Relations Department's mobile cinema and news bulletin, the social centres at Yendi and Kete Krachi, and some mission experiments, no comprehensive scheme for adult education has been formulated. There are no public libraries in the Territory.

## PART II

### Observations of members of the Council

#### 1. GENERAL

##### General Advancement

The representative of the United Kingdom referred to a tendency in some quarters to overlook the positive advancement of the Territory due to British administration and to see only the admitted backwardness. British Colonial Administrators were well aware that a great deal remained to be done; they deplored as much as anyone the slow progress in certain fields. Another tendency was to regard British policy in the Colonies as less advanced than that laid down in the Charter for Trust Territories. The Charter and Trusteeship Agreements were based very largely on British policy. Owing to that policy, the people in the Gold Coast were much further advanced than in Togoland, which had been under British rule for only a little more than twenty-five years. It was British policy to bring the peoples of the Trust Territories up to the level of their neighbours as quickly as possible.

The representative of New Zealand thought the Council would be well advised to reserve its final opinion on the Territory and to formulate only tentative conclusions until the report of the Visiting Mission was received.

The representative of the United States noted that the policy of the Administering Authority was to bring the peoples of the Trust Territory up to the level of their neighbours in the Gold Coast as quickly as possible. He believed that the Administering Authority should increase its efforts in this direction.

##### Differences Between Northern and Southern Sections

The representative of Belgium noted the contrast in development in the two sections of the Territory. The situation was encouraging in the South; in the North it was much less so. It appeared that the efforts expended by the Administering Authority had been less intensive in the North than in the South. It could be asked whether the Administering Authority should not take active steps to speed up the development of populations which had less contact with modern civilization.

#### 2. POLITICAL ADVANCEMENT

##### General Observations

The representative of the Union of Soviet Socialist Republics stated that a characteristic feature of the Territory was the complete absence  
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of political rights for the inhabitants. He believed that the Administering Authority was not complying with the requirements of the Charter of the United Nations to promote the development of the inhabitants towards self-government or independence. He thought it incumbent on the Council to adopt recommendations which would ensure compliance with these requirements.

Administrative Integration of the Territory with the Gold Coast

(1) Identity of the Territory: Supervision by the Council

The representative of the Philippines observed that the Territory had been divided into Southern and Northern sections and that these regions had been incorporated for administrative purposes into various provinces of the Gold Coast. His delegation felt that because of this incorporation it was difficult, if not impossible, for the Council to exercise its supervisory function over the Territory as was required by the Charter. As a specific example, he mentioned the difficulties of ascertaining what proportion of the budget was allocated to Togoland. He remarked that effective administrative control of the Territory was located outside the Territory and that even the various parts of the Territory seemed to be handled under different policies. The Gold Coast managed those parts of the administration which should properly be reserved for the Administering Authority.

The representative of Iraq believed that the administration of the Trust Territory from the adjacent colony was a cumbersome arrangement. There were obvious fundamental differences distinguishing a Trust Territory from a colony. The Administering Authority was responsible for developing the Trust Territory towards self-government. With the establishment of the centre of administration outside the Territory itself it was difficult for the Trusteeship Council to form an accurate appraisal of the Territory's progress.

The representative of the Union of Soviet Socialist Republics stated that the Administering Authority had annexed the Trust Territory to the Gold Coast. The Governor of the Gold Coast was also the Governor of Togoland; the Territory had no administrative or legal autonomy; and the inhabitants and the Territory itself had no special or separate status. The southern part of Togoland was administered as an integral part of the Gold Coast Colony while the Northern part was deemed to be an integral part of the Northern Territories of the Gold Coast. Even within the framework of this unified administration the Territory was neglected politically, economically and socially. He therefore considered that the unification of Togoland with the Gold Coast was incompatible with the provisions of Article 76 of the Charter.

