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CONDITIONS IN THE TRUST TERRITORY OF TOGOLAND  
UNDER BRITISH ADMINISTRATION

Working paper prepared by the Secretariat

Note: In accordance with the decision taken by the Trusteeship Council at its 319th meeting on 5 February 1951 on the form of its future reports, the Secretariat has prepared the following working paper as a preliminary draft of the chapter relating to Togoland under British administration to be included in the next report of the Trusteeship Council to the General Assembly. In accordance with the same decision, each sub-section of the draft will be supplemented by such additional information as may become available during the Council's examination of the report and by such observations and recommendations as the Council may wish to include.

## TOGOLAND UNDER BRITISH ADMINISTRATION

### 1. GENERAL

#### Land and people

Togoland under British administration is a thin strip of territory running roughly north to south and averaging about 40 miles wide and about 320 miles long. It is bounded in the north and east by Togoland under French administration, and in the south and west by the Gold Coast, with which it is administratively integrated.

The African population of the territory as estimated in mid-1952 was 410,000, of whom 223,000 lived in the Southern Section and 187,000 in the Northern Section. The people in the north are mainly of Sudanic origin, while those in the south are Negroid. The tribal and cultural associations tend to extend horizontally across the frontiers into the neighbouring territories rather than from north to south.

The few Europeans in the territory are mostly Government officials and missionaries.

#### The Togoland unification problem

The problem arising from the claims and counter-claims of political movements in the two Togolands concerning the possible unification of the two territories is again to be the subject of a special report by the Council to the General Assembly at its ninth session at the latter's request.<sup>1/</sup>

#### Progress towards self-government or independence

By its resolutions 558 (VI) and 752 (VII) the General Assembly invited the Administering Authorities to include in their annual reports information inter alia on the measures, taken or contemplated, which were intended to lead the territory in the shortest possible time, to the objective of self-government or independence

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<sup>1/</sup> General Assembly resolution 750 (VIII), Part A.

and estimates of the time required for the various measures towards that objective. The Council was requested to include in its report to the General Assembly a separate section dealing with the implementation of these resolutions.

## 2. POLITICAL ADVANCEMENT

### Constitutional arrangements

#### (a) Situation in 1952

Togoland continued throughout 1952 to be administered under the Gold Coast Constitution of 1951 and under earlier arrangements by which it shares all central government services with the Gold Coast.

The 1951 Constitution provided for two territorial organs of Government common to the Gold Coast and the Trust Territory. These were the Executive Council and the Legislative Assembly, which were generally responsible for formulating Government policy and enacting legislation, respectively, for the two territories, and which both contained a majority of African members. At the same time, ultimate executive and legislative powers were held in reserve by the Administering Authority and the Constitution contains a provision intended to render void legislative provisions repugnant to those of the Trusteeship Agreement.

The Gold Coast Executive Council, or Cabinet, was composed of eight Representative African Ministers appointed by the Governor, after consultation with the Prime Minister, from the Legislative Assembly and three ex-officio Ministers who were senior colonial service officers responsible for the portfolios of defence and external affairs, finance and justice. The Prime Minister himself was also appointed by the Governor with the approval of the Legislative Assembly.

The Legislative Assembly consisted of a Speaker, three ex-officio members (government officials), six "special" members (representing commercial and mining interests), and 75 members elected by varying forms of suffrage and including five chosen by municipal voters, 33 by rural voters, 18 by "traditional" representatives and 19 by a special electoral college for the Northern Territories of traditional and other interests.

Togoland was not represented in these organs as a separate entity, but the Southern Section was entitled to return two rural members and one traditional member to the Legislative Assembly, while the Northern Section was represented in the Northern Territories electoral college. Through these means six Togolanders obtained seats in the Assembly.

For administrative purposes the Trust Territory continued under the 1951 Constitution to be divided into two sections, both of them administratively united with adjoining areas of the Gold Coast. The Northern Section forms three administrative districts of the Northern Territories Region of the Gold Coast, which is administered from Tamale in the Gold Coast and has an advisory regional council. The Southern Section, previously administered as a district of the Gold Coast Colony, was combined in 1952 with adjacent Ewe-speaking areas in the Gold Coast to form a new Trans/Volta Togoland Region. As the 1952 Visiting Mission noted, the headquarters of this new region - **situated within the Trust Territory** - will be the base for administrative and technical services on an important scale; on the other hand, the new region is not contained within the frontiers of Togoland but comprises an estimated Gold Coast population of 269,000 and Southern Togoland population of 222,990. The Southern Togoland Council, an advisory organ and electoral college established in 1949, has been replaced by a Trans/Volta-Togoland Council with advisory powers; it consists of members elected by the district and local councils in the region. Of the complete membership of 39, 21 were to be from Togoland.

This close relationship of Togoland with the Gold Coast has evolved from arrangements made at the beginning of the mandate administration. The Administering Authority considers that geographical, economic and other factors, and not least the common tribal origin of large parts of the population on both sides of the frontier, demand that in the interests of the people themselves, as well as for convenience of administration, the Trust Territory should be administered (as the Trusteeship Agreement requires it to be) as an integral part of the Gold Coast. It considers further that the same factors, which include substantial differences between the peoples of the Northern and Southern Sections of the territory - the same differences as between those of the Northern and Southern parts of the Gold Coast - also make it impracticable to administer Togoland as an integral unit within

the Gold Coast framework, but requires that Northern Togoland should be closely associated with the Northern Territories of the Gold Coast and Southern Togoland with the southern peoples of the Colony.

The Trusteeship Council has not previously taken a final position on the wider issues of the administrative and constitutional integration of the Trust Territory with the Gold Coast. It has, however, made recommendations on various aspects of these arrangements.

In the first place, the Council has been concerned with the difficulty of supervision arising from the extent of the integration of the Trust Territory and has requested the Administering Authority - most recently at its eleventh session - to take all possible steps to separate statistical and other data concerning Togoland from that concerning the Gold Coast. The Administering Authority has responded by providing increasingly precise data, but it has stated in its annual report for 1952 that it considers it neither practical nor desirable to carry this pursuit into fields requiring the establishment of physical barriers and checkpoints between the Gold Coast and Togoland, involving restrictions on the free movement of people or goods across that boundary.

In the second place, in the course of the working out of Gold Coast constitutional and other political reforms applying to Togoland, the Council has been interested in ensuring that the Trust Territory should be equitably represented in the governmental organs affecting it, and that its interests in joint policies and programmes should be fully recognized. Taking note of assurances given by the Administering Authority to that effect, it has welcomed the political reforms which were embodied in or accompanied the Gold Coast Constitution of 1951 as representing an important step towards full self-government and as a means to higher political experience. It has subsequently expressed satisfaction with the operation of the new executive and legislative organs for the combined territories, and welcomed the fact that the measure of universal suffrage granted to the Gold Coast was simultaneously applied to the southern part of Togoland.