/The representative

The representative of China noted the lack of legislative, judicial or budgetary autonomy for the Territory which was integrated with the administration of the Gold Coast. The integration was of such a nature that various portions of the Territory were integrated separately for administrative purposes into different administrative divisions and sub-divisions of the Gold Coast. This integration was carried down even to the lowest level of administration so that certain sections of the Territory were administered as parts of Native Authorities having their seats of administration in the Gold Coast. The Trusteeship Council could hardly consider Togoland as an entity having a separate political existence. In actual fact the Territory was merely administrative bits and pieces of the Gold Coast. The Trust Territory should preserve its international status, its own administrative unity so that it might be a potential self-governing or independent body. The Territory was so completely integrated with the Gold Coast that it was very difficult for the Trusteeship Council to gain a clear understanding of the conditions which existed in the Territory.

The representative of New Zealand stated that there were three obvious comments to be made on administrative unions. First that circumstances could be conceived where such an administrative union would be of real tangible benefit to a Territory. Secondly, where a Trusteeship Agreement specifically established the right to form an administrative union there could be no question of the legitimacy of such an action. Thirdly, where an administrative union had been established it inevitably made for difficulties as there was no doubt that the Council was severely handicapped in its work because the separate figures to which the Council was entitled were not available.

The representative of the United Kingdom could not agree that the administrative structure of Togoland was a handicap. It was a practical method fully in accord with the Trusteeship Agreement. This administration had been enforced for twenty-five years and was known to exist when the Trusteeship Agreement was accepted. Nor was the relation of Togoland to the Gold Coast an administrative union in the ordinary sense of the term. He referred to Article 5 (a) of the Agreement from which the arrangement in Togoland had been derived; Article 5 (b) of the Agreement was not applicable. He emphasized that the question of administering Togoland as an integral part of the Gold Coast was entirely distinct from that of administrative unions. He also wished to emphasize that Togoland was small and sparsely populated as compared with the Gold Coast. It would not only  
/be an

be an economic and social loss for Togoland to be divorced from the Gold Coast, it would even be a political step backward because the Trust Territory had a greater chance of reaching self-government in association with the Gold Coast than as an isolated, distinct Territory. Furthermore, the Gold Coast had financed development in Togoland for twenty-five years.

(ii) Separate Information

The representative of Costa Rica stated that if the Council was to be in a position to supervise the manner in which the Administering Authority carried out its obligations in Togoland, it should request that future reports should include precise and separate data with respect to those services which were common to the Trust Territory and the Gold Coast.

The representative of New Zealand stated that his delegation had difficulty in reaching conclusions because in most cases separate statistics for Togoland had not been supplied. For this reason he welcomed the assurances given by the Administering Authority that efforts would be made to provide separate financial and other records in the future. The Council was entitled to this information.

The representative of China noted that the Special Representative had promised to try to secure figures and facts relating to Togoland in future annual reports.

The representative of the United States stated that the Trusteeship Council could not adequately examine conditions in Togoland unless it was provided with separate financial, statistical and other records. He welcomed the assurance of the special representative that such separate and detailed statistical information would be included in future annual reports.

The representative of the United Kingdom said he appreciated that the absence of exact statistics, and especially of a separate budget, made it difficult for the Council to judge conditions in the Territory clearly. But he would remind members that the revenues of the Territory had never been as great as their expenditure and therefore the point did not carry as much weight as it might. He would, however, gladly call the attention of his Government to the matter and hoped that, in future reports, satisfactory figures would be supplied to the Council.

Executive, Legislative and Judicial Systems

The representative of the Union of Soviet Socialist Republics proposed that legislative organs be established in the Territory independently of other organs created on the basis of the unification of Togoland with the Gold Coast. He observed that no inhabitant of Togoland was a member of either the Executive or Legislative Councils. The Trusteeship Council should recommend to the Administering Authority that it carry out legislative

/or other



or other measures which might ensure the participation of the indigenous population in legislative, executive and judicial organs of government.

The representative of the United Kingdom stated that in respect to representation on legislative and other bodies, Togoland had only a small population as compared with neighbouring parts of the Gold Coast.

The representative of Belgium thought it desirable that Togoland should have more representatives in the Councils of the Gold Coast. He could not agree with the Administering Authority that such representation would not be justified in view of the smaller ratio of population in Togoland. The fact that Togoland was a Trust Territory should justify an increased representation than obtained at present.