In the case of the regional administrative organization of the Gold Coast and Togoland, the Council welcomed the establishment of the now defunct Southern Togoland Council and, when the regional organization was under further study,

recommended that the Administering Authority give consideration to the question of establishing a region consisting of Southern Togoland alone. After the Administering Authority had subsequently reported, however, that it had decided that Southern Togoland was too small to form a separate region, and that a wider region including the Ewe districts of the Gold Coast would give satisfaction to the desire of the Ewe people for closer association, the Council at its eleventh session commended it for having decided to form the Trans/Volta-Togoland administrative region and regional council.

On the wider issues involved, the Council has had before it the view of its 1949 Visiting Mission that it is difficult to contemplate the political future of the Trust Territory except in association either with Togoland under French administration, or with the Gold Coast, or possibly with both; and that the choice between these alternatives must largely depend on whether or not some form of unification of the two Togolands will take place. At its eleventh session the Council itself reserved its final opinion concerning the effect of the 1951 Gold Coast constitutional arrangements on Togoland until it had considered the Ewe and Togoland unification problem. At the same time, it expressed the opinion that the present administrative arrangements for Togoland, although prejudicing perhaps the progressive development of the Territory towards a separate independent status, were nevertheless conducive to the attainment of the objectives set forth in Article 76 of the Charter, and were capable of accelerating the progressive development of the Territory towards self-government within the main framework of the political future of the Gold Coast. It was further of the opinion that the Administering Authority should continue to carry out its obligations under the Trusteeship Agreement and that, until the freely expressed wishes of the peoples of the Territory concerning their future status had been ascertained in accordance with Article 76 of the Charter, the operation of the present administrative union should be kept under constant review.

(b) Further constitutional and political events

The report of the 1952 Visiting Mission, further constitutional and political events in the Territories, and action taken subsequently by the General Assembly in connexion with the Togoland unification problem, placed before the Council at

its thirteenth session in more precise form some of the wider questions raised by the association of Togoland with the Gold Coast.

The Visiting Mission observed that the Gold Coast had moved faster and further towards self-government than any other in West Africa and had taken Togoland with it. While the Governor continued to hold on behalf of the Administering Authority final executive, legislative and administrative responsibility, a large measure of executive and legislative authority for the Gold Coast and the Trust Territory had in practice been passed to the Government of the Gold Coast, which was composed essentially of elected representatives of the combined territories. The Mission considered that it was reasonable to expect that there would be further constitutional reforms within a comparatively short period of time, taking the Gold Coast still further, if not all the way, to self-government within the British Commonwealth of Nations. If this further measure of self-government were to be accorded to Togoland as well as the Gold Coast, the Mission considered that the Administering Authority would feel obliged to consider whether the responsibility invested in it by the Trusteeship Agreement could be reconciled with the authority which would be transferred to the Gold Coast Government in respect of Togoland. A constitution granting full autonomy to the Gold Coast could not also apply to Togoland as long as the Trusteeship Agreement retained its present form; since the United Kingdom Government would no longer have control over the Gold Coast Government, it would not be possible for Togoland to be administered any longer as an "integral part" of the Gold Coast and still retain the United Kingdom Government as its Administering Authority. Since the final achievement by the Gold Coast of full self-government seemed only a matter of time, it might be anticipated that before long the United Kingdom Government as well as the United Nations would wish to clarify the situation of the Trust Territory.

The Mission also noted that the position was one which was exercising in one direction or another considerable attention on the part of the population. In the northern region the leaders of the Mamprusi, Dagomba and Nanumba tribes had asked again, as they had in the past, for continued integration with the Gold Coast. (The Mission noted, however, that this desire seemed to be based on a desire to maintain tribal unity with their peoples in the Gold Coast, rather than that they considered such integration would lead to greater development political or otherwise;

it commented that political thought and activity in the North had not yet gone far beyond the confines set by tribal allegiance and respect. On the other hand, the Administering Authority stated in its observations on the Mission's report that the people of the North desired tribal unity because they regarded it as the surest way to political, social and economic progress.)

In the South, the Mission noted that the strongly pro-unification elements led by the Togoland Congress, were pressing for a clarification of the Territory's position in favour of a separate status, as they feared that the process of integration with the Gold Coast might jeopardize the chances of unification of the two Togolands. But the Convention People's Party, the main political party of the Gold Coast, which was also the party in power in the Gold Coast Government, had increased its activities and had gained support in Southern Togoland. Its supporters argued that the paramount interest of the people was to be self-governing and that only under the Gold Coast Constitution would Togoland achieve self-government within the shortest possible time. The Mission found that this party, while expressing a sympathy with the unification movement, was not unnaturally more practically concerned with increasing its strength in the Gold Coast territorial and local government bodies, and for this purpose tended to regard Togoland as being to all intents and purposes part of the Gold Coast. The Mission expressed the hope that the party, especially because of its position in the Government, would not lose sight of the separate and special international status of the Trust Territory and all that this status implied. It should remember that the present integration of Togoland with the Gold Coast did not necessarily represent the permanent relationship between the two Territories, and that the Administering Authority had given the United Nations assurances that the inhabitants would be free to decide for themselves at the appropriate time what that relationship would be.

The Mission concluded by stating that the prospect of further constitutional advance might require the position of the Trust Territory to be reviewed with particular care within a relatively short period of time. The proposals for further reforms were in fact made by the Gold Coast Government in a White Paper published in 1953. In this document, the Gold Coast Government declared its intention of requesting the Administering Authority to make a declaration regarding



the grant of independent status to the Gold Coast, within the British Commonwealth of Nations. At the same time, it proposed modifications to the present Constitution "in respect of the limited transitional period which is necessary in order that the requisite constitutional and administrative arrangements for independence can be made".

The White Paper contained a statement as follows of the attitude of the Gold Coast Government to the Togoland problem:

"The Northern Territories Council has expressed grave concern regarding the future of the Northern Section of Togoland under United Kingdom Trusteeship; four of the most important Northern Territories States extend into Togoland, and the Paramount Chiefs and people are not prepared to see them dismembered by an international boundary. They therefore insist that a decision on the future of the Northern Section of Togoland should be taken before any further major advance is made towards self-government. The Prime Minister has assured the Northern Territories Council that, while the time has not come for formal proposals to be presented to the United Nations for the amendment of the Trusteeship Agreement, the Government of the Gold Coast is confident that, when the time comes, the United Nations Organisation will not fail to give satisfaction to the frequently reiterated and unanimous demand of the people of the Northern Section for their area to become part of the Northern Territories of the Gold Coast. Indeed for the United Nations Organisation to do otherwise would, it is considered, be contrary to the basic objectives set out in the United Nations Charter. The Chiefs and people concerned have made it abundantly clear that they have no intention of allowing an international boundary to divide the people living in the Northern Section of Togoland under United Kingdom Trusteeship from the Northern Territories.