The representatives of China and the Philippines observed that no indigenous inhabitants of Togoland were members of the Executive or Legislative Councils of the Gold Coast. They believed that the Trusteeship Council should urge that Togoland be represented in the Legislative Council and Executive Council of the Gold Coast.

The representative of New Zealand considered that the question of Togoland representation on the Gold Coast Legislative Council was of substantial importance. He was pleased to note that the Administering Authority was considering a scheme whereby southern Togoland would be assured of representation on the Legislative Council.

The representative of the United States believed that the Trusteeship Council should take note of the special representative's statement that it was the intention of the Administering Authority to give the Southern Section of Togoland specific representation on the Legislative Council.

#### Native Authorities

The representative of Iraq observed that the method of using tribal chiefs as a medium of administration was not conducive to the abolition of a system that was incompatible with modern administration, particularly since a first lesson in democracy must be taught.

The representative of the Union of Soviet Socialist Republics stated that the Territory lacked organs of self-government. Indigenous inhabitants did not participate in the selection of so-called Native Authorities. The prevailing tribal system, encouraged by the Administering Authority, was incompatible with the progressive development of the Territory towards self-government or independence. The Trusteeship Council should recommend to the Administering Authority that it take measures to ensure the transition from the tribal system to one of self-government built upon democratic principles.

/Suffrage

### Suffrage

The representatives of China and the Philippines proposed that the Trusteeship Council should urge that some system of suffrage be instituted for the election of Togoland representatives to the various councils of the Gold Coast and Togoland.

The representative of the Union of Soviet Socialist Republics observed that no electoral system existed in Togoland.

### 3. ECONOMIC ADVANCEMENT

#### Lack of Budgetary Autonomy

The representative of China noted that since Togoland did not have budgetary autonomy, it was impossible for the Administering Authority to prepare exact estimates of the Territory's revenue and expenditure. As long as the Territory had no budgetary autonomy, all figures of public finance were at best approximations.

The representative of the Philippines stated that since an autonomous budget for Togoland had not been presented, it was impossible to determine any definite item of expense or revenue. This aspect of the result of the integration of the Trust Territory with the Gold Coast made it impossible for the Council to clearly understand conditions in the Territory and to ascertain whether the basic objectives of the Charter or the duties imposed upon the Administering Authority were being carried out. This problem, therefore, should be immediately settled by the Trusteeship Council. For that reason, his delegation suggested that the Council should recommend to the Administering Authority that a separate budget be established for Togoland, distinct and apart from the budget for the Gold Coast, so that the Council might be in a position to assess more accurately the manner in which the Administering Authority was discharging its obligations under the Charter.

The representative of the Union of Soviet Socialist Republics stated that since the Trust Territory lacked an independent budget, the Administering Authority was unable to supply separate statistics on the collection of taxes from individuals or on the incomes of British companies which exploit the resources of Togoland.

#### Taxation

The representative of the Union of Soviet Socialist Republics stated that the poll tax system placed the burden of taxation on the poorest part of the population, the overwhelming majority of the inhabitants. This system should be replaced by a form of progressive income tax or at least by some type of percentage system which would take account of ability to pay.

### Cocoa Marketing Board

The representative of the United States suggested that the Council should take note of the organization and objectives of the Gold Coast Cocoa Marketing Board and should ask the Administering Authority to include full details of each year's cocoa production and marketing in the annual reports.

The representative of New Zealand expressed his agreement with the general principles of the stabilization scheme which had been set up in the Territory. He would not question too much the extent of the reserves established so long as it was clear that this money, sooner or later, went to the owners of the original product. He thought that the Council should be given detailed information in connexion with the entire scheme, particularly in view of the apparently wide spread between the world price and the price paid to the producer.

The representative of the Philippines observed that there was a wide discrepancy between the price of cocoa on the world market and the price paid to cocoa producers in Togoland. He believed that many economic problems would be well on their way to solution if the Administering Authority would reconsider its stand on the matter.

The representative of Costa Rica suggested that the Council should request clear and detailed information on the marketing of Togoland cocoa, including the work of the Cocoa Board and the disposition of its funds as well as complete details on the fate of every penny received from the sale of every ton of Togoland cocoa on the world market.