"There is a growing opinion in Southern Togoland in favour of integration with the Gold Coast and it is hoped that, when the advantages of joining a self-governing Gold Coast are fully appreciated by the people of that area, they will be in a position to make clear their wishes for their future status."

The publication of the White Paper has been followed by the receipt of a large number of petitions from the Trust Territory expressing opinions in favour of or against the integration of Togoland with the Gold Coast.<sup>1/</sup>

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<sup>1/</sup> Note: The Secretariat has not attempted to enumerate or otherwise present in further detail in this context the contents of the petitions received, pending the action to be taken by the Council on General Assembly resolution 750 (VIII).

### Local Government

The constitutional reforms of 1951 were accompanied by no less important reforms in the local government structure of the Gold Coast and the Trust Territory, which were explained to the Council at its ninth and eleventh sessions and met with its commendation. In brief, the decision was made to replace the former Native Authorities, which were based on the traditional tribal organizations by up-to-date and democratic local government bodies.

These local government bodies, as far as Togoland is concerned, are the new local and district councils. The local councils are composed of two-thirds representative and one-third traditional members, - the representative members being elected by all the adult residents in the council area. The district councils, which have authority over a wider area, are composed of the same ratio of representative to traditional members and both types of member are elected up from the local councils.

Consultations were held early in 1952 to give the people concerned the opportunity of voicing their opinions on the exact area and constitution of each local council. Thereafter came the drawing up, in the light of the views expressed, of the instruments establishing the councils. When this work was completed, new lists of electors were compiled and the elections were held. Each step was accompanied, the Administering Authority reported, by elaborate publicity designed to ensure the widest possible understanding of the various issues involved. By the end of 1952, one district council and fourteen local councils with jurisdiction wholly within the Territory, and four district councils and four local councils only part of whose jurisdiction lay within the Territory, had been established in the Northern Section - thereby completing the local government reorganization in this Section. In the Southern Section, by July 1953, fourteen out of a proposed total of fifteen local councils and two out of three proposed district councils had been established.

The 1952 Visiting Mission was impressed by the local councils which it met, although they had not been established long enough for a real appraisal to be made. Those in the South, however, appeared to possess a greater degree of political maturity than those in the North. The Mission also remarked that it saw no opposition, in the councils which it visited, between the traditional members and the representative members.

Civil service

Under the 1951 Constitution, the control of the civil service of the Gold Coast and the Trust Territory is the concern of the Governor, who is advised by a Public Service Commission established in 1951. The Commission is composed of three members, one of whom is an African.

One of the concerns of the Council at past sessions has been to ensure that Togolandese would be given the necessary training to fit them for senior posts in the administrative services and that increasing numbers of Togolandese would find their way into such grades. The "Africanization" of the civil service is the accepted policy of the Gold Coast Government and in 1950 a Commissioner of Africanization, who was himself an African, was appointed - a development which was welcomed by the Council at its ninth session.

Subsequently, a new recruitment and training branch has been established in the Chief Secretary's office. Under the supervision of a Director who has taken over the functions and duties of the former Commissioner for Africanization, it will be responsible for the recruitment programme and policy; liaison with the Public Service Commission; review of qualification of posts; liaison with educational institutions; training policies and programmes; departmental training schemes; and scholarships and liaison with students abroad. In order to speed up the Africanization policy, a working party on Africanization has also been established which will examine, in consultation with the respective Ministries and heads of departments, the present state of each department in relation to the proportion of Africans in each grade and the means by which this proportion might be increased.

At the end of 1952 there were 653 Africans holding senior posts in the public service of whom eleven (as against nine in 1951) were citizens of the Trust Territory. The Administering Authority acknowledged that this proportion was low, but with the acceleration of the educational programme and of scholarship awards, in which persons from the Territory participated equally with other citizens of the Gold Coast, an improvement in the proportion could be confidently expected in the future.

The 1952 Visiting Mission felt that the Territory's development was being hampered by the lack of sufficient qualified personnel and remarked in particular that there were not enough administrative officers stationed in the Territory. It also noted that although the necessity of good roads and the provision of water supplies were two matters which both the Administering Authority and the Council had stressed as being essential to the Territory's development, the staff of both the Public Works Department and of the Rural Water Development Department were below even their scheduled complement. The Mission therefore hoped that the Administering Authority would make every effort to station more administrative officers and more staff from other departments and services within the Territory. It considered that although the Africanization of the civil service was an admirable policy in itself, it should not be allowed to act as a deterrent in the Trust Territory to the recruitment of officers from overseas during the period before sufficient African personnel could be trained.

The Administering Authority, in its observations on the Mission's report, reiterated that Africans were being trained as quickly as possible to fill the many vacancies which existed, and that in the meantime the Gold Coast was competing in the world market for the services of technicians and professional officers required for the implementation of development programmes and training schemes. In the case of administrative officers, however, overseas recruitment had ceased as a matter of policy, and there was a shortage of 60 administrative officers in the Gold Coast as at July 1953. Every effort was being made, nevertheless, to keep up the strength of the administrative officer establishment in the Trust Territory; they had increased since 1951 by three to a total of eight (two in the North and six in the South, apart from six senior executive officers) and a new station had been opened. It was hoped that the recruitment of administrative officers locally would improve in the near future with the direct appointment of graduates from the University College of the Gold Coast and with competitive limited selection from the executive class of the Civil Service.

The new local government system created an urgent need for the rapid creation of a body of efficient superior officers to serve the new councils and in 1951 a residential local government training school was opened in Accra. The Council noted this development with approval at its eleventh session. The Visiting Mission visited the school and was impressed by the work being done there. At the time of its visit, it housed 26 students and twelve-week courses were being given. It had been hoped to double the capacity, but shortage of staff prevented this. Four students from the Territory had been trained at the school, while another four were in training. The Mission expressed the hope that more students from the Trust Territory would be trained at the school in the future.

#### Judicial organization

The judicial system of the Territory, which it shares with the Gold Coast, is a dual one and consists of, on the one hand, the Gold Coast Supreme Court and magistrates' courts administering English law, and on the other the Native courts administering indigenous law and customs.

Administrative officers have magisterial functions in the Northern Section and in the Krachi area of the Southern Section and also have the power to review the decisions of the Native courts. A district magistrate, whose appointment has previously been welcomed by the Council, continued to be posted to the Southern Section during 1953.

### 3. ECONOMIC DEVELOPMENT

#### General

Togoland is essentially an agricultural country, and its people are almost exclusively peasant farmers raising domestic foodstuffs and some livestock. The growing of cocoa is the one important exception to this rule; the Territory produces no other crop of comparable export value and possesses no important industrial activity, nor any known minerals capable of commercial exploitation.

Cocoa, which provides some 22 per cent of the total population with their main income, and provides the main financial basis of the Territory's development, is grown exclusively by Africans on about 6 per cent of the land area in the Southern Section; elsewhere, agriculture for the production of foodstuffs for local consumption, or where possible for export to the urban centres of the Gold Coast, is carried on under a system of shifting cultivation regarded as wasteful of the resources of the land and unsuited, the Administering Authority states, to the needs of an increasing population.

The Administration's policy is therefore to improve agricultural methods, to increase food production, to achieve greater diversification of agriculture, to improve the methods of marketing and distribution and to encourage industry other than agriculture. At the same time it seeks to bring about a basic improvement in living standards and a betterment of social conditions.

The Council has previously drawn attention to the dependence of the Territory's economy on cocoa and emphasized the importance both of diversifying primary production and of improving agricultural methods; and has welcomed assurances given by the Administering Authority that these questions are being given careful attention.

The trade in foodstuffs for consumption locally, or in the Gold Coast, is in the hands of a large number of Africans, mostly natives of the two territories. Cocoa and other export crops are purchased on behalf of the Gold Coast Cocoa Marketing Board and the Agricultural Produce Marketing Board by a number of agents - chiefly European firms at present, but, to an increasing extent by producers' marketing co-operatives.

Togoland is represented on the two Marketing Boards referred to above and also on the Agricultural and Fisheries Development Corporation, established to promote or participate in large-scale projects.

Imports from outside West Africa and products manufactured in the Gold Coast are brought in mainly by several large European firms. The Administering Authority states that although in the Gold Coast the number of African firms participating in the direct import trade is steadily increasing, the same cannot be said of those in the Trust Territory. A high percentage of the retail trade is, however, in the hands of independent African traders.

As previously, at the request of the Council, the Administering Authority provided for the year 1952 an approximate estimate of the Territory's trade. The total estimated value of imports was given as £3,827,639; exports were valued roughly at £4,071,750, cocoa being valued at £3,540,912.

#### Public Finance: Development Plan

As the finances of the Territory are integrated with those of the Gold Coast, there is no separate budget for the Territory, but the Administering Authority provides each year for the information of the Council estimates of the revenue derived in Togoland and the expenditure made on its behalf. Since 1949-50, estimated revenue has exceeded expenditure. The following are the estimated totals for the past five years:

<u>Year</u>	<u>Revenue</u> £	<u>Expenditure</u> £
1947-48	363,900	625,540
1948-49	489,569	614,443
1949-50	812,971	799,753
1950-51	1,039,886	1,036,804
1951-52	1,526,604	1,316,365

The main items of expenditure in 1951-52 were education (£260,493), public works (£206,322), agriculture (£94,531), military (£76,960),<sup>1/</sup> grants-in-aid to local authorities (£63,758) and medical (£61,107).

<sup>1/</sup> The Territory's estimated share of the Gold Coast Government's expenditure on defence.

The revenue of the Territory came mainly from import duty (£589,011) and from export duty (£417,417). In addition, the amount of £293,227 was also included in the revenue figures, this representing the Territory's share of the Gold Coast development funds for the year. The Territory's contribution to the development funds derived from the revised cocoa export duty was, however, £313,808 in excess of this latter amount. The Administering Authority regarded this additional surplus as having accumulated in the Gold Coast development funds for expenditure in subsequent years on projects benefitting the Trust Territory, whether within or outside it.

The major projects completed in the Territory during the year under the development plan were a new main trunk road in the cocoa growing areas (£77,250); a new teacher training college (£72,000); a new hospital (£87,500); a new health centre (£10,000); and the provision of a piped water supply at one of the main towns (£14,093). Other large projects under way or planned were the secondary school at Ho (£296,000); two other teacher training colleges (£155,000 and £70,000); and a new secondary school at Kpandu (£52,000).

The local development committees also continued to operate throughout the year and working in co-operation with the local people, completed a number of projects costing about £6,030.

The local authorities maintain their own treasuries and during 1951-52 those in the Southern Section collected £92,444 in revenue and expended £90,174. The two main sources of revenue were Government grants-in-aid (£35,653) and from the annual rate or local tax (£24,871). The main heads of expenditure were for works and services (£16,926); education (£15,028); extraordinary (£11,434); and administration (£9,431).

The only direct tax collected by the Administration is the income tax, payable by individuals and companies under the Income Tax Ordinance; the estimated amount paid into the joint revenue on behalf of Togoland during the year was £52,250. The local authorities also levy a basic rate and can also impose a graduated rate, or a rate on property, or a rate on possessions. The rate imposed in the Southern Section during 1951-52 ranged, as it did in the previous year, from 6/- shillings to 12/- shillings for men and from 2/- shillings to 4/- shillings for women. In the North, the per capita rate for men was from 5/- to 8/- shillings, women being exempt. A cattle tax was also imposed in the North amounting to 2/- to 3/- shillings per head of cattle.



Volta River Project

As a result of discussions held during 1952 between the United Kingdom Government; the Gold Coast Government and the aluminium interests, a Preparatory Commission was appointed in 1953 to make further investigations into the Volta River project previously described to the Council. The main object of the project, whose estimated cost is between £100 million and £144 million, is to dam the Volta River - at a point where it divides the Gold Coast from Togoland - so as to provide hydro-electric power and smelting plant for the exploitation of bauxite deposits located in the Gold Coast. It also envisages some possibilities of irrigation, the provision of some electric power for other purposes, improved communications and a new seaport in the Gold Coast.

The conception behind the scheme is of a partnership in which private enterprise (two Canadian and British aluminium companies are involved) would be primarily responsible for aluminium production, and the United Kingdom and Gold Coast Governments for the hydro-electric scheme and the public works and services. Capacity is estimated at 80,000 tons rising to 210,000 tons of aluminium a year; for the first 30 years 75 per cent of production would be committed to buyers in the United Kingdom at prices based on North American prices.

The power plant and dam would be located outside the Trust Territory, which would, however, share the general benefits arising from the development. The creation of a lake of some 2,000 square miles above the dam would involve flooding areas in Togoland. The 1952 Visiting Mission heard representations from the people of Kete-Krachi, which would be one of the places affected, that the Administering Authority should be advised to resettle the town and to give commensurate compensation for any property damage before the project was completed. The Mission noted that assurances had been given by the Administering Authority and the Gold Coast Government that such compensation would be paid, and considered that the Administering Authority should continue to keep the people of the Territory fully informed.

Preliminary work was carried out during 1952 on the construction of the new seaport at Tema, which the Gold Coast Government has decided to build whether or not the longer project materializes. The port will be of great importance to the Territory's economy, the Administering Authority states, since most of its imports and some of its exports would be more efficiently handled there.

#### Land and agriculture

Farming methods, the Administering Authority reported, continued to improve in 1952 in the Northern Section, encouragement being given to mixed farming with bullock ploughing, the use of manure and contour planting. Much of the credit for this improvement was attributed to the initiative of the Kusasi Agricultural Development Committee, which during the year was registered as a co-operative society. The Committee has made loans to farmers for the purchase of ploughs and bullocks; it also buys the members' groundnut crops, and the profits made on their sale are used to pay off the farmers' loans.