The representative of the United Kingdom noted the desire of the Council to have more figures. He wished to assure the Council that the difference between the world price of cocoa and the amount paid to the producer went to the stabilization fund. This fund would have to be substantial in order to cushion the shock to the producer resulting from the enormous variations in world price.

### Trade

The representative of the Union of Soviet Socialist Republics stated that the indigenous population of Togoland did not participate in the export or import trade which was solely in the hands of British companies. The quest for profits on the part of such companies doomed the inhabitants to a life of misery; the companies paid starvation wages to hired workers.

## 4. SOCIAL ADVANCEMENT

### General Observations

The representative of the Union of Soviet Socialist Republics stated that as a result of the absence of any care for the social development of the population on the part of the Administering Authority, the indigenous  
/inhabitants

inhabitants were living in conditions of backwardness and illiteracy.

#### Child Marriage

The representative of Belgium was of the opinion that child marriage, which was the union of persons obviously incapable of consent, was most regrettable. Since such unions were rare and appeared to be disappearing, he felt that they should be prohibited by law and thus abolish once and for all a custom which was contrary to the principles of civilization and morality.

The representative of the Union of Soviet Socialist Republics observed that the horrible custom of child marriage was not even prohibited by law.

#### Pledging of Children for Debt

The representative of the Union of Soviet Socialist Republics stated that the lack of rights and the misery of the local population were such that the taking away of children for payment of debts in the northern section of Togoland was considered to be a customary and generally accepted event.

#### Status of Women

The representative of the Union of Soviet Socialist Republics considered that women in Togoland were in a state of virtual slavery. In both sections of the Territory, they had a lower political status than men.

The representative of New Zealand was pleased to note that unofficial women's councils were taking great interest in progressive health work as well as in political and economic matters.

#### Wages

The representative of Costa Rica thought that wages should be established at a level which would not only enable workers to meet the expenses of everyday life but would also raise progressively their standard of living.

#### Standard of Living

The representative of the Union of Soviet Socialist Republics stated that in view of the backward economic development, the lack of manufacturing industries and the low level of agricultural techniques, food prices were so high that meat, fish and fats were largely inaccessible to the poor people of Togoland. This was another indication of the lack of due care for the interests of the indigenous population.

#### Corporal Punishment and Deportation

The representative of Costa Rica expressed the view that corporal punishment was a humiliating practice inconsistent with the provisions of the International Declaration of Human Rights. The Trusteeship Council should call upon the Administering Authority to abolish that practice.

/The representative

The representative of the United Kingdom wished to remind the Council of the restrictions by which corporal punishment was controlled, and that it was imposed only in such serious cases as rape.

#### Health Services

The representative of Iraq stated that there was an urgent need for medical and health personnel to cope with the acute health situation in Togoland.

The representative of the Union of Soviet Socialist Republics stated that the medical treatment of the indigenous inhabitants was marked by its absence. He observed that in the northern part of Togoland there was no governmental medical personnel. It was understandable therefore that the miserable existence of the mass of the population led to the broad threat of endemic diseases and a high morbidity and mortality, particularly among children.

The representative of Costa Rica declared that the information on medical services lacked clarity because of the unification of medical services of Togoland and the Gold Coast. The Council should request the Administering Authority to provide information on medical services in a manner that would enable the Council to understand the extent to which such services affected the inhabitants of Togoland.

The representative of the United States recalled that the representative of the Administering Authority, who had pointed out several times the shortage of medical personnel in Togoland, had informed the Council that there was no objection in principle to recruiting doctors of non-British nationality. He believed that the Trusteeship Council might recommend that the Administering Authority should consider recruitment of needed doctors from among displaced persons in Europe as well as from other sources.

#### Vital Statistics

The representative of the Union of Soviet Socialist Republics observed that there were no statistical records of births, deaths and morbidity.

### 5. EDUCATIONAL ADVANCEMENT

The representative of the Philippines expressed the adherence of his delegation to three basic education policies which he believed should be followed in all Trust Territories. These were: (1) the direct assumption on the part of the Administering Authority of its responsibility for education; (2) free education in government established schools; and (3) the use of a common language.

The representative of Iraq stated that education in Togoland appeared to be extremely undeveloped; there seemed to be no secondary, higher or vocational instruction.