The Administration maintains no agricultural stations in the Northern Section but supervision and guidance are reported to be given from the main station in the Northern Territories of the Gold Coast and during the year an agricultural officer was posted to the Section. Itinerant local authority agriculturalists are also engaged in the supervision of local authority demonstration farms.

In the Southern Section of the Territory the Department of Agriculture maintains a demonstration farm with a staff of seventeen. There are also two local agricultural committees. Particular attention has been paid to cocoa, as the principal cash crop, and a staff of twelve continued an intensive survey of all cocoa areas with the prime object of locating and dealing with outbreaks of swollen shoot disease. The Administering Authority reported that all known outbreaks of the disease in the Territory had been treated and were now under routine re-inspection and retreatment where necessary. Recalling that the Trusteeship Council had urged the Administering Authority to ensure

the co-operation of the cocoa producers in the prevention of the disease, the Administering Authority reported that the cocoa farmers now appeared to have fully accepted the need to cut out infected trees.

The Council at its seventh and ninth sessions made recommendations favouring the diversification of agricultural production. The Administering Authority reported that during 1952 seed of improved varieties of selected crops (rice, groundnut, cowpeas and maize) had been made available for purchase from the Agricultural Department. The increased prices paid for coffee by the United Kingdom Ministry of Food during 1953 had also been given wide publicity in the hope of re-establishing coffee as an important cash and export crop.

In 1953 an Agricultural Loans Board, financed by the Administration, was established for the Gold Coast and Togoland. The 1952 Visiting Mission noted that many communications received by it had requested the establishment of such a board.

#### Cocoa marketing

All cocoa produced in the Gold Coast and Togoland - the Trust Territory provides about one-tenth - is compulsorily marketed through the Gold Coast Cocoa Marketing Board. It consists of nine members, appointed by the Minister of Commerce and responsible through him, since its re-organization in 1951, to the Legislative Assembly. Of the nine members, seven are Africans, one being from the Ho/Kpandu district of the Trust Territory; the other two members are Europeans. The board fixes at the beginning of each season a guaranteed price to be paid to the farmer. Among the factors required to be taken into account in determining the price are the expected level of the world prices for the coming season and the state of the board's stabilization reserve - a fund created from surpluses resulting from the sale of the cocoa on the world markets, and intended to be drawn upon if the world market price unexpectedly falls below the guaranteed price. An additional factor in fixing the guaranteed price in 1951 and 1952 was a desire to restrain domestic inflation.

In all previous years of operation, except one, until 1952, the amounts received by the board on the world markets, after transport and other costs were deducted, greatly exceeded the amounts paid to the producer. The board built up

a substantial stabilization reserve of £51 million and other reserves totalling £13 million for its operation. It has made grants amounting to over £4.5 million for research and development for the benefit mainly of the cocoa farming industry and the cocoa areas in general. It has also set aside £1 million invested in 3 per cent bonds, the interest of which is used to provide scholarships for students in the Gold Coast and Togoland.

During 1952, however, the surplus gained by the board decreased, as expected, as a result of the new export tax imposed on cocoa as a means of financing the Gold Coast development plan. The Administering Authority states that this heavy rate of duty now removes from the board much of the responsibility for weighing the risk of inflation against other factors when setting the cocoa price for the farmers. The board paid £14,741,321 in export tax, the average duty per ton of cocoa sold being £70 as against £51 in the previous year. The cost to the board of the cocoa which it sold, including transportation and the export tax, amounted to £235.12.s.4d per ton, while the price received on the world market was £245.0s.0d fob. The price fixed for the producer was £149.6s.8d per ton, or 80 shillings per head-load of 60 lbs. The net surplus gained by the board on operations during the year amounted to £3 1/2 million, as against £20 million in the previous year. The board paid out during the year an additional £1 million for the rehabilitation of the cocoa areas and £198,112 in local development grants - Togoland's share of the latter being £42,542, or over 21 per cent, of which £18,000 were allocated to the construction of feeder roads and bridges in the cocoa areas. Togoland's share of the crop marketed was 23,568 tons, a little over 11 per cent of the total.

A Cocoa Purchasing Company, a subsidiary of the Cocoa Marketing Board, has been formed to operate as a licensed buying agent. One of its principal objects is to enable farmers to invest their savings and to take part in the control of the company. In addition, the profits which would be made by the other licensed buying agents - mostly non-African companies - will be retained by those farmers who sell directly to the new company instead of to the commercial agents.

The Trusteeship Council has previously maintained an interest in ensuring that Togoland producers are adequately represented on the Marketing Board and that the Trust Territory receives an equitable share of the benefits derived from

the marketing of its cocoa. At its eleventh session, it paid particular attention to the prices received by the producer. While noting the various factors involved, it nevertheless recommended that the Administering Authority should invite the board to review the prices in order to ensure that they were adequately related to the world market prices and to the prices paid to cocoa producers in neighbouring territories.

Many complaints about the prices were heard by the 1952 Visiting Mission. Togoland spokesmen protested that the farmers could receive better prices for their cocoa if the market were free. In particular, the Mission heard many complaints about the price set for the 1952-53 season, which had been reduced from 80 shillings perload in 1951-52 to 70 shillings. There were also requests for the establishment of a separate marketing board for Togoland.

The Mission noted that the cocoa industry was rightly making substantial direct and indirect contributions to the joint revenue of the Gold Coast and the Trust Territory. It also felt that the maintenance of the stabilization reserve was sound in principle in so far as it was intended to protect the farmers from violent fluctuations in the world market price for cocoa. It further considered the establishment of a separate marketing board for Togoland was not called for under the existing circumstances, but suggested that the Administering Authority keep the Togoland farmers informed of the activities of the Gold Coast Cocoa Marketing Board and of the contributions made by it towards the Territory's development.

The Mission viewed with sympathy, however, the complaints about the decrease in the contemplated 1952-53 price to be paid the farmers. It commented that from the information available to it there appeared to be a possibility that the decrease was in part due to the increased export duty payable by the board and that this increase was being passed on to the producers rather than allowing the annual surplus made by the board to decrease or drawing on the stabilization reserve. It expressed the hope that in view of the large stabilization reserve at the disposal of the board the Administering Authority would consider reviewing the price paid to the producer for the coming season.