/The representative

The representative of New Zealand noted with interest the Ten Year Plan for education. He hoped that full details of this plan as well as details on annual progress would be given to the Council.

The representative of the Union of Soviet Socialist Republics stated that the Administering Authority was taking no measures toward the appropriate development of education in the Territory. The population was generally illiterate and no legislative measures had been adopted for improving educational standards. Of the 210,000 people in the Northern Section of Togoland, only 591 pupils were in school.

The representative of the United States declared that, in view of the complete lack of secondary schools and government primary schools, he welcomed the Administering Authority's plan to establish a grant-aided secondary school for boys at Ho. He believed that the Council should urge the Administering Authority to further extend facilities for education in Togoland.

The representative of Iraq expressed the opinion that the Administering Authority must make an earnest effort to disseminate education among the groups of the population belonging to the Moslem faith, by establishing schools and educational centres to suit their own particular culture and background.

The representative of China referred to the great discrepancy in educational development between the Northern and Southern Sections of the Territory. His delegation, in noting the Ten Year Plan for education for the Gold Coast, including Togoland, had felt that even if this plan was successfully carried out it would not go very far to promote education. A discouraging feature was that educational fees were charged for primary education and were so high for secondary education that they became actually prohibitive. It was earnestly hoped that the Administering Authority would find it possible further to expand educational facilities and to make primary education free and secondary education much less expensive than at present.

PART III

Conclusions and Recommendations of the Council

1. POLITICAL ADVANCEMENT

General

The Council, concerned over the difficulty in performing its supervisory functions with respect to the Trust Territory arising from the fact that the Territory has been integrated for administrative purposes into different administrative divisions and sub-divisions of the British Colony of the Gold Coast and from the fact that the integration is so carried out that even on the lowest levels of administration certain portions of the Trust Territory are being administered by Native Authorities with seats outside the Territory, with the result that there is no legislative, judicial or budgetary autonomy in the Territory, and consequently, there are no adequate figures and data as would enable the Council to appraise the exact status or situation of the Trust Territory; recommends that, pending a final solution of the question of these administrative arrangements, the Administering Authority review the situation and take steps or institute measures such as budgetary autonomy for the Territory, which will enable the Trusteeship Council better to perform the duties and functions vested in it by the Charter, and requests that the Administering Authority include in future annual reports precise and separate data on all common services.

Differences between Northern and Southern Sections

The Council, considering that the Northern Section is notably less developed than the Southern Section recommends that the Administering Authority take such measures as will rapidly develop the Northern Section.

Executive and Legislative Councils

The Council recommends that the Trust Territory as such should have representation on the Councils of the Gold Coast, instead of being represented by persons who may or may not be natives of the Territory.

Suffrage and Participation in Organs of Government

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

## 2. SOCIAL ADVANCEMENT

### General Conditions

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

### Wages

The Council recommends that the Administering Authority take appropriate measures to establish wages at a level which would not only enable workers to meet the expenses of everyday life but would also raise progressively their standard of living.

### Standard of Living

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

### Corporal Punishment

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

### Health

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

### Health and Education

The Council recommends that the Administering Authority increase the budgetary allocations for educational requirements, and other cultural needs as well as for the public health services.

## 3. EDUCATIONAL ADVANCEMENT

The Council notes the plans of the Administering Authority for educational development and recommends that the Administering Authority press forward energetically with these plans especially in the Northern Section of the Territory.

The Council, desiring to emphasize the decisive influence which education plays in the political, economic and social advancement of a people, and noting that in Togoland under British Administration education



is still backward, and almost entirely left in the hands of private initiative, that it is not available free of charge and that generally the fees payable are too high; urges the Administering Authority to press forward more vigourously in its efforts to develop and increase educational facilities particularly in the Northern Section where literacy is admittedly very low, and to devise ways and means to make education as inexpensive as possible so as eventually to make primary education free and secondary education not dependent on means, and further urges the Administering Authority to institute a programme of mass and adult education; welcomes present attempts of the Administering Authority to encourage higher education, and expresses the hope that efforts in this direction will receive added momentum through an increasing number of government scholarships abroad.

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

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