The Administering Authority commented that the board was no longer able, even if it were its policy, to accumulate reserves on the scale it had in the

past because of the high export duty. The authorities responsible for fixing the 1952-53 price had carefully weighed all the points involved in setting the price for the season at 70 shillings. Among the several reasons for this lowering of price were the trend of the world markets and the desire to curb inflation. The world price had not fallen as far as had been anticipated, but currency in circulation had been kept at approximately the same level as in the previous year, the effect of which was reflected in the stability of the retail price index for local foodstuffs. It believed further that cocoa taxation in adjoining territories might not be so high as in Togoland, where it formed the principal source of revenue for development purposes. It followed that even if the Cocoa Marketing Board passed on the full benefit of the market price to the producer, there would still be a difference in price, corresponding to this different level of taxation. The situation had been exploited by members of a certain group who sought to demonstrate to farmers in the border areas how much better off they would be if their cocoa had been sold direct to the ultimate purchaser rather than through the medium of the Cocoa Marketing Board.

#### Co-operatives

The Administering Authority's encouragement of co-operative societies, supported by the Council at previous sessions is reflected by the fact that at the end of 1952 there were twenty-two cocoa-marketing societies as against eighteen in 1951 and two consumer co-operatives as against one in the previous year. The marketing societies received from their 4,057 members and sold to the Gold Coast Cocoa Marketing Board 5,275 tons of cocoa -- 22 per cent of the Territory's total output. In addition they also served as organs through which loans, mostly from the Gold Coast Co-operative Central Bank (Accra) were passed to farmers. The total of such loans for Togoland farmers during the year was £15,700. A sum of £13,000 was also granted to the societies for the erection of cocoa sheds.

### Industry

A brick and tile works, a pottery works, and weaving by cottage industry are the only local industrial establishments in the Territory. The proprietor of the pottery works was given an artisan's scholarship in the United Kingdom in 1952, while the weaving industry, which in the past had received considerable assistance from the Industrial Development Corporation, was placed on a working basis under the management of the workers themselves.

Representatives of both these concerns asked the Visiting Mission for help in receiving further Government assistance; the weaving industry was stated to have had difficulties in disposing of their cloth, while the pottery works was stated to be in financial difficulties because the conditions under which it had received a loan from the Industrial Development Corporation were too rigid. The Mission considered that the establishments deserved every encouragement, but suggested that their representatives should prepare for consideration of the Administration plans as to how they proposed to develop their businesses if further assistance were given.

### Water supplies

The importance of providing the Territory with adequate water supplies has been stressed by the Council at previous sessions. The Visiting Mission reported that commendable progress had been made since the first Mission's visit in providing the Territory with water supplies but urged the Administering Authority to bring the staff of the Department of Rural Water Development, which was 25 per cent below its scheduled complement, up to its full force. The Administering Authority, in reply, referred to an increase in such staff posted to the Southern Section, bringing the total up to three.

### Roads

Recommendations were made by the Council at its seventh and ninth sessions favouring an intensification of the road communications programme, and at its eleventh session, it urged upon the Administering Authority the desirability of constructing an all-weather road linking the Northern and Southern parts of the Territory and of further improving access to the cocoa-growing areas in particular.

In its 1952 report, which gave details of further progress, especially in the building of access roads, the Administering Authority stated that a main trunk road from Accra, passing through the Eastern side of the Southern Section where the cocoa areas are located, and joining up with the present western second class road at Kpandae and continuing through to the extreme North, had been accepted by the Administration. Subsequently, according to information given to the Council at its twelfth session, the Gold Coast Government announced the allocation of an additional sum of £1 million to be used in bridging the Volta River, and otherwise improving the main road system in Togoland.



#### 4. SOCIAL ADVANCEMENT

##### Status of women

After the Council at its eleventh session had expressed the hope that the Administering Authority would continue to encourage women to take a greater part in the civic and political life of the Territory, the Administering Authority replied that this was in fact its policy. It pointed out that the status of women in civil law was equal to that of men and that they were entitled to hold public office and discharge public functions, although they rarely did so. Both the Dagomba and Mamprusi had, however, a certain number of women chiefs, and women generally were taking an increasing interest in public and political affairs.

The local trade in food and certain imported goods were also largely in the hands of women. Excellent opportunities existed for them to train as teachers or nurses and an increasing number of women had found employment in these professions. Others found regular government employment as assistant Mass Education Officers, welfare workers, telephone operators and increasing numbers were taking on clerical duties formerly undertaken by men.

##### Vital statistics

A compulsory register of all births and deaths is kept at only one town - Ho - in the Territory. After the Administering Authority had informed the Council at its eleventh session that registration rules made by three of the Native Authorities had not been observed, the Council expressed the hope that the Administering Authority would take further steps to ensure that the registration was made applicable to the whole of the Territory.

In its 1952 annual report, the Administering Authority pointed out that the main framework of the local government system had been so completely re-organized during 1952 that it had not been possible to make any progress in the matter.

##### Corporal punishment

Recommendations to the effect that the Administering Authority should bring about the complete abolition of corporal punishment in the Territory were made by the Council at its fourth, seventh and ninth sessions, and the General Assembly at its fifth and sixth sessions also recommended that measures be taken to bring about the complete abolition of the punishment in all territories where it existed.

The Administering Authority, whose stated policy is to bring about the gradual reduction of the punishment, with the object of abolition as soon as practical, secured through the Gold Coast Legislative Assembly in 1951 a modification of the existing laws to the effect that corporal punishment could be awarded to adult males only for the offence of housebreaking with weapons. The Gold Coast Government had proposed its complete abolition as a court sentence for adults, but the Assembly considered that public opinion would not support its abolition for the offence referred to.

The present position, therefore, is that the punishment can be awarded to adult males only by a Judge of the Supreme Court for the offence of housebreaking with weapons. It may also be awarded to youths by Magistrates' Courts and in the Northern Section by Native Courts for serious offences. In prisons it can be given for two types of offence.

The Administering Authority reported that in 1952 no actual sentence of corporal punishment was given by a court in the Territory.

#### Medical and health services

It was in the medical field, according to the Administering Authority, that social advancement was most marked during the period under review. A new hospital which replaced the old one at Hohoe was opened and a second health centre was opened early in 1953. A large new leper settlement was also opened by a religious mission.

A Commission of Inquiry into the health needs of the Gold Coast visited various centres in Togoland during the year and its recommendations, with one or two reservations, were accepted by the Administration. In its report, the Commission laid emphasis on the urgent need for the expansion of the medical auxiliary services and on the development of preventive medicine by the early and rapid extension of medical field units.

The Southern Section is served by the central hospital at Accra in the Gold Coast and by two district hospitals within the Territory; one at Ho (38 beds) and one at Hohoe (45 beds). There is also a small mission hospital (18 beds) at Worawora. The Northern Section is served by the Yendi hospital (36 beds) and two hospitals just outside the Territory at Bakwu and Salaga.

The hospital services are supplemented by dispensaries, clinics and health centres. In 1952 there were twenty dispensaries (one with beds), and two clinics specializing in maternity and child welfare. Nine of the dispensaries were located in the Northern Section and thirteen in the Southern Section. The two health centres are particularly concerned, at present, with maternity and child welfare. Two leper settlements are maintained by the Administration in addition to the new mission settlement. A mobile maternity and child welfare clinic also operates in the Southern Section of the Territory.

As in 1950 and 1951, there were three Government medical officers, one an African, stationed within the Territory during 1952. There were also two private medical practitioners and a missionary doctor. The total number of all medical personnel increased from 89 in 1951 to 93 in 1952.

The total Government expenditures for public health in 1952 amounted to approximately £100,000, about 8 per cent of the Territory's total expenditures, and almost twice those of the previous year.

The Council has previously drawn attention to the inadequacies of the medical facilities of the Territory and made recommendations towards their improvement, with a good deal of emphasis on the need for recruiting additional medical officers and training local staff. The Visiting Mission of 1952, while impressed by the work being accomplished in the Gold Coast medical training institutions - which also serve the Trust Territory - considered that it would be a long time before these institutions would train enough personnel measurably to affect the situation in Togoland.

The Gold Coast Government has encountered serious difficulties in merely maintaining the existing establishment of government medical officers, and was unable in 1952 to carry out a decision to post an additional officer to each of the three Togoland hospitals. It also hopes to post a senior medical officer at Ho to take charge of all the medical services in the Trans/Volta-Togoland region. With regard to training facilities it was stated that the intake of nurses into training colleges and training hospitals was being increased and similarly the facilities for training sanitary inspectors and other auxiliaries were being expanded. The Gold Coast Government had reluctantly decided, however, on grounds

of expense, to postpone consideration of the establishment of a Medical School as part of the University College of the Gold Coast in the immediate future.

The Visiting Mission considered that attention should be paid to providing the existing hospitals and dispensaries with sufficient medical supplies, which in its opinion were sometimes not readily available. It further recommended that the Administering Authority should make an enquiry into the fees paid at the various hospitals and dispensaries as there appeared to be no consistent rate charged. The Administering Authority replied that the organization of the medical supplies had recently been improved, and the development plan provided for the construction of a regional medical store at Ho. It did not agree that fees, which were fixed by regulation, were insufficiently standardized as between one hospital and another, but stated that the Gold Coast Ministry of Health was carrying out a review of the general incidence and scale of fees and charges.

#### Wages and living costs

Regular wage-earners form only a small minority of the population. Apart from the labour seasonally employed by the cocoa farmers - roughly estimated at 20 to 25 thousand - the Administration and the local authorities are the main employers. The wages paid by the Administration largely determine those paid throughout the Territory.

The Council has previously recommended that the Administering Authority should review its wage policies in the light of cost-of-living surveys. Such cost-of-living surveys have not, as yet, been carried out in the Territory, but in 1952 the salary scales of the Administration employees were revised. Relatively, the largest increases were among wage earners. In the Southern Section, the daily wage rates of unskilled labourers were raised by 33 per cent to 4 shillings per day. Wages in the North were for the first time raised to the same level as those in the south, involving an increase of 65 per cent above previous wages and cost-of-living allowances. The monthly wage scales paid by the Administration in 1952 ranged from £5 per month for unskilled labourers to £12 per month for carpenters.

Cocoa workers are reported to be employed either under a caretaker system, receiving one-third of the produce; or under a commission system in which payment is by means of a commission on each headload (the most popular system); or at an annual contract rate of £12 to £20; or, less commonly, at a casual rate of about 2s.6d. per day. The approximate average wage of a cocoa labourer employed under the commission system was reported by the Visiting Mission as £5 per month. In addition, under the caretaker, commission and contract systems, the labourers receive food, lodging, tools and work clothes.

The Council, at its eleventh session, recommended that the Administering Authority make a thorough study of seasonal movements of labour, particularly in the cocoa industry, and of the conditions of seasonally employed labour. A similar recommendation was made by the Visiting Mission, which also noted that although the Administration maintained a small labour office in the southern part of the Territory, no senior labour officer had been posted there and that consequently there was no real supervision or control of the cocoa labour. It considered that in view of the fact that the cocoa industry was the main employer of paid labour in the Territory and in view of the importance of the cocoa industry and the economy of the Territory, the Administering Authority might make further enquiries into the conditions of the labour with a view to improving these conditions, especially housing, and might consider posting a senior labour officer to the Territory.

The Administering Authority subsequently stated that it was intended to open a district office of the Ministry of Labour in the Territory during 1953 from which an assistant labour officer would supervise the labour employed in the cocoa industry. A survey of the labour employed in the cocoa areas would also be extended to the Territory as soon as possible.

## 5. EDUCATIONAL ADVANCEMENT

### Policy and general

In January 1952, an accelerated development plan for education in the Gold Coast and Togoland, whose adoption was welcomed by the Council at its eleventh session, came into operation. Its most important and immediate effect was the introduction of free primary (infant junior) education throughout the Gold Coast and the Trust Territory, reflecting a change of policy determined by the new Gold Coast Government.

As a consequence, the intake of children into the first primary class was 9,821, almost twice the total in 1951. To meet this increase, the number of primary and middle schools was increased by 95 to a total of 433 and the number of teachers employed in these schools rose from 1,025 to 1,311; a high proportion of these teachers, representing two-thirds of the total number were, however, untrained.

Under the new plan, it is also proposed to provide a six-year basic primary course for all children, followed by either a four-year course in a middle (senior primary) school or direct entrance into secondary school. The Administering Authority has pointed out, however, and reiterated in its 1952 report, that it will not be possible to implement fully this scheme until the quality of the primary school course has been improved by a considerable increase in the number of trained teachers and that in the meantime, pupils will continue to enter secondary school from the middle schools.

General educational administration is undertaken by the Gold Coast Education Department, but none of the schools in the Territory are directly managed by the Administration. Government grants-in-aid are provided to the agencies managing the schools. In 1952, such financial aid was extended to 312 more schools than in 1951. The grant-aided schools are classified as "public" schools, those not receiving aid as "private" schools. In the north, all public schools (12) are managed by the district councils while in the south, by far the larger number (394 out of 406) of the public schools are managed by religious missions.

Under the accelerated plan, local authorities are ultimately to become responsible for primary and middle school education with financial help from the Administration. At present, no primary or middle school run by a religious mission can receive assistance from public funds unless the prior approval of the local authority concerned is obtained. At past sessions, and especially prior to this change of policy, the Council has commented on the extent of the part played by religious missions in the south and by Native Authorities (now replaced by the new local and district councils) in the north and has recommended greater practical intervention in educational activity by the Administration. The Administering Authority responded by pointing out that all mission schools in the south were subject to inspection by the Administration, that the policy was approved by the Administration, and that the schools were not profit-making and were largely financed by public funds under prescribed conditions. With respect to the north, it stated that the limited facilities there were being energetically increased.

The great majority of schools, including the secondary school and the three teacher-training colleges are in fact in the Southern Section of the Territory (435 out of all 448 schools and 406 out of the 418 public schools). Of the twelve public schools in the north, one is a middle school and the rest are primary schools. The total enrolment at all northern primary schools in 1952 was 866 compared with a total of 31,365 in the south.

The relative lagging behind of education in the Northern Section has been commented upon by the Council after the examination of each annual report on the Territory and by both Visiting Missions. At its eleventh session, the Council noted with particular concern the continuing disparity between facilities in the two Sections and again urged the Administering Authority to ensure that the local authorities in the Northern Section adequately carried out the role entrusted to them. The 1952 Visiting Mission, while noting the advances made in the Northern Section since 1950, considered that much greater efforts would have to be made if education were to be measurably improved there in the near future. It recognized that the main difficulty in carrying out such an expansion was the lack of qualified teachers from the area able to give instruction in the local vernaculars but considered that with the present limited teacher training facilities, it would be some time before sufficient teachers were forthcoming.

In its 1952 report, the Administering Authority reiterated that it was most conscious of the disparity between the facilities in the North and South, but stated that measures taken to reduce it were beginning to show satisfactory results. These measures included free tuition, board and lodging at the Tamale teacher-training college (Gold Coast), where teachers for the Northern Section were trained, and the payment of travelling expenses for those children attending boarding schools. The effect of these measures on educational advancement in the North had been considerable and since 1950 the number of teachers in local authority schools had almost doubled (from 15 to 29) and the number of pupils had increased by more than 93 per cent (428 to 827). In reply to the Mission, the Administering Authority stated that it did not consider that the teacher-training facilities for the Section were below its requirements and pointed out that there never had been a time when a candidate from the North had been prevented from becoming a teacher through lack of places in a training college. The difficulty had been more one of obtaining teacher candidates, but by the end of 1956, it was expected that as a result of the post-war expansion of primary and middle school education, increasing numbers of pupils would be qualified to train as teachers. With the completion of a new teacher-training college at Pusiga within the Northern Section, there would be more ample facilities for them.

The establishment of a policy of free education, although so far confined to the infant junior levels, coincides with previous recommendations of the Trusteeship Council, which has also expressed the view that secondary education should not be dependent on means. The 1952 Visiting Mission also expressed the hope that middle and secondary school education would become free as soon as possible and commented that it had observed that in certain instances the payment of fees for such education was not always easy for the children's parents. No fees are in fact charged at the Government secondary school at Tamale, which serves the Northern Section of the Territory, and scholarships have been granted to assist a number of secondary students elsewhere. In 1952, 115 of the 443 Togoland students receiving secondary education held scholarships, and 27 held scholarships at technical schools in the Gold Coast out of a total of 53 children attending these schools. Six pupils in the Southern Section held scholarships in middle schools.



Togoland itself has only one public secondary school, at Ho, where the number of pupils rose from 89 in 1951 to 152 during the year under review. In addition, 291 pupils (as against 166 in 1951) attended secondary schools located in the Gold Coast, 243 pupils being from the Southern Section, and 48 pupils from the Northern Section. It was planned to open a new public secondary school at Kpandu in the Southern Section early in 1953.

The Council has previously welcomed the opening of the Ho secondary school. It has also recommended that the Administering Authority should consider the desirability of emphasizing the importance of agricultural education in the school curricula. The Administering Authority replied that it was the Administration's policy to design a curriculum which would not only prepare children to meet the academic requirements of secondary and higher education institutions but which would at the same time be related to practical requirements and would not reflect a purely European background. To this end, steps were being taken to re-orientate the curriculum and in rural areas, to give it an agricultural bias.

Government expenditure on education during the year amounted to £260,493 or 15.3 per cent of the total expenditure. Local authority expenditure in the Southern Section on education amounted to £15,028 or 17 per cent of the total expenditure.

#### Teachers and teacher training

As noted above, the expansion of the educational system of the Territory depends in large measure on the training of a sufficient number of primary and middle school teachers and this problem has become more acute with the introduction of free infant junior education and the consequent increase in enrolment. Until such teachers become available, steps are being taken to recruit untrained teachers. A total of 714 new primary and middle school teachers was recruited in 1952, bringing the total up to 1,311. Of this total, 1,118 were infant junior teachers, of whom 342 were trained and 776 untrained. Of the 143 middle school teachers, 134 were trained and 59 untrained. The number of Togoland teachers in training more than doubled in 1952, the total being 431, of whom 226 attended colleges in the Territory and 205 colleges in the Gold Coast.

A new teacher-training college was opened in the Territory during the year, bringing the total up to three, all of which are located in the Southern Section and give a two-year course for infant junior teachers. Plans for the establishment by 1954 of a teacher-training college at Pusiga in the Northern Section have been welcomed previously by the Council.

#### Higher education

There are now two institutions of higher education in the Gold Coast to which students from the Territory have access - the University College of the Gold Coast and the Kumasi College of Technology, which was opened in 1952. The University College prepares students for external degrees of the University of London and the College of Technology has opened courses in professional accountancy, secretarial training and engineering. Further courses were to start in 1953.

During 1952, 36 out of the 510 students at the University College were Togoland, and there was one student from Togoland out of the 53 students at the Kumasi College. Twenty-two other students from the Territory were pursuing higher education courses in the United Kingdom or in North America during the year. In 1951, the total number of students from the Territory attending institutions of higher learning had been 28.

Forty-five of the Togoland students held scholarships: all 36 at the University College of the Gold Coast, the one student at the Kumasi College of Technology, seven in the United Kingdom and one in the United States of America. In 1951, 25 students had held scholarships.

The Council has previously welcomed the efforts of the Administering Authority to encourage higher education, and has made recommendations favouring the award of an adequate number of scholarships outside the Territory because of the absence of institutions of higher learning within it.

#### Adult and community education

During the year under review, programmes of mass education and community development were further extended. The first task was the recruiting and training of additional staff. By September of 1952, according to the Visiting Mission's report, 58 candidates had been trained at a rural training centre in the Southern Section, of whom 32 were for service within the Territory.

The main work carried out during 1952 by this staff, under a regional community development officer, was a mass literacy campaign, in which local voluntary leaders were trained in the Laubach method of teaching literacy and then organized into groups to work in the villages. The Administering Authority reported that by August 1952, 467 literacy classes had been established in the Territory, with 30,684 learners registered and 1,690 voluntary leaders trained.

The Visiting Mission considered that the Administering Authority and the mass education staff deserved special commendation for the campaign.

In the Northern Section, at the beginning of 1953, a community development team began operating, and it was planned to start work in another area later in the season.

The People's Educational Association organized under the auspices of the Department of Extra-Mural Studies at the University College of the Gold Coast continued to work among the literate population in the Southern Section of the Territory in 1952. The use of mobile cinema vans showing general and educational films was continued and a second radio rediffusion station was opened.

The work in adult and community education has been encouraged at previous sessions by the Council, which has also recommended that every effort should be made to introduce mass education into the North, where it was urgently needed.

